



Title of Report:	Development of a new Coleraine Leisure Centre & Ballycastle Leisure Centre – Outline Business Cases (Stage 1 Approval)
Committee Report Submitted To:	The Leisure & Development Committee
Date of Meeting:	17 May 2022
For Decision or For Information	For Decision

Linkage to Corporate Strategy (2021-25)	
Strategic Theme	Healthy and Engaged Communities
Outcome	Citizens will have access to a range of leisure, recreational, green and play environments which support better physical and mental health and wellbeing
Lead Officer	Director of Leisure and Development

Budgetary Considerations	
Cost of Proposal	£22.6m to £26.4m for Coleraine LC £11.2m to £14.9m for Ballycastle LC
Included in Current Year Estimates	No
Capital/Revenue	Capital
Code	Not applicable
Staffing Costs	Yes

Screening Requirements	Required for new or revised Policies, Plans, Strategies or Service Delivery Proposals.		
Section 75 Screening	Screening Completed:	No	Date:
	EQIA Required and Completed:	No	Date:
Rural Needs Assessment (RNA)	Screening Completed	No	Date:
	RNA Required and Completed	No	Date:
Data Protection Impact Assessment (DPIA)	Screening Completed:	No	Date:
	DPIA Required and Completed:	No	Date:

1.0 Purpose of Report

The purpose of this paper is to update Members on progress made on plans for the development of a new Coleraine Leisure Centre and Ballycastle Leisure Centre; recommend interim approval of the preferred options emerging from the respective Outline Business Cases (Stage 1 Approval); and outline next steps in relation progressing the development of the projects, including the submission of funding applications to the Levelling Up Fund (Round 2).

2.0 Background and Approvals to Date

In early 2021, the Leisure Facilities Project Board requested that previous work on business case development dating back to 2017/18 for the redevelopment of Coleraine Leisure Centre (CLC) and a new Ballycastle Leisure Centre (BLC) was revisited prior to any decision to re-commence work being taken by the Leisure & Development Committee and Council.

At a full Council meeting in September 2021, Members received an updated Strategic Outline Case for investment in the redevelopment of Coleraine Leisure Centre and approval was given to commit the resources required to complete the development of an OBC in line with 'Better Business Cases NI' guidance on the new 'Five Case Model'.

At this meeting it was also agreed that the OBC for Ballycastle Leisure Centre (also referred to as Phase II) was to be progressed in parallel with the Coleraine Leisure Centre OBC and adopt the same process and approach.

It is noted that whilst both project OBCs are being progressed in parallel, they are considered as separate projects for funding applications and ultimately investment decisions will be taken on the individual merits of each project.

Following a detailed presentation to Leisure & Development Committee in January 2022, at the Council meeting in February 2022 two development options for Coleraine Leisure Centre were approved for full economic appraisal against the base case 'Do Nothing' option:

- Option 4B: New reduced scale leisure centre on the existing footprint to the front of the Railway Road site; and
- Option 4B+: Option 4B enhanced to reflect Council's decision: *"that Council enlarge on the 4b Option to feature a larger water attraction to incorporate a separate learner pool and option for soft area"*.

Following an update report to Leisure & Development Committee in March 2022, at the Council meeting in April 2022 four development options for Ballycastle Leisure Centre were prioritised for full economic appraisal against the base case 'Do Nothing' option:

- Option 3: New reduced scale leisure centre at Quay Road with swimming pool, gym, studio, changing, offices and café;
- Option 3+: Option 3 enhanced with a new accessible play park;
- Option 4: New reduced scale leisure centre at Quay Road with swimming pool (floating floor), gym, studio, changing, offices, café, wet play and spa area, changing places facility, climbing wall and outdoor pump track and walking track; and
- Option 4+: Option 4 enhanced with a new accessible play park.

Most recently, a Leisure & Development Committee report was approved by Council in May 2022 recommending the prioritisation of applications for Coleraine Leisure Centre and Ballycastle Leisure Centre for Round 2 of the Levelling Up Fund which closes on 6th July 2022.

It is important to highlight that both projects are at early concept design stage, and if progressed, substantial additional resources and external funding would be required to develop the detailed designs and secure all the necessary approvals over the course of a

12-18 month period. These development costs and professional fees could be in excess of £1m, depending on the final preferred options selected.

3.0 Outline Business Case for Coleraine Leisure Centre

External consultants were commissioned by Council to produce the Outline Business Case for the redevelopment of Coleraine Leisure Centre. ***The full OBC report is included at Annex A for reference.***

The OBC is based on work and discussions between the Project Steering Group and multi-disciplinary consultancy team. The structure considers the latest '5-Case' model guidance and the teams relevant experience of developing business cases in the leisure sector.

The strategic case is the first step in the process and provides the key arguments and basis for investment in the redevelopment of CLC over the longer term. The strategic case goes on to identify the priorities/objectives and the process to develop the long list of options. The economic case analyses the long list of options that could meet the project objectives and through evaluation identifies the shortlisted options.

Following identification of the shortlisted options and discussion with the Project Steering Group and interaction with Members, the subsequent Financial, Commercial and Management Cases have been developed to identify the preferred option for investment and the proposed financing, procurement strategy and management arrangements.

The projects strategic fit with relevant government strategies and the priorities of both Council and the LUF ('Regeneration' Theme) is clearly established within the Strategic Case.

The need for a replacement of the old leisure centre is compelling and the cost of 'Doing Nothing' is not sustainable. The rationale and supporting evidence base for the project is based on facility planning needs, industry benchmarks, condition of existing centre, socio-economic needs, latent demand analysis, management information and local consultation.

The high level aims of the project are as follows:

- Provide fit for purpose indoor leisure facilities which will meet existing and future needs;
- To support improving the health and wellbeing of the local population through increased involvement in physical activity, sport and community engagement;
- Increased participation in physical activity by individuals from currently underrepresented groups;
- To provide a wet weather activity alternative to the support the wider tourism offering;
- To contribute to the regeneration of Coleraine town centre;
- To create a facility that operates at Net Zero in accordance with the Council's policy for new/upgraded facilities; and
- To create a financially sustainable leisure centre.

The project has been subjected previously to detailed technical Feasibility Reports which have fully exhausted a long list of potential options and a robust evaluation through the Outline Business Case, including local community consultation which concluded in April 2022.

Concept design cost estimates have been prepared by the design team based on initial accommodation schedules for the preferred option with allowances for professional fees, design risk, future inflation, optimism bias and for building a carbon efficient building using standard industry benchmarks as follows:

Capital Cost Estimate	Option 4b+ (5,100 m ²)
	£'000
Construction Cost	14,338
Professional Fees	1,434
Statutory/Other Fees	430
Risk Provision	2,007
Inflation	2,724
Estimated Costs to build carbon efficient building	2,581
Total Estimated Costs	23,514
Inc. Optimism Bias	26,336

The OBC includes a full economic appraisal of costs, benefits and risks. The project is reporting a positive net present value after 25 years which takes account of initial capital costs, whole life costs, operating costs, income generated and wider economic benefits.

The preferred option emerging from the OBC is to progress with Option 4b+: Redevelopment of a new reduced scale leisure centre (c.5,100m²) on the existing footprint of the old centre at Railway Road with additional learner pool, wet play and soft play area. On balance this option scores highest and is the option deemed to be most able to meet the project aims and the needs of the community. The proposed site layout, floor plans and facility mix are included as Annex B.

During the construction phase, the existing leisure centre will close, and the in-house team will provide an interim leisure offer that as far as possible relocates existing provision to other leisure facilities within the Borough. In addition to the projected savings from closure, the in-house team will explore the feasibility of establishing a temporary fitness offer within Coleraine town centre in a vacant retail/Council property to ensure there is a continued fitness provision within the town during construction.

While the current preferred option reflects the current demand levels and third-party leisure provision in the town, it should also be noted that the existing site offers the potential for future expansion of the preferred option. The design team carried out spatial analysis to determine that it would be feasible to develop additional hall space if need should arise in the future.

In summary, all five business case elements are met, and the project has the potential to achieve the objectives. As proposed, the developments are technically deliverable, and the preferred option has been developed through a robust and objective evaluation process. The key conclusions to highlight are as follows:

(i) Capital Affordability

At its meeting on 28th April, the CPWG agreed Coleraine Leisure Centre could progress to SLT and Leisure & Development Committee on 17th May 2022 for a decision by Council on 7th June 2022 based on the following affordability statement:

“At this early stage of project development and based upon the capital programme assumptions outlined in the OBC, Coleraine Leisure Centre is forecast to be affordable on the following basis:

- *a minimum of 50% capital funding is secured from external funders, including LUF Round 2;*
- *the lowest capital cost option is progressed to Stage 2 after funding outcome is known; and*
- *the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).*

The OBC identifies other external funding opportunities, including Low Carbon Innovation funding and Peace Plus which will be fully explored to reduce the net cost to Council and borrowing provision within the Capital Programme of £10.3m - £12.2m.

(ii) Operating Viability

The steady state net revenue estimates for the preferred option 4b+ represent a significant saving of c.£590k on the current operational subvention as detailed below:

Operating Forecast	Option 4b+ £
Income:	
Fitness	628,458
Swimming	456,002
Other Income	84,910
Total Income	1,169,370
Expenditure:	
Staffing	1,016,724
Utilities	145,794
Repairs & Maintenance	82,617
Operations	88,732
Administration	57,402
Total Costs	1,391,268
Net Cost/Subvention	-221,898

(iii) Sustainability

A new policy target for Net Zero Emissions for all new Council Buildings was approved by Council in April 2022. This paper has been considered by the design team and a summary breakdown of levels of sustainability together with estimated additional costs and comments are detailed below:

Sustainability accreditations	Baseline increased capital costs	Comments
Modern building	Baseline	BREEAM target rating of "Excellent"
Passivhaus accreditation	Baseline plus 9-11%	Assumes Passivhaus premium. Estimated preliminary costs and subject to future design development and detailed energy modelling.
Net Zero Carbon Emissions	Baseline plus 18%	Estimated preliminary costs and subject to future design development and detailed energy modelling.

The preferred option is costed on the basis of the Net Zero Carbon Emissions additional cost estimate (baseline plus 18%) with the benefits factored into the revenue model in terms of lower energy usage.

(iv) Social and Economic Regeneration

The CLC project may submit a funding application to LUF under the 'Regeneration and town centre' investment theme, Council may need to apply for at least a 50% contribution or £13.2m. The theme requires the money to be invested to 'upgrade eyesore buildings and dated infrastructure; and bring public services and safe, accessible community spaces into town and city centres. If funds are secured from LUF, they are to be focused on supporting high priority and high impact projects that will make a visible positive difference to local areas.

There are two important elements which will enhance the funding application:

- Addressing the ‘green agenda’ - The government’s ‘net zero and wider environmental; ambition is important particularly for capital and infrastructure projects. The project should be aligned to and support net zero goals and should demonstrate low or zero carbon best practice, ‘adopt and support innovative clean tech and or support the growth of green skills and sustainable supply chains; and
- Providing a new a modern leisure centre in Coleraine would have a visible and significant impact on its local area. A new leisure centre would enhance the townscape and improve the perceptions of the area with both residents and visitors, as well as increase the footfall in the areas (this is also supported by the DfC Coleraine Town Centre Plan, 2020),

The economic and social value from potential investment in sport and leisure facilities has been based Sport England/UK Active social return on investment guidance and factored into the NPV analysis to monetise these wider benefits of the project.

4.0 Outline Business Case for Ballycastle Leisure Centre

External consultants were commissioned by Council to produce the Outline Business Case for the development of a new Ballycastle Leisure Centre. ***The full OBC report is included at Annex C for reference.***

The OBC is based on work by a multi-disciplinary consultant team and the structure considers the latest ‘5-Case’ model guidance and the teams relevant experience of developing business cases.

The strategic case is the first step in the process and provides the key arguments and basis for investment in the development of BLC over the longer term. The strategic case goes on to identify the priorities/objectives and the process to develop the long list of options. The economic case analyses the long list of options that could meet the project objectives and through evaluation identifies the shortlisted options.

Following identification of the shortlisted options and discussion with the Client Project Team and interaction with Members, the subsequent Financial, Commercial and Management Cases have been developed to identify the preferred option for investment and the proposed financing, procurement strategy and management arrangements.

The projects strategic fit with relevant government strategies and the priorities of both Council and the LUF (‘Cultural’ Theme) is clearly established within the Strategic Case for investment.

The rationale and supporting evidence base for the project is based on facility planning needs, industry benchmarks, condition of existing provision, socio-economic needs, latent demand analysis, management information and local consultation.

The high level aims of the project are as follows:

- Provide fit for purpose indoor leisure facilities to replace those at the repurposed school building, Sheskburn House;
- Accommodate the needs of local young people to learn to swim;
- To support healthy lifestyles with the provision of free to use outdoor facilities;
- Improved health and wellbeing of local population through increased involvement in physical activity, sport and community engagement;
- Increased participation in physical activity by individuals from currently underrepresented groups; and
- Increased participation in health improvement programmes.

The project has previously been subjected to detailed technical Feasibility Reports which have fully exhausted a long list of potential options and a robust evaluation through the Outline Business Case, including local community consultation which concluded in April 2022.

Concept design cost estimates have been prepared by the design team based on initial accommodation schedules for the preferred options with allowances for professional fees, design risk, future inflation, optimism bias and for building a carbon efficient building using standard industry benchmarks as follows:

Capital Cost Estimate	Option 4+
Size	1,650sqm
Cost:	£'000
Building works	6,987
Additional Cost for Net Zero Facility	1,053
Capital works	7,040
External Site works & Accessible Play Park	2,799
Sub total	9,839
Costs including preliminaries	10,823
Design development contingency	1,082
Sub total	11,905
Professional fees	1,310
Total before OB	13,215
OB	1,586
Gym stations	100
Total	14,901

The OBC includes a full economic appraisal of costs, benefits and risks. The project is reporting a positive net present value after 25 years which takes account of initial capital costs, whole life costs, operating costs, income generated and wider economic benefits.

The preferred option emerging from the OBC is to progress with Option 4+: Reduced scale leisure centre (1,650m²) at Quay Road with 25m pool (4 lane), gym, large studio, changing, reception/office, wet play features and spa, café, changing places facility, bouldering wall and outdoor pump track and accessible play park. On balance this option scores highest and is the option deemed to be most able to meet the project aims and the needs of the community. The proposed site layout, floor plans and facility mix are included as Annex D.

In summary, all five business case elements are met, and the project has the potential to achieve the project objectives. As proposed, the developments are technically deliverable, and the preferred option has been developed through a robust and objective evaluation process. The key conclusions to highlight are as follows:

(i) **Capital Affordability:** At its meeting on 28th April, the CPWG agreed Ballycastle Leisure Centre could progress to SLT and Leisure & Development Committee on 17th May 2022 for a decision by Council on 7th June 2022 based on the following affordability statement:

“At this early stage of project development and based upon the capital programme assumptions outlined in the OBC, Ballycastle Leisure Centre is forecast to be affordable on the following basis:

- *a minimum of 50% capital funding is secured from external funders, including LUF Round 2;*
- *the lowest capital cost option is progressed to Stage 2 after funding outcome is known; and*
- *the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).*

The OBC identifies other external funding opportunities, including Low Carbon Innovation funding and Peace Plus which will be fully explored to reduce the net cost to Council and borrowing provision within the Capital Programme of £4.6m - £6.5m.

(ii) Operating Viability

The steady state net revenue estimates for the preferred option 4+ represent a significant increase of c.£270k on the current operational subvention (reflecting the addition of the swimming pool) as detailed below:

Operating Forecast	£
Projected Income:	
Pools	112,506
Fitness/Health Suite	127,422
Halls/Room Hire	27,043
Miscellaneous Income	2,381
Bouldering	7,000
Grants Income	6,500
	282,852
Projected Costs:	
Staff Costs	520,077
Utilities	80,537
Supplies & Programme Costs	42,477
Premises	11,743
Estates Support	23,907
	678,741
Net Cost/Subvention	-395,889

(iii) Sustainability

A new policy target for Net Zero Emissions for all new Council Buildings was approved by Council in April 2022. The preferred option is costed on the basis of the Net Zero Carbon Emissions additional cost estimate with the benefits factored into the revenue model in terms of lower energy usage.

(iv) Social and Economic Regeneration

The BLC project may submit a funding application to LUF under the ‘Cultural’ investment theme to develop new sport and leisure facilities to a large population which demonstrates high levels of social and health deprivation. Council may need to apply for at least a 50% contribution or £7.5m. If funds are secured from LUF, they are to be focused on supporting high priority and high impact projects that will make a visible positive difference to local areas.

The economic and social value from potential investment in sport and leisure facilities has been based Sport England/UK Active social return on investment guidance and factored into the NPV analysis to monetise these wider benefits of the project.

5.0 Next Steps

Given the projects scale and associated financial risks, the approval of Stage 1: OBC will not constitute the normal approval to progress immediately to Stage 2: FBC (detailed design, Planning Application and Procurement of ICT).

A decision to progress to Stage 2 and incur significant development/design costs in the process will be subject to securing external funding from LUF. The overall affordability of the projects (and cost of emerging preferred options) will therefore be re-assessed when the outcome of the funding application is confirmed in Autumn 2022 for a Council decision to progress to Stage 2.

Subject to Council approval, the indicative delivery timeframe to progress both projects through Council’s four stage capital process is summarised below (note that this is subject to change if a staggered delivery only is deemed affordable):

- Stage 0: Strategic Outline Case Approved – September 21;
- **Stage 1: Outline Business Cases for Approval – June 22;**
 - Levelling Up Fund applications submitted - July 22;
 - Levelling Up outcome (anticipated) - October 22;
 - Affordability review of preferred option for Council decision – October 22;
- Stage 2: Full Business Cases (design/planning/procure) – October 22 to October 23;
- Stage 3: Construction (minimally 18 mths) – October 23 to March 25; and
- Stage 4: Handover and Ready for Use - April 25.

Officers will use the period between June 22 and October 22 to plan and agree best procurement strategy for the appointment of Integrated Consultancy Team and explore further external funding opportunities in preparation for Stage 2.

As per the normal four stage process, the Final Investment Decision to progress to Stage 3: Construction and appointment of contractor will be subject to final Council agreement and confirmation of capital affordability at that time.

6.0 Recommendation

Members are asked to note progress made on plans for the development of a new Coleraine Leisure Centre and Ballycastle Leisure Centre; provide interim approval of the preferred options emerging from the respective Outline Business Cases (subject to an affordability review when the outcome of funding applications is known); and note next steps in relation progressing the development of the projects, including the submission of funding applications to the Levelling Up Fund (Round 2).

Redevelopment of a new Coleraine Leisure Centre

Outline Business Case (using ‘Five Case Model’)

*V11.0 for Leisure & Development Committee on
17th May 2022*

Contents

1. INTRODUCTION & BACKGROUND	5
1.1 Introduction to the OBC	5
1.2 Format of Report	6
2. STRATEGIC CASE.....	7
2.1 Purpose	7
2.2 Background	7
2.3 Project lifecycle.....	7
2.4 Key Challenges	9
2.5 Key Strengths.....	9
2.6 Strategic Context.....	9
2.7 Covid – 19 Impacts.....	20
2.8 Sustainability Considerations.....	21
2.9 Existing Arrangements & Business Need/Demand	23
2.10 Project Scope, Requirements and Objectives.....	27
2.11 Application for Levelling Up Funding (LUF).....	29
3. ECONOMIC CASE – Preferred Way Forward	30
3.1 Critical Success Factors	30
3.2 Long-list of Options and SWOT Analysis	31
3.3 Outcome of the Shortlisting.....	32
3.4 Short List Options to take forward.....	33
3.5 Economic Appraisal – Value for Money	34
3.6 Optimism Bias	35
3.7 Non-Monetary Benefits Appraisal	37
3.8 Non-Monetary Risk Appraisal	40
3.9 Selection of Preferred Option.....	44
4. COMMERCIAL CASE – Potential Deal.....	46
4.1 Procurement Strategy.....	46
4.2 Delivery of the Construction of the New Leisure Centre.....	46
4.3 Operation and Management of the New Leisure Centre	48
4.4 Service Specification and Required Outputs.....	49
4.5 Potential Risk Apportionment.....	50
4.6 Contractual Issues and Accountancy Treatment.....	51
5. FINANCIAL CASE – Affordability and Funding.....	52
5.1 Capital Costs	52
5.2 Financial Model and Appraisal.....	52
5.3 Sensitivity Analysis	54
5.4 Affordability Analysis.....	54

6.	MANAGEMENT CASE – Successful Delivery	57
6.1	Project Governance and Management Plan	57
6.2	Commerciality and Marketing Plans.....	59
6.3	Project Monitoring, Evaluation and Benefits Realisation	59
6.4	Proposed Project Timetable.....	61
6.5	Performance Management Plan	61
6.6	Risk Management Plan.....	61
7.	CONCLUSION AND RECOMMENDATIONS	64
7.1	Conclusion.....	64
7.2	Recommendations.....	64

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Table of Appendices

Appendix 1	Strategic Outline Case (SOC) dated 17 August 2021.....	
Appendix 2	Social Economic Profile of Coleraine (extract).....	
Appendix 3	Consultation Result Analysis.....	
Appendix 4	Details of the proposed accommodation split (against current).....	
Appendix 5	Long List of Options Analysis.....	
Appendix 6	Details Leisure Revenue Model.....	
Appendix 7	Net Present Value Model.....	
Appendix 8	Copy of Email from Planning Department (Mar 22)	
Appendix 9	Project Board Terms of Reference.....	
Appendix 10	In-house Transformation Plan.....	

Table of Data

Table 1 – Strategic context.....	19
Table 2 – Basic demographics	20
Table 3 – Levels of sustainability accreditations.....	23
Table 4 – Income and Expenditure at CLC over 5-years prior to pandemic.....	23
Table 5– Current facilities at CLC	24
Table 6– Rationale for redevelopment of CLC	26
Table 7 – Strategic Objectives	28
Table 8- Evaluation criteria for development options.....	30
Table 9 – Evaluation criteria for development options	30
Table 10– Long list of options	32
Table 11– Review of Shortlisted options	33
Table 12– Shortlisting outcome.....	33
Table 13– Net present value calculation for each option	34
Table 14– Optimism bias	36
Table 15– Non-Monetary Criteria and Weightings.....	37
Table 16– Scoring Rationale.....	38
Table 17– Outcome of Non-Monetary Scoring	39
Table 18– Ranking of Non-Monetary Scoring.....	40
Table 19– Assessment of Non-Monetary Risks.....	43
Table 20– Proposed layout and floor plans	44
Table 21– Proposed sq2 of Accommodation.....	45
Table 22– Delivery risks.....	50
Table 23– Capital Costs Model assumptions	52
Table 24– Capital Costs Profile for preferred option.....	52
Table 25– Revenue projections.....	53
Table 26– Model assumptions	53
Table 27– Composition of Project Steering Group	58
Table 28– Proposed Benefits Realisation Plan.....	60
Table 29 – Project timetable (milestones)	61
Table 30 – Risk Averse Classification Matrix.....	62
Table 31 – Risk Assessment.....	63

1. INTRODUCTION & BACKGROUND

1.1 Introduction to the OBC

V4 Services (V4S) have been commissioned by Causeway Coast and Glens Borough Council (CC&G) to produce the Outline Business Case (OBC) for the redevelopment of Coleraine Leisure Centre (CLC).

This document represents the Strategic Context and Outline Business Case (OBC) for the rebuilding of Coleraine Leisure Centre. The rebuilding of CLC will provide the Borough with a high-quality leisure experience for the community and the wider tourist market. This OBC sets out the case for the necessary investment based on the agreed objectives.

This document is based on work and discussions between the Client Project Team, Ostick and Williams (O&W) and V4 Services (V4S). The structure considers the latest '5-Case' model guidance and the teams' experience of developing business cases. The '5-Case' model has been adopted in line with the guidance issued by the Northern Ireland Civil Service (NICS).

The document sets out each of the five cases within the OBC. The strategic case is the first step in the process and provides the key arguments and basis for investment in the redevelopment of CLC over the longer term. The strategic case goes on to identify the priorities/objectives and the process to develop the long list of options. The economic case analyses the long list of options that could meet the project objectives and through evaluation identifies the shortlisted options. Following identification of the shortlisted options and discussion with the Client Project Team and interaction with Members, the subsequent financial, commercial and management cases have been developed to identify the preferred option for investment. The approach has been tested and agreed with the Client Project Team and Project Steering Group.

The Strategic Outline Case (SOC) was completed in August 2021 and approved by Council on 7th September 2021.

To progress to the completion of this Outline Business Case it has been necessary to update some of the project details following work by the Project Team to identify new development options.

Whilst an OBC was partially completed in 2016, the scheme has changed very substantially, including:

- Exploring the potential to reduce the schedule of accommodation
- Understanding the implications of development on the site at Railway Road, Coleraine, rather than the original site at Rugby Avenue
- Analysing the costs in terms of affordability, including Revenue, Capital Expenditure and whole life costs
- Ascertaining initial views on any proposed revisions to the scaling and location of the development on the chosen site
- Confirming that the new facilities will be operated directly by the Council ("in-house") the culmination of a process that included an options appraisal, soft market testing, and shadow bid process.

This OBC fully appraises two shortlisted options and if approved, this OBC will progress to Full Business Case which will enable the Council to make an informed decision on whether to progress with the investment.

1.2 Format of Report

This OBC builds upon the Strategic Outline Case (SOC) dated 17 August 2021 (attached at **Appendix 1**) and progresses the project through the following cases:

- Strategic
- Economic
- Commercial
- Financial
- Management.

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2. STRATEGIC CASE

2.1 Purpose

The strategic case determines whether the redevelopment of CLC is aligned and consistent with the strategic aims of the Council in general and in particular:

- the Council's business strategies and plans
- the Council's other projects and programmes and
- the wider strategies and initiatives in Northern Ireland.

The case sets out the current context and challenges alongside the case for change, identifying how the project has been developed, addresses the needs, and contributes to key policy objectives.

2.2 Background

Causeway Coast and Glens stretches from Lough Foyle in the west to the Glens of Antrim in the east covering an area of 1,968 square kilometres. This makes CC&GBC one of the largest councils in Northern Ireland in terms of land mass. Whilst largely a rural borough, there are several established settlements within the area including Coleraine, Ballymena, Ballymoney and Limavady. CC&G population in 2019 was estimated at 144,838 (7.6% of Northern Ireland's population).

The Council area also offers 31 historic parks and gardens, 15 national nature reserves and four outstanding areas of natural beauty as well as several Blue Flag beaches. These attractions are complimented by events and activities within the Borough which are internationally recognised, respected and supported, such as The North West 200 International Road Race which attracts over 100,000 spectators annually to the area. The Borough hosted The Open Golf Tournament in 2019 and has secured a return of the event in 2025.

In 2018, there was a total of 2,538,877 visits to visitor attractions in the Causeway Coast and Glens area. The most popular visitor attractions were:

- Giant's Causeway World Heritage Site (1,039,243) followed by
- Carrick-a-Rede Rope Bridge (491,947) and
- Roe Valley Country Park (310,000).

2.3 Project lifecycle

The Leisure Facilities Project Board requested that the original Strategic Outline Case (SOC) for the redevelopment of CLC was revisited and presented for discussion prior to any decision to re-commence work on project being taken by Leisure & Development Committee and Council. The SOC was presented to The Leisure Committee on 17 August 2021 and was approved by full Council on 7 September 2021.

Coleraine Leisure Centre opened in 1969 and benefitted from a major refurbishment in 1981. The Centre provides a wide range of opportunities for the residents in Coleraine, Portrush and Portstewart area to participate in sport and healthy physical activity. The facilities are now dated, and the building is beyond its economic life expectancy. A detailed conditions survey undertaken in 2011 identified that much of the components of the building (structure, fabric

and plant) were at or approaching the end of their economic life and would need to be refurbished or replaced in the coming years.

The project for the redevelopment of the Coleraine Leisure Centre commenced in 2016. The Council procured an Integrated Consultancy Team (ICT) comprising of Pinsent Mason, Ostick & Williams (O&W) and V4 Services (V4S).

As part of the work to complete an OBC, evidence of need was established through work with Sport NI using facility planning supply / demand analysis.

At the time the Council adopted three high level objectives for the project:

- address local market needs and demand for leisure within Coleraine
- address social, economic, equality and deprivation challenges and
- create financially sustainable facilities.

A long list of development options was initially considered from 'Do Nothing' through to consideration of development on various sites including:

- on the existing CLC site
- on the former Waterworld site,
- a site adjacent to the Northern Regional College
- other sites in Coleraine including Rugby Avenue

Detailed site appraisals were developed for each of the options.

It was not possible to conclude the OBC in 2018 due to the uncertainty around the choice of operating model, which would determine affordability to a large extent.

A detailed Options Appraisal was carried out, but it was decided that further work was needed to understand the potential for the in-house team to transform and approach the standards which could be expected in the outsourcing options. The Council wanted to give the in-house team support to demonstrate how they could reduce the gap between the indicative levels of subvention provided in response to a market engagement by specialist leisure operators and those projected for in-house operation based on performance at that time.

A process of evaluation was designed which exposed the in-house team to rigorous scrutiny and external challenge, which included the in-house leisure team completing a 'shadow-bid' process. This involved providing a full and detailed response to a wide range of criteria that would have been used in a competitive tender process. This involved delivering 12 detailed Method Statements in response to a leisure specification. The outputs included a business plan which included investment proposals and committed the team to service improvement and to operating at lower subsidy.

Although the OBC was left incomplete, the process itself was deemed to be highly successful and has led to various service improvements and a reduction in subvention. This process provided the in-house team with the opportunity to demonstrate how performance could improve if they were allowed to operate in a similar manner to a specialist leisure operator.

The in-house team completed a tender response which was then evaluated. This process was completed in December 2019 and since then the In-house team have been working through their business plan to transform the leisure operations, using extremely limited funds.

The in-house team has made significant progress with their investment proposals including the refurbishment of the Roe Valley Leisure Centre resulting in increased membership, despite the Covid 19 pandemic.

2.4 Key Challenges

Coleraine Leisure Centre has several challenges:

- Changes in tourism in the area – there has been a huge rise in the visitors' numbers visiting the north coast, especially since the pandemic. However, these significant numbers are not visiting into the leisure centre, even in the poorest weather due to the age and dilapidation of the building and the lack of activities appealing to 10years+
- The profile of the population in and around Coleraine in terms of age and health and wellbeing
- The profile of the younger population in terms of educational attainment, crime and anti-social behaviour.

2.5 Key Strengths

However, while facing significant changes, Coleraine Leisure Centre has a number of strengths:

- CLC is the closest leisure centre to the North Coast, the most significant tourist area in Northern Ireland with the Giants Causeway being the most visited area attracting more than one million visitors in 2019.
- CLC is centrally placed to service the communities of Portrush and Portstewart, as well as the Coleraine area population. A total of 112,800 people reside (43,891 households) within a 20-minute drive of Coleraine.
- Significant tourists are in the area from Easter to September and the new CLC should become an attractive option during inclement weather. In recent years, the Waterworld and Dunluce Centre have both closed for re-development.
- Local tourism activities such as the annual air show boost visitor numbers to the area, especially at the weekends

2.6 Strategic Context

This section provides an analysis of the proposed project's alignment with the policies and objectives of the Council, and relevant national and regional policies (see **Table 1**). The following strategies have been considered:

- Executive Office, Northern Ireland Programme for Government 2016 -2021
- Executive Office, New Decade, New Approach Deal 2020
- Executive Office, Children and Young People's Strategy 2020 -2030
- DfC's Coleraine Masterplan Review 2020.
- Sport NI's Corporate Plan 2020-25
- DfC's Strategy for Sport and Physical Activity
- Council Strategy 2021—2025 – Causeway Coast & Glens Borough Council Corporate Strategy
- A Better Future Together: A Community Plan for Causeway Coast & Glens 2017-2030
- Sport & Wellbeing Plan 2020-23 (interim)
- Sports & Leisure Facilities Strategy; Causeway Coast & Glens Borough Council August 2015

Strategic Document	Policy Context	Congruence with Project
<p>Executive Office, Northern Ireland Programme for Government 2016 -2021</p>	<p>The Programme for Government (PfG) is the key plan for Ni and follows outcome-based approach. The PfG has established 14 outcomes that will improve wellbeing for all – by tacking disadvantage, improving wellbeing and driving economic growth.</p> <p>The PfG is focused on 14 key outcomes all of which reflect across wider departmental strategies and policies.</p>	<p>The outcomes that are directly relevant to this project are:</p> <ul style="list-style-type: none"> • We enjoy long, healthy, active lives • We give our children and young people the best start in life • We have high quality public services • We have created a place where people want to live and work, to visit and invest • We connect people and opportunities through our infrastructure. • <i>We are a shared society that respects diversity.</i> • <i>We are an innovative, creative society, where people can fulfil their potential.</i> <p>It is clear that the proposal to construct a new or refurbished leisure centre in Coleraine is highly congruent with a number of the identifiable outcomes proposed in the NI PfG.</p>
<p>Executive Office, New Decade, New Approach Deal 2020</p>	<p>The New Decade New Approach Deal, co-designed and endorsed by the UK and Irish governments and each of Northern Ireland’s main political parties, sets out the key priorities of the restored devolved government in Northern Ireland, to include:</p> <ul style="list-style-type: none"> • Transforming our health service with a long-term funding strategy. • Transforming other public services particularly in education and justice. 	<p>The key priorities that are directly relevant to this project are the priorities linked to health services and the transforming other public services.</p> <p>Having a newly built or refurbished leisure centre completed will support work to improve the health of the community, especially for working families and the most vulnerable, and therefore contribute to reducing the impact on the health service. The replacement of a 50-year-old leisure centre will support the transformation of public services and</p>

	<ul style="list-style-type: none"> Investing for the future to ensure Northern Ireland is equipped to harness opportunities and drive sustainable productivity, including opportunities for future trade as we leave the EU. Delivering a fair and compassionate society that supports working families and the most vulnerable. Developing a new outcomes-focused Programme for Government. 	<p>deliver a sustainable more productive local leisure offer</p>
<p>Executive Office</p> <p>Children and Young People's Strategy 2020 -2030</p>	<p>The Northern Ireland Executives Children and Young Peoples Strategy, which aligns with the PfG, is designed to improve the well-being of all children and young people in Northern Ireland and to help every child develop to their full potential and get the best possible start in life. The overarching aim of the strategy focuses on <i>'working together to improve the well-being of children and young people living in Northern Ireland and to achieve positive, long-lasting outcomes'</i>.</p> <p>To achieve this overarching aim, it is recognised that children and young people need to be provided with support and services to aid their development. This requires everyone to work together including government, local councils, community groups, schools and youth organisations. A series of key values and principles are identified to support the ambitions of the strategy and they include partnership working, participation child centred and family focused activity and evidence-based working.</p> <p>The Strategy identifies eight outcomes which are all linked to achieving positive outcomes for the children and young people of NI.</p>	<p>Of the eight outcomes within the Strategy the following are directly relevant to this project:</p> <ul style="list-style-type: none"> <i>Children and young people are physically and mentally healthy</i> <i>Children and young people enjoy play and leisure</i> <i>Children and young people live in a society in which equality of opportunity and good relations are promoted.</i> <p>The rebuilding or refurbishment of the leisure centre will significantly contribute to improving the wellbeing of children and young people in the area by creating more capacity and opportunities for all young people to be physically active through affordable play and leisure activities.</p>

<p>Department for Communities</p> <p>A new Sport and Physical Activity Strategy for Northern Ireland</p>	<p>The NI Executive’s Department for Communities vision for A New Sport and Physical Activity Strategy for Northern Ireland is: <i>“Lifelong involvement in physical activity and sport leads to an active, healthy, resilient, and inclusive society which recognises and values both participation and excellence”</i>.</p> <p>The strategy which will cover a ten-year period will have a clear focus on increasing participation in sport as well as promoting sporting excellence and performance.</p> <p>It is proposed that the emerging final strategy will be delivered under 6 key themes to include:</p> <ul style="list-style-type: none"> • Recovery from the impact of the pandemic on sport and physical activity • Promoting participation, inclusion, and community engagement • Promoting excellence in sport • The importance of partnership and integration • Providing inclusive and shared spaces and places • Promoting the benefits of sport and physical activity. <p>These six key themes will be underpinned by 3 cross-cutting principles:</p> <ul style="list-style-type: none"> • Developing inclusive, shared communities • Developing capacity and governance in sport and physical activity • Developing national and international linkages. 	<p>Again, the cross-cutting principles will be supported by a refurbished or newly built leisure centre in Coleraine. The schedule of accommodation for the new centre (based on the recently commissioned latent demand report) will ensure that the needs of the community will be provided for now and into the future. One of the aims of the In-house operating Team has always been to ensure inclusivity and supporting and encouraging those difficult to reach communities.</p> <p>It is clear that the objectives of this strategy are highly compatible with a number of the identifiable cross-cutting principles of this strategy.</p>
<p>Department for Communities</p> <p>Building Inclusive Communities Strategy 2020-2025</p>	<p>The Department for Communities’ five-year Strategy for the period 2020–2025 sets out how it will work across government, its Arm’s Length Bodies and with communities in delivering on its common purpose of Supporting People, Building Communities, Shaping Places.</p>	<p>It is evident that the rebuild or refurbishment of the leisure centre at Coleraine is aligned with the long-term outcomes and the various priorities within each theme is highly compatible with a number of the identifiable cross-cutting principles of this strategy, in particular through promoting participation and</p>

	<p>The strategy highlights that the Department for Communities and its Arm’s Length Bodies will play a critical role in contributing to the post pandemic long term societal and economic recovery and in doing so it sets out a range of long-term outcomes over four cross cutting themes to include:</p> <ul style="list-style-type: none"> • Anti-Poverty • Wellbeing & Inclusion • Sustainability & Inclusive Growth • Agility & Innovation. <p>Within each of these themes a variety of priorities are identified to include:</p> <ul style="list-style-type: none"> • supporting cultural and community confidence • participation and wellbeing through direction and • support to the creative industries, museums, libraries, sport and arts, culture and heritage sectors. 	<p>wellbeing through physical activity and supporting the sports sector through investment in better facilities</p>
<p>Department of Health Making Life Better A Whole System Strategic Framework for Public Health 20132023</p>	<p>The Making Life Better Strategy which was published in June 2014 sets out a ten-year public health strategic framework which provides direction for policies and actions to improve the health and wellbeing of people in Northern Ireland.</p> <p>The vision of the strategy identifies that <i>through strengthened co-ordination and partnership working in a whole system approach, the framework will seek to create the conditions for individuals and communities to take control of their own lives and move towards a vision for Northern Ireland where all people are enabled and supported in achieving their full health and wellbeing potential.</i></p>	<p>Again, the project for the rebuild or refurbishment of the leisure centre fit well with the aims for better health and wellbeing for everyone. Better leisure facilities will help enable the community to lead healthy lives through physical activity, including giving every child the opportunity to learn to swim.</p>

	<p>In achieving the aims of the strategy, to achieve better health and wellbeing for everyone and reduce inequalities in health, 6 key themes for action are also identified to include:</p> <ul style="list-style-type: none"> • Giving Every Child the Best Start • Equipped Throughout Life • Empowering Healthy Living • Creating the Conditions • Empowering Communities • Developing Collaboration 	
<p>Local Government</p>		
<p>Council Strategy 2021—2025’ – Causeway Coast & Glens Borough Council Corporate Strategy</p>	<p>The Causeway Coast and Glens Corporate Strategy provides a road map on how Council will work to improve its far-reaching service delivery across each of its 7 DEA’s (to include Benbradagh, Limavady, Bann, Coleraine, Causeway, Ballymoney and the Glens) which collectively cover a 1,968 square kilometre area.</p> <p>The Corporate Plan overarching vision states that Council <i>will maximize the benefits of our unique location and landscape by providing accessible, efficient and sustainable services fulfilling local and visitor expectations.</i></p> <p>The mission statement of the strategy provides clarity on how Council as a corporate body along with its departments and units will strive to improve the quality of life for its citizens and visitors by:</p> <ul style="list-style-type: none"> • Providing effective, accessible and sustainable local public services • Improving economic prosperity • Ensuring local communities are at the heart of decision making • Protecting, promoting and enhancing our unique natural environment and assets 	<p>The mission statement of the Council’s strategy is aligned to this project particularly in relation to the provision of ‘effective accessible and sustainable local public services’.</p> <p>A rebuilt or refurbished leisure centre will operate more efficiently and effectively and help put the service on a sustainable footing by increasing capacity and footfall by both the local community and tourists.</p> <p>The redevelopment of the Borough’s largest leisure centre will play a central role in delivering Council’s strategic priority of developing “healthy, active and engaged communities” and “Climate Change and Our Environment”.</p> <p>The most important outcome being that citizens will have access to Council recreational facilities and protected natural environments which help them to develop their physical, mental health and wellbeing.</p>

	<ul style="list-style-type: none"> • Advocating for the area and citizens in local and international arenas. <p>The Corporate Plan framework has five strategic priorities: Cohesive Leadership; Local Economy; Improvement and Innovation; Healthy and Engaged Communities; Climate Change and Our Environment which link across to Council's other strategic and statutory documents.</p>	
<p>A Better Future Together: A Community Plan for Causeway Coast & Glens 2017-2030'</p>	<p>Following the formation of Causeway Coast and Glens Borough Council in 2015 as a result of a reorganisation of local government in Northern Ireland, the community planning function was introduced for the first time, requiring all Northern Ireland Councils to take the lead in initiating, facilitating and maintaining the community planning process.</p> <p>The "A Better Together" Community Plan published in 2017 provides an over-arching strategic framework for the Causeway Coast and Glens area. The plan articulates how 14 statutory bodies (to include the Education Authority, PSNI, Sport NI, NIHE and the Public Health Agency) will work in partnership with Council to deliver better services to improve the lives of everyone within the Causeway Coast and Glens area under three key outcomes to include:</p> <ul style="list-style-type: none"> • A Sustainable, Accessible Environment • A Thriving Economy • A Healthy Safe Community <p>Creation and subsequent commitment to delivery of the Community Plan will be underpinned by demonstrating values of respect; participation; innovation; integrity and sustainability.</p>	<p>This plan aligns with this project. An objective of the project is to ensure that the needs of the community are met now and into the future, including some features for the tourism element.</p>
<p>'Sports & Leisure Facilities Strategy'; Causeway Coast &</p>	<p>The Facilities Strategy document provides an overview of Council's existing assets and resources for the provision of sport</p>	<p>Again, this strategy has been considered and in establishing how to establish the accommodation requirement, this has been established based on</p>

<p>Glens Borough Council August 2015</p>	<p>and leisure facilities. It considers four key types of facilities to include:</p> <ul style="list-style-type: none"> • swimming pools • health and fitness stations • sports halls and • synthetic and 3G pitches. <p>It sets a framework against which Council can make decisions about resources and how best to maximise those resources whilst also providing clarity and a forward-thinking view of Council's plans to key stakeholders. The development of the framework was at a key juncture, following the convergence of the four legacy councils to create the new Causeway Coast & Glens Borough Council. At this time there was an increasing pressure on financial resources and a desire to ensure equality of access and parity in service provision across the borough.</p> <p>Investment criteria featured within the strategy provides for due consideration to be given to other influencing factors such as:</p> <ul style="list-style-type: none"> • The current condition of existing facilities • The physical environment • Social return on Investment / wider value considerations • Socio-economic and political considerations. <p>The strategy highlights areas of need for facilities and it is a priority of Council to bring forward schemes that meet the identified needs in a manner that is affordable, sustainable and equitable in accordance with this strategy.</p>	<p>evidence. To this end the recent latent demand report together with information on what is available across the borough has been used to ensure that the accommodation is appropriate but flexible.</p> <p>It is well-known that the current CLC has reached its end of life and will only become more expensive and less efficient as time goes on. In looking at the potential options, sustainability, whole life costs and affordability have been fully considered and are expanded on later in this OBC.</p>
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	<p>The Facilities Strategy seeks to provide ‘A high quality service provision that is based on need, is affordable and sustainable and improves not only the lives of our community and visitors to the area, but also the way in which we do things’.</p>	
<p>Causeway Coast & Glens Tourism and Destination Management Strategy 2015 – 2020</p>	<p>This Tourism and Destination Management Strategy examines the way forward for tourism in the new Causeway Coast and Glens Borough Council area. It identifies the importance of tourism, how it should be structured, the role of the Council and its relationship, engagement and communication with tourism operators in the area.</p>	<p>There is a requirement to develop additional indoor capacity for tourists to use throughout the season, and to increase the dwell time for stays in the area and to extend the season.</p>
<p>DfC Coleraine Masterplan Review 2020.</p>	<p><i>The Coleraine Town Centre Masterplan published in 2012 provided a long-term strategy which would work towards identifying a series of short-, medium- and long-term development proposals designed to maximise the social, physical and economic potential of the town. The plan was commissioned by the former Department for Social Development in collaboration with the legacy Coleraine Borough Council and set out a 15-year shared vision for Coleraine Town Centre.</i></p> <p>The Plan acknowledged that Coleraine like many similar sized regional towns across Northern Ireland faced a number of challenges to include a declining high-street against the backdrop of a recession, as well as more site-specific challenges to include restrictions on movement in and around the town centre, an imbalanced relationship with the River Bann. It also noted the towns unique positive characteristics to include its accessible regional location, the wider boroughs strong asset base and the prominence of the north coast’s tourism industry to drive inward investment within the area.</p>	<p>CLC falls into the regeneration around the Railway Station area. The original 2012 report initially reported that CLC would be relocating, and the current site would be redeveloped for mixed use.</p> <p>However, the Review 2020 details that stakeholders highlighted the desire for CLC to remain at the site on Railway Road, albeit in a reconfigured and redeveloped site. The review further highlights that CLC’s redevelopment is a priority and its redevelopment on the existing site will be used to create new linkages through an attractive public space and encourage ease of pedestrian movement. The review further advises that the redevelopment of CLC would provide:</p> <ul style="list-style-type: none"> • A ‘flagship’ leisure project and re-establish Coleraine as a ‘leading leisure-destination that meets the needs and expectation of locals, students, workers and visitors’ and • ‘could be a major catalyst in transforming the surrounding areas, attracting private investment and developing Coleraine as a destination’.

		<p>This masterplan is congruent with this project and the redevelopment or refurbishment of the leisure centre would significantly contribute to the overall masterplan for Coleraine.</p>
<p>Statutory Agencies and Arm's Length Bodies</p>		
<p>Sport NI's Corporate Plan 2020-25</p>	<p>The emerging Sport NI Corporate Plan mission statement notes an organisation which is <i>passionate about maximising the power of sport to change lives. By 2025, we want the power of sport to be recognised and valued by all.</i></p> <p>The new plan seeks to build on the success of previous Sport NI corporate plans, on 'Sport Matters, the Executive Strategy for Sport and Physical Recreation 2009-2019' and is firmly aligned to the Programme for Government 2016- 2021.</p> <p>The corporate plan is based on two core outcomes which include:</p> <ol style="list-style-type: none"> 1) People adopting and sustaining participation in sport and recreation 2) NI Athletes among the best in the world. Sport NI has identified a number of 'enablers' that will support the delivery of these outcomes, including: <p>Strategic Partnerships and Collaboration: A Strong Sporting System – which focuses on delivering a strong, inclusive sporting system, through co-design with NI's sports' governing bodies and other stakeholders that produces improved outcomes and enables us to grow and learn from one another.</p> <p>The Value of Sport: Advocacy, Research and Insights – Establishing a common framework for measuring the value of sport; providing compelling evidence as to its fundamental</p>	<p>The rebuild of Coleraine leisure centre is congruent with the Sport NI's Corporate Plan.</p> <p>In particular, local authorities have a key role in developing facilities that support a sporting system, which is appropriate for this region's development needs and which supports the implementation of an inclusive and supportive sporting culture. Leisure centres have long established the cultural practices of 'participant focused' positive experiences for all members of the community.</p>

	<p>importance in our society, in partnership with UK and Ireland sports bodies. Provide meaningful insights into participants and nonparticipants experiences and the consumption of sport and physical recreation across the life course through the development and implementation of a research strategy.</p>	
<p>Summary</p>	<p>The proceeding analysis of the Strategic Context would clearly indicate that the provision of new and improved leisure facilities is central to CC&G’s policies and strategies and align with Government strategies, particularly in relation to promoting better health and wellbeing for all communities and the delivery of more sustainable and accessible public services</p>	

Table 1 – Strategic context

DRAFT

The project sits alongside other leisure developments across the Borough that together will deliver a more attractive and sustainable leisure offer by replacing older, uneconomic venues with refurbished/new facilities that are more flexible and better meet the needs of the community and visitors alike

The project will contribute to meeting Community Plan and wider Programme for Government (PfG) Outcomes by delivering a transformed and financially sustainable leisure offer that is affordable and accessible for all communities and allows people to lead more healthy lifestyles, whilst taking advantage of the economic opportunities offered by tourism in the area.

The OBC will also be developed to align with other strategic projects currently being considered in Coleraine town and support potential external funding opportunities, including the UK Government’s Levelling Up Fund.

The most notable is the current redevelopment of Northern Regional College which is due to open in 2023. The new Coleraine campus will result in a world-class learning environment, enabling the delivery of training, skills and transformational education not only for students, but for the wider local community.

Another key strategic project is the redevelopment of the Coleraine Showgrounds by Coleraine FC. This project which is at concept design stage will see the development of the existing stadium and additional 3G pitch facilities to service the needs of the club and wider community. Given the close proximity of the Showgrounds to Coleraine Leisure Centre and the NI Railway station, these two projects have the potential for economic synergies and regeneration of this area, contributing to the DfC Town Centre Master Plan, 2020.

Based on 2019 data from NISRA a large proportion of people aged 65 and over live in the borough is detailed below in **Table 2**:

Age band	CCGBC	%	NI	%
Children (0-15 years)	28,411	19.6%	395,925	20.9%
Young Working Age (16 -29 years)	41,778	28.8%	578,542	30.6%
Older Working Age (40 – 64 years)	47,995	33.1%	604,476	31.9%
Older (65 years +)	26,654	18.4%	314,724	16.6%
TOTAL	144,838		1,893,667	

Table 2 – Basic demographics

There is a larger proportion of people aged 65 and over living in the borough (18.4%) compared to the Northern Ireland average of 16.6%.

Life expectancy at birth for both females and males within the Borough are above the NI average at 83 and 79 respectively. On average the area ranks above the NI average in all indicators, ranking second highest in life satisfaction of all 11 Local Government Districts (LGDs).

A detailed socio-economic profile of the area is included as **Appendix 2**.

2.7 Covid – 19 Impacts

Covid 19 has had a major impact on the sector, with facilities being closed for much of the period from March 2020 until January 2021. When the facilities re-opened, they had restricted capacity due to various covid measures e.g. social distancing. Some costs have also increased, including sanitisation and increased frequency of cleaning regimes.

Income has been reduced due to the impact of the closures and restrictions and footfall is not expected to return to pre-pandemic levels until late 2022. That said, people have become more aware of the benefits of being active and healthy and this could lead to increased demand for some facilities and activities in the longer term.

The impact of Covid 19 has also reinforced some existing inequalities, such as those difficult to reach communities such as women and girls, disability groups and people living in areas of high social need. The project will be sensitive to ensuring it addresses these existing inequalities by ensuring the facilities and the activities on offer are relevant and affordable to these groups and which may require doing things differently than in the past. For instance, using price concessions in a more targeted and sophisticated manner.

2.8 Sustainability Considerations

Sustainability is a very broad subject. Positive behaviour changes to promote and enable good health and wellbeing, embed gender equality and strengthen local resources and the capacity to reduce inequalities is at the core of the purpose of many investments in sports and leisure facilities. Leisure centres play an important part in social cohesion and wellbeing. Promoting sustainability can also help drive down running costs and make a real contribution in the battle against climate change.

Sustainability is about creating lasting value and needs to be considered from every angle.

CLC aspires to deliver an environmentally sustainable solution for the building fabric; capital works; and future lifecycle and operational costs. The design, technology and ethos will need to consider and if appropriate implement Passivhaus standards and/or the use of ISO 5001 benchmarks to be demonstrated and imbedded in the design of the project:

- Alternative energy sources will need to be considered as an integral part of developing the brief and options for CLC
- Consider the landscape, ecology and habitat creation to enhance the sustainability of the surrounding area and
- Consider how income generating opportunities can be captured to maximise economic sustainability without compromising the ethos of the leisure centre

The new leisure centre will aspire towards the attainment of a BREEAM target rating of “Excellent”. There is a higher standard of environmentally sustainable accreditation which could be considered – Passivhaus. During 2022 the first ever Passivhaus ultra-low carbon leisure centre was opened in Exeter designed to save up to 70% on annual energy costs.

Passivhaus has a stringent quality assurance process, and the following principals are applied at the design:

- Simple building form
- Fabric first approach with high levels of insulation and an extremely airtight building
- Reduction in Thermal bridges
- High performance glazing
- Natural purge ventilation design is possible
- Efficient background mechanical ventilation heat recovery
- Extensive energy modelling
- Use of renewables including heat pumps and photovoltaics’
- A LZC (low and zero carbon) report which considers renewable technology including life cycle costing can be obtained.

The benefits of Passivhaus include:

- Energy savings will offset the higher upfront construction costs over the life of the building
- Enhanced internal environment should attract more customers and strengthen revenue potential
- High specification finishes and quality assurance will reduce life-cycle costs
- Climate proofing the design mitigates against future retrofit requirements & running costs
- Compelling business case attracts investment/funding
- Publicity and PR opportunities
- Passivhaus design ensures all energy uses are accounted for
- Ensures good summer comfort without compromising energy performance
- Ultra-filtration and low chemical water treatment ensures healthier water quality and reduces risk of asthma
- Outcome based performance parameters deliver reliable, scientifically proven energy savings
- High levels of comfort and water quality will increase user satisfaction and is expected to increase customer numbers
- Reliable energy performance and running costs ensure economic viability
- Low water use strategies reduce energy demand, costs and ensures resilience during droughts
- High quality ventilation provides filtered outdoor air reducing indoor air contamination from particulates
- High quality air filtration maintains air quality and protects from increase in contaminants from particulates and pollen under future climate scenarios
- Higher levels of natural light and human centric/circadian lighting design promotes health and customer satisfaction

The cons of Passivhaus include:

- The additional costs to secure external Passivhaus accreditation
- Only recently has this accreditation been gained for a leisure centre (more traditionally for residential homes)

If we apply Passivhaus accreditation as proposed, it will help meet the low air tightness as documented in this document with a “fabric first” approach with good thermal bridging. Reducing energy demand will also be important with early work into optimising building and orientation, low energy plant and contribution from renewable technology.

Design decisions made early in a project can have an irreversible impact on the project’s efficient operation and running costs. The design team will invest in the design effort that will fully consider the whole life cost of a project in order to minimise operational running costs in the future. They will ensure that the design proposals provide the best balance between initial capital costs, long-term revenue impact and whole lifecycle costs to the project overall on the journey to a UK policy of net zero carbon by 2050. In line with the Net Zero Emissions for all new Council Buildings paper presented to the Environmental Services Committee on 8 March 2022 requests a decision to only build ‘net zero standard’ new buildings.

This paper has been considered by Arup and to assist with our consideration a summary breakdown of levels of sustainability together with estimated additional costs and comments are detailed in **Table 3** below. The preferred options are costed on the basis of the Net Zero Carbon Emissions additional cost estimate (baseline plus 18%) with the benefits factored into the revenue model in terms of lower energy usage.

Levels of Sustainability accreditations	Baseline against increased costs	Comments
Modern building	Baseline	BREEAM target rating of “Excellent”

Passivhaus accreditation	Baseline plus 9-11%	Assumes Passivhaus premium. Estimated preliminary costs and subject to future design development and detailed energy modelling.
Net Zero Carbon Emissions	Baseline plus 18%	Estimated preliminary costs and subject to future design development and detailed energy modelling.

Table 3 – Levels of sustainability accreditations

2.9 Existing Arrangements & Business Need/Demand

CC&G provide three larger facilities including CLC, Roe Valley and the Joey Dunlop Centre and three smaller sites at Dungiven Sport Centre, Jim Watt Sports Centre and Sheskburn Recreation Centre. These sites are all operated by in-house teams at a significant annual subvention to Council. Over the last five years the subvention has increased to £820k for CLC as shown in the **Table 4** below with income reducing by 10% and costs increasing by 12% over the period. The figures illustrate the difficulties in sustaining footfall and hence income over time in older leisure facilities whilst costs are rising.

Year Financial Profile	Coleraine Leisure Centre				
	2014/15 Actual £	2015/16 Actual £	2016/17 Actual £	2017/18 Actual £	2018/19 Actual £
Income:					
Pools	234,050	222,325	220,945	235,202	224,192
Fitness/Health Suite	266,012	272,851	277,045	272,428	272,255
Halls/Room Hire	65,882	51,624	49,100	43,712	41,689
Secondary Sales	10,335	10,616	10,401	10,513	16,645
Miscellaneous Income	18,986	3,980	4,561	6,529	5,209
Grants Income	-	6,042	8,550	10,541	-
	595,266	567,439	570,602	578,925	559,990
Expenditure:					
Staff Costs	753,959	869,147	765,936	854,394	947,748
Utilities	204,317	171,146	169,886	168,318	219,645
Supplies & Programme Costs	187,865	140,199	195,781	105,836	115,846
Premises	54,397	68,885	78,503	44,282	32,027
Estates Support	26,078	4,129	2,360	47,011	65,204
Grants Paid	1,500	-	-	-	-
	1,228,116	1,253,505	1,212,466	1,219,842	1,380,470
Deficit/Subvention	(632,850)	(686,067)	(641,864)	(640,917)	(820,480)

Table 4 – Income and Expenditure at CLC over 5-years prior to pandemic

The current accommodation provided at CLC, see **Table 5** below:

Description	Currently Open
Multi-purpose room (150sq m)	✓
Fitness Suite (653 sqm)	✓
Spin Room (150 sqm)	✓
Main Sports Hall (900sqm)	✓
Minor Sports Hall (256 sqm)	✓
Squash Court (150 sqm)	✓
Dry Changing/ Toilets (630 sqm)	✓
Function and Meeting Room	✓
Staff Facilities (80 sqm)	✓
Reception, Admin, café, Catering and Vending Facilities (460 sqm)	✓
Miscellaneous/Storage/Plant (653sqm)	✓
Health Spa e.g. sauna, steam, spa (350 sqm)	✓
Waterslides (1,100 sqm)	✓
Main Swimming Pool (550 sqm)	✓
Learner Pool (200 sqm)	✓
Total Space Utilised	5,929 sqm
Unused floor Space	1,282 sqm
Total Building Footprint	7,211 sqm

Table 5– Current facilities at CLC

Given the age of CLC the current facilities have become very dated with some of the key operating systems (e.g. pool plant and air conditioning) causing significant maintenance issues.

Following the completion of the ‘Shadow Bid’ process, a minor re-design was undertaken in the reception area for CLC to improve the attractiveness and aesthetics of the entrance and create opportunities for more retail. However, there is limited improvement that can be achieved in the centre without major investment.

The rationale for redevelopment of CLC was highlighted in the SOC in August 2021 and is detailed below in **Table 6**:

Need/Demand	Research base	Key Conclusions
(i) Facility Planning Needs	<ul style="list-style-type: none"> • Sport and Leisure Facility Strategy (2015) 	<ul style="list-style-type: none"> • There is significant unmet demand for pool and gym visits indicating that existing facilities are undersized and there are major condition issues in the Portrush and Coleraine facilities.
(ii) Market Trends and Industry Benchmarks	<ul style="list-style-type: none"> • Alliance Leisure, Gym Metrix (2019) • UK Active / CIMPSA: Covid recovery planning (2020) • APSE KPI's / benchmarks (2020) 	<ul style="list-style-type: none"> • Highlight the decline in cardio and the more recent emergence of functional training regimes using underutilised spaces within leisure facilities. • The SWB Recovery Plan 2020/21 evidence the impact of pandemic on the leisure sector reducing demand and income by c.66%. Lessons learned from this experience to be factored into design of new facilities. • Performance data for CLC has recently been sent to APSE for benchmarking against other local authorities. This shows strong performance in terms of net cost per capita, and customer spend per capita with full analysis to follow for inclusion within OBC.
(iii) Condition of existing centre	<ul style="list-style-type: none"> • Facility over 40 years old with less than 10 years of economic life remaining. <ul style="list-style-type: none"> ○ Empirical research highlights that repair /maintenance costs rise exponentially at end of building life cycle. ○ Condition surveys have been carried out to conclude the building is at the end of its economic life • Alliance Leisure, Site Visits and Development Options (2019) 	<ul style="list-style-type: none"> • The building is dated and in need of major investment. • Annual Estates costs for repair and maintenance (reactive basis only) for CLC have doubled over the past 5 years to c.£50k p.a. • The Leisure Team have identified ongoing condition issues and CLC manages on a day-to-day basis with sub-optimal Pool Plant Operating System, Air Conditioning System and Pool Tank Tiling Issues. • Acknowledging the need for replacement centre, interim development opportunities included increased gym space to c.500m², more flexible studio space and new gym equipment at a cost of c.£1.7m.

Need/Demand	Research base	Key Conclusions
(iv) Socio-economic Needs	<ul style="list-style-type: none"> • Census data, health and deprivation statistics (2011). • Sport and Physical Activity Survey (2010) 	<ul style="list-style-type: none"> • Provision of facilities serving a local town population of c.60,000 with identified pockets of significant social, economic and health inequalities. • Participation in sport and physical activity below the NI average.
(v) Latent Demand Analysis and Income Potential	<ul style="list-style-type: none"> • 4Global research (2019) • In-house Team 'Shadow Bid', including new CLC variant (2019) 	<ul style="list-style-type: none"> • Potential demand for additional 400 members (36% increase on current memberships) and optimal provision of 67 gym workstations. • The 'Social Value' of potential members estimated at c.£700k p.a., primarily in terms of health and well-being benefits. • Annual throughput of c.220,000 users with potential for significant growth in fitness classes and gym members. • Income projections for fitness development forecast to increase by c.£100k p.a. with a £1m investment and c.£200k p.a. with a new CLC.
(vi) Local data and consultation	<ul style="list-style-type: none"> • Historical usage and capacity utilisation (2020) • Management accounts 2015-20 • Staff engagement (2020) • User surveys (2020) 	<ul style="list-style-type: none"> • APSE figures for 2019/20 indicate hall usage of 40,000 users. Notably, significant usage from Sports Development / Health Matters programmes and party hire. • Management accounts for CLC indicate pool and gym income to be fairly static (on average £220k and £270k respectively) and hall income decreasing by c.33% over the 5 years. • Early staff engagement supports the focus on more flexible and functional gym space and re-purposing underutilised large hall spaces e.g. RVLC Pilot Project. • In February 2020, a total of 1,271 customers completed a survey rating the quality of leisure facilities and services. In terms of CLC, this highlighted a negative 'Net Promoter Score' compared with above standard scores across all other sites. Specific customer comments on CLC include: 'building not fit for purpose...overall refurb required...and equipment needs replacing'.

Table 6– Rationale for redevelopment of CLC

In addition to the need and demand research outlined above, Council has also recently undertaken community consultation on the proposed development plans for a new Coleraine Leisure Centre. The consultation documentation was discussed with centre staff first then provided on the Council's website and in hard copy at the leisure centre (included as **Appendix 3**). Following its closure on 30 April 2022, the key headlines from this consultation exercise are summarised as follows:

- 104 respondents
- 96% supportive of the need
- Swimming pool considered to be a top priority

There was significant commentary on two elements:

- the proposed temporary closure of CLC during the build phase – it is anticipated that the displacement can be accommodated by other Council run facilities i.e. the Joey Dunlop LC and or the opening of a temporary Council-run gym in Coleraine
- the omission of a sports hall (including badminton courts) from this first phase. The plans do allow for a second phase which could include a sports hall.

Council also consulted with the Coleraine Town Centre Forum on 9th March 2022. The group were generally supportive of the outline design proposals at Railway Road and the alignment and potential regeneration contribution of the project to the Coleraine Master Plan 2020.

2.10 Project Scope, Requirements and Objectives

The current leisure centre is over 40 years old and is approaching the end of its economic life. The centre had an operating deficit in excess of £800k prior to the pandemic and this is likely to increase due to rising energy and maintenance costs as elements of the building begin to fail.

Overall income has flatlined and in some areas it has fallen, and user surveys have identified dissatisfaction with the state of the facilities. The centre is unable to meet the needs of the community or visitors in its current scope and condition and it will become increasingly financially unsustainable without major capital investment. Analysis has identified substantial latent demand for fitness and swimming that cannot be satisfied by the current facilities.

There are significant opportunities to meet this demand and increase footfall and income, which in turn would reduce the net operating deficit to a sustainable level for the authority. In addition, improved health outcomes would be delivered through increased usage of the facilities, as well as generating additional footfall and income from tourism visits resulting from a more attractive and relevant leisure offer.

The new leisure centre option would deliver substantial additionality through increasing usage of the facilities by residents who would not normally use a leisure centre or by attracting users from local commercial fitness providers. The new leisure centre would be expected to increase footfall from the pre-pandemic baseline of 219k visits per annum in the current facility to over 450k.

Furthermore, latent demand analysis undertaken as part of the development of the business case suggests that the impact on neighbouring Council facilities such as the Joey Dunlop Centre are expected to be minimal as most users prefer to use their nearest suitable facility and any displacement would release capacity within existing centres to meet latent demand from local residents.

The scope and requirements of the project need to address the strategic objectives of the Council in order to deliver the service improvements sought and meet the demands of the

community. Further consideration was given to the development of the objectives for this project, and these are detailed below in **Table 7**:

Objectives	Scope and Requirement	Measured by
1. Provide fit for purpose indoor leisure facilities which will meet existing and future needs	Increased fitness and swimming provision to meet latent demand as evidenced by the 4Global report	Facilities successfully opened in 2025 Improving current customer satisfaction
2. To support improving the health and wellbeing of the local population through increased involvement in physical activity, sport and community engagement.	Improved fitness and swimming provision to allow more people to lead healthier measured by an estimate of the substantial social value the project will deliver in monetary terms prepared using data produced by UK Active and Datahubs and the inclusion of specific health improvement programmes	In line with Benefits Realisation table, increase regular users to 2,800 p a. by March 2028 and deliver the equivalent of £1.35m in social value as defined by UK Active.
3. Increased participation in physical activity by individuals from currently underrepresented groups	Creating more attractive and accessible facilities to encourage use by traditionally underrepresented groups with targets for increasing participation in physical activity by individuals from these groups	Increase usage by underrepresented Section 75 groups by 25% by March 2028
4. To provide a wet weather activity alternative to the support the wider tourism offering.	The new leisure centre will include indoor wet and soft play features to cater for younger visitors	Improved customer satisfaction.
5. To contribute to the regeneration of Coleraine town centre	To create a redeveloped leisure attraction on the existing site that will act as a catalyst for the regeneration of the town centre and generate increased footfall at peak and off-peak times	Successfully open the new leisure centre and then monitor footfall in immediate area
6. To create a facility that operates at Net Zero in accordance with the Council's policy for new/upgraded facilities	The leisure centre will be designed to meet a Zero Carbon Emissions standard	In line with Council's Net Zero Emission policy. Significantly contribute to the reduction in the energy usage.
7. To create a financially sustainable leisure centre	The leisure centre will generate more income and operate more efficiently than the existing facility generating a very substantial net revenue saving for the Council	Reduce the annual subvention by at least 65% (based on 2019/20) pre-pandemic outturn by March 2028

Table 7 – Strategic Objectives

Details of the proposed accommodation split (together with a comparison against the current accommodation) is provided at **Appendix 4**.

2.11 Application for Levelling Up Funding (LUF)

The Levelling Up Fund was announced by the UK Government at the 2020 Spending Review. The purpose was to build back after the pandemic and to deliver for citizens in every part of the UK. This is a capital fund only and at least £800m was set aside for Scotland, Wales and Northern Ireland. There are 3 themes i.e. Transport investment, Regeneration and town centre investment and Cultural investment.

In the first round supported £1.7billion of projects in over 100 local areas across UK, delivering £49m to Northern Ireland. Under Regeneration and town centre investment, CC&G did successfully secure funding for Portrush Recreation Grounds of £1.65m in this first round.

There is second round has been released with a submission date for applications being 6 July 2022. The themes and general application criteria will remain relatively unchanged. Therefore under the Regeneration and town centre investment theme it is proposed that CC&G will apply for c£13.17m contribution to a project of up to £26.34m in value. The theme requires the money to be invested to 'upgrade eyesore buildings and dated infrastructure;and bring public services and safe, accessible community spaces into town and city centres'. The project also fits with the Cultural investment theme and will develop new sport and leisure facilities to a large population which demonstrates high levels of social and health deprivation. If funds are secured from LUF, they are to be focused on supporting high priority and high impact projects that will make a visible positive difference to local areas.

There are two important elements which will affect a potential application from CC&G

- 'green agenda' - The government's 'net zero and wider environmental; ambition is important particularly for capital and infrastructure projects. The project should be aligned to and support net zero goals and should demonstrate low or zero carbon best practice, 'adopt and support innovative clean tech and or support the growth of green skills and sustainable supply chains and
- 'reducing crime and delivering safe and secure towns and cities' – the Government recognises that reducing crime and delivering safe and secure towns and cities is essential to the mission of the LUV. Collaborative working within the Council and with multi-agency partners to tackle community safety issues and reducing crime could add to an application.

Providing a new a modern leisure centre in Coleraine would have a visible and significant impact on its local area. A new leisure centre would enhance the townscape and improve the perceptions of the area with both residents and visitors, as well as increase the footfall in the areas. This links directly to the objectives of this project.

Work has been undertaken in relation to the 'green agenda' which is discussed fully at 2.8.

One of the recognised challenges for Coleraine is the profile of the younger population in terms of educational attainment, crime and anti-social behaviour, it is anticipated that a new leisure centre can support work of the other departments and bodies in their work.

3. ECONOMIC CASE – Preferred Way Forward

3.1 Critical Success Factors

The criteria for evaluation of each potential option were developed and approved by the Project Steering Team. Evaluation was in two stages. First the pass / fail criteria were applied, and those options that passed were scored against a range of weighted criteria as below at **Table 8 and 9**.

No	Pass/Fail
1	Affordable, as defined ¹
2	Deliverable from technical perspective
3	Meets requirements for sustainable development / carbon impact

Table 8- Evaluation criteria for development options

No	Criteria	Commentary	Weighting
1	Ability to secure a degree of service continuity	Maintaining all or elements of the leisure centre open while the redevelopment is underway	15%
2	Carbon impact / sustainability*	Minimising the carbon footprint and increasing the sustainability of both the build and the operation of the leisure centre	20%
3	Meets existing and future needs	Using the latent demand analysis to ensure that the leisure centre will accommodate the community and tourism needs now and into the future	20%
4	Level of revenue subsidy required (net revenue subsidy for whole of life)	Minimising the subsidy cost to the Council throughout the life of the centre. This includes the operational costs (including staffing) as well as utility and maintenance costs	20%
5	Capital cost	The cost of the build to the Council ²	25%
	Total		100%

Table 9 – Evaluation criteria for development options

**The Council policy is to aspire to Net Zero Carbon over the long term, and a level of CAPEX has been estimated which is sufficient to deliver a standard which is close to carbon neutral, and this is reflected in utility costs being c.45% less than the status quo option.*

¹ The cost limits have not been defined at this stage. The Council will need to determine whether the scheme is affordable. The possible differences between options were not considered to be a key determinant at this stage.

² The cost limits have not been defined at this stage. The Council will need to determine whether the scheme is affordable. The possible differences between options were not considered to be a key determinant at this stage.

3.2 Long-list of Options and SWOT Analysis

In all business cases, the economic case must include a sufficiently wide consideration of alternative options for achieving the desired objective. Prior work completed on alternate sites is referred to in Section 2.3. This options analysis starts from the approved SOC for development at the existing site on Railway Road and considers a long list of all reasonable alternatives (see **Table 10** below) including a Do Nothing/Status Quo option, which in this case is a managed decline of the existing facilities at the Coleraine Leisure Centre.

Option Ref	Option Name	Details
1	Do Nothing/Status Quo	Do nothing - which in this OBC involves a “managed decline” of existing facilities at the Coleraine Leisure Centre
2	Refurbishment	A major refurbishment of the centre which would involve extensive modernisation of all elements and internal changes to the use of spaces. This would also require extensive replacement of major plant. This option would involve several major refurbishment projects, in phases during the extended life of the facilities. As with any refurbishment option, the improvements would be constrained by the existing building structures and would be less able to meet future needs and customer aspirations. It would operate with a higher net revenue subsidy and would have a higher “in-use” carbon impact ³ .
3a	Original scheme at rear of site and over culvert	This option considered the original scheme from 2018, involving building the 6,334 m ² schedule of accommodation at the rear of the site and over the culvert which cuts the site in two.
3b	Original scheme – rear of site but to the left of the culvert	This option is a variation of 3a with the same accommodation. However, the build is moved to the left of the culvert but requiring a technically complex and costly retaining structure.
4a	Reduced accommodation – rear of the site but to the left of the culvert*	While this option considers reducing the size of accommodation from 6,334m ² to 4,860 m ² , the build is still at the rear of the site. The location of the build will also be to the left of the culvert but will avoid the need for a retaining structure. This option includes the potential for the development of a sports hall in the future.
4b	Reduced accommodation - Front of the site but to the left of the culvert*	This option is a variation of 4a with the same smaller schedule of accommodation being considered. However, this build would be at the front of the site (again to the left of the culvert). This option includes the potential for the development of a basic sports hall in the future.
4b+	Reduced accommodation - Front of the site, with additional soft play area but to the left of the culvert*	This option is a variation of 4b, still with a reduced schedule of accommodation being considered but with soft play/commercial area being introduced and a small leisure water. This means an increase to 5,096 m ² in total. This option includes the potential for the development of a basic sports hall in the future.
5	Hybrid Scheme – develop in	This option was also based on the reduced schedule of accommodation. However, this option considers the re-use of the existing foundations of the leisure centre, where possible.

³ Due in the main to less efficient building fabric and technology

Option Ref	Option Name	Details
	phases from front	This option was considered to maximise the re-use of the embedded carbon already in the site but is complex and costly to deliver.

Table 10– Long list of options

**In considering how to effectively reduce the schedule of accommodation the Steering Group applied the evidence provided in the latent demand report. As a result, the latent demand report supported the removal of the main sports hall but to maintain the main pool, the learner pool and leisure/ waterplay area. In both options with reduced accommodation, a basic main hall could be built on the site in the future.*

3.3 Outcome of the Shortlisting

The above eight initial options were considered and analysed using the above listed criteria. Firstly the 'pass/fail' criteria were applied which resulted in the following options being eliminated, see **Table 11** below:

Option Name	Pass/Fail Analysis
Option 1 – Do Nothing/Status Quo	Affordable - Fail Deliverable - Fail Sustainable – Pass The revenue subsidy will gradually increase over time as income falls and costs rise and eventually the building will fail and close. Whilst this is not a feasible option it will be appraised for comparative/counterfactual purposes only.
2 - Refurbishment	Affordable - Fail Deliverable – Pass Sustainable – Pass No increase in capacity to meet latent demand hence the revenue subsidy would not improve to help fund the upfront and future investment required to keep the centre operating for another 25 years.
3a – Original scheme at rear of site and over culvert	Affordable - Fail Deliverable – Fail Sustainable – Pass Reduction in revenue subsidy insufficient to cover the additional capital costs of the scheme and rear of site location may not be deliverable in terms of technical/planning
3b – Original scheme – rear of site but to the left of the culvert	Affordable - Fail Deliverable – Fail Sustainable – Pass Reduction in revenue subsidy insufficient to cover the additional capital costs of the scheme and rear of site location may not be deliverable in terms of technical/planning
4a – Reduced accommodation – rear of the site	Affordable - Pass Deliverable – Pass Sustainable – Pass

Option Name	Pass/Fail Analysis
but to the left of the culvert	Reduction in revenue subsidy to help cover the capital costs of the scheme and reduced scheme at rear may be technically deliverable
4b – Reduced accommodation - Front of the site but to the left of the culvert	Affordable - Pass Deliverable – Pass Sustainable – Pass Reduction in revenue subsidy to help cover capital costs of the scheme and front of site location technically deliverable
4b+– Reduced accommodation - Front of the site, with additional learner pool, wet play and soft play area but to the left of the culvert*	Affordable - Pass Deliverable – Pass Sustainable – Pass Reduction in revenue subsidy to help cover capital costs of the scheme and front of site location technically deliverable
5 – Hybrid Scheme – develop in phases from front	Affordable - Fail Deliverable – Pass Sustainable – Pass Reduction in revenue subsidy insufficient to cover the higher capital costs of the scheme

Table 11– Review of Shortlisted options

The three options that passed were taken to the next stage and the results are set out below in **Table 12** with the more detailed breakdown in **Appendix 5**.

Option Name	Total Weighted Score
4a – Reduced accommodation – rear of the site but to the left of the culvert	61%
4b – Reduced accommodation - Front of the site but to the left of the culvert	71%
4b+– Reduced accommodation - Front of the site, but to the left of the culvert with additional learner pool, wet play and soft play area ⁴	72.5%

Table 12– Shortlisting outcome

3.4 Short List Options to take forward

Based on these scores and the pass and fail assessment, the longlist was reduced to two potentially viable options:

- Option 4b – Reduced accommodation at the front of the site and to the left of the culvert scoring significantly better than all the others and

⁴ Soft Play or an alternative attraction for the family / tourist market

- Option 4b+ - Reduced accommodation - Front of the site, with additional learner pool, wet play and soft play area to the left of the culvert.

As stated above both these options include the potential for the development of a sports hall in the future. Both options scored higher than the remaining alternatives. These options were ratified at a full meeting of Council on 1st February 2022.

With the Preferred Way Forward being identified at this stage, the next stage of the OBC (the Economic Case) applies a robust assessment of VFM.

3.5 Economic Appraisal – Value for Money

A detailed leisure financial model has been prepared and is set out in **Appendix 6** that allows a full cost benefit analysis to be carried on the shortlisted options over the whole 25-year life of the project. The breakdown of operational income and expenditure and capital costs (including lifecycle costs) is provided in the Financial Case, sections 5.1 and 5.2. The figures have been discounted as per the Green Book guidance to provide a Net Present Cost (NPC) for the shortlisted options and the Status Quo/Do Nothing comparator.

The NPC figures for the shortlisted options are set out below in **Table 13** and in more detail in **Appendix 7**. The figures indicate that both new build options would offer better value for money to the Council than the Status Quo/Do Nothing option and Option 4b+ would deliver a positive Net Present Value to the Council over 25 years with Option 4b having a small NPC over 25 years.

	Status Quo Do Minimum	Option 4b+	Option 4b
Capital Costs			
Cost Of New Leisure Centre	5,723,200	26,336,038	25,222,938
Lifecycle Costs	11,522,017	8,230,000	7,882,168
Total Capital Costs	17,245,217	34,566,038	33,105,106
Revenue Costs			
Leisure Centre Income	-14,005,525	-29,137,949	-29,124,342
Leisure Centre Costs	35,701,684	34,750,022	36,390,408
Net Impact of Closure (savings)	-659,810	-659,810	-659,810
Total Revenue Costs	21,036,349	4,952,264	6,606,256
Total Project Costs	38,281,566	39,518,302	39,711,362
Benefits			
Social Value - Health Benefits	18,881,875	33,858,975	33,858,975
Construction Economic Impact	1,583,266	7,285,602	6,977,673
Residual Value of Capital Costs	0	13,168,019	11,307,215
Total Benefits	20,465,141	54,312,596	52,143,864
Net Undiscounted Cost	17,816,425	-14,794,294	-12,432,502
Net Present Cost/(Value)	13,261,387	-357,367	491,493

Table 13– Net present value calculation for each option

The NPC figures include all the costs (capital and revenue) and income associated with the project over 25 years, as well as projected figures setting out the additional benefits the project

is expected to deliver in terms of social value (improved health and wellbeing) and economic impact (employment created during construction).

The figures also include an adjustment to income and expenditure for the closure period during construction. The expectation is that a significant amount of usage would relocate to nearby CC&G leisure facilities and a temporary fitness offer would be provided in the town to ensure some local provision during the construction period. Initial analysis indicates that the impact of relocation and temporary provision would have an overall positive revenue impact as the savings on staffing and property costs would more than outweigh any lost income during the construction period and the costs of any temporary provision.

The NPC figures include the social value benefits that the project is expected to deliver, particularly in terms of improved health and wellbeing outcomes from more people in CC&G being physically active. Much of these benefits will accrue to the individual from improved physical and mental wellbeing, which in turn will deliver savings for the local health services in terms of the population leading longer, healthier lives and with a corresponding reduction in lifestyle related conditions (such as obesity, diabetes, heart diseases, etc). In addition, there would be further benefits expected in terms of educational attainment and a reduction in anti-social behaviour amongst young people.

Recent research undertaken by UK Active using data provided by Datahub has produced a social value of £477.72 per regular leisure user. This monetary social value figure and an estimate of the number of regular users expected to use the leisure centre under each option has been used to generate an annual social value figure in £'s for each option which has been included within the NPC calculations. For the new build options the social value benefit would be c£1.35m per annum compared to c£0.76m for the refurbishment option.

As the project does not propose any fundamental changes in how the cost of activities is set or how price concessions are applied, a high-level impact assessment has identified no issues in terms of equality impact. Indeed, the increase in fitness and swimming capacity would enable more people to access the facilities than is currently the case which would deliver a positive equality impact.

3.6 Optimism Bias

In accordance with guidance, an allowance has been made for “optimism bias” to reflect the risk associated with the project for both the design and construction and subsequent operational phases. For the construction phase the project has used the following factors and weightings from the Green Book Guidance based on the leisure centre being considered to be a standard building. The optimism bias calculation increases the build programme slightly from 24 months to 25 months and the capital expenditure increases by £5.4m to £26.04m, see **Table 14** overleaf.

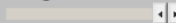
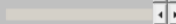
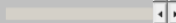
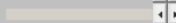
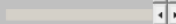
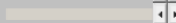
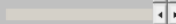
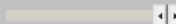
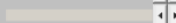
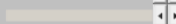
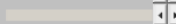
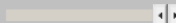
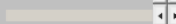
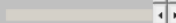
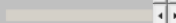
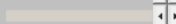
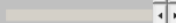
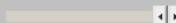
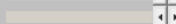
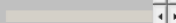
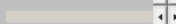
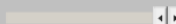
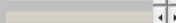
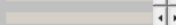
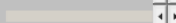
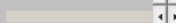
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<input checked="" type="checkbox"/> Standard Buildings <input type="checkbox"/> Non Standard Buildings <input type="checkbox"/> Both Standard & Non-Standard																	
Upper Bound Optimism Bias		<table border="1"> <tr> <th colspan="2">Non-Standard Buildings</th> <th colspan="2">Standard Buildings</th> </tr> <tr> <td>39</td> <td>51</td> <td>4</td> <td>24</td> </tr> <tr> <td>Works Duration</td> <td>Capital Expture</td> <td>Works Duration</td> <td>Capital Expture</td> </tr> </table>	Non-Standard Buildings		Standard Buildings		39	51	4	24	Works Duration	Capital Expture	Works Duration	Capital Expture			
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39	51	4	24														
Works Duration	Capital Expture	Works Duration	Capital Expture														
Risk Area Contribution		Non-Standard Buildings		Standard Buildings													
<i>Procurement</i>		<i>Mitigation of OB *</i>															
<input checked="" type="checkbox"/> Complexity of Contract Structure	 70%			1	0												
<input checked="" type="checkbox"/> Late Contractor Involvement in Design	 75%			3	2												
<input checked="" type="checkbox"/> Poor Contractor Capabilities	 80%			4	9												
<input type="checkbox"/> Government Guidelines				0	0												
<input checked="" type="checkbox"/> Dispute & Claims O curred	 35%			4	29												
<input type="checkbox"/> Information Management				0	0												
<input type="checkbox"/> Other				0	0												
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<input checked="" type="checkbox"/> Design Complexity	 35%			3	1												
<input checked="" type="checkbox"/> Degree of Innovation	 25%			1	4												
<input type="checkbox"/> Environmental Impact				0	0												
<input type="checkbox"/> Other				0	0												
<i>Client Specification</i>																	
<input checked="" type="checkbox"/> Inadequacy of the Business Case	 70%			31	34												
<input type="checkbox"/> Large No. of Stakeholders				6	0												
<input checked="" type="checkbox"/> Funding Availability	 25%			8	0												
<input checked="" type="checkbox"/> Project Management Team	 40%			0	1												
<input checked="" type="checkbox"/> Poor Project Intelligence	 50%			6	2												
<input checked="" type="checkbox"/> Other	 0%			0	0												
<i>Environment</i>																	
<input checked="" type="checkbox"/> Public Relations	 70%			8	2												
<input checked="" type="checkbox"/> Site Characteristics	 80%			5	2												
<input checked="" type="checkbox"/> Permits / Consents / Approvals	 90%			9	0												
<input type="checkbox"/> Other				0	0												
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<input type="checkbox"/> Political				0	0												
<input checked="" type="checkbox"/> Economic	 20%			0	11												
<input checked="" type="checkbox"/> Legislation / Regulations	 25%			9	3												
<input type="checkbox"/> Technology				0	0												
<input type="checkbox"/> Other				0	0												
Unmitigated Optimism Bias		<table border="1"> <tr> <th colspan="2">Non-Standard Buildings</th> <th colspan="2">Standard Buildings</th> </tr> <tr> <td>Duration</td> <td>Capex</td> <td>Duration</td> <td>Capex</td> </tr> <tr> <td></td> <td></td> <td>1%</td> <td>12%</td> </tr> </table>		Non-Standard Buildings		Standard Buildings		Duration	Capex	Duration	Capex			1%	12%		
Non-Standard Buildings		Standard Buildings															
Duration	Capex	Duration	Capex														
		1%	12%														

Table 14– Optimism bias

A risk mitigation adjustment has then been factored into the optimism bias calculation which will have the effect of reducing the optimism bias allowance. These mitigation factors are based on the steps the project would take to reduce the risks within the project, for instance following a standard procurement approach, ensuring only a design team and construction contractors with recent experience of delivering leisure projects are appointed, and recruiting a dedicated project manager. It is noted that general ‘External Influences – Economic’ exclude recent and unprecedented construction cost inflation which has been provided for separately in the detailed capital cost estimate.

The impact of the mitigation adjustment would be to reduce the optimism bias figures by 1 month for the works stage and from £5.4m to £2.7m for the capital expenditure. The NPC figures include the optimism bias allowance, and both the preferred options would deliver a net present value to the Council.

3.7 Non-Monetary Benefits Appraisal

Introduction

It is the case that not all costs and benefits can be measured in monetary terms, as no market value exists for them. In this section non-monetary costs and benefits associated with each of the short-listed options are assessed. A weighting and scoring exercises have been adopted to illustrate in quantitative terms how each option performs against identified non-monetary criteria.

Criteria and Weightings

In order to critically assess the case for the proposed project evaluation criteria have been developed. To allow for the comparison of options, each criterion has been allocated a weighting out of 100% to reflect its relative importance as detailed in **Table 15** below:

No.	Criteria	Factors being Assessed	Weighting
1.	Alignment and contribution to Council's Strategic Priorities	An assessment of the options ability to realise: <ul style="list-style-type: none"> • Community Plan Outcomes and Actions • Corporate Strategy Priorities • Business Plan objectives and work streams 	10
2.	Addressing identified strategic need across the Borough	An assessment of the options ability to realise: <ul style="list-style-type: none"> • Facilities Strategy deficits and gaps in provision • Latent demand analysis. 	20
3.	Adherence to the Principles of the SWB Health and Wellbeing Mandate	An assessment of the options ability to realise: <ul style="list-style-type: none"> • High quality leisure and sports services • Accessible need-based programmes • Sustainable facility provision via effective partnership working. 	30
4.	Delivering better health and wellbeing outcomes for the local community	An assessment of the options ability to realise: <ul style="list-style-type: none"> • Increased levels of participation in physical activity • Improved health and well-being • An enhanced quality of life. 	30
5.	Impact on broader statutory requirements	An assessment of the options ability to realise: <ul style="list-style-type: none"> • Positive Equality outcomes • Positive Sustainability outcomes • Positive Social Inclusion outcomes • Positive Rural Proofing outcomes. 	10
Total Weighting			100

Table 15– Non-Monetary Criteria and Weightings

Scoring Rationale

Each option has been given a score between 1 and 10 against the criteria with an option scoring 10 having the maximum positive impact as summarised in the **Table 16** below.

Scoring	Assessment	Descriptor / Indicator
0	Nil Response	Response failed to address the criterion.
1-2	Very Poor	A very poor response with limited evidence of capacity to deliver against the criterion.
3-4	Poor	A poor response with some evidence of capacity to deliver against the criterion, but overall it is below the standard expected.
5-6	Satisfactory	A satisfactory response with evidence of capacity to deliver to an acceptable standard against the criterion.
7-8	Very Good	A very good response with strong evidence of capacity to deliver above the minimum standard expected against the criterion.
9-10	Excellent	An excellent response with very strong evidence of capacity to deliver well above the minimum standard expected the criterion.

Table 16– Scoring Rationale

Non-Monetary Scoring and Rationale

The non-monetary scoring of each option out of 10 is provided in **Table 17** overleaf:

Criteria	Option 1- Do Minimum Score & Rationale	Option 4B – Score & Rationale	Option 4B plus Score & Rationale
1. Alignment and contribution to Council's Strategic Priorities	3 – Would contribute little to strategic priorities	8 – Substantial contribution to the Councils strategic priorities in relation to promoting better health and wellbeing and the delivery of more sustainable and accessible services	8 – Substantial contribution to the Councils strategic priorities in relation to promoting better health and wellbeing and the delivery of more sustainable and accessible services
2. Addressing identified strategic need across the Borough	3 – Does not address the need for additional capacity in the area esp. in fitness and swimming	8 – Addresses the need for additional capacity especially in relation to fitness and swimming	8 – Addresses the need for additional capacity especially in relation to fitness and swimming
3. Adherence to the Principles of the SWB Health and Wellbeing Mandate	4 - Does not improve the quality of provision and likely to lead to gradual decline in footfall and sustainability	9- Will deliver high quality, accessible leisure and sports services though a sustainable operating model	9- Will deliver high quality, accessible leisure and sports services though a sustainable operating model
4. Delivering better health and wellbeing outcomes for the local community	4 – Would not deliver any material increases in participation or improvements in health and wellbeing	8 – Will deliver a significant increase in participation and tangible improvements in health and wellbeing	9 – Will deliver a very significant increase in participation and tangible improvements in health and wellbeing
5. Impact on broader statutory requirements	4 – No change in outcomes and over longer term likely to lead to negative impacts on statutory requirements due to gradual decline in usage and rising net operating costs	8 – Will realise positive outcomes in relation to promoting equality (more varied programming), sustainability (zero carbon and reducing energy use), social inclusion (more accessible and affordable activities) and rural proofing (may free up capacity for more local use in surrounding facilities)	9 – Will realise positive outcomes in relation to promoting equality (more varied programming), sustainability (zero carbon and reducing energy use), social inclusion (more accessible and affordable activities) and rural proofing (may free up capacity for more local use in surrounding facilities)

Table 17– Outcome of Non-Monetary Scoring

Non-Monetary Scoring Results

The results and ranking of each option in terms of non-monetary weighted score is summarised as detailed in **Table 18**:

Criteria	Weight	Option 1- Do Minimum	Weighted Score	Option 4B	Weighted Score	Option 4B plus	Weighted Score
1	10	3	30	8	80	8	80
2	20	3	60	8	160	8	160
3	30	4	120	9	270	9	270
4	30	4	120	8	240	9	270
5	10	4	40	8	80	9	90
Total	100	18	370	41	830	43	870
Rank			3		2		1

Table 18– Ranking of Non-Monetary Scoring

3.8 Non-Monetary Risk Appraisal

Introduction

Since an appraisal involves making assumptions about the behaviour of various elements of the project there is a degree of risk and uncertainty involved. The treatment of any potential risk and uncertainty is generally best dealt with using sensitivity analysis which involves varying the value / number of key project inputs which are likely to be subject to the greatest degree of uncertainty i.e. monetary variations and consideration of non-monetary risks. Monetary risks have been addressed within the financial sensitivity analysis and Optimism Bias calculations.

Non-Monetary Risk Assessment

The issue of project risk has been assessed by the identification of project risks/risk mitigation strategies and the profiling of risks in terms of impact and probability. Key areas of non-monetary risk and uncertainty are outlined within the table below.

Introduction

Since an appraisal involves making assumptions about the behaviour of various elements of the project there is a degree of risk and uncertainty involved. The treatment of any potential risk and uncertainty is generally best dealt with using sensitivity analysis which involves varying the value /number of key project inputs which are likely to be subject to the greatest degree of uncertainty i.e. monetary variations and consideration of non-monetary risks.

Monetary risks have been addressed within the financial sensitivity analysis and Optimism Bias calculations.

Non-Monetary Risk Assessment

The issue of project risk has been assessed by the identification of project risks/risk mitigation strategies and the profiling of risks in terms of impact and probability. Key areas of non-monetary risk and uncertainty are outlined with **Table 19** below.

Conclusion

Given the scale of the proposed new leisure centre development, the overall level of risk is considered as low-medium for the preferred new build options. The key areas of potential project risk relate to the availability of funding for the project, the construction programme, and the delivery of a sustainable and affordable business plan.

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Risk	Option 1- Do Minimum (H/M/L)	Option 4B (H/M/L)	Option 4B plus (H/M/L)	Comment / Mitigation
Establishment of the Governance and decision-making process	L	L	L	Project Board and governance arrangements already in place
Construction / Programming delays	L	M	M	Procure a construction team with sufficient skills and experience to deliver the project on time and on budget
Delay or failure to obtain Planning permission / other statutory approvals	L	L	L	Ensure continued informal communication with planning department as designs develop. A copy of an email from Planning Department dated 3 March 2022 (attached at Appendix 8) reflects the engagement to date. Reusing existing footprint of leisure centre should reduce the planning risks. Continue to develop designs in line with Coleraine Masterplan document.
Procurement Risks	L	L	L	Ensure sufficient resources invested to allow procurement documentation to be fully developed and for robust proposals to be submitted
Project Funding Risks	M	H	H	Project reliant on external funding and significant funding commitment from Council. Ensure funding bids submitted to Levelling Up Fund
Scope of Works - alterations, amendments to scope could create time delays and additional costs and failure to obtain the project objectives	H	M	M	Procure a sufficiently skilled and experienced design team
Community Support	M	L	L	Continued engagement with local community groups and stakeholders. Fully engage in the consultation process at time of planning
The project does not deliver the financial and non-monetary service outcomes set out in the Councils requirements	H	M	M	Regularly review business case and update revenue model as and when required

Risk	Option 1- Do Minimum (H/M/L)	Option 4B (H/M/L)	Option 4B plus (H/M/L)	Comment / Mitigation
				Ensure the performance of the in-house leisure team is monitored through regular reviews and the use of KPIs and take prompt action to address any performance issues
The pandemic continuing to present trading uncertainties	M	M	M	Patterns of use may have changed and will need to be reflected in the design and operation of the new facilities
Total	M (17)	M (15)	M (14)	
Rank	3	2	1	

Table 19– Assessment of Non-Monetary Risks

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3.9 Selection of Preferred Option

Based on the options appraisal and the NPV calculations, and the non-monetary benefits and risks appraisal two preferred options have emerged which are Option 4b+ involving the construction of a new centre at the front of the existing site and which would include a larger fitness offer to meet latent demand, offer a separate learner pool to allow the swim school to be substantially expanded, an area for water confidence / fun water feature and a commercial soft play offer⁵. Option 4b delivers a similar score although it has a slightly different scope of facilities with a larger leisure water feature but no learner pool or soft play area. Both options score considerably higher than the Status Quo/Do Minimum option.

The Preferred Option is to progress with Option 4b+ - Reduced accommodation - Front of the site, with additional learner pool, wet play and soft play area to the left of the culvert, which scores highest and is the option deemed to be most able to meet the project aims and the needs of the community. The proposed site layout and floor plans are illustrated below in **Table 20** and **21**:



Table 20– Proposed layout and floor plans

⁵ Or an alternative attraction for families and tourists

Schedule of Accommodation:	4b+. Reduced Scheme m2
Main Hall	-
Minor Hall	-
Hall storage	-
Hall changing	-
Studio 1	150
Studio 2	300
Studio Storage	100
Gym Area	500
Gym Office	10
Gym Consulting Area	10
Gym Store	20
Gym changing	150
25m Pool	620
Learner Pool	265
Pool store	50
Spectator seating	150
First Aid	20
Health Suite	350
Village Changing	400
Group Changing	30
Wet Play	250
Soft Play	200
Café Servery	150
Café Seating	150
Reception	60
General Offices	80
WCs	120
Staff changing	50
Staff room	30
Cleaners' stores (5)	43
Hall plant	-
Pool plant	275
General Plant	100
Net Internal Floor Area	4,633
Circulation	463
Gross Internal Floor Area	5,096

Table 21– Proposed M² of Accommodation

4. COMMERCIAL CASE – Potential Deal

4.1 Procurement Strategy

The procurement strategy for the project is broken down into two elements:

- a) the delivery of the design and construction phases and
- b) the subsequent management and operation of the new leisure centre, including the delivery of any interim services⁶ during the construction phase.

The new Coleraine Leisure Centre will be developed on the site of the existing leisure centre, and as the site is fully owned by the Council there should be no issues relating to site composition.

Any procurement will be delivered in compliance with the current NI Public Procurement Policy and Public Contract Regulations for both the appointment of the ICT and IST using standard NEC contracts.

The procurement strategy is based on current procedure and guidance from Construction & Procurement Delivery (CPD). CCAG is a public body and therefore bound by the Public Contracts Regulations 2015. These procedures should be reviewed and amended as part of the Full Business Case.

4.2 Delivery of the Construction of the New Leisure Centre

At this stage, the preferred procurement approach for the design and construction of the new leisure centre is through a traditional route, whereby an experienced leisure design team is procured through a restricted competitive tender exercise to develop the plans up to detailed design stage and then for the design team to be novated over to the construction team who will be procured through a separate competitive tender process.

To supplement limited internal resources and expertise, and as part of the risk mitigation strategy that has been applied to the optimism bias calculations, the Council intend to appoint an experienced project manager to deliver the project and manage the design, planning and construction phases. The project management function will liaise with the Council's client and in house leisure teams to ensure the design and delivery of the new leisure centre meet the Council's end use requirements.

At this stage the Council has ruled out different procurement approaches to the design and construction of the leisure centres, as a traditional approach to design and construction is, in the current market conditions, deemed to offer better value for money and a balanced allocation of risk and is by far the most common approach to leisure projects of this scale.

A design and build approach whereby one contracting team delivers the project for a maximum fixed price against a design brief has been rejected as experience from past leisure projects using this model has identified concerns around the quality of the design and subsequent build. The key risk concern for the Council is that the quality of design and build is

⁶ Including the decanting of usage to alternative facilities during the period of closure

compromised to meet an affordability envelope. It would be rare nowadays for a project of this scale to progress using a design and build approach.

A design, build, operate and maintain (DBOM) approach has also been ruled out as whilst there are examples of these form of delivery elsewhere in the UK, the Council has decided to manage the leisure services in house through a separate exercise. In addition, the Council would not wish to commit to a long term DBOM agreement (these projects typically have a 25-year term) which would result in Coleraine Leisure Centre being managed by an external leisure operator whilst the remaining leisure facilities would be operated by the Council's in house team. This would limit the ability of the Council to adapt and flex services in an integrated manner to best meet changing customer demands.

There are risks associated with the traditional build approach, primarily around design changes during development leading to subsequent cost increases. These risks will be mitigated by the proposed appointment of a project manager with recent experience of successfully delivering a similar scale leisure project for a local authority and the selection of the design and construction teams who can demonstrate extensive experience of successfully delivering large leisure new builds for local authority clients. Given there are numerous examples of comparable leisure projects being successfully delivered in Northern Ireland recent the Council are satisfied that the risks can be effectively managed and mitigated.

An alternative approach that has also been discounted at this stage, would involve the use of early contractor engagement via an existing framework. This route has been applied recently in Northern Ireland for a major leisure centre development. It does have the benefit of a reduced period of procurement, and it is argued that this can result in an earlier date for works to start on site. Additionally, a range of performance criteria can be applied including the value of works awarded to local contractors.

In the procurement process for all of the options, there is a requirement to set criteria that reflects the Councils requirements to deliver real social value to local people, including but not limited to the creation of quality jobs, work related training opportunities and economic benefits for local companies.

In accordance with Northern Ireland Public Procurement Policy the NEC Engineering and Construction Contract has been chosen. It should be noted that although the NEC3 is the current industry standard, the NEC4 is replacing the NEC3 in many government projects and it is anticipated by the time this project is procured that the NEC4 will be the industry standard.

The contract comes with various options related to payment mechanisms including:

- Option A – Priced Contract with Activity Schedule
- Option B – Priced Contract with Bill of Quantities
- Option C – Target Contract with Activity Schedule
- Option D – Target Contract with Bill of Quantities
- Option E – Cost Reimbursable Contract
- Option F – Management Contract.

The Main Option A Contract has been chosen for the following reasons:

- Increased Cost Certainty - A key objective of this project is cost certainty as without this the project may fail. As such Option A was chosen as this offers the best prospect for price certainty. This contract offers the least risk to the Employer in relation to price
- Scope/Specification – the scope of services will be clearly defined allowing a Contractor to provide a lump sum price. The risk and reward lie with the Contractor as long as the scope is clearly defined by the project team and Employer changes are limited
- Cash flow – Under Option A payment to the Contractor for work under an activity only becomes due when the whole of the activity is completion. There is no provision for part payment. As the Contractor has to provide his activity schedule at tender stage the payment stages are clearly visible to all parties.

In summary exceeding the budget is considered to be a significant risk to the project and therefore Main Option A is the most suitable to mitigate this. Additional clauses (Z clauses) will be added to the Main Option A contract in keeping with CPD recommendations for government contracts.

Option A is effectively a stage payment contract and as payment is linked to completion of activities, the Contractor must plan and carry out his work effectively with the cash flow requirements for both parties being clearly visible.

Specific terms will form part of the negotiation however, the guiding principle will be to ensure that the payments are staged, and a retention is built in to ensure delivery of the project to the required standard.

Specialist procurement advice is required to ensure costs are robust before the FBC can be approved. The procurement strategy is considered to be developed appropriately at this stage of the project.

4.3 Operation and Management of the New Leisure Centre

In 2019 the Council undertook a detailed “shadow bid” commissioning process to identify the preferred operating model for the management of its leisure services including the existing and new Coleraine Leisure Centre. Under this process the in-house leisure team submitted a detailed proposal for the long-term operation of the Council’s leisure centres, including the new CLC, in response to a detailed specification and tender process prepared by the Council with the support of experienced external advisors. The purpose of the process was to adopt the benefits and good practice of a formal competitive leisure procurement exercise in order to identify how the in-house team could improve their performance through transformation.

The proposals for the management of the leisure centres were evaluated against a clear set of Council requirements and defined strategic outcomes. The process included the development of a shadow commercial bid developed by the external advisors which provided a comparator tender against which the in-house tender would be evaluated.

The in-house team prepared a number of detailed method statements in response to the Council’s requirements with the assistance of an independent external advisor with experience in developing commercial leisure tenders. The benefit of the process was that it required the in-house team to transform the way it worked in order to deliver a commercially driven and efficient operation that was more customer focused. The outcome has been transformative

resulting in a substantially lower subvention requirement and a much-improved leisure service as measured against other Northern Ireland Council leisure provision.

The Council is therefore confident it has a demonstrably efficient and effective in-house leisure operating model which it can deploy to manage the new leisure centre once construction is complete.

During the construction phase, the existing leisure centre will close, and the in-house team will provide an interim leisure offer that as far as possible relocates existing provision to other leisure facilities within the Borough. In addition, the in-house team will explore the feasibility of establishing a temporary fitness offer within Coleraine town centre in a vacant retail/Council property to ensure there is a continued fitness provision within the town during the construction phase⁷.

The aim of the interim solution would be to maintain as much leisure provision as possible in a cost-effective manner, thereby retaining a substantial income stream and customer base whilst allowing staff and resources to be redeployed to other venues⁸ during the process. Initial revenue estimates indicate that the closure of the existing inefficient leisure centre and the relocation of leisure provision into alternative venues in and around Coleraine would deliver a significant saving for the Council that could be used to offset any temporary accommodation costs.

4.4 Service Specification and Required Outputs

The Council is confident that the proposed project is commercially viable and technically deliverable. The Council's requirements in terms of the scope of facilities and services required are not considered to be particularly complex or challenging to deliver. The community leisure sector has evolved and matured in recent years and the quality-of-service provision and delivery has improved considerably. There are numerous examples of similar scale leisure projects being successfully delivered on time and on budget which have led to demonstrable long-term improvements in financial and service outcomes.

The in-house team has already shown it has the capabilities to transform service provision and has developed a Marketing and Sales Strategy to help it realise its commercial ambitions and ambitious income targets.

The Council is able to reference many examples of successful new build leisure centres being delivered in Northern Ireland and elsewhere in the UK in recent years by experienced leisure design and construction teams.

The approved Service Specification defines the Council's requirements in terms of service standards and outcomes. This can be reviewed prior to a final investment decision being taken.

⁷ Estimated at 18 months from start on site

⁸ And/or other Council service areas

4.5 Potential Risk Apportionment

The initial consideration of procurement risks associated with the project has been undertaken and are set out in **Table 22** below:

Procurement Risk	Proposed Mitigation
Procurement documentation insufficiently developed to allow for robust proposals to be submitted	<ul style="list-style-type: none"> • Ensure sufficient time and resources allocated to the project team to allow the development of robust procurement documentation • Appoint project manager early on in the project
Failure to procure a sufficiently skilled and experienced design team	<ul style="list-style-type: none"> • Ensure selection criteria includes recent experience of the design and delivery of comparable scale new build leisure centres with examples of projects to be provided and references to be taken up • Ensure named individuals in the design team allocated to the project have sufficient experience • Ensure budget for design development is sufficient • Ensure in house leisure team involved in the development of the design including the fit-out phase
Failure to procure a construction team with sufficient skills and experience to deliver the project on time and on budget	<ul style="list-style-type: none"> • Ensure selection criteria includes recent experience of the construction and delivery of comparable scale new build leisure centres with examples of projects to be provided and references to be taken up • Ensure named individuals in the team allocated to the project have sufficient experience including sub-contractors and supply chains • Ensure the budget for the construction stage is robust and sufficiently detailed • Ensure project manager appointed early on in process and they are involved in the selection of the design and construction team
The completed leisure centre does not meet the requirements of the project and/or in house team	<ul style="list-style-type: none"> • Ensure in house leisure team remains closely involved in the development of the design and in any value, engineering exercises and/or design changes so as to ensure any changes would not impact negatively on ability of the project to meet its outcomes (such as reducing/removing key elements from the project to save money which could negatively impact on operations) • Ensure project commissioning and handover is properly managed including monitoring and management of the snagging process and involve the in-house leisure team in this process
The project does not deliver the financial and non-monetary service outcomes set out in the Council's requirements	<ul style="list-style-type: none"> • Undertake regular reviews of the business case and update the revenue model as and when required to reflect changing conditions (such as higher than estimated inflation) • Ensure the performance of the in-house leisure team is monitored through regular reviews and the use of KPIs and take prompt action to address any performance issues

Table 22– Delivery risks

4.6 Contractual Issues and Accountancy Treatment

The Council will use a traditional staged payment mechanism for the design and construction phases, including the use of retentions to ensure any snagging issues are adequately addressed the provisions in construction and associated sub-contracts.

The Council already has a commissioning arrangement with the in-house leisure team which is managed through a service specification and the use of KPIs. These arrangements will be kept under review throughout the operation of the new leisure centre to ensure they remain fit for purpose and relevant. Where there are any issue or concerns around service delivery the Council will take prompt action to address any performance or financial issues.

The capital cost will be recognised as an asset on the Balance Sheet of Council under Accounting Standard FRS15. The capital value will be depreciated over the asset's useful life, up to a maximum of 50 years, in line with Council's standard practice.

The equipment will be recognised as an asset on the Balance Sheet of CCAG under Accounting Standard FRS15. The capitalised equipment value will be depreciated over the asset's useful life of 15 years, in line with the Council's standard practice for this specialist equipment.

At this stage it is envisaged that the new leisure centre will be funded directly through a combination of Council capital borrowing, and UK Government Levelling Up grant allocation.

Capital borrowing will be financed through the Public Works Loan Board and recorded within Council's Capital Programme and on the Balance Sheet as long-term borrowings.

Government Grant funding received for these assets will be recognised as deferred income on the Balance Sheet and released to income over the expected useful life.

5. FINANCIAL CASE – Affordability and Funding

5.1 Capital Costs

Concept Design cost estimates have been prepared by Ostick & Williams/Sammons based on initial accommodation schedules for the preferred options with allowances for fees, risk, inflation and for building a carbon efficient facility using standard industry benchmarks. A capital cost estimate has been provided based on a review of conditions survey information and experience of similar leisure centre refurbishment projects with allowances added. These are set out in **Table 23** below:

Item	Do minimum	4b+	4b
Construction Cost	£3,500,000	£14,338,000	£13,732,000
Professional Fees (@ 10%)	£350,000	£1,433,800	£1,373,200
Statutory/Other Fees (@3%)	£105,000	£430,140	£411,960
Risk Provision (@14%)	£490,000	£2,007,320	£1,922,480
Inflation (@19%)	£665,000	£2,724,220	£2,609,080
Estimated Costs to build carbon efficient building (@ 18%)		£2,580,840	£2,471,760
Total Estimated Costs	£5,110,000	£23,514,320	£22,520,480
Inc. Optimism Bias (@12%)	£5,723,200	£26,336,038	£25,222,938

Table 23– Capital Costs Model assumptions

Assuming a 12-month timeframe for the design development, planning approvals process and procurement of contractor, and a subsequent 24 month build programme, **Table 24** sets out the indicative Capital Spend Profile for the preferred option.

Option	Total Capital Costs	22/23	23/24	24/25	25/26
		Design and Planning	Construction	Construction	Retention
4b+	£26,336,038	£717,000	£12,151,118	£12,151,118	£1,316,802

Table 24– Capital Costs profile for preferred option

5.2 Financial Model and Appraisal

As part of the business case an initial financial model has been prepared for the two highest scoring options to evaluate affordability in both revenue and capital on a whole life (25 year) basis. To ensure that the preferred option is affordable and would offer VFM a Status Quo/Do Nothing comparator has been prepared to measure the projected whole life costs of undertaking only essential refurbishment of the leisure centre required to extend its life for another 25 years.

The financial model is based on the income and cost projections for the new leisure centre taking account of the latent demand analysis, the current net costs of service provision and benchmarking data taken from similar projects in which the consultant team has been involved.

The model takes account of how the construction of the project will be funded, in this case largely through capital borrowings by way of a PWLB fixed rate loan and an assumed government grant allocation of £13.17m⁹. The model has allowed for fees, contingency and inflation. At this stage it is assumed that the VAT associated with the construction of the new leisure centre can be fully recovered and the revenue model is net of VAT.

⁹ Assumed at this stage and not committed

The steady state (year 3) net revenue estimates are set below in **Table 25** for the preferred option 4b+ and the other shortlisted options for comparison.

Revenue Summary	Status Quo - Do Nothing	New Build	
		Option 4b+	Option 4b
Income			
Fitness	262,060	628,458	628,458
Swimming	220,257	456,002	478,982
Other Income	77,904	84,910	62,238
Total Income	560,221	1,169,370	1,169,678
Expenditure			
Staffing	859,823	1,016,724	1,072,304
Utilities	274,557	145,794	152,889
Repairs & Maintenance	82,222	82,617	86,637
Operations	64,770	88,732	87,974
Administration	91,783	57,402	57,179
Total Costs	1,373,156	1,391,268	1,456,984
Net Costs	-812,934	-221,898	-287,306
Financing Costs	347,250	798,837	731,300
Net Project Costs	-1,160,184	-1,020,735	-1,018,606

Table 25– Revenue projections

The financial projections indicate that the preferred option would deliver a revenue benefit to the Council by substantially reducing the net costs of operating the leisure centre - freeing up budget provision to contribute to the costs of borrowing and other capital costs. In terms of affordability, the preferred option would require a much lower level of financial subvention of c.£591k to the Status Quo/Do nothing option, before taking account of any additional benefits the project is expected to deliver (such as improved wellbeing and job creation).

The model has a number of assumptions applied, as set out in **Table 26** below:

Financial Model assumptions
Latent demand analysis factored into the revenue projections for fitness and swimming
Fees and charges set at April 2022 prices
Large proportion of pool demand displaced to other pools and temporary gym opened in town so only 60% income lost
Agency staff not required and savings on property costs offset costs of setting up and running temporary gym
Based on 12 and 24-month closure for refurbishment and new build respectively
Includes a full refurbishment in year 17 for new build and two refurbishments for the status quo option in years 10 and 20
Grant of £13.17m from Government for new build options
No allowances for inflation
Borrowing over 25 years at 3.5%
Allowance for lower utility costs in new build options to reflect investment in zero carbon technology

Table 26– Model assumptions

5.3 Sensitivity Analysis

Sensitivity analysis has been applied to the revenue model for Option 4b+ to evaluate the impact of income and expenditure being higher or lower than projected.

The sensitivity analysis indicates how changes in income and/or costs impact on the affordability of the project. For example, a 10% fall in income and a 10% rise in operating costs would increase the annual subvention from £222k to £478k, an increase of circa 115% although still considerably less than the current subvention. Vice versa a 10% rise in income and a 10% fall in operating costs would deliver a net annual surplus and remove the need for any subvention support for the project. The analysis illustrates how sensitive the model is to changes in income and expenditure. For example, energy costs are currently very high and a 50% increase in energy costs would add 8% to the overall project costs, highlighting the importance of pursuing a more intensive carbon neutral strategy to help mitigate the risks of rising energy costs.

5.4 Affordability Analysis

Context and Process

Affordability is a major constraint on the Council's overall Capital Programme which typically includes capital projects on a much-reduced scale to the proposed development of a new leisure centre. In order to deliver large capital projects, OBC's are developed at minimal risk to support external funding applications and therefore minimise the net cost to Council and overall levels of borrowings.

Since the four legacy councils merged under RPA in 2015, Council has had to deal with large levels of existing borrowings and disparities in access to facilities and services. Causeway Coast and Glens Borough Council ranks among the highest Council debt levels in Northern Ireland and has operated close to its agreed debt ceiling of £80m in recent years.

Over the past five years Council has prioritised investment in capital projects, however with an aging estate, a significant proportion of its Capital Financing Requirement (CFR) is allocated annually to essential capital repair works to address health and safety concerns on the existing estate and replacement of vehicles for waste management etc.

There are treasury guidelines set out in relation to the CFR (Prudential Code) and Minimum Revenue Provision (LGA 2003) which advocate a prudent and risk averse approach to overall financial control on capital expenditure and loan financing through the Public Works Loan Board which offers low-cost finance at 3.5% over 25 years.

The overall decision making around the Capital Programme is ultimately the decision of Council and its various sub-Committees. The financial position of the overall Capital Programme is currently under review with a four-year financial plan to be agreed by Council Members to ensure the longer-term sustainability of capital investment.

At an Officer level the Capital Projects Working Group (CPWG) provides a mechanism for peer review of all capital projects progressing through Council's four stage decision making

process¹⁰. It also acts as a conduit for affordability checks by Finance Team before reports and recommendations are progressed through SLT to the relevant Committees of Council.

Approvals Secured to Date:

A Strategic Outline Case was approved by Council in September 2021 along with the necessary resources to complete the OBC by March 2022.

A Leisure & Development Committee report was approved by Council on 4th May 2022 recommending the prioritisation of applications for Coleraine Leisure Centre and Ballycastle Leisure Centre for Round 2 of the Levelling Up Fund which closes on 6th July 2022.

At its meeting on 28th April, the CPWG agreed Coleraine Leisure Centre could progress to SLT and Leisure & Development Committee on 17th May 2022 for a decision by Council on 7th June 2022 based on the following affordability statement and assumptions:

Affordability Statement:

“At this early stage of project development and based upon the capital programme assumptions outlined below, Coleraine Leisure Centre is forecast to be affordable on the following conditions:

- (1) a minimum 50% capital funding is secured from external funders, including LUF Round 2;*
- (2) the lowest capital cost option is progressed to Stage 2 after funding outcome is known;*
- (3) the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).*

Given the projects scale and associated financial risks, the approval of Stage 1: OBC will not constitute the normal approval to progress immediately to Stage 2: FBC (detailed design, Planning Application and Procurement of ICT/IST).

A decision to progress to Stage 2 and incur significant development/design costs in the process will be subject to securing external funding from LUF. The overall affordability of the projects (and cost of emerging preferred options) will therefore be re-assessed when the outcome of the funding application is confirmed in Autumn 2022 for a Council decision to progress to Stage 2.

As per the normal four stage process, the final investment decision to progress to Stage 3: Construction and appointment of contractor will be subject to final Council agreement and confirmation of capital affordability at that time”.

Capital Programme Assumptions:

1. Council Members may need to increase, or maintain, capital / interest repayments . This extra cost is recognised as a cost borne by the ratepayer through MRP;

¹⁰ Each point of progression to the next stage of the process requires a Council decision: 1. Outline Design / OBC; 2. Detailed Design / Procurement / FBC; 3. Construction; and 4. Benefit Realisation.

2. Council Members may need to restrict other uncommitted projects with the exception of contractual or essential capital projects;
3. Council Members may need to extend the use of the capital assets they have, potentially running fleet vehicles longer;
4. Council Members will need to dispose of assets within a reasonable timeframe and allocate capital receipts to fund the agreed capital commitments;
5. Council Members may need to raise the Council agreed £80M loan limit (CFR), particularly if unexpected essential capital costs materialise or project costs exceed minimum estimates;
6. Council Members may need to be prepared to exceed the circa £6.5m loan repayment (MRP);
7. Council Members agree that their short to medium term goal is to maintain or increase debt, rather than reduce it;
8. The projected Leisure Centre costs will be charged at the lower end of the projections at £33.8M, rather than the higher end at £41.3M;
9. At least 56% of grant funding is obtained; and
10. That forecasted financial profiling, when costs are expected to materialise, is correct over the next 5 years.

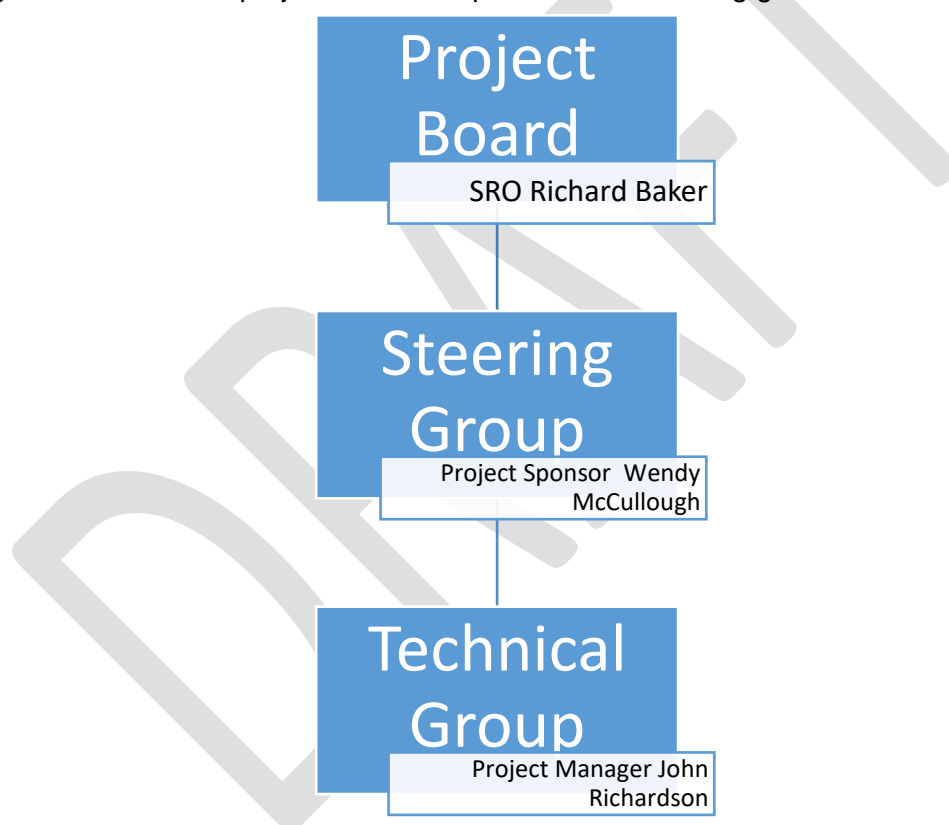
6. MANAGEMENT CASE – Successful Delivery

The Management Case for the redevelopment of the leisure centre and future operating arrangements can be successfully delivered by CC&G and the outcomes and benefits sought are capable of being achieved.

The design and construction of the new leisure centre will be procured by the Council, who will also lead on the planning approvals process. The in-house leisure team will be continuously involved in the design and construction phases before mobilising and managing the operation and routine maintenance of the new leisure centre as part of their wider facilities portfolio.

6.1 Project Governance and Management Plan

The Council will be responsible for the procurement, co-ordination and implementation of the design and build of the project and will implement the following governance arrangements:



(i) Senior Responsible Owner (SRO)

Overall responsibility for successfully delivering the business objectives and benefits of any programme or project must be vested in responsible and visible individuals, the SRO. The SRO will be responsible for ensuring that the project meets its objectives and delivers the projected benefits.

(ii) Project Board (comprising Elected members)

A Project Board has been established to provide immediate support to the SRO and Project Sponsor in their respective roles of responsibility for ensuring that the project meets its objectives and delivers the projected benefits.

The Terms of Reference for the Project Board are included as **Appendix 9**.

(iii) Steering Group (comprising staff)

The Steering Group has a delegated responsibility and is directly responsible to the Project Board. It provides direction, guidance and decision making to support the successful delivery of the project for the Sponsor.

The Steering Group represents the three primary interest groups (see **Table 27** below); the enterprise as a whole, those who are seeking the outcomes to be delivered by the project, and those who will deliver the project’s outcomes. The Steering Group members are the project decision-makers and are responsible for the commitment of resources to the projects. There are core members of the Steering Group as well as roles which can be added as and when required and invited to Project Team meetings to help in decision making processes.

The Project Sponsor is the interface between a client and the external bodies, such as consultants, contractors, and suppliers. The Project Sponsor is responsible for ongoing management on behalf of the SROs to ensure that the project objectives are delivered, within agreed time, quality and cost constraints.

Member	Name	Department and Role
Investment Decision Maker (IDM)	Council Members	Leisure & Development Committee/Council
Senior Responsible Owner (SRO)	Richard Baker	Director of Leisure and Development
Project Sponsor	Wendy McCullough	Head of Sport & Wellbeing
Project Sponsor Support	John Beggs / Nick Harkness	SIB Project Manager
Project Manager	John Richardson (TBC)	Capital Delivery Team
ICT Project Manager	TBA	NEC Contract
Operations	Brian Tohill	General Manager Sport & Wellbeing
Maintenance	Gareth Doyle	Head of Estates
Communications	Aine McCauley	PR Manager
Town Centre Management	Julienne Elliot	Head of Prosperity and Place

Table 27– Composition of the Project Steering Group

(iv) Project Delivery

The Project Board and Steering Group meet by agreement to fulfil its objectives. The Project Board, Steering Group and Technical Group will meet monthly and/or if required ad-hoc meetings, as agreed. Documents for Project Assurance will be submitted to the Project Sponsor at least seven days in advance of the scheduled meeting to enable review and

recommendation to the Board. Where practicable, the agenda together with reports and documents that relate to the Board will be forwarded to members in sufficient time to enable consideration prior to meetings. Accurate minutes will be kept of each meeting. These minutes will be submitted to the Board members for ratification at the next subsequent meeting.

6.2 Commerciality and Marketing Plans

The commercial case for the project in terms of income generation is set out with the In-house Transformation Plan (Shadow Bid) which includes detailed marketing activity to effectively compete in the market and reach income targets. A detailed mobilisation plan for the In-house Transformation Plan is included as **Appendix 10**

6.3 Project Monitoring, Evaluation and Benefits Realisation

(i) Monitoring

The Council will commission an independent review of the performance monitoring of the project against its aims and objectives a make a budget provision of £50k over the first five years of operation. This will result in an annual report from which Council will be in a position to understand the progress towards its objectives using a Red, Amber and Green (RAG) system. By using this monitoring process Council will have clear visibility of progress against objectives. We will be in a position to identify any risks of underperformance and undertake timely corrective actions to maximise the likelihood of achieving all objectives.

The Council will be responsible for a Project Implementation Review that will assess the efficiency and effectiveness of the project procurement and management arrangements. Any lessons learned will be shared with other funders and departments.

(ii) Evaluation

The Council will undertake a post project review and evaluation once the construction phase has been completed and the new centre is operational. The intention is to ensure that lessons are learnt by the Council in the delivery of major projects that can be applied to future projects the Council procures/commissions.

Annual monitoring information will be collated and provided to an independent body to conduct a Post Project Evaluation (PPE) at the end of the five years' benefits realisation period with a view to assessing the level of achievement of the SMART objectives, the value for money, the lessons to be learnt for future projects and the benefits realised from the investment.

Evaluation is a core part of the project. Council is keen to measure the impact of its activities and has established a baseline for participating levels and will monitor this against targets. The Council will collate the information and submit quarterly and annual reports to other funders on the progress against the targets.

(iii) Benefits Realisation Plan

The In House Team will develop a benefits realisation plan to demonstrate that there is a clear pathway to ensure the Council’s investment will deliver against its strategic priorities both pre and post project implementation. As set out in the Shadow bid, the IHT will deliver tangible service improvements through the project by way of the following benefits (**Table 28**):

Outcome	Action	Target
Improve the quality of leisure provision within CCG	<ul style="list-style-type: none"> • Successfully deliver, mobilise and open a new Coleraine Leisure Centre of any additional sport and leisure capacity • Deliver sustained improvement in performance measured against a basket of KPIs; 	<ul style="list-style-type: none"> • Open new CLC by April 2025 • Deliver at least 85% of annual KPI targets
Increase usage of the Facilities and participation by CCG’s Borough residents;	<ul style="list-style-type: none"> • Use the new leisure centre to expand the leisure programme and increase usage of the facilities 	<ul style="list-style-type: none"> • Increase total annual visits from 200,000 to 400,000 by March 2028
Promote better health and wellbeing amongst CCG’s residents	<ul style="list-style-type: none"> • Increase the proportion of the population living healthy lives by increasing the number of regular users at CLC 	<ul style="list-style-type: none"> • Increase the number of regular leisure centre users to 2,800 by March 2028 and deliver the equivalent of £1.35m in social value as defined by UK Active
Significantly reduce the level of annual subvention required to subsidise the provision of the Facilities and Services	<ul style="list-style-type: none"> • Reduce the annual subvention for CLC through increasing income generation and operational efficiencies 	<ul style="list-style-type: none"> • Reduce the annual subvention by at least 65% (based on the 2019/20 pre-pandemic outturn excluding depreciation and pension adjustments) by March 2028
Deliver affordable and accessible facilities for everyone, including residents and visitors in general and to Section 75 targeted groups in particular	<ul style="list-style-type: none"> • Ensure prices remain affordable and accessible as measured against other NI Councils • Increase the usage of CLC by Section 75 groups 	<ul style="list-style-type: none"> • Prices to remain comparable with other NI Councils • Increase usage by underrepresented Section 75 groups by 25% by March 2028

Table 28– Proposed Benefits Realisation Plan

6.4 Proposed Project Timetable

A high-level project plan is set out below in **Table 29** and a more extensive delivery plan will be developed at the FBC stage which will set out in more detailed the individual stages and key milestones for the project including the procurement of the design, technical and construction teams, the planning approvals process, design development, demolition and construction phases, and finally the mobilisation, commissioning and operational stages.

Stage	Date
1 - OBC Approval	June 2022
2 - FBC Approval ¹¹	October 2023
3 - Design and Construction	October 2023 – March 2025
4 - Leisure Centre Opens	April 2025

Table 29 – Project timetable (milestones)

6.5 Performance Management Plan

The Council will develop a suite of KPIs to enable it to monitor how the in-house team performs in operating the new leisure centre and delivering against the benefits realisation plan once construction is complete. These KPI's will be measured on a regular basis (a mix of monthly, quarterly and annual measures) that will allow monitoring of performance against targets set in year one and subsequently annually. The KPIs will include a mix of financial measures (income and cost KPIs) as well as measures around usage by different target groups and some softer more qualitative measures around health and wellbeing and other social value indicators. The KPIs will also be used to measure performance against other Council leisure centres across Northern Ireland.

During the construction phase the project will have a number of KPIs set to monitor how the project performs on a range of measures, to include health and safety, sustainability, the use of local suppliers and job creation.

6.6 Risk Management Plan

A risk management plan including a risk register has been developed for both the delivery of the design and construction of the new leisure centre and its subsequent operation by the in-house team to include contingency and mitigation actions.

The project manager will be responsible for the management of risks associated with the design and construction stages, with the lead leisure officer taking responsibility for the management of risks associated with the operation of the new leisure centre.

Contingency measures will include provision for Optimism Bias, resource planning etc.

The risk management arrangements adopted for the new Leisure Centre has generally adopted a 'minimalist' approach to risk classification of risk, as illustrated **Table 30** below.

¹¹ Pending outcome of successful LUF bid

Likelihood	5	5	10	15	20	25
	4	4	8	12	16	20
	3	3	6	9	12	15
	2	2	4	6	8	10
	1	1	2	3	4	5
		1	2	3	4	5

Impact

Table 30 – Risk Averse Classification Matrix

The key risks captured for the project, including unmitigated and residual risks is listed in Table 31 below.

Project Risks								
Risk Ref & Category	Risk Description	Unmitigated			Mitigated			Mitigation Measures
		L.	I.	CI	L.	I.	CI	
Delivery Risks								
D.1 Delivery/ Financial	<i>There is a risk that:</i> Capital costs exceed agreed budgets and/or approved levels of expenditure.	4	4	16	2	3	6	<ul style="list-style-type: none"> Agreed Concepts and Works Programme and outline plan for OBC, with supporting independent costings. Appoint experienced advisors, including independent cost consultants.. Experienced Council Estates team responsible for building works Adequate Optimism Bias provision in OBC. Implementation of strong governance and assurance arrangements, including change control.
D.2 Delivery/ Programme	<i>Works –Capital Cost Increase:</i> <i>Potential supply chain pressures resulting in claims from the contractor.</i>	4	4	16	2	3	6	<ul style="list-style-type: none"> Appointment of contractor following competitive tender process. Contract administration and certification of payments. Final Account: including finalisation of measured quantities and assessment of claims received. OB of 12% assumed in budget
D.3 Delivery/ Programme	<i>There is a risk that:</i> New Leisure Centre is not delivered in accordance with the planned programme	4	4	16	3	2	6	<ul style="list-style-type: none"> Funding to be secured post-OBC approval Include costed risk provision within the overall capital funding envelope for some programme slippage. Consider contract payments on basis of activity schedule to incentivise delivery of the works. Phased handover programme agreed with the Contractor

D.4 Contract Management	<i>There is a risk that:</i> The contract does not provide appropriate allocation of risk, and is not effectively managed.	3	4	12	1	2	2	<ul style="list-style-type: none"> Adoption of industry best practice forms of contracts (JCT Standard Building Contract.). Reporting and monitoring of contract management performance through Project Board and assurance framework.
Operational Risks								
Op.1 Operational/ Financial	<i>There is a risk that:</i> Failure to secure appropriate staff to operate new Leisure Centre	2	4	8	2	3	6	<ul style="list-style-type: none"> Early identification of requirements and prioritisation of key roles completed
Op.2 Operational/ Financial	<i>There is a risk that:</i> Uptake/usage less than anticipated	4	4	16	2	4	8	<ul style="list-style-type: none"> Identification of user groups and implementation of Marketing and Engagement Strategy. Development of Widening Participation Strategy. Working with Sports groups, community, TNI etc
Op.3 Operational/ Financial	<i>There is a risk that:</i> new Leisure Centre is not financially sustainable, due to revenue costs associated with the operation and maintenance.	4	4	16	2	4	8	<ul style="list-style-type: none"> Be flexible and responsive to changing requirements and priorities Detailed TOM prepared and to be kept under review Ongoing review of operational costs and income generation projections
Op.4 Operational/ Benefits Realisation	<i>There is a risk that:</i> Social/wellbeing and economic benefits are not realised	3	3	9	2	3	6	<ul style="list-style-type: none"> Promotion to domestic user groups Promotion to visitors
Op.5 Operational/ Benefits Realisation	<i>There is a risk that:</i> Funding from government sources is not forthcoming	3	3	9	2	3	6	<ul style="list-style-type: none"> The project fits with Government strategy Submit funding applications to Levelling Up programme
Op.6 Operational/ Benefits Realisation	<i>There is a risk that:</i> Subvention from Council is not forthcoming	3	3	9	2	3	6	<ul style="list-style-type: none"> The project fits with Council strategies Subvention forecast to be significantly lower than existing figure

Table 31 – Risk Assessment

7. CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion

All five business case elements are met, and the project has the potential to achieve the project objectives. As proposed, the developments are technically deliverable, and the preferred option has been developed through a robust and objective evaluation process.

The preferred option emerging from the OBC is to progress with Option 4b+: Redevelopment of a new reduced scale leisure centre (c.5,100m²) on the existing footprint of the old centre at Railway Road with additional learner pool, wet play and soft play area. On balance this option scores highest and is the option deemed to be most able to meet the project aims and the needs of the community.

The determination that the new facilities will be operated by the in-house team was arrived at through a very rigorous process that involved options appraisals, market testing and a “shadow bid” process to provide a comparator with the alternative that would have involved a specialist leisure operator.

Further analysis will be required at the FBC stage before a final approval is given to progress with the investment.

Ultimately, the Council will need to determine whether the investment is affordable.

7.2 Recommendations

The site and schedule of accommodation option selected is Option 4B+. However, it is a qualified recommendation on the basis of affordability. In line with the context and approvals received to date this OBC will proceed to Committee and full Council on the basis that it will not immediately progress to Stage 2: FBC (detailed design, Planning Application and Procurement of ICT) but be subject to:

- confirmation of a minimum of 50% capital funding is secured from the LUF Round 2;
- the lowest capital cost option is progressed; and
- the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).

The overall affordability of the project and preferred option will be re-assessed when the outcome of the funding application is confirmed in Autumn 2022.

While not an ideal conclusion this recommendation aligns with current approvals and reflects prudent consideration of Council’s current financial standing.

COLERAINE LEISURE CENTRE



A NEW COLERAINE LEISURE CENTRE -Have your say?

- Council is currently considering concept designs for a new, modern and fit for purpose leisure centre on the existing site at Railway Road
- In order to identify funding of over €22m for this exciting new facility a business case is being developed
- This is the first step prior to developing a detailed design and planning application over the next year
- Public consultation will continue to be integral to this process with further updates to follow
- The facilities under consideration include:
 - ✓ large gym and studio space with the latest training equipment
 - ✓ 25m swimming pool, learner pool and leisure water for wet play
 - ✓ soft leisure play area, modern and inclusive changing facilities and café for relaxing
 - ✓ The site is also suitable for future extension of a hall

BACKGROUND – Need for a Replacement Centre?

- Existing pool over 50 years old and centre opened in 1981
- No longer fit for purpose and reached end of useful life
- High energy consumption and unattractive to users
- Need to develop a new carbon efficient and sustainable facility
- Existing location puts town centre regeneration first and offers improved frontage onto Railway Road
- Changes in leisure habits/environment in Coleraine:
 - More gym & leisure lifestyle activities, less formal sport
 - More changing at home less dry changing required
 - Growth of tourism and the loss of wet play in Portrush
 - More sports hall space available with new Ulster University facilities
 - Private sector small-sided games provision in the town
 - Increase in synthetic pitches and less demand for indoor sports halls
 - Gym and studio classes driving increasing demand

To find out more go to Council website:
<https://www.causewaycoastandglens.gov.uk/council/council-consultations/new-coleraine-leisure-centre>

Note: Hard copy Consultation forms are available at reception

PLAN & SITE LAYOUT OF THE PROPOSED LEISURE CENTRE



EXAMPLE CONCEPT DESIGNS





**Causeway
Coast & Glens
Borough Council**

Development of a new Ballycastle Leisure Centre

**Outline Business Case
(using 'Five Case Model')**

V11.0 for Leisure & Development Committee on

17th May 2022

Contents

	Section	Page
1.0	Introduction & Background	3
2.0	STRATEGIC CASE – Strategic Context	5
3.0	STRATEGIC CASE – Case for Change	10
4.0	ECONOMIC CASE – Preferred Way Forward	29
5.0	ECONOMIC CASE – Value for Money	33
6.0	COMMERCIAL CASE – Potential Deal	47
7.0	FINANCIAL CASE – Affordability and Funding	52
8.0	MANAGEMENT CASE - Successful Delivery	58
9.0	Conclusion and Recommendations	66

Appendices

2.1	Council Low Carbon policy
4.1	Technical drawings and costings options 3, 3+, 4, 4+
5.1a-d	Capital costs, 3, 3+, 4, 4+
5.2	Life cycle costs
5.3	Optimism Bias
5.4	NPSV
8.1	Project Board Terms of Reference

1. Introduction & Background

1.1 Introduction to OBC

Causeway Coast & Glens Borough Council (CCAG) has commissioned the Strategic Investment Board (SIB) to prepare an Outline Business Case on the proposed Leisure Centre in Ballycastle.

1.2 Background to Project

Ballycastle is a coastal town on the North East corner of NI. It is regularly ranked the best place to live in NI by the Sunday Times.

It is a town with 2,143 households and a resident population of 5,237 (2011 Census) as well as a large influx of seasonal residents and day visitors.

The town has never had a public funded swimming pool, with the closest pool being the Joey Dunlop Leisure Centre in Ballymoney, which is 16 miles away.

The current publicly funded gym provision is represented by the Sheskburn Fitness Suite, being a 60-year old converted school classrooms at Sheskburn House.

Private sector intervention led to two swimming pools in Ballycastle, one at the Marine Hotel – the Marine Leisure Centre – and one at the Hagan Camping site on the Clare Road, both understood to have/had capacity of c30 to 50 people. The Marine Leisure Centre, which also included a gym, has been closed for the last 10 plus years and is in a significant state of disrepair. The Hagan site continues to operate and is used by camping residents and by a local swimming class (outside of tourist season).

The Council commissioned research in 2016 to consider the opportunity to work in partnership with the owners of the Marine Leisure Centre to refurbish this under a Partnership agreement. In addition, research was undertaken in 2018 to consider a new build facility on a range of sites at Ballycastle, incorporating a swimming pool and gym. A number of options had been considered, including at Sheskburn and Quay Road. A Feasibility Study on the Marine Leisure Centre was completed in 2020.

- Concerns raised over accessibility and car parking (PAD and AECOM traffic study commissioned)
- Marine Hotel option ruled out Dec 20 and agreed by Project Board
- Quay Road option to be revisited with target cost saving of one third and project completion within 5 years (consistent with Council decision on Coleraine Leisure Centre)

Rationale for Change

- Existing facilities in the old school building at Sheskburn House are no longer fit for purpose
- No local, year-round access to a swimming pool
- Consultations in 2016/17 showed local support for new leisure facilities
- Further consultations in 2022 indicate that of 1,190 responses to a community engagement exercise, 1,170 are in support of a new leisure centre in Ballycastle
- The Council will be a partner in the new Shared School Campus creating public access to synthetic pitches for hockey, football and Gaelic sports as well as a large sports hall
- Need to develop a new carbon efficient and sustainable facility
- Changes in leisure habits/environment:
 - More gym & leisure lifestyle activities, less formal sport
 - More changing at home less dry changing required
 - Growth of tourism and the loss of wet play in Portrush
 - More sports hall space & flood lit synthetic pitches to become available at Shared School Campus
 - Gym and studio classes driving increasing demand

1.3 Format of Report

This OBC has been prepared in accordance with Treasury guidance to follow the Five Case Model. The structure of the OBC is therefore as follows:

- Introduction: To set out the background and context to the Ballycastle Leisure Centre.
- Strategic Case: To demonstrate strategic fit with local, regional and national policies, and to set out the clear and compelling case for intervention.
- Economic Case: To identify options to take forward the Project, acknowledging the need for a sustainable and viable option. This section also details the cost of the Preferred Option.
- Commercial Case: To outline the commercial arrangements underpinning the development of the Ballycastle Leisure Centre.
- Financial Case: To demonstrate the affordability, fundability and financial sustainability of the Preferred Option.
- Management Case: To set out: the proposed governance arrangements, including project management and project assurance and the risk and benefits management processes.

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2. STRATEGIC CASE - Strategic Context

2.1 Strategic Fit

The purpose of the Strategic Case is to demonstrate how the development of the Ballycastle Leisure Centre:

- Aligns with stated commitments of the NI Executive and Council and underpinning policies;
- Is supported by a compelling Case for Change, which underpins the need for development.

This Section of the OBC is therefore structured in two parts, as follows:

I Strategic Context: to provide a brief overview of the Ballycastle Leisure Centre’s alignment with the Executive’s commitments, priorities and policies, and with those of CCAG. This is as noted below.

II The Case for Change: to define the Spending Objectives for the proposed development of the Ballycastle Leisure Centre, the key drivers for change, summarising the main benefits and risks, and constraints and dependencies. This is included in Section 3.

I STRATEGIC CONTEXT

STRATEGIC AND POLICY ALIGNMENT

2.2 Background

This section sets out the strategic context that underpins the need for CCAG’s intervention in leisure facilities at Ballycastle, which is supported by a number of policy and strategic drivers, as described below.

Strategic Document	Policy Context	Congruence with Proposal
NI Programme for Government 2016-2021 (Draft) and Draft Outcomes Framework	<p>Programme for Government¹ with indicative areas of alignment being: Regionally balanced, inclusive economy; Giving children and young people the best start in life; People want to live, work and visit here; Improved health outcomes – enabling people to enjoy long, healthy active lives; A caring society that supports people throughout their lives.</p> <p>Most relevant to this Project is: “We all enjoy long, healthy active lives” and “Our children and young people have the best start in life” with the document noting:</p> <p>Access to Health: Taking forward health and social care reform to ensure we can deliver safe, high quality services to meet the challenges of the future and provide the right services where they are needed. (Department of Health, Department of Finance).</p> <p>Physical Health and Wellbeing: Promoting positive public health measures, increasing awareness and supporting safe, active and healthy lives. (Department for Communities, Department of Health, Department for Infrastructure, Department of Education, Department for the Economy, Department of Agriculture, Environment and Rural Affairs).</p>	<p>Increased access to physical activity for rurally isolated communities</p> <p>Facilities to support the tourist industry in Ballycastle and the North/East Antrim Coast</p> <p>The economic impact of sports participation will have a positive impact on the local economy and job opportunities</p>
Recreation and Youth Service (Northern Ireland) Order 1986	<p>The Recreation and Youth Service (Northern Ireland) Order 1986 states that “Each district council shall secure the provision for its area of adequate facilities for recreational, social, physical and cultural activities and for that purpose may, either alone or together with another district council or any other person, establish, maintain and manage any such facilities”. Furthermore, the Order 1986 goes on to state that “a district council shall, in carrying out its functions, have regard to the facilities provided by other district</p>	

¹ Reference to the Programme for Government is deemed to include both the 2019 Outcomes Delivery Plan (See: [Outcomes Delivery Plan 2018-19 End-Year Report - GOV.UK \(www.gov.uk\)](https://www.northernireland.gov.uk/sites/default/files/consultations/newnigov/pfg-draft-outcomes-framework-consultation.pdf)) and the PfG draft Outcomes Frameworks 2021 (See: <https://www.northernireland.gov.uk/sites/default/files/consultations/newnigov/pfg-draft-outcomes-framework-consultation.pdf>)

Table 2.1 Congruence with Government Policy And Relevant Strategic Documents		
Strategic Document	Policy Context	Congruence with Proposal
	councils or by other persons. A district council may provide a facility for the whole of Northern Ireland or for an area or areas outside its own area”	More physically active young people will help address growing health issues such as obesity, heart disease and type two diabetes
Department of the Community (2020-2025)	<p>The DfC Strategy “Building Inclusive Communities 2020-2025” sets out how it will work across government, its Arm’s Length Bodies and with communities in delivering its common purpose of Supporting People, Building Communities, Shaping Places. It has identified 4 cross cutting themes which are Anti-poverty, Wellbeing & Inclusion, Sustainability & Inclusive Growth and Agility & Innovation.</p> <p>The DfC Business Plan for 2020-2022 sets out the key activities the Department will undertake to deliver against the strategic objectives and priorities contained within the Strategy “Building Inclusive Communities”. The Department seeks to revitalise town and city centres, progressing major regeneration schemes aimed at delivering vibrant, attractive environments for our communities.</p>	Current provision in Ballycastle at the 60-year old converted school classrooms at Sheskburn House (for gym provision) are not high quality
DfC Sport and Physical Activity Strategy:	<p>The Sport and Physical Activity Strategy was launched in 2022. This notes that Sport and physical activity facilities need to be open and accessible to everyone in our communities. The strategy sets a direction for Sport and Physical Activity that is based around inclusion, engagement, community, excellence, partnership, collaboration and shared spaces that collectively maximise the benefits of more people, being more active, more of the time</p> <p>The strategic vision is: ‘Lifelong involvement in sport and physical activity will deliver an active, healthy, resilient and inclusive society which recognises and values both participation and excellence.’</p> <p>The Vision will be delivered under the following six Key Themes: : • Key Theme 1: Recovery from the impact of the pandemic on sport and physical activity. • Key Theme 2: Promoting participation, inclusion and community engagement. • Key Theme 3: Promoting excellence in sport. • Key Theme 4: Promoting partnership and integration. • Key Theme 5: Providing inclusive and shared spaces and places. • Key Theme 6: Promoting the benefits of sport and physical activity.</p> <p>It notes the role of sport and physical activity in the recovery post covid. The strategy notes that A Sport England research report on the social and economic value of community sport and physical activity based on work by the Sheffield Hallam University found that in 2017/18, for every £1 spent on community sport and physical activity, an economic and social return on investment of £3.91 was created for individuals and society. This included physical health benefits (e.g., prevention of 900,000 cases of diabetes and 30 million fewer GP visits due to improved health), mental wellbeing uplifts, (e.g., Improved life satisfaction through volunteering for 3.9 million people), the creation of safer communities, (e.g.,10,000 fewer crime incidents), and economic development (e.g., 285,000 jobs created through community sports).</p> <p>Another report by the Federation of Irish Sport in 20198 , also demonstrates the wide range of outcomes achieved by sport in Ireland. Research findings published by it demonstrate that for every €100 invested in sport €195 is received back through taxes on sports-supported expenditures and incomes. This includes consumer spending of €2.7 billion; sports volunteering valued at €1.1billion; the direct employment of 39,500 people; and a sports tourism sector which is worth €500m annually and that rises when the country hosts major sports events.</p> <p>The strategy also notes that modern methods of Construction, energy efficiency and decarbonisation technologies and solutions can play a significant part in helping the sport and physical activity sector move towards carbon neutrality by 2050.</p>	The proposed facilities will address some of the ‘isolation from services’ issues in the Glens area.

Table 2.1 Congruence with Government Policy And Relevant Strategic Documents		
Strategic Document	Policy Context	Congruence with Proposal
Sport NI Corporate Plan 2021-2026	<p>Sport NI has launched its corporate plan covering the period 2021-26.</p> <p>Its Mission statement is "We are passionate about maximising the power of sport to change lives. By 2026, we want the power of sport to be recognised and valued by all."</p> <p>The new plan seeks to build on the success of previous Sport NI corporate plans, on 'Sport Matters, the Executive Strategy for Sport and Physical Recreation 2009-2019' and is firmly aligned to the Programme for Government 2016- 2021.</p> <p>The corporate plan is based on two core outcomes which include:</p> <ol style="list-style-type: none"> 1) People adopting and sustaining participation in sport and recreation 2) NI Athletes among the best in the world. Sport NI has identified a number of 'enablers' that will support the delivery of these outcomes, including: <p>Strategic Partnerships and Collaboration: A Strong Sporting System – which focuses on delivering a strong, inclusive sporting system, through co-design with NI's sports' governing bodies and other stakeholders that produces improved outcomes and enables us to grow and learn from one another.</p> <p>The Value of Sport: Advocacy, Research and Insights – Establishing a common framework for measuring the value of sport; providing compelling evidence as to its fundamental importance in our society, in partnership with UK and Ireland sports bodies. Provide meaningful insights into participants and nonparticipants experiences and the consumption of sport and physical recreation across the life course through the development and implementation of a research strategy.</p> <p>Sport and physical activity makes an invaluable contribution to individual emotional, mental and physical wellbeing. Sport and physical activity provides essential capabilities such as a growth mindset, higher levels of physical literacy, improved emotional states, and a sense of belonging and connection. Indeed, by changing many individual lives, the power of sport can be realised societally, in its contribution to health and wellbeing, educational attainment, community cohesion, as well as the economic impact realised from associated jobs and events.</p>	The project will provide more opportunities for participation in sport and physical activity
'A Fitter future for All: Obesity Prevention Framework 2012 – 2022' & 2019-2022	<p>Fit Futures was developed to tackle the issue of obesity in children and young people; however, through monitoring the implementation of this strategy it was realised that to be effective, obesity needed to be tackled on a life course basis. It is not enough to inform and encourage children and young people to make healthier food and nutrition choices and increase their participation in physical activity. The Framework notes that we need to ensure that their families are also participating in healthier lifestyle choices. These choices would then be instilled within future generations and would be an effective investment into the future health of the entire population. The Outcomes Framework revised for 2019-2022 has short term outcome targets:</p> <ul style="list-style-type: none"> • Councils have a play and leisure policy and action plan in place (that also supports healthy eating). • Every child over the age of 8 provided with the opportunity to participate in at least 2 hours per week of extra-curricular sport, physical recreation or play. • Increased promotion of physical activity within health and social care settings through development of Physical Activity Referral Pathways, including the potential to roll out Moving Medicine in NI. • Improved health, well-being, access, inclusion and participation of all people in Northern Ireland through participation in sport and physical activity. • A greater proportion of adults achieving the recommended levels of physical activity. 	

Table 2.1 Congruence with Government Policy And Relevant Strategic Documents		
Strategic Document	Policy Context	Congruence with Proposal
Together Building a United Community	This Strategy represents reflects the Executive's commitment to improving community relations and building a united and shared society. The Together: Building a United Community Strategy outlines a vision of "a united community, based on equality of opportunity, the desirability of good relations and reconciliation - one which is strengthened by its diversity, where cultural expression is celebrated and embraced and where everyone can live, learn, work and socialise together, free from prejudice, hate and intolerance."	Opportunity for schools and communities to come together in this shared facility
Causeway Coast and Glens Borough Council Strategy 2022-25	<p>The Causeway Coast and Glens Corporate Strategy provides a road map on how Council will work to improve its far-reaching service delivery across each of its 7 DEA's (to include Benbradagh, Limavady, Bann, Coleraine, Causeway, Ballymoney and the Glens) which collectively cover a 1,968 square kilometre area.</p> <p>The Corporate Plan overarching vision states that Council <i>will maximize the benefits of our unique location and landscape by providing accessible, efficient and sustainable services fulfilling local and visitor expectations.</i></p> <p>The mission statement of the strategy provides clarity on how Council as a corporate body along with its departments and units will strive to improve the quality of life for its citizens and visitors by:</p> <ul style="list-style-type: none"> • Providing effective, accessible and sustainable local public services • Improving economic prosperity • Ensuring local communities are at the heart of decision making • Protecting, promoting and enhancing our unique natural environment and assets • Advocating for the area and citizens in local and international arenas. • The Corporate Plan framework has five strategic priorities: Cohesive Leadership; Local Economy; Improvement and Innovation; Healthy and Engaged Communities; Climate Change and Our Environment which link across to Council's other strategic and statutory documents. 	<p>Increased access to Local public services.</p> <p>Increased access to physical activity to improve health and wellbeing</p> <p>Development of public services under partnership with the private sector and ensuring value for money</p>
Causeway Coast and Glens Community Plan 2017-2030	<p>The Causeway Coast and Glens Community Plan (A Better Future Together) provides a long term vision and plan for the Causeway Coast and Glens area and all its citizens, setting out aspirations for a Healthy Safe Community, a Sustainable Accessible Environment and a Thriving Economy.</p> <p>This includes that "The people of the Causeway Coast and Glens will have increased opportunities to participate in sustained physical activity".</p>	Links to increased sports facilities.
Bridging the Gap 2009 and Causeway Coast and Glens, Sport and Leisure Facilities Strategy 2015	<p>The Bridging the Gap, Sport NI Report 2009 identified a range of facility needs across NI by district council area. The Causeway Coast and Glens' shortfall included:</p> <ul style="list-style-type: none"> • Sports hall space equating to 12 badminton courts • 1 x 25 M pool • 39 tennis courts • 47 grass pitches (or equivalent) <p>Subsequent to the Bridging the Gap 2009 Report, CCAG has developed its own Sport & Leisure Facilities Strategy 2015, which includes priorities to meet the facility need in the Borough.</p>	The proposed provision of leisure facilities in Ballycastle, incorporating a swimming pool, is therefore consistent with the Council's own Facilities Strategy.
Draft Tourism Strategy for NI (in development):	DfE is leading the development of a Tourism Strategy for Northern Ireland to 2030 and various stakeholder consultations and workshops undertaken to inform the development of the strategy have identified significant opportunities to further the above PfG aim to improve Northern Ireland's attractiveness as a destination. This will seek to promote a visitor centric / product focused and experience-based approach, with the aim not only of increasing the range of products and services on offer, but also of enhancing	Ballycastle is a seaside town and attracts non residents in the tourist seasons. It can benefit

Table 2.1 Congruence with Government Policy And Relevant Strategic Documents		
Strategic Document	Policy Context	Congruence with Proposal
	the quality of the visitor experience. It also recognises that whilst great progress has been made, tourism in NI is still at a developmental stage.	from OoS visitors to the Antrim Coast.
Levelling Up agenda	<p>The Levelling Up Fund is designed to invest in infrastructure that improves everyday life across the UK. It recognises that economic differences remain between different parts of the UK, and have real implications: they affect people's lives through their pay, work opportunities, health, and life chances. Tackling these economic differences and driving prosperity as part of levelling up left behind regions of the UK is a key priority for government.</p> <p>The second round of the Fund will focus on the same three investment themes as the first round: local transport projects; town centre and high street regeneration; and support for maintaining and expanding the UK's world-leading portfolio of cultural and heritage assets, the latter to include sports and athletics facilities.</p> <p>Projects should be aligned to and support net zero goals, including those set out in the UK government's net zero strategy and sector-specific plans where relevant. For instance, projects are encouraged to demonstrate low or zero carbon best practice; adopt and support innovative clean tech and/or support the growth of green skills and sustainable supply chains.</p> <p>Projects must demonstrate spend from the Fund in the 2022-23 financial year, with all funding provided from the Fund to be spent by 31 March 2025 and by 2025-26 on an exceptional basis.</p>	Project seeks to level up for residents in Ballycastle
Low Carbon	The Council has adopted a Carbon policy position (Committee report of 8 th March 2022 recommends net zero target for all new builds, subject to Council approval). Details are as per Appendix 2.1.	Move to net zero targets

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3. STRATEGIC CASE - Case for Change

3.1 Strategic Rationale

3.1.1 Socio Economic Profile of Ballycastle

Ballycastle is a small market town with a rich heritage. Much of the current fabric of the town dates back to 18th Century which has led to its designation as a Conservation Area.

Located on the north Antrim coastline 55 miles from Belfast, 19 miles east of Coleraine and 22 miles NE of Ballymena, Ballycastle has 2,143 households, a resident population of 5,237 (2011 Census) and a large influx of seasonal residents and day visitors. Ballycastle was the main town in the former Moyle District Council area which had a population of 16,740 in 2007.

Ballycastle is a scenic town, rejuvenated by wider growth in tourism along the north coast. It is home to the oldest fair in Ireland, the Lamas Fair, and is the gateway to Rathlin Island. The Sunday Times considered it the best place to live in NI. The maritime town has a high proportion of independent businesses with several new accommodation developments recently opened or in planning.

Demographic Profile

Within CC&GBC, Ballycastle is considered a local hub. The population of CC&GBC at mid-2019 is estimated to be 144,410 (7.65% of the NI total), making it the 8th largest council area in NI. It has a slightly older age profile than the NI average. Between 2007 and 2017 the population increased by 4%, against the NI average of 6.2%. However, by 2041 the DCSDC population is expected to decline by 1.52% in contrast to an average growth rate across NI of 6.59%.

According to the 2011 Census:

- the median age in Ballycastle is **39** years old compared to the NI average of 37.
- **20.22%** were aged under 16 years and 17.53% were aged 65 and over.
- **47.53%** of the usually resident population were male and 52.47% were female.
- **2.22%** did not have English as their first language (NI average 3.14%).

Whilst the cumulative population of people living within a 10 mile radius of the project site is 14,966 with a 39% Catholic and 57% Protestant mix, the Ballycastle settlement has a population of 5,465 with a 75% Catholic and 21% Protestant mix. Note that **31,518 residents (12,264 households) live within 20 mins drive time.**

Ballycastle is therefore a predominantly nationalist town with a predominantly protestant hinterland. As the smallest Council in the Northern Ireland before the Review of Public Administration, it suffered neglect and a lack of investment over the years. Various factors including a lack of community cohesion have contributed to social and economic decline of Ballycastle which shows the visible signs of neglect and lack of investment.

- **22.63%** of people had a long-term health problem or disability that limited their day-to-day activities
- **78.00%** of people stated their general health was either good or very good
- **11.13%** of people stated that they provided unpaid care to family, friends, neighbours or others
- **24.39%** had a degree or higher qualification
- **40.88%** had no or low (Level 1*) qualifications
- **60.54%** were economically active, **39.46%** were economically inactive (NI 33.78%)
- **51.56%** were in paid employment
- **7.16%** were unemployed
- 1 in 10 households (9.89% v NI 9.13%) were lone-parent households with dependent children
- One in four households (25.29%) did not have access to a car or van (NI 22.70%)

NI Multiple Deprivation Measure (2017)

The most recent measure of deprivation is the NI Multiple Deprivation Measure (MDM), which was published in late 2017. Deprivation was considered across seven domains, with the MDM being a weighted average measure of deprivation. For statistical reasons, NI was divided into 890 Super Output Areas (SOAs); areas akin to a small ward. Each SOA was scored and then ranked in terms of deprivation (1 being the most deprived SOA, 890 the least deprived). The Glentaisie and Kinbane SOA, which along with Bonamargy, Rathlin and Glenshesk SOA comprise most of Ballycastle and Rathlin. Bordering both SOAs is Armoy, Moss-side and Moyarget SOA which will be included for completeness:

Table 3.1: NI Multiple Deprivation Measure (MDM) in area

SOA	Glentaisie & Kinbane	Bonamargy, Rathlin & Gleshesk	Armoy, Moss-side & Moyarget
Population (2017)	2,340	1,873	2,119
Population Change (2007-2017)	9.6%	-0.5%	10.7%
Age 0-15	21.2%	16.5%	21.9%
Age 65+	17.2%	26.4%	14.5%
MDM	124	460	169
Income	25	344	72
Employment	231	459	281
Health & Disability	350	666	348
Education, Skills & Training	347	696	423
Access to Services	222	124	55
Living Environment	333	249	271
Crime & Disorder	251	316	526
Source: NISRA			

NI population comparisons (Age 0-15, 20.9%; Age 65+, 15.9%; 2007-2017 change, +6.2%)
 Figures in bold represent those domains where the SOA rank is among the 20% least deprived SOAs in NI for that domain

This shows that the Ballycastle town and hinterland is mostly within the most 20% deprived SOAs in NI, largely due to low income levels.

The deprivation indices show that the town performs relatively well economically with lower than average levels of unemployment. On closer inspection however there are some weaknesses with average income levels at 60% of average Belfast levels which is reflective of the fact that 80% of the employed population work in the service sector (2005 figures). In the Causeway Coast and Glens' area, 12% of the employed population work in tourism, compared to the NI average of 8% (NISRA 2013). Typical of many rural areas, Ballycastle suffers from limited access to services, NISRA note that Ballycastle is one of only five small towns in Northern Ireland that are located outside a 30-minute drive time of a settlement with a population of at least 10,000.

Tourism Profile

Based on the 2019 tourism statistics, in 2018 there were:

- 1.1m overnight trips to CC&G (21% of NI total) with associated expenditure of £172m (20% of NI total)
- Tourism accounts for 5,006 jobs within CC&G, 12% of the total jobs (one-third higher than the NI average, 9%)
- 14,603 beds were available within CC&G, 26% of the NI total. Including 1 in 10 hotels in NI, 1 in 3 B&Bs in NI and almost half (46%) of all self-catering accommodation in NI
- In 2018, there were 2.4m visits to visitor attractions within CC&G, with the top 3 being the Giant's Causeway (1,039,000), Carrick-a-Rede Rope Bridge (492,000) and Roe Valley Country Park (310,000)

Business Profile (pre Covid 19)

Pre Covid 19, CC&G had lower rates of economic activity (66% v 74% NI) than the NI average.

This is exacerbated by the high rate of self-employment (21% v NI 14%), who typically earn less than those in employment (£12,300 v £21,600 in 2018, TUC research). CC&G has less productivity by head (£28,236 v £36,225 NI) than the NI average but has a marginally higher business survival rate (90.8% v 88.2% NI).

Education

School provision in Ballycastle includes:

- 1,150 school pupils at the new Shared Space facilities
- 14 x primary / feeder schools (300 pupils per year; P7 pupils - 20 per school)

{Moyle District statistics in 2015 indicate 1457 pupils primary level and 1557 pupils secondary level}.

CC&G has fewer high-level qualifications (22% v NI 31%) than the NI average.

3.1.2 Ballycastle Masterplan Review (2021)

The Department for Communities (DfC) appointed Arup in 2021 to undertake a review of the 2009 Ballycastle Strategic Town Development and Action Plan, herein referred to as the 2009 Masterplan. The purpose of the review was to determine if the regeneration proposals for the town are still relevant, achievable by CCGBC and DfC and reflective of the aspirations for Ballycastle going forward. The revised objectives for Ballycastle were:

- An engaged and shared Ballycastle
- An enhanced and contemporary Ballycastle
- A distinctive and attractive Ballycastle
- A vibrant and diverse Ballycastle
- A more resilient and sustainable Ballycastle

The review notes that diverse range of community facilities that can accommodate cultural and leisure activities remains a key aspiration for stakeholders. Whilst existing facilities have largely been retained, new facilities such as an indoor wet leisure facility, a seafront activity centre and outdoor adventure hub have not been developed. This objective remains relevant, with new proposals reflecting their importance going forward.

In line with this, the provision of a leisure/ tourism facility comprising a wet leisure facility at Quay Road has not developed. A Facility Needs Assessment highlighted a need for community access to facilities including a swimming pool and wet play area. Following extensive consultation, the Quay Road site was identified as a potential site however further site assessments highlighted significant cost implications given the nature of the site.

Stakeholders highlighted the desire for a wet leisure facility in Ballycastle. Feedback highlighted that the facility would help develop the leisure offer, status of the town and attract more footfall. Although considered a medium to long term project, the Masterplan noted that the proposal for a leisure/ tourism facility should be retained.

3.1.3 Ballycastle Sports and Leisure Strategies and Reviews

3.1.3.1 Bridging the Gap 2009

The 2009 Report identified a range of facility needs across NI by district council area. The Causeway Coast and Glens' shortfall included:

Sports hall space equating to 12 badminton courts

1 x 25M pool

39 tennis courts

47 grass pitches (or equivalent)

In 2013, the former Moyle District Council considered and approved a 2009 Business Case for a £10.3M plus VAT leisure facility for Ballycastle that would require an estimated annual subsidy of around £540k (2009 prices). This project did not progress.

3.1.3.2 Causeway Coast & Glens Borough Council's Sport & Leisure Facilities Strategy 2015

Following the Bridging the Gap 2009 Report, CC&GBC's Sport & Leisure Facilities Strategy 2015² considered the sports facility provision across the Borough in comparison with nationally accepted standards of provision by population and by drive time.

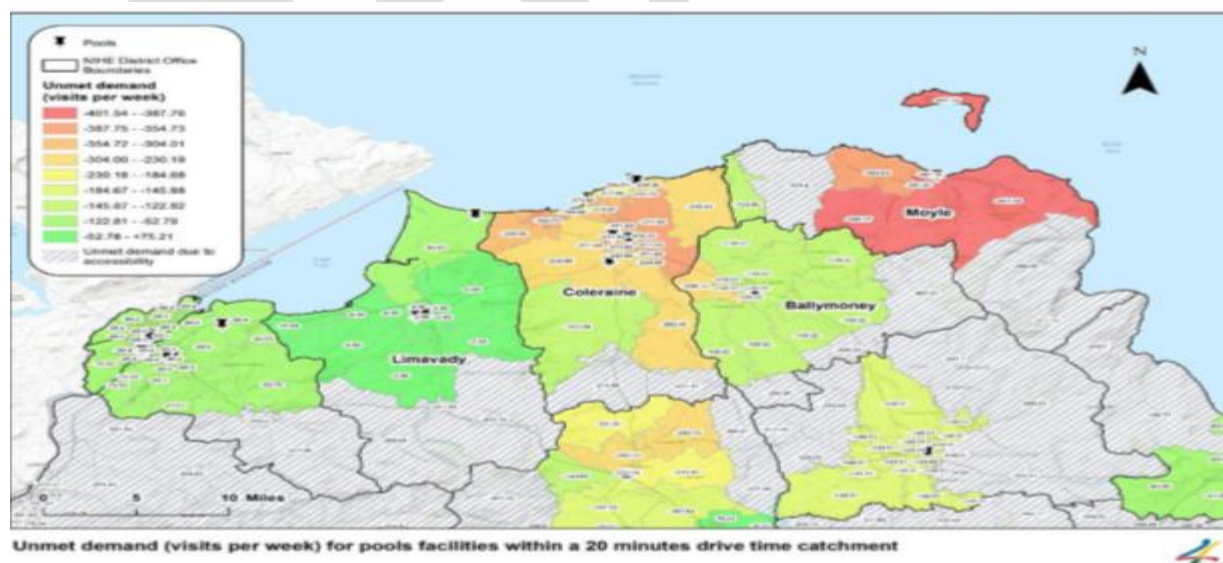
This report specifically considered natural and synthetic turf pitches, sports halls, swimming pools as well as health and fitness gyms. The document points out that it is intended as a guide to influence future decision making but such decisions should also be cognisant of the views of external stakeholders and the outcomes of local consultation.

[grass pitch]: the demand for sport and leisure facilities predicted by the models used only considered the resident population and did not consider the increased demand created by seasonal visitors. The report did however reference the potential economic, social and tourism impact of some facilities and uses established travel time parameters to assess need as follows:

- **Swimming pools: 20 min drive time (10KM)**
- Sports halls: 15 min drive time (10KM)
- **Health and fitness: 15 min drive time (7.5km)**
- Artificial grass pitch: 20 min drive time (10KM)

Demand was demonstrated through heat maps, as noted for swimming in the borough. This map shows that, mostly, demand is met for swimming pools:

- Areas in red indicate where unmet demand is most prevalent – albeit for relatively low numbers of people.
- Areas in green highlight where there is lowest unmet demand
- Areas highlighted with grey stripes show where the population falls outside of the 20 minute drive time catchment area of an existing pool – this means that unmet demand is as a result of unavailability of any facility, rather than the capacity of the existing facilities being insufficient. Having these areas highlighted can help to model impact of where any new development might best be placed.

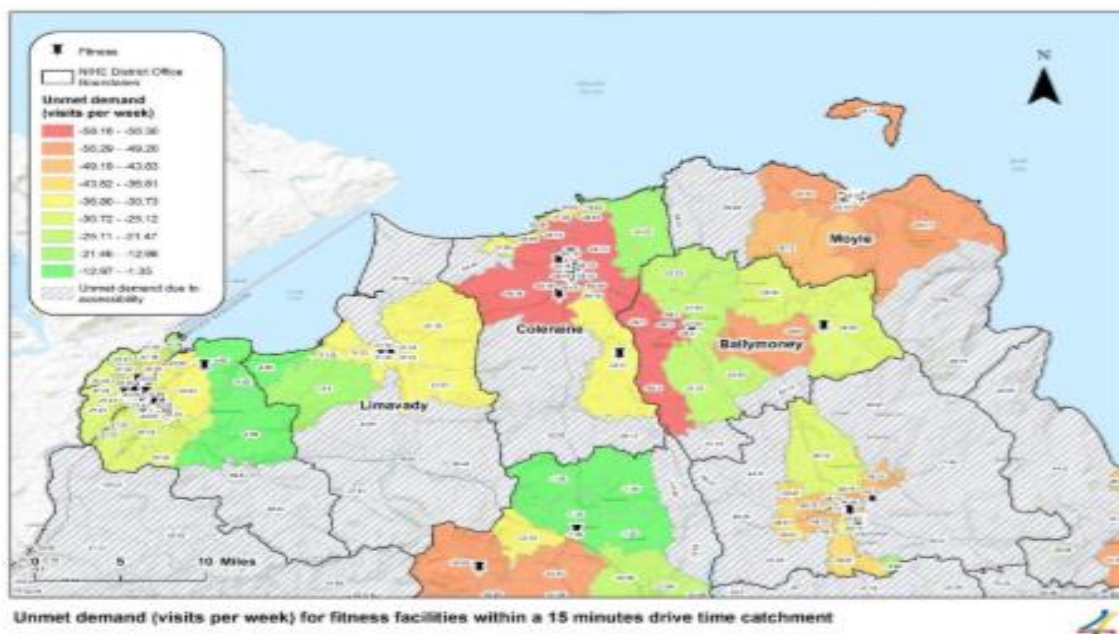


There was unmet demand in the Ballycastle area – shown within the Moyle area above.

² https://www.causewaycoastandglens.gov.uk/uploads/general/Sport_and_Leisure_Facility_Strategy_-_Approved_Sept_2015.pdf

With regards to gyms, the table below shows that there is modest unmet demand for fitness / gym stations in areas shaded red (note that the measure of unmet demand - the numbers of visits per week are relatively low even in areas with unmet demand).

Areas highlighted with grey stripes show where the population falls outside of the 15 minute drive time catchment area – this means that unmet demand is as a result of unavailability of any facility, rather than the capacity of the existing facilities.



The 2015 report concluded:

- Central (Coleraine / Ballymoney) - There is significant unmet demand for pool and gym visits indicating that existing facilities are undersized and there are condition issues in the Portrush and Coleraine facilities.
- East (Moyle) - There is unmet demand for all services indicating lack of facilities and while the scale of demand may be relatively low, there are also seasonal population, tourism and economic development considerations.
- The Ballycastle and Glens areas had particularly low levels of sports facility provision resulting in limited opportunity to participate in sport and physical recreation and long journey times.

In summary, the Sport & Leisure Facility Strategy prepared by CC&GBC in 2015 identified a facility need for sport and recreation facilities, it being noted that there was insufficient provision/quality of provision within the Borough.

The rationale for new facilities was considered to be unambiguous. For some facility types, such as swimming pools, there was no supply at all and in the case of fitness gyms the current provision is of a very poor quality.

3.1.4 Ballycastle Sports Development

3.1.4.1. The New Shared Campus Facility

In 2016, CC&GBC's Leisure and Development Committee considered and approved a paper which concluded that:

- The 2009 business case contained flaws
- The facility proposals were oversized for the need
- The facility scale was likely to be unsustainable

Other options in 2016 were considered with it deemed that a new shared school campus in the town created new opportunities for efficient facility creation and operation.

The new £38m Ballycastle Shared Education Campus resulted from the co-location Ballycastle High School and Cross & Passion College. Money for new buildings was secured under the Fresh Start Agreement with a commitment to “starting 10 new campuses by 2018”.

The new shared school campus created a unique opportunity for Council to invest in extended school sport facilities and enter into a Management Agreement to create facilities that would be suitable and available for community use.

A Business case was prepared and approved which focused on the needs for improved pitch, and sports hall provision in association with the new school build.

The Ballycastle Shared Campus project secured in the region of £30m from the DE Shared Education Fund. Council was awarded just under £2.5m (£2,488,151.03) from Peace IV to enhance the shared sports facilities to provide community access on this shared site for leisure and recreation activities.

The focus on the pitches and sports hall provision was based on that fact that:

- The shared school project was a unique opportunity that is time bound by the spend pressures of a year-end-sensitive central government budget
- There was a need to finalise the accommodation requirements at the school site in advance of the appointment of the design team in September 2017
- There was a lack of appropriate space on the school site (or any other site in the town) to accommodate all the facilities that were potentially required; and
- Recognition that only some facility types are suitable for shared use because of competing demands from both school and community and the need to keep the school campus free of the general public during the school day for child protection reasons

The Council will be a partner in the new Shared School Campus creating public access to synthetic pitches for hockey, football and Gaelic sports with floodlighting as well as a large sports hall (4 court hall) and enhanced changing.

In 2021, the procurement process failed and the project was delayed for a year. The Peace IV funding is no longer available re the timelines to spend Peace VI. Peace Plus creates an opportunity to reapply but is not guaranteed. Accordingly, Council has commitment to fund any shortfall (potentially up to £3 million) raising potential affordability issues for the ‘phase 2’ project.

3.1.4.2. Feasibility Report and Concept Design Proposals Proposed Leisure Centre Development, Ballycastle 2018

Introduction

A GM Design led Project Team were appointed by CC&GBC, in January 2018, to appraise five possible sites for the development of a new Leisure Centre in Ballycastle. These sites were: Ramoan Road, Invest NI Site on Leyland Road, Former GAA Grounds on Leyland Road, Sheskburn House and Quay Road in Ballycastle. The Council provided a clear Design Brief as to the requirements for the Leisure Facilities.

This project was to be part of the overall Council Strategy for the Provision of Sport and Leisure Facilities throughout the Borough.

Within Ballycastle, there was to be joint provision for facilities at the new Ballycastle Shared Education Campus (Ballycastle Phase 1) and for the provision of a new Leisure Centre (Ballycastle Phase 2.). The proposed facilities under Phase 2 were to be:

Table 3.2: Phase 2 Initial Proposed Facilities
Pool, max 25m x 4 lanes, with learning pool and water play area • Modest spa facilities e.g. sauna and steam room • Unisex village style wet changing • Group wet changing 20 people x 2 • Male and female dry changing for 15/20 each • 1 x small and 1 x medium exercise studio: -12 X 9 X 4.5m (Ceiling) -12 x 15 x 4.5m • Sliding partition and storage either end to 1/3 floor space

- Small self-catering kitchen off one studio
- Gym space to accommodate approximately 50 stations (5M2 per station)
- Small office off gym and small reception area at entrance
- Public toilets off entrance area, reception area, plant room, domestic stores, vending, staff office areas, circulation space etc
- Parking (including Coach parking)
- Outdoor BMX track to be included where possible
- Museum space - approx. 324m²
- Bouldering wall - approx. 80-100m²

The Sheskburn House and Quay Road sites were brought forward for detailed analysis, design development and cost analysis.

Sheskburn

Sheskburn House is a converted 60-year old school premises close to the sea front at the east side of the town. It previously housed the offices of the former Moyle District Council and has served as the town’s recreation centre for many years. The facilities include a one court hall with stage, a gym (split over two former classrooms), a self-catering kitchen and outdoor flood lit tennis courts (across the road adjacent to the tennis club). The centre hosts a busy program of sporting activities and classes as well as community events and associated buildings on the site provide a home for two community run pre-school play groups. The town also has a dedicated nursery facility, supported by the Education Authority at St Patrick’s and St Brigid’s Primary School and Nursery Unit.

Historical financial performance of Sheskburn is as follows:

Year	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Income:							
Pools	-	-	-	-	-	-	-
Fitness/Health Suite	49,034	49,964	72,494	53,433	55,836	56,700	64,950
Halls/Room Hire	15,845	12,323	25,851	17,266	16,382	13,000	16,030
Miscellaneous Income	1,986	18,745	483	2,120	1,782	-	-
Grants Income	-	-	6,550	10,577	-	6,500	6,500
	66,860	81,180	105,466	83,337	74,570	76,200	87,480
Expenditure:							
Staff Costs	177,860	196,979	184,367	185,934	150,032	167,915	174,631
Utilities	21,194	15,306	8,615	8,167	4,734	20,600	22,662
Supplies & Programme Costs	34,250	19,602	19,088	19,766	32,420	7,040	5,840
Premises	10,504	2,397	12,134	924	1,061	9,552	5,820
Estates Support	2,039	344	-	1,772	23,667	4,720	5,250
Grants Paid	-	-	-	-	-	-	-
	245,847	234,628	224,203	216,562	211,914	209,827	214,203
Deficit/Subvention	-178,987	-153,448	-118,737	-133,226	-137,344	-133,627	-126,723
Subvention as % of costs	-73%	-65%	-53%	-62%	-65%	-64%	-59%

Quay Road

The Council operates the Quay Road Playing Fields that comprise one flood lit sand based artificial turf hockey pitch, one half sized natural turf GAA training pitch and two natural turf soccer pitches. The GAA and soccer pitches suffer from a high water table and are often closed for use during wet weather. The sand based hockey ATP was part funded by the Big Lottery Fund and refurbished in 2013 after being damaged by a flooding incident from the nearby Tow River but at 10 years old the carpet is close to the end of its natural life.

Consideration of the two sites

Sheskburn House Suitability of Site	Quay Road site Suitability of site
Pros	Pros

Table 3.4: Pros and Cons of Sites selected in 2018	
Sheskburn House Suitability of Site	Quay Road site Suitability of site
<ul style="list-style-type: none"> • A Recreational building currently exists on the site, providing a basis and precedent for this form of land use. • The site is well linked with the Tow River Path. • Suitable and central location within the town, which could be easily accessed by residents and visitors within Ballycastle. • Prominent site and potential focal point for the community. • Site is in ownership of the Council. • Majority of site is unzoned white land with no specific land use specified. • Attractive seaward views from site. • Reasonably level site. 	<ul style="list-style-type: none"> • The site is well established as a Recreational hub with 3G, GAA and Soccer pitches, changing facilities, parking and a play area. • The site is well linked with the Tow River Path. • Suitable central location within the town, a prominent site and focal point for the Ballycastle Community. • Existing vehicular and pedestrian access in place and existing building (changing facilities) located within the site. • Site is in ownership of the Council. • Sizeable site (approx. 5.27 Hectares) which could accommodate both the proposed building and future extension of the recreational facilities and outdoor playing fields.
<p>Cons</p> <ul style="list-style-type: none"> • Potential issues with flooding in the entirety of the site and the implications on ground conditions, planning and the time and costs involved in resolving and implementing mitigation measures. • Development within flood plains is assessed alongside strict planning policy. A Flood Risk and Drainage Assessment will be required, to support any future planning application. • Small portion of site (15%) is zoned for housing. • Due to the high sand content of these lands, Ground Investigation work will be required. • Requirement for separate access for the WWTW. • Loss of service to Council during construction. • Site is within an Area of Archaeological Potential, a Conservation Area and AONB 	<p>Cons</p> <ul style="list-style-type: none"> • Potential issues with flooding in the southern section of the site and the implications on ground conditions, planning and the time and costs involved in resolving and implementing mitigation measures. • A Flood Risk and Drainage Assessment will be required, to support any future planning application. • Loss of a small portion of Existing Open Space. Any loss will be mitigated by pitch provision at the Campus site. • Site is located within a Local Landscape Policy Area, Conservation Area, Area of Archaeological potential and AONB.

Both of the sites were deemed to have constraints due to flooding issues related to Fluvial and Coastal Flooding. Quay Road was deemed to be the preferred option.

3.2 Existing Arrangements, Business Need/Demand and Spending Objectives

3.2.1 Swimming Pool Provision in the Borough

Ballycastle hosts a healthy sporting culture with a wide range of sporting clubs, opportunities and activities including:

- Ballycastle Tennis Club with two open tournaments each year,
- McQuillan Gaelic Athletic Club
- Ballycastle Camogie Club
- Ballycastle Golf Club
- Portrush Hockey Club (uses the Quay Road ATP)
- Ballycastle FC and Youth Academy
- Ballycastle Marina
- Cushendall Sailing and Boating Club
- Ballycastle & Fairhead Angling Clubs
- Ballycastle Sea Fishing Co-operative
- Surfing, kayaking and a range of water based sports
- Rock climbing (with 'bouldering' being one type of wall/training)
- Easy access to open space including beaches, forests, open moorland and cliff top walks

The closest significant leisure facilities to Ballycastle are at Coleraine, Ballymoney, Ballymena and Larne. Research shows that people will typically drive around 20 mins to avail of such facilities. Table 3.4 below illustrates that **(inclusive of peak tourist periods)** the potential maximum number of users for any new facilities within 20 mins is around 12,000 rising to 14,000 if the catchment area is extended to the midpoint between the town and the nearest similar facility. The comparable figures for the **resident** population i.e. excluding the population increases resulting from the occupants of caravan sites, B&Bs and hotels; are 5,479 and 7,706 respectively.

		Population
Option 1	Total resident population within 20minute drive time (excluding occupants of caravan sites, B&Bs and hotels)	5,479
Option 2	Average annual population (including occupants of caravan sites, B&Bs and hotels) within 20 min drive time	9,959
Option 3	Peak annual population (including occupants of caravan sites, B&Bs and hotels) within 20 min drive time	11,819
Option 4	Total resident population within the area covered by connecting the mid-points to nearest major sports facility (excluding occupants of caravan sites, B&Bs and hotels)	7,706
Option 5	Average annual population (including occupants of caravan sites, B&Bs and hotels) within the area covered by connecting the mid-points to nearest major sports facility	12,186
Option 6	Peak annual population (including occupants of caravan sites, B&Bs and hotels) within the area covered by connecting the mid-points to nearest major sports facility	14,046

Council leisure facilities in the Borough are at:

	Distance from Ballycastle	Swimming	Gym membership per site
Coleraine Leisure Centre	19 miles	Leisure Complex 25m main pool 10 m Minor pool 60k users p.a.	1,103
Dungiven Sports Centre ³	37 miles	No	237
Jim Watt Sports Centre, Garvagh	29 miles	No	90
Joey Dunlop Leisure Centre, Ballymoney	16 miles	25m main pool 10 m Minor pool 52k user p.a.	1,295
Roe Valley Leisure Centre	31 miles	25m main pool 10m Learner Pool Splash area 61k users p.a.	727
Sheskburn Recreation Centre	n/a	No	230

The DfC Strategy for Sport from 2009 to 2019 states that we should:

"ensure that 90% of the population have quality accredited, multi-sports facilities, that have the capacity to meet demand, within 20 minutes travel time".

According to AA and RAC travel times, the nearest pool for residents of Ballycastle is between 27 and 49 minutes away. So Ballycastle would fail the DfC measure because 80% of its population does not live within the 20 minutes' travel time.

There are 22 schools within 20 min drive time of Ballycastle (11 within 20 min drive time of Coleraine LC and 14 within 20 min drive time of Joey Dunlop LC):

³ newly built state of the art Sports facility officially opened in January 2018.

School	Nearest town	Status
St Patrick's & St Brigid's Primary School	BALLYCASTLE	Primary
St Olcan's Primary School	BALLYMONEY	Primary
St Ciaran's Primary School	BALLYMENA	Primary
St Anne's Primary School	BALLYMENA	Primary
Glenann Primary School	BALLYMENA	Primary
Gaelscoil an Chaistil	BALLYCASTLE	Primary
Barnish Primary School	BALLYCASTLE	Primary
Ballycastle Integrated Primary School	BALLYCASTLE	Primary
Armoy Primary School	BALLYMONEY	Primary
Ballycastle High School	BALLYCASTLE	Secondary
Cross and Passion College	BALLYCASTLE	Secondary
The Wm Pinkerton Memorial Primary School	BALLYMONEY	Primary
Straidbilly Primary School	BALLYMONEY	Primary
St Patrick's Primary School	BALLYMENA	Primary
Landhead Primary School	BALLYMONEY	Primary
Knockahollet Primary School	BALLYMENA	Primary
Kilmoyle Primary School	BALLYMONEY	Primary
Dunseverick Primary School	BUSHMILLS	Primary
Bushvalley Primary School	BALLYMONEY	Primary
Bushmills Primary School	BUSHMILLS	Primary
Ballytober Primary School	BUSHMILLS	Primary
Dunluce School	BUSHMILLS	Secondary

The leisure facilities in Coleraine are the subject of a separate OBC. The cost will be c£26m (over twice the footprint of Ballycastle proposals).

- The facilities under consideration include:
 - ✓ large gym and studio space with the latest training equipment
 - ✓ 25m swimming pool, learner pool and leisure water for wet play
 - ✓ soft leisure play area, modern and inclusive changing facilities and café for relaxing
 - ✓ The site is also suitable for future extension of a hall

BACKGROUND – Need for a Replacement Centre?

- Existing pool over 50 years old and centre opened in 1981
- No longer fit for purpose and reached end of useful life
- High energy consumption and unattractive to users
- Need to develop a new carbon efficient and sustainable facility
- Existing location puts town centre regeneration first and offers improved frontage onto Railway Road
- Changes in leisure habits/environment in Coleraine:
 - More gym & leisure lifestyle activities, less formal sport
 - More changing at home less dry changing required
 - Growth of tourism and the loss of wet play in Portrush
 - More sports hall space available with new Ulster University facilities
 - Private sector small-sided games provision in the town
 - Increase in synthetic pitches and less demand for indoor sports halls
 - Gym and studio classes driving increasing demand

3.2.2 Other provision in Ballycastle

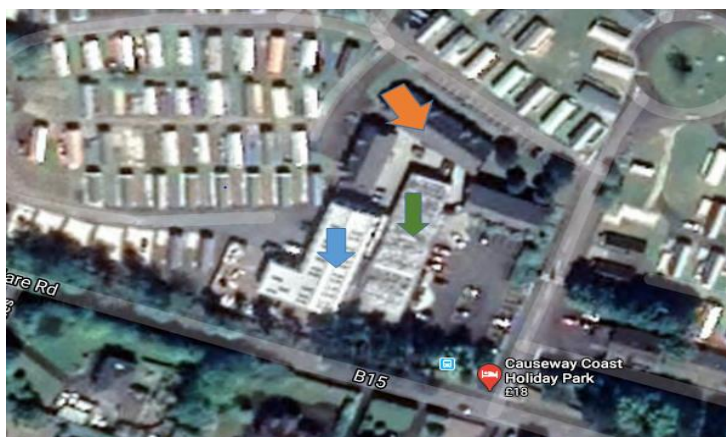
3.2.2.1 Sheskburn

Details on the Sheskburn facilities are included in para 3.1.3.2. Sheskburn currently houses a 35 station gym and community facilities. These facilities are not fit for purpose.

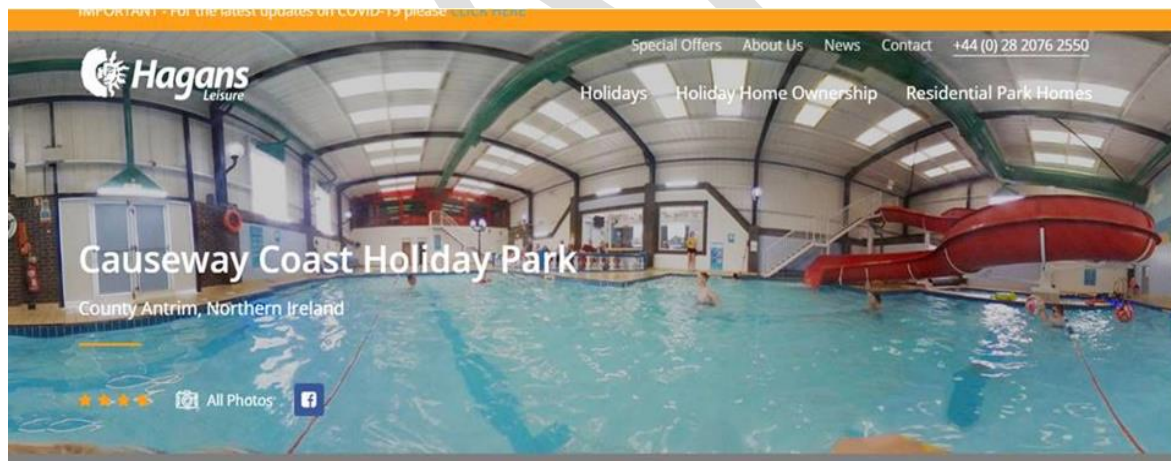
3.2.2.2 Causeway Coast Holiday Park

There are currently private swimming pool facilities within the Causeway Coast Holiday Park, as owned by Hagans Leisure.

Below is an aerial shot of the Causeway Coast Holiday Park pool area. The blue arrow is the L shaped pool building. Green arrow is reception, Bar/ restaurant and arcade. Large carpark to the front of reception block and yard area to the back. It fronts on to the main road.



The interior view of the Causeway Coast Holiday Park pool is as follows:



The following is noted:

Table 3.7: Commentary on Causeway Coast Holiday Park pool area
<p>Simple steel structure and estimated to be at least 30 years old and quite basic Is used by swimming club – H2o Swimming Academy (outside of main tourist season) Capacity estimated at circa 30. Male and female changing, no family changing Possibilities for extension out the back or creating dedicated entrance and parking from the main road to keep it separate from the campsite if needed. Not open to the general public</p>

3.2.3.4 Salthouse Hotel Ballycastle

Ballycastle’s Salthouse Hotel opened in 2019. As well as 24 rooms, the complex includes seven self-catering chalets, spa facilities and The Salthouse Bar and Restaurant serving locally-sourced fare. The

spa includes seaweed wraps. There are no known plans for a swimming pool, but would appear to be space within the vicinity.

It is noted that the Salthouse Hotel is marketing itself as an exclusive resort and is unlikely to include school provision within its target market.

3.3 Quantification of needs/demands

3.3.1 Estimate pool users

Council has estimated usage of the Proposed Pool at Ballycastle as follows:

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Pool	0	16,545	17,481	18,417	19,353	20,291

3.3.2 Gym usage

Council has estimated usage of the Proposed Gym at Ballycastle as follows, based on a 35 station facility (current provision is 35 stations):

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Fitness/Health Suite - Gym Membership	230	239	248	257	266	276
Fitness/Health Suite - Gym Users	9,533	10,105	10,677	11,249	11,821	12,393
Fitness Health Suite - Classes	5,341	5,661	5,981	6,301	6,621	6,943

The Council commissioned a study from 4global on latent demand for health and fitness at each of the Council leisure sites in April 2019. This noted the following for Ballycastle:

	0-5	5-10	10-15	15-20	20-30	Total	Visits per week
Projected users actively using the gym over a month (resident)	224	103	30	4	5	366	494
Projected number of inactive users	17	9	3	0	0	29	0
Total projected users	241	112	33	5	5	395	494

Recommended capacity within the In-House Transformation Plan was 35 stations, in order to drive up demand towards 366 members and maximise income, and comparable with other dry centre provision. The report noted the current gym provision in the BT54 area (Ballycastle), in addition to the existing Sheskburn provision of 35, as being Marine Country Club (closed) and Warehouse Fitness (with 40 registered members).

3.3.3 Community Needs

The Needs of the Community and soft play provision at Sheskburn was also assessed, with current provision being as follows:

The need for neutral community meeting/activity space was identified during community consultations since 2017. These needs have been included in the proposed options with the inclusion of a 180m² dividable studio with associated store and community kitchen.

The potential public demand for soft play was also considered when the long list was being drawn up. Research concluded that this type of facility was planned by the private sector in the immediate vicinity of the Quay Road site. It was therefore apparent that there was no market failure for soft play and if the Council provided such a facility it would most likely displace a commercial provision.

The Council also considered the need for the inclusion of preschool and/or play group provision within the new facility. The elected members were very mindful of the positive impact of such provision for family life in the area but concluded that, withing very demanding affordability constraints, it had to focus its investments on the provision of serviced for which it has a statutory responsibility.

3.4 Stakeholder engagement and consultation to identify problems, needs and failures that need addressed

3.4.1 Community Consultation on Need

General consultations in relation to the Causeway Coast and Glens' Community Plan had been co-ordinated by Council officers with input, guidance and direction from a range of statutory and voluntary partners. The feedback from this consultation process has been wide ranging but the consultation report contains a number of comments that are relevant to the development of sport and leisure facilities that would be accessible to these living in the Glens District Electoral area (DEA) these include the following comments and needs:

DEA: The Glens - Infrastructure

- Lack of leisure facilities
- Not enough leisure centres

DEA: The Glens – Economy

- Internal opportunities for bodies to work together resulting in savings to rate payers.
- Promote leisure facilities e.g. Glenariff & other public walks
- Remember the locals
- Develop the area around the school i.e. tennis courts, 3G pitch
- Ensuring Glens community has a voice and has access to full council support in the new council and much needed community infrastructure which is lacking in the area.
- Need for wet day activity centre / soft ball area in mid Glens

DEA: The Glens – Health & Social Wellbeing

Encourage lifelong participation in sport to improve mental / physical health. Support communities to socialise in a sports programme - everybody active (2020) / represented groups / 5 ways to wellbeing / social inclusion

DEA: The Glens – Community

- More leisure centres / outdoor activities / cinemas.
- Ensure that people are encouraged to want to share resources
- Resources allocated to established need
- Ensuring 'Glens Community' has a voice and has access to full Council support in the new CCGBC area and much needed community infrastructure is lacking in the area

2017 Ballycastle Community Space Consultation

In 2017 Causeway Coast and Glens Borough Council's Community Development Team undertook a community consultation in relation to the availability, access to, condition of and aspirations for community facilities in the town. Of the individuals and groups that responded 54% were either dissatisfied or very dissatisfied with the community facilities in the town, siting that the current space is not suitable for their activities or not available as the two main reasons for dissatisfaction. 91% expressed the view that there is insufficient community space.

The key community priorities from this consultation were the need for increased access to a welcoming environment for:

- Community hall and meeting space of various sizes
- Leisure facilities
- Swimming pool; and
- IT suite

2017 Community Engagement Regarding Proposed Two Phase Leisure Provision in Ballycastle (including School Provision):

In order to inform the two phased business case, CC&GBC officers (supported by SIB) ran two specific briefing sessions for Councillors and community leaders, ran an all-day/evening drop in clinic for staff, clubs, community organisations, special interest groups and members of the public and additional morning and evening presentation events during December 2016 to May 2017.

During these events, there was overwhelming support for the proposed two site approach with the pitches and sports hall at the school site and the pool etc. at a town location. Feedback from these sessions included:

- The size of the pool and the aspiration to have it 25m long
- Lit routes in the town for street jogging in darkness hours
- Support for daytime access to pool, gym and health suite
- Need for disability provision
- Community space with facilities for play group use
- Need to consider the tourist numbers and needs as well as the local residents

Community Engagement 2022

The Council has gone out to Public consultation in March 2022 on the current proposals for the mix of facilities (indoor and outdoor) and designs for a new leisure centre in Ballycastle, as follows:.

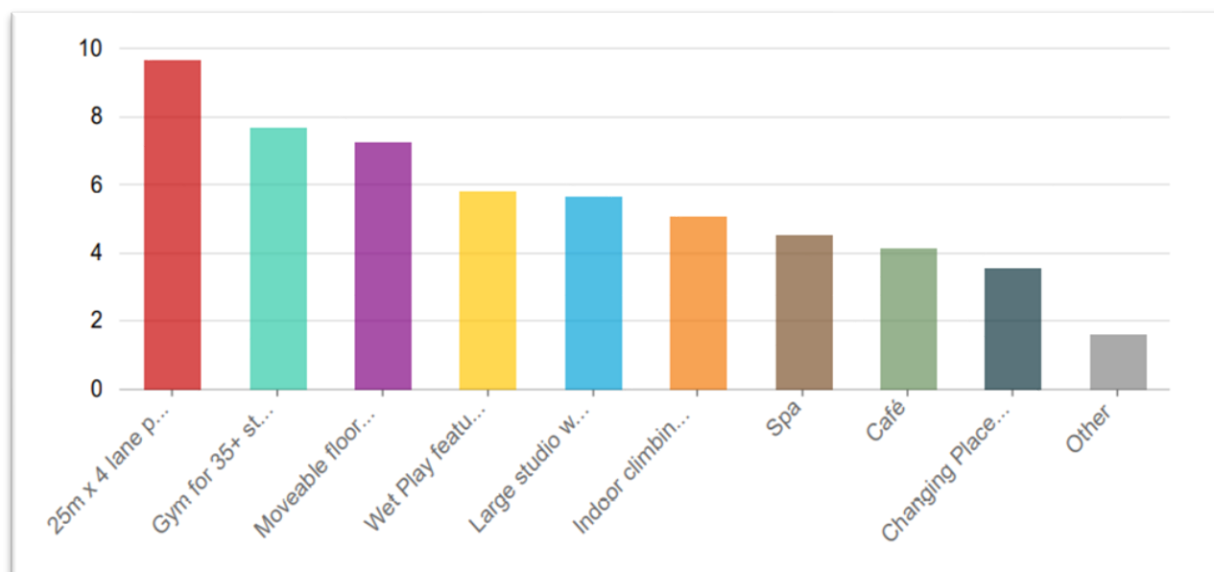
Table 3.12: Community Engagement 2022	
Indoor Facilities	
25 x 4 lane pool, with a moveable floor for learners	Modest spa and wet play features
Village style changing	Small café
Changing Places Facilities	Large studio (with partition & kitchen)
Gym for 35+ station	Indoor Bouldering wall
Outdoor Facilities	
Relocated and inclusive playground	Pump/BMX cycle track
Perimeter lit walking/running trail	

In addition to the need and demand research outlined above, Council has also recently undertaken community consultation on the proposed development plans for a new Ballycastle Leisure Centre. The consultation documentation was discussed with centre staff first then provided on the Council’s website and in hard copy at the leisure centre. The key headlines from this ongoing consultation exercise to May 2022, with 1,190 responses, are summarised as follows:

Table 3.13: Community Engagement - 1,190 responses		
	Positive Responses	%
Agreed with need to replace leisure centre	1170	98%
Regular visitor to an existing Council Leisure Centre	689	58%
<i>How often do you use the leisure centre:</i>		
More than once a week	198	17%
Once a week	155	13%
1-3 times a month	148	12%
<i>Which Leisure centre used:</i>		
Sheskburn	311	26%
Coleraine	99	8%
Joey Dunlop	225	19%
If the leisure facility is developed, are you/your family likely to become/stay members?	1,022	86%

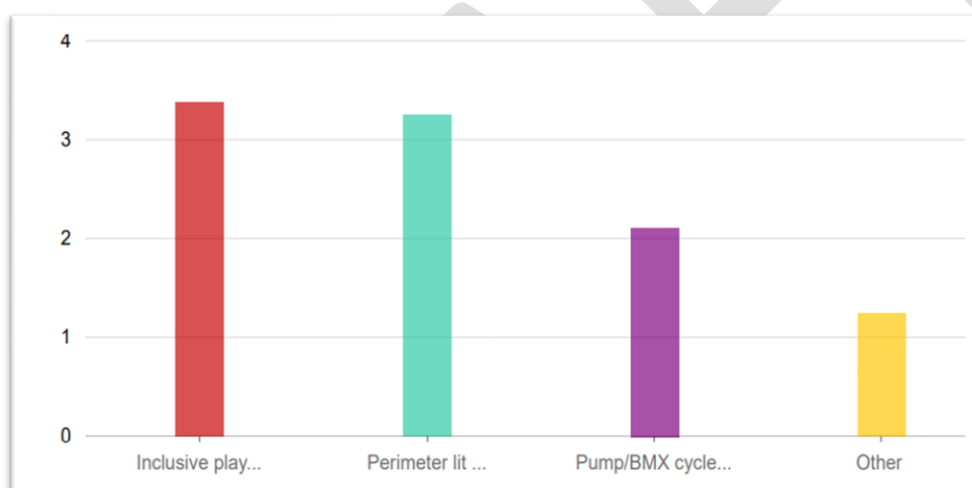
The above highlights the potential growth in usage where the facility to become available.

The community was asked what indoor facilities would they/their family use in the newly developed facility with responses as follows:



The key facilities requested were for the swimming pool followed by the gym.

In terms of outdoor facilities, the key facilities were for an inclusive playground, followed by Perimeter lit running/walking trail and Pump/BMX cycle track.



Overall, the survey shows a clear need for the proposed facility.

3.4.2 Engagement with Council Representatives

A series of workshops and meetings were held with Council Members in February 2022. A range of options were discussed and priorities considered. The Members, Leisure & Development Committee and Full Council meeting agreed the following categories and facility priorities for wider public consultation:

Table 3.14: Facilities Agreed by Council	
1. Indoor Facilities Priorities	
Facility Type	Facility Type
25m x 4 lane pool	Modest spa features
Moveable pool floor section for young learners	Small café
Gym for 35+ stations	Indoor bouldering wall
Changing Places facility	Large studio (with partition)
Wet play features	Kitchen to service Studio
Facility Type	Facility Type
Perimeter lit walking/running trail	Pump / BMX cycle track
Relocated and accessible playpark	

3.5 Spending Objectives

The Spending objectives are:

Table 3.15 Spending Objectives		
No.	Objective	Target
Delivery and Participation objectives		
1	Provide fit for purpose indoor leisure facilities to replace those at the repurposed school building, Sheskburn House	By 2025 to complete the following DDA compliant facilities: <ul style="list-style-type: none"> • 25m x 4 lane pool • 190 sq m studio/community space • 35 station gym • 75 sqm Bouldering wall By 2030 to increase user satisfaction by 20% on baseline (Increase net promoter score from 39 to 47)
2	Accommodate the needs of local young people to learn to swim.	By 2025 to complete a pool suitable for use with young learners. By 2030 increase number of children on learn to swim classes annually across all Council pools by 10% on baseline (from 3,000 to 3,300)
3	To support healthy lifestyles with the provision of free to use outdoor facilities.	1 km outdoor lit running/walking track: with 8,000 participations per annum by 2030 BMX/Pump Track: 8,000 participations per annum by 2030 Accessible Play Park: 33,000 participations per annum by 2030
4	Improved health and wellbeing of local population through increased involvement in physical activity, sport and community engagement.	By 2030: Leisure membership uptake for postcodes within 20 min drive increased by 20% (from 230 to 276) 30% increase in annual leisure class participations in Ballycastle (from 5,341 to 6,943) 20,291 wet facility participations by 2030 30% increase in annual gym visits (from 9533 to 12,393) 30% increase in annual community group studio bookings (from 10,920 to 13,933)
5	Increased participation in physical activity by individuals from currently underrepresented groups	Increased participation in physical activity by 30% by individuals from currently underrepresented groups <ul style="list-style-type: none"> • Users with a disability: (from 906 to 1,178) • Women and girls: (from 2,981 to 3,875) • Users from areas of high social need: (from 927 to 1,205)
6	Increased participation in health improvement programmes	Number of participations by users on programmes specifically targeting health improvements. Increased by 30% from 277 to 360

3.6 Benefits, Risks, Constraints and Dependencies

Summary of Main Benefits mapped against Spending Objectives

Table 3.16: Benefits	
Spending Objectives (see Table 3.x)	Benefits
Provide fit for purpose indoor leisure facilities to replace those at the repurposed school building, Sheskburn House	In line with the DfC Sport and Physical Activity Strategy which notes that Sport and physical activity facilities need to be open and accessible to everyone in our communities. Health and well being benefits including positive impact post Covid
Accommodate the needs of local young people to learn to swim.	Positive impact on young people in line with Sport England findings - mental wellbeing uplifts, the creation of safer communities etc
To support healthy lifestyles with the provision of free to use outdoor facilities.	Benefits of access to play, with PfG noting “Our children and young people have the best start in life” and the DfC Sport and Physical Activity Strategy stating that “Being physically active from an early age and throughout adulthood can enrich a person’s quality of life and plays a key role in influencing people’s choices to participate in sport and physical activity.”

Table 3.16: Benefits	
Improved health and wellbeing of local population through increased involvement in physical activity, sport and community engagement.	In line with the DfC Sport and Physical Activity Strategy which notes positive impact on the community and findings from Sport England and the Federation of Irish Sport which notes the health and well being benefits of sport.
Increased participation in physical activity by individuals from currently underrepresented groups	The project will promote inclusiveness. It is in line with the Sport and Physical Activity Strategy which notes that an inclusive sport and physical activity sector has to recognise and take account of the diverse needs of disabled and neuro-diverse people. There continues to be significant barriers that restrict the number of disabled people who participate in sport and physical activity, with disabled people almost half as likely to regularly participate in sport and physical activity as those without a disability.
Increased participation in health improvement programmes	In line with the findings from Sport England and the Federation of Irish Sport which notes the benefits of sport.
To provide wet weather activity alternatives to the support tourism offering.	Benefits to domestic and out of state tourism, creates all weather opportunities to visit Ballycastle
To create a facility that operates at Net Zero in accordance with the Council's policy for new/upgraded facilities	In keeping with Council and DfC Sport and Physical Activity Strategy

Risks

The main risk areas associated with the potential delivery and operation of the Ballycastle Leisure Centre, together with potential mitigating measures, as summarised in Table 3.17 below.

Table 3.17: Risks	
Main Risk Area	Outline of Mitigating Measures
<i>Design, Construction and Planning Risk</i>	
Site Condition	<i>Investigation of sites to ensure suitability</i>
Environmental	<i>Incorporation of appropriate environmental protection measures into the building design.</i>
Planning	<i>Work within planning policies and constraints, and extant conditions associated with any potential sites.</i>
Capital Cost	<i>Affordability of capital funding requirements, and adoption of strong project and risk management, contractual arrangements, change control, to address risk of capital cost over-runs.</i>
Programme	<i>Strong project, risk and contract management arrangements, including form of contract, change control, forecasting, monitoring and reporting, etc.</i>
Health & Safety	<i>Integration of H&S at each stage, from initial design through to building works and commissioning.</i>
<i>Operational Risks</i>	
Staffing	<i>Development of strategy to ensure staff with the necessary expertise and capabilities are in place to operate facilities.</i>
Financial Sustainability	<i>Development of a robust Business Plan and financial model, with cost centres, management controls and monitoring, supported by potential corrective measures.</i>
Demand	<i>Promotion to Community usage and Out of State Visitors</i>
Benefits Realisation	<i>Monitoring and reporting assess the ongoing realisation of benefits and enable early implementation of corrective actions.</i>
Impact of Covid on operations	<i>Adopted social distancing guidelines</i>

Displacement

This will be the only leisure facility in the Ballycastle area. It will have the only pool within 20 minutes of the town, as recommended by DfC, will replace the current gym at 35 stations, and will introduce new facilities that are not in Ballycastle, hence displacement is not an issue.

Constraints and Dependencies

The project is subject to the following constraints:

Table 3.18 Summary of Constraints	
Financial	Securing finance
Planning	Some planning risks have the potential to impact on costs: Local conservation area will require a high quality build and aesthetics which will add to cost Intensification of use will require a traffic assessment that could create significant cost to traffic access to the site, right hand turn lane etc

The following is the advice with discussion with the Planners:

Table 3.19: Planning advice from Council
<p>1. If the development comprises more than 5000 sqm gross floor space or the area of the site is or exceeds 1 hectare, the application is classified "Major Development", triggering the need for pre-application community consultation etc.</p> <p>2. A planning application for this proposal shall be determined by the Planning Committee as either a Major Development or Council Interest proposal.</p> <p>3. The site is currently open space. PPS 8 Open Space, Sport and Outdoor Recreation Policy OS 1 does not permit development that would result in the loss of existing open space. However, an exception is permitted where it is clearly shown that redevelopment will bring substantial community benefits that decisively outweigh the loss of the open space. Provision of a municipal leisure centre may be considered to offer such community benefits to engage the exception.</p> <p>4. The site is located within the Ballycastle Conservation Area. Therefore, the lead policy for the principle of development and design is Policy BH 12 New Development in a Conservation Area of PPS 6 Planning, Archaeology and the Built Heritage. This policy has several key policy tests including that: the development preserves or enhances the character and appearance of the area; the development is in sympathy with the characteristic built form of the area and; the scale, form, materials and detailing of the development respects the characteristics of adjoining buildings in the area. Guidance is provided in the Ballycastle Conservation Area Guide which is available on request. A tree survey may be required given the impact on trees within the Conservation Area (which are protected). Early engagement is required with the Planning Department's Conservation Officer on the principle of development in the Conservation Area and an appropriate design solution.</p> <p>5. The site is located within the Tow Valley Lower LLPA Designation BEL 01 in the Northern Area Plan 2016. Development is required to be respectful of the landscape features on the site that contribute to the LLPA- i.e. the wooded slopes and open recreation grounds.</p> <p>6. A Biodiversity Checklist or Preliminary Ecological Assessment may be required. If any trees are to be removed which could host bats, a bat survey will likely be required.</p> <p>7. To demonstrate compatibility with neighbouring properties, a noise report will likely be required to address noise generating sources e.g. plant/ machinery, PA system and music.</p> <p>8. If the proposal includes a café, an odour assessment may be required.</p> <p>9. The site is located within a designated Area of Archaeological Potential. Policy BH 3 of PPS 6 Planning, Archaeology and the Built Heritage requires an archaeological assessment or an archaeological evaluation to be undertaken. Consultation with DfC Historic Environment Division in the context of a planning application would clarify the necessary requirements.</p> <p>10. Part of the site including the "Pump Track" is located inside the 1 in 100 year fluvial flood plain of the River Tow. Therefore, a flood risk assessment is likely to be required unless it is demonstrated this area is outside the floodplain- Policy FLD 1 of PPS 15 Planning and Flood Risk refers.</p> <p>11. A drainage assessment (storm water) will be required- Policy FLD 3 of PPS 15 Planning and Flood Risk refers.</p>

12. Completion of a Transport Assessment Form (TAF) will be required. The car park standard for this proposal is 1 space per 3 staff, 1 space per 3 players, 1 space per 3 spectators and 1 space per 5sqm of the swimming pool. A minimum of 10 cycle spaces are required. This standard is set out in the Department's Parking Standards publication and Policy AMP 7 of PPS 3 Access, Movement and Parking refers.

13. The access to Quay Road should be in accordance with the Department's DCAN 15 Vehicular Access Standards.

14. Regarding foul sewage network capacity, you should engage with NI Water at the earliest opportunity (outside the context of a planning application) with a Pre-Development Enquiry.

15. As the site is located within the AONB, a Design and Access Statement is required.

The Council do not foresee planning issues. The project is subject to the following dependencies:

- Ongoing commitment and support of key stakeholders.

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4.0 ECONOMIC CASE – Preferred Way Forward

4.1 Critical Success Factors

Table 4.1: Criteria and Sub-Criteria	
1. Strategic Fit and Business Need	
1.1 - How well the option meets the agreed spending objectives, recognising the needs of residents and visitors	
1.2 - How well the option provides a holistic fit/synergy with other strategies, programmes & projects	
2. Potential Value for Money	
2.1 How well the option optimises public value (social, economic and environmental), in terms of the potential costs, benefits and risks.	
3. Supplier capacity and capability	
3.1 - How well the option matches the ability of potential suppliers to deliver the required services	
3.2 - How well the option is likely to be attractive to the supply side.	
4. Potential affordability	
4.1 - How well the option can be funded from available sources of finance	
4.2 - How well the option will deliver as a viable business model and is affordable	
5. Potential achievability	
5.1 - How well the Option matches the level of available resources required for successful delivery.	

The rationale and weighting for the CSFs is detailed below:

Table 4.2: Rationale for Critical Success Factors	
Criteria and Sub-Criteria	Rationale
1.0 Strategic Fit and Business Need	
1.1 How well the option meets the agreed spending needs, recognising the needs of residents and visitors	Critical to meeting objectives
1.2 How well the option provides a holistic fit / synergy with other strategies, programmes and projects	Critical to ensuring strategic fit
2.0 Potential Value for Money	
2.1 How well the option optimises public value (social, economic and environmental), in terms of the potential costs, benefits and risks.	Critical to ensuring value for money while assessing risks and non-monetary benefits
3.0 Supplier capacity and capability	
3.1 How well the option matches the ability of potential suppliers to deliver the required services	To ensure options are deliverable
3.2 How well the option is likely to be attractive to the supply side.	To ensure options can be delivered by CCAG
4.0 Potential affordability	
4.1 How well the option can be funded from available sources of finance	To ensure options can be financed
4.2 How well the option will deliver as a viable business model	To ensure options can be delivered on a viable basis and are affordable having regards to Council's ability to subsidise
5.0 Potential achievability	
5.1 How well the Option matches the level of available resources required for successful delivery.	To ensure options meet the resources available or being developed in the area

4.2 Long-list of Options and SWOT Analysis

Long List of Options

Following on from the strategic case and assessment of need, opportunity and demand (Section 2), in determining the Long list of Options, consideration was given to a number of components including the operational scope, service solutions, service delivery vehicles, implementation timeframes and funding mechanism. The Council had completed an assessment of need prior to the completion of the OBC, with details presented to Council members.

- The Council has committed to a style of leisure management: In-House Transformed (service improvements as opposed to Out-sourcing models).
- The Council has committed to all new build being Operational Net Zero.
- A range of sites, including Quay Rad were previously assessed and agreed in the GM Design Feasibility Study, 2018, with Quay Road as the preferred option.
- There has been feedback from Public Consultations.
- The options therefore consider the facility mix and associated capital and revenue costs versus objectives and affordability.

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The resultant long list of options developed are as follows (the template is based on that requested by the Council and already submitted to Councilors):

Table 4.3: Long list of options								
#	Option	Description	Main benefit	Main disadvantage	Technically Feasible	Planning considerations	Build cost considerations	Meet Objectives? Spend
1.	Do nothing – manage decline	Repair and maintain the existing building beyond its life expectancy.	Avoids the need for redevelopment	Increasingly costly to occupy and operate and maintain	N/A	N/A	N/A	No - counterfactual
2.	Refurbishment – Sheskburn Recreation Centre	Retention of the existing structure and range of refurbishment sub-options	Less capital cost and faster timeframe for delivery	Does not address identified needs and demands	NO – structural surveys required and potentially extensive work to old building	N/A	N/A Alliance Leisure costed some refurb options of c.£250k in 2019.	No
3.	Alternate Site Options	Feasibility Study 2018 appraised 5 sites and Quay Road clear preferred option Marine Hotel explored in 2020	Very few benefits possibly increased scope for development plans	Site purchase and multi-site management with proposed facilities at Shared Education Campus, Quay Road pitches and leisure sites	NO – Alternate sites not owned by Council scored low and Marine Hotel not deliverable	YES – Aecom study ruled out Marine Hotel because of major access and parking constraints	YES – Land acquisition and brownfield site development	No
4.	Original scheme s– new leisure centre at Quay Road (Options 1 and 2)	25m pool (6 lane), Gym, Studios (2), changing and reception/office (total 2,224 m ²) Excludes wider site provision	Addressed the needs and demands identified at the time	Unaffordable and removal of wider site works	YES – Feasibility Study completed 2018	NO – Pre-application discussions held and adjustments made to road access	YES – Previous cost estimate c.£20m and £12m	No - unaffordable
5.	Reduced Scheme – Gym only	Gym, Studios (2), changing and reception /office (total 818m ²)	Major cost saving with focus on gym memberships and income opportunities	Does not fully address the needs and demand identified,	YES – Feasibility Study completed 2018	NO – Pre-application discussions held and adjustments made to road access	NO – Anticipate considerable saving on reduced footprint and M&E	No

Table 4.3: Long list of options

#	Option	Description	Main benefit	Main disadvantage	Technically Feasible	Planning considerations	Build cost considerations	Meet Objectives? Spend
				particularly swim lessons in the locality				
6.	Reduced Scheme – Pool only	25m pool (6 lane), changing and reception /office (total 1,675 m ²)	Cost saving with focus on swim lessons and retention of Sheskburn for gym/studio space	Loss of gym membership growth and increased subsidy from pool provision only	YES – Feasibility Study completed 2018	NO – Pre-application discussions held and adjustments made to road access	NO – Anticipate saving on reduced footprint	No
7.	Reduced Scheme – revised Schedule of Accommodation (Option 3 and 4)	25m pool (4 lane), gym, Studios (2), less changing and reception/office Plus wet play and spa, café, changing places facility and bouldering wall	Retention of full leisure centre provision on a reduced footprint	Reduced swimming capacity and changing provision	YES – Feasibility Study completed 2018	NO – Pre-application discussions held and adjustments made to road access	NO – Anticipate saving on reduced footprint of c.20%	Yes
8.	Enhanced Scheme – any of the feasible options above with additional green energy and wider site/regeneration enhancements (Option 3+/4+)	Schedule of Accommodation (as per Original/ Reduced Scheme) PLUS additional investment that may avail of external funding under Levelling Up Fund and NICS Including an Accessible Play Park	Ability to avail of significant capital funding opportunities to be announced in 2022/23 and ensure complementarity with other potential projects in Ballycastle	Current uncertainty with regard to funding programmes eligibility and timeframes and subject to competition through funding application	Yes – dependent upon the lower carbon options to be costed and evaluated and Planning constraints	Enhancements within existing Schedule of Accommodation and possible synergies with DfC's regeneration plan	Additional capital costs to be more than offset by capital funding secured to reduce requirement on Council's Capital Programme and ongoing revenue costs	Yes

The resultant long list of options developed using the above options framework are as follows, Option 1, 3, 3+, 4 and 4+. Details on the Do Something Options are included in Appendix 4.1.

Option 3: (noted as 7 above) 1,594sqm

Option 3+: (noted as 8 above) 1,594sqm: Same as Option 3 plus relocated and accessible play park

Option 4: (noted as 7 above) 1,650sqm

Option 4+: (noted as 7 above) 1,650 sqm: Same as Option 4 plus relocated and accessible play park

Table 4.4: Facilities per option				
1. Indoor Facilities Priorities				
Facility Type	Option 3	Option 3+	Option 4	Option 4+
25m x 4 lane pool	Y	Y	Y	Y
Moveable pool floor section for young learners	N	N	Y	Y
Gym for 35+ stations	Y	Y	Y	Y
Changing Places facility	Y	Y	Y	Y
Wet play features	N	N	Y	Y
Modest spa features	N	N	Y	Y
Small café	Y	Y	Y	Y
Indoor bouldering wall	N	N	Y	Y
Large studio (with partition)	Y	Y	Y	Y
Kitchen to service Studio	Y	Y	Y	Y
2 Outdoor Facilities				
Perimeter lit walking/running trail	N	N	Y	Y
Relocated and accessible playpark	N	Y	N	Y
Pump / BMX cycle track	N	N	Y	Y

Preferred Way Forward - *The Preferred Way Forward is Option 4+. at this stage. Robust assessment of VFM will be compared in the Economic Case.*

5.0 ECONOMIC CASE – Value for Money

5.1 Introduction

This section assesses the economic costs and benefits of the project options.

5.2.1 Capital costs

Monetary costs are estimated as per below.

There are no capital costs associated with Option 0.

Inflation has been excluded. VAT is excluded.

Costs are summarised, with details in Appendix 5.1a t 5.1d

The Options all assume Opening on 1 April 2025

Monetary costs £000	Option 3	Option 3+	Option 4	Option 4+
Size	1,594sqm	1,594sqm	1,650sqm	1,650sqm
Cost:				
Building costs & FFF	4,777	4,777	5,592	5,592
Additional Cost for Low Energy/Low Carbon Facility	227	227	266	266
Additional Cost for Operational nett zero	595	595	700	700
Capital works	5,599	5,599	6,558	6,558
Site works & Drainage	544	544	544	544
Access Works	1,200	1,200	1,200	1,200
Sub total	7,343	7,343	8,302	8,302
Play park		600		600
Sub total	7,343	7,943	8,302	8,902
Preliminaries 10%	734	794	830	890
	8,077	8,737	9,132	9,792
Design development contingency 10%	808	874	913	979
	8,885	9,611	10,045	10,771
Professional fees at 11%	977	1,057	1,105	1,185
Total before OB, VAT and inflation	9,862	10,668	11,150	11,956
Optimism Bias at 12%	1,183	1,280	1,338	1,435
Total including OB	11,046	11,948	12,488	13,391
Cost per m2 of Building Costs with Operational Nett zero	£3,450	£3,450	£3,914	£3,914

Source: WH Stephens

Capital costs by 31 March year end (before OB) and subject to change pending approvals:

Capital expenditure £000	YE Mar 23	YE Mar 24	YE Mar 25	YE Mar 26	TOTAL
Option 3	469	4,225	4,699	469	9,862
Option 3+	510	4,587	5,061	510	10,668
Option 4	507	4,563	5,574	507	11,150
Option 4+	547	4,925	5,937	547	11,956

Capital costs are split between buildings and Fixtures/Fittings (estimated life of 50 years and 15 years respectively):

Monetary costs £000	Option 3	Option 3+	Option 4	Option 4+
Size	1,594sqm	1,594sqm	1,650sqm	1,650sqm
Building	9,388	10,194	10,139	10,945
Equipment	474	474	1,011	1,011
Building works and FFF	9,862	10,668	11,150	11,956

Life cycle costs for the Do Something options, excluding inflation, are prepared as follows over 30 years. Life cycle cost have been prepared at 1Q2024. These include for fabric (renew and maintain), services (renew and maintain), decorations, cleaning and utilities. Costs for the first six years (post capital works) for the Do Something options are: (note that all 30 years will be in Appendix 5.2).

Costs £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Mar 29
Option 1							
Option 3	n/a	n/a	n/a	109	110	109	111
Option 3+	n/a	n/a	n/a	109	110	109	111
Option 4	n/a	n/a	n/a	113	114	113	115
115Option 4+	n/a	n/a	n/a	113	114	113	115

For Option 3/3+, cleaning and utilities were £92k pa, and £96kpa for Option 4/4+.

5.2.2 Revenue costs– Historical and Option 1

The historical assessment of usage and costs are as follows {Note that income is not required for the Economic case but is included for completeness purposes, when assessing the level of costs}:

Actual Users	Baseline
Fitness/Health Suite - Gym Membership	230
Fitness/Health Suite - Gym Users	9,533
Fitness Health Suite – Classes	5,341
Halls/Room Hire	10,920

Projected Income and Cost £	Year 1	Year	Year 3	Year 4	Year 5
	2023	2024	2025	2026	2027
Projected income	87,480	78,732	70,859	63,773	57,396

It is assumed that income will decline year on year for ten years.

Year £	Annual costs
Expenditure:	
Staff Costs	174,631
Utilities	22,662
Supplies & Programme Costs	5,840
Premises	5,820
Estates Support	5,250
Grants Paid	-
	214,203

Source: Council

Maintenance costs are included in Estates costs.

5.2.3 Users and Revenue costs for Option 3 and 3+ (excluding VAT)

User numbers from opening are projected:

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Pools	15,609	15,056	15,908	16,759	17,611	18,465
Fitness/Health Suite - Gym Membership	230	232	241	249	258	268
Fitness/Health Suite - Gym Users	9,533	9,802	10,357	10,912	11,466	12,021
Fitness Health Suite - Classes	5,341	5,491	5,802	6,112	6,422	6,735

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Halls/Room Hire	10,920	11,466	12,039	12,641	13,273	13,937
BMX/Pump Track	6,268	6,582	6,911	7,256	7,619	8,000
Running Track	12,133	12,740	13,377	14,045	14,748	15,485
Accessible Play Park (opt 4+ only)	25,856	27,149	28,507	29,932	31,429	33,000
Boulder wall	0	5,702	6,002	6,318	6,650	7,000
Total	85,890	94,220	99,143	104,224	109,477	114,910

Source: Council

Projected Income £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Pools	82,574	87,526	92,478	97,429	102,380
Fitness/Health Suite	99,676	105,657	111,638	117,618	123,599
Halls/Room Hire	22,248	23,360	24,529	25,755	27,043
Miscellaneous Income	1,959	2,057	2,160	2,267	2,381
Boulding	5,702	6,002	6,318	6,650	7,000
Grants Income	6,500	6,500	6,500	6,500	6,500
	218,660	231,102	243,623	256,219	268,904

Option 3 Projected Cost £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Staff Costs	513,674	513,674	513,674	513,674	513,674
Utilities	73,215	73,215	73,215	73,215	73,215
Supplies & Programme Costs	38,615	38,615	38,615	38,615	38,615
Premises	10,675	10,675	10,675	10,675	10,675
Estates Support	21,734	21,734	21,734	21,734	21,734
	657,913	657,913	657,913	657,913	657,913

Source: Council

A further £50k is required for evaluation purposes. Utilities include savings of up to 45% per year resulting from the investment in operational net zero carbon standards deployed in the capital build. Note: the Council has indicated that the costs of maintaining the Play Park under Option 3+ is included in the budget for Estates There is an existing large play park on the site at 15+ years old. Estates already has a budget for maintenance and Council has indicated that maintenance will be a cost neutral impact on existing budgets.

5.2.4 Users and Revenue Income and costs for Option 4 (excluding VAT)

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Pools	15,609	16,545	17,481	18,417	19,353	20,291
Fitness/Health Suite - Gym Membership	230	239	248	257	266	276
Fitness/Health Suite - Gym Users	9,533	10,105	10,677	11,249	11,821	12,393
Fitness Health Suite - Classes	5,341	5,661	5,981	6,301	6,621	6,943
Halls/Room Hire	10,920	11,466	12,039	12,641	13,273	13,937
BMX/Pump Track	6,268	6,582	6,911	7,256	7,619	8,000
Running Track	12,133	12,740	13,377	14,045	14,748	15,485
Accessible Play Park (opt 4+ only)	25,856	27,149	28,507	29,932	31,429	33,000
Boulder wall		5,702	6,002	6,318	6,650	7000
Total	85,891	96,188	101,222	106,417	111,780	117,325

Projected Income £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Pools	90,741	96,182	101,624	107,065	112,506
Fitness/Health Suite	102,759	108,925	115,091	121,256	127,422
Halls/Room Hire	22,248	23,360	24,529	25,755	27,043
Miscellaneous Income	1,959	2,057	2,160	2,267	2,381
Boulding	5,702	6,002	6,318	6,650	7,000
Grants Income	6,500	6,500	6,500	6,500	6,500
	229,909	243,026	256,221	269,493	282,852

Option 4 Projected Cost £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Staff Costs	520,077	520,077	520,077	520,077	520,077
Utilities	80,537	80,537	80,537	80,537	80,537
Supplies & Programme Costs	42,477	42,477	42,477	42,477	42,477
Premises	11,743	11,743	11,743	11,743	11,743
Estates Support	23,907	23,907	23,907	23,907	23,907
Total	678,741	678,741	678,741	678,741	678,741

Source: Council

A further £50k is required for evaluation purposes.

5.2.4 Summary: Total Monetary costs

Total Monetary costs is assumed for the first six years⁴:

Year ended £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Total
Capital costs	0	0	0	0	0	0	0
Life cycle costs	0	0	0	0	0	0	0
Revenue income	87	79	71	64	57	52	410
Revenue Costs	-214	-214	-214	-214	-214	-214	-1284
Total	-127	-135	-143	-150	-157	-162	-874

Year ended £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Total
Capital costs	-469	-4,225	-4,699	-469	-	-	-9,862
Optimism Bias	-56	-507	-564	-56	-	-	-1,183
Life cycle costs	0	-	-	-109	-111	-110	-330
Revenue income	87	79	71	218	231	244	930
Revenue Costs	-214	-214	-214	-658	-658	-658	-2,616
Evaluation	0	-	-30	-	-20	-	-50
Total	-652	-4,867	-5,436	-1,074	-558	-524	-13,111

Year ended £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Total
Capital costs	-510	-4,587	-5,061	-510	-	-	-10,668
Optimism Bias	-61	-550	-608	-61	-	-	-1,280
Life cycle costs	0	-	-	-109	-111	-110	-330
Revenue income	87	79	71	218	231	244	930
Revenue Costs	-214	-214	-214	-658	-658	-658	-2,616
Evaluation	0	-	-30	-	-20	-	-50
Total	-691	-5,204	-5,716	-1,113	-558	-524	-13,806

Year ended £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Total
Capital costs	-507	-4,563	-5,574	-507	-	-	-11,151

⁴ Income in brackets

Optimism Bias	-61	-548	-669	-61	-		-1,338
Life cycle costs				-113	-114	-113	-340
Revenue income	87	79	71	230	243	256	966
Revenue Costs	-214	-214	- 214	-679	-679	-679	-2,679
Evaluation	0	-	- 30		-20		-50
Total	-695	-5,246	-6,416	-1,130	-570	-536	-14,593

Table 5.18: Option 4+ total costs and income

Year ended £000	Mar 23	Mar 24	Mar 25	Mar 26	Mar 27	Mar 28	Total
Capital costs	-547	-4,925	-5,937	-547			-11,956
Optimism Bias	-66	-591	-712	-66	-		-1,435
Life cycle costs				-113	-114	-113	-340
Revenue income	87	79	71	230	243	256	966
Revenue Costs	-214	-214	- 214	-679	-679	-679	-2,679
Evaluation	0	-	- 30		-20		-50
Total	-740	-5,616	-6,822	-1,175	-570	-536	-15,494

5.3 Benefits Appraisal - Construction, Health and Well-being Impact

5.3.1 Construction Impact

The capital expenditure through the construction phase will create economic benefit, including employment, both directly and indirectly, and additional value to the economy.

Construction costs based on 7 jobs for £1m spend. Multiplier provided by DfE economist.

As a guide it is estimated that every £1m in construction related output typically corresponds to 7 direct construction jobs in NI - the combination of both employees and the self-employed.

As a guide it is estimated that for the NI Construction Sector in 2018 the Type 1 multiplier is 0.25. That is every direct construction job supports an additional 0.25 jobs within the NI economy due to supply chain/ indirect impacts. The Type 2 multiplier inclusive of both indirect and induced employment impacts is 0.52. Overall, construction related spend is estimated to create or sustain between 66 and 77 direct jobs, between 100 and 116 direct, indirect and induced job years of employment.

Table 5.19: Construction costs

£000	Option 3	Option 3a	Option 4	Option 4a
Total before VAT and inflation	9,388	10,194	10,139	10,945
Direct Jobs at 7 per £1m	66	71	71	77
Employment multiplier	1.52	1.52	1.52	1.52
Direct, Indirect, Induced Jobs	100	108	108	116
GVA	£4,231,128	£4,627,368	£4,602,371	£4,968,171

5.3.2 Well-being Impact

Social Return on Investment

Sport England worked with the Sport Industry Research Centre at Sheffield Hallam University to calculate the social impact and the economic importance of sport and physical activity in England⁵. They found that, when measured against costs of engagement and providing opportunities, for every £1 spent on community sport and physical activity, a return on investment (ROI) of £3.91 was created for individuals and society. Effectively this means that every £1 spend leads to a £4 return. This includes both the economic and social return. Focusing on the social return⁶, **the findings suggest that every £1 invested in sport and physical activity (financial and non-financial), £3.28 worth of social return on investment (SROI) impact was created for individuals and society.** The largest amount

⁵ <https://sportengland-production-files.s3.eu-west-2.amazonaws.com/s3fs-public/2020-09/Social%20return%20on%20investment.pdf?VersionId=5BgvLn09jwpTesBJ4BXhVfRhV4TYgm9E>

⁶ The economic benefits are assessed separately in this report

of social value was generated through mental wellbeing (58%). Considerable social value was also created by social and community development outcomes (28%), in particular enhanced social capital which includes the social networks, trust and reciprocity brought about by sport participation. Approximately 13% was generated through improved physical and mental health. The research provided clear demonstration of how physical activity plays an important role in preventing a number of serious physical and mental health conditions, meaning healthcare and social care savings. This includes savings in the prevention of diabetes, one of the most prevalent and preventable illnesses in Northern Ireland, along with heart disease and stroke, avoided dementia cases and related care. There were additional savings from fewer GP visits along with positive benefits for stronger and safe communities. Some of the cost savings are noted as follows:

Physical & Mental Health Valuation	Average cost £
Reduced risk of developing Type 2 diabetes	£4,103
Reduced risk of CHD/risk	£7,059
Reduced risk of breast cancer in active women	£53,141
Reduced risk of colon cancer	£53,141
Reduced risk of dementia	£37,401
Reduced risk of depression	£305
Increased self-reporting of good health	
Reduced GP visits	£15
Reduced use of psychotherapy services	£20

Source: Sports England SROI Report

The Sports England report also highlights how sport has a pivotal role to play in levelling up communities by bridging the gap between the ‘have and have nots.’ People who are less likely to be active are most likely to have ill-health and be affected by unemployment. Many people want to be active but are held back by where they live in the country, their income, their ethnicity, their gender or the fact they are disabled. Helping these groups take part in sport and physical activity so that everyone in society can share equally in its benefits is Sport England's primary mission.

Other important points to note in terms of the importance of physical activity include:

- Inactivity or sedentary behaviour is associated with poor health at all ages
- Research undertaken by NHS in 2016 suggests that physical inactivity costs the NHS £8.17 per person⁷.
- Physically active people have lower health risks including a 48% lower risk of depression, 40% lower risk of mental health decline and a 35% lower risk of diabetes⁸.
- Physical activity is as good or better than treatment with drugs for many conditions, such as type 2 diabetes and lower back pain, and has a much lower risk of any harm. The SROI impact is assessed based on Sport England multiplier of 3.28:1 and income generated:

£000	Option 1	Option 3	Option 3a	Option 4	Option 4a
Income	1,138	6,027	6,027	6,327	6,327
SROI – 25 years	3,734	19,768	19,768	20,753	20,753

7

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/524234/Physical_inactivity_costs_to_CCGs.pdf

⁸ <https://www.gov.uk/government/publications/health-matters-physical-activity/health-matters-physical-activity-prevention-and-management-of-long-term-conditions>

5.3.3 Summary of Economic Impact

Overall impact is summarized (over 25 years -before discounting):

£000	Option 1	Option 3	Option 3a	Option 4	Option 4a
Construction		4,231	4,627	4,602	4,968
25 year wellbeing benefits undiscounted	3,734	19,768	19,768	20,753	20,753
TOTAL	3,734	23,999	24,395	25,355	25,721

5.3.6 Direct and Wider Benefits

Introduction

It is the case that not all costs and benefits can be measured in monetary terms, as no market value exists for them. In this section non-monetary costs and benefits associated with each of the short-listed options are assessed. A weighting and scoring exercise has been adopted to illustrate in quantitative terms how each option performs against identified non-monetary criteria.

Criteria and Weightings

In order to critically assess the case for the proposed project evaluation criteria have been developed. To allow for the comparison of options, each criterion has been allocated a weighting out of 100% to reflect its relative importance as detailed in **Table 5.23** below:

No.	Criteria	Factors being Assessed	Weighting
1.	Alignment and contribution to Council's Strategic Priorities	An assessment of the options ability to realise: <ul style="list-style-type: none"> Community Plan Outcomes and Actions Corporate Strategy Priorities Business Plan objectives and work streams 	10
2.	Addressing identified strategic need across the Borough	An assessment of the options ability to realise: <ul style="list-style-type: none"> Facilities Strategy deficits and gaps in provision Latent demand analysis. 	20
3.	Adherence to the Principles of the Sport and Wellbeing Mandate	An assessment of the options ability to realise: <ul style="list-style-type: none"> High quality leisure and sports services Accessible need-based programmes Sustainable facility provision via effective partnership working. 	30
4.	Delivering better health and wellbeing outcomes for the local community	An assessment of the options ability to realise: <ul style="list-style-type: none"> Increased levels of participation in physical activity Improved health and well-being An enhanced quality of life. 	30
5.	Impact on broader statutory requirements	An assessment of the options ability to realise: <ul style="list-style-type: none"> Positive Equality outcomes Positive Sustainability outcomes Positive Social Inclusion outcomes Positive Rural Proofing outcomes. 	10
Total Weighting			100

Source: Council

Table 5.24: Non-Monetary score

Criteria	Weight	Option 1		Option 3		Option 3+		Option 4		Option 4+	
		S	WS	S	WS	S	WS	S	WS	S	WS
1. Alignment and contribution to Council's Strategic Priorities	10	2	20	7	70	8	80	8	80	9	90
2. Addressing identified strategic need across the Borough	20	2	40	7	140	8	160	9	180	10	200
3. Adherence to the Principles of the Sport and Wellbeing Health and Wellbeing Mandate	30	1	30	7	210	8	240	8	240	9	270
4. Delivering better health and wellbeing outcomes for the local community	30	1	30	7	210	8	240	8	240	9	270
5. Impact on broader statutory requirements	10	1	10	7	70	8	80	8	80	9	90
Total	100		130		700		800		820		920
Rank		5		4		3		2		1	

Rationale for Scoring of the Options

Criterion 1: Alignment and contribution to Council's Strategic Priorities

Option 1 continues to support the Council's strategic priorities although at a lower level as the premises and equipment is dated and does not encourage participation. It is awarded 2 marks. All Do Something Options are aligned with the Council's strategic priorities, with Option 4+ having the highest score as with increased level of facilities it will enable engagement with more residents and will provide facilities for play as well as opportunities to tackle obesity etc. This is awarded 9 marks with lower marks for Options 3, 3+ and 4 reflecting the level of facilities and ability to engage and secure participation.

Criterion 2: Addressing identified strategic need across the Borough

Option 1 continues to address the need in the Borough although at a lower level as there are limited facilities and no swimming provision. It is awarded 2 marks. All Do Something Options will address the strategic need as identified at varying levels. with Option 4+ having the highest score as with increased level of facilities it will meet all of the needs identified. This is awarded 10 marks with lower marks for Options 3, 3+ and 4 reflecting the level of facilities.

Criterion 3: Adherence to the Principles of the SWB Health and Wellbeing Mandate

Option 1 continues to provide leisure and sports services although the premises and equipment are dated and of poor quality. It is awarded 1 mark. All Do Something Options will deliver high quality leisure and sports services; accessible need-based programmes and sustainable facility provision, with Option 4+ having the highest score as with increased level of facilities it will offer a higher level of sport provision and needs-based programmes. This is awarded 9 marks with lower marks for Options 3, 3+ and 4 reflecting the level of facilities and programmes to be offered.

Criterion 4: Delivering better health and wellbeing outcomes for the local community

Option 1 continues to provide some limited opportunity for participation but at reduced level with no swimming provision and no play area. It is awarded 1 mark. All Do Something Options will deliver better health and wellbeing outcomes for the local community and improved quality of life at varying levels. with Option 4+ having the highest score as with increased level of facilities it will meet provide for a greater level of participation and greater outcomes. This is awarded 9 marks with lower marks for Options 3, 3+ and 4 reflecting the level of facilities.

Criterion 5: Impact on broader statutory requirements

Option 1 continues to provide some limited opportunity for a positive impact on broader statutory requirements but at reduced level with no swimming provision and hence Ballycastle does not have the same provision as residents in Coleraine etc. It is awarded 1 mark. All Do Something Options will have a positive impact on broader statutory requirements including positive Equality outcomes, Sustainability outcomes, Social Inclusion outcomes and Rural Proofing outcomes at varying levels. Option 4+ has the highest score as it meets all of these outcomes, with highest levels of social inclusion through offering a larger range of facilities. This is awarded 9 marks with lower marks for Options 3, 3+ and 4 reflecting the level of facilities on offer.

Option 4+ has the highest non-monetary score.

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5.4 Risk Appraisal

Council has presented its framework for assessing Risk by option:

Table 5.25: Risk Assessment					
Risk	Option 3 (H/M/L)	Option 3+ (H/M/L)	Option 4 (H/M/L)	Option 4+ plus (H/M/L)	Comment / Mitigation
Establishment of the Governance and decision-making process	L	L	L	L	Project Board and governance arrangements already in place
Construction / Programming delays	L	L	M	M	Procure a construction team with sufficient skills and experience to deliver the project on time and on budget
Delay or failure to obtain Planning permission / other statutory approvals	L	L	L	L	Ensure continued informal communication with planning department as designs develop.
Procurement Risks	L	L	L	L	Ensure sufficient resources invested to allow procurement documentation to be fully developed and for robust proposals to be submitted
Project Funding Risks	M	H	H	H	Project reliant on external funding and significant funding commitment from Council. Ensure funding bids submitted to Levelling Up Fund
Scope of Works - alterations, amendments to scope could create time delays and additional costs and failure to obtain the project objectives	H	H	M	M	Procure a sufficiently skilled and experienced design team
Community Support	M	M	L	L	Continued engagement with local community groups and stakeholders. Fully engage in the consultation process at time of planning
The project does not deliver the financial and non-monetary service outcomes set out in the Councils requirements	H	H	M	M	Regularly review business case and update revenue model as and when required Ensure the performance of the in-house leisure team is monitored through regular reviews and the use of KPIs and take prompt action to address any performance issues
The pandemic continuing to present trading uncertainties	M	M	M	M	Patterns of use may have changed and will need to be reflected in the design and operation of the new facilities
Overall	M	M	M	M	

Source: Council

Optimism Bias

The potential for Optimism Bias (OB) in the capital expenditure estimates has been incorporated into the analysis, using the Department of Finance OB calculator for Building Projects⁹. This weighs the impact of unmitigated OB for a range of factors, covering procurement, project complexity, client-specific issues and external and environmental factors (including political and macroeconomic), to deliver an overall unmitigated OB in terms of cost and duration. A key consideration is the degree to which the building and civil works is 'standard' or 'non-standard'.

Buildings	OB rate	Building	OB rate
Standard before mitigation	24%	Standard after mitigation	12%

The building is assumed to be standard. The mitigated OB with respect to capital expenditure is 12%. See Appendix 5.3.

5.5 Selection of Preferred Option (and Sensitivity Analysis)

5.5.1 Base Case NPSV and Sensitivities

In determining the net present social value (NPSV) of the investment (see Appendix 5.4), the following assumptions are taken:

Capital expenditure will consist of anticipated costs inclusive of optimism bias but exclusive of VAT and inflation;

Revenue costs as per tables above excluding inflation and VAT;

GVA applied as per calculations above;

Discount rate used is 3.5%;

Useful life is assumed at 50 years for the building, 15 years for gym equipment and Bouldering wall;

Base date year is the financial year ended 31st March 2023;

Calculations over 25 years.

The disaggregated assumptions and resultant Net Present Social Cost (NPSC) for the Do Something Options are summarised as follows:

Option	Option 1	Option 3	Option 3+	Option 4	Option 4+
Base Case NPSV £000	-114	1,060	1,241	1,011	250
Ranking of Do Something options	5	2	1	3	4

Option 3+ ranks highest against the options.

The figures indicate that all new build options would offer better value for money to the Council than the Status Quo/Do Nothing option and would both deliver a positive Net Present Value to the Council over 30 years.

Ex -ante appraisals are always subject to a significant element of risk, and this is particularly the case in the long term evaluations of projects.

- **Sensitivity One:** Capital costs increased by 20%

Option £000	Option 1	Option 3	Option 3+	Option 4	Option 4+
Base Case	-114	1,060	1,241	1,011	250
Sensitivity One: Capital costs 20% higher	- 114	-111	-696	-867	-1282
Sensitivity One ranking	2	1	3	4	5

The above sensitivity does change the rankings.

⁹ <https://www.finance-ni.gov.uk/publications/optimism-bias-calculators>

A summarised overview of the various analyses undertaken on the shortlisted options is presented in Table 5.34 below:

Table 5.34: Shortlisted Options					
	Option 1	Option 3	Option 3+	Option 4	Option 4+
Net present social value (NPSV) £000	- 114	1,060	1,241	1,011	250
NPSV ranking	5	2	1	3	4
Capital and Revenue costs (discounted 30 years) £000	3,710	19,768	20,404	21,453	22,562
GVA (discounted 30 years) £000	3,597	20,828	21,645	22,464	22,812
Benefit cost ratio (BCR) (discounted GVA/Costs)	0.97	1.05	1.06	1.05	1.01
BCR ranking	5	1	1	1	1
Non monetized benefit scores ¹⁰	130	700	800	820	920
NM ranking	5	4	2	2	1
Risk scores	n/a	M	M	M	M

On the BCR scores, given the immaterial differences, all Options 2, 3+, 4 and 4+ are considered to carry equal weight.

Consideration is then given to the non-monetary scores, with Option 4+ scoring highest against all criteria.

On the basis of this assessment, Option 4+ is the Preferred Option, with details as follows:

General Site Layout Diagram
Showing Model Option 4+



¹⁰ Highest score depicts highest benefit

**Option 4:
2022**

LEGEND:

- Swimming Pool - 4 lane 8.5m x 25m, splash pool, jacuzzi (545m²)
- Sauna and Steam Room (38m²)
- Plant Room (92m²) 16.8% of pool area
- Circulation, Reception, Cash Office, First Aid Room & General Stores
- Village Changing (275m²)
- WC Facilities (87m²)
- Cafe (42m²)
- Meeting Room (15m²)
- Staff Facilities (14m²)
- Fitness Gym (175m²) 5m² per piece of equipment as per Sports England guidance
- Studio 1 (180m²) & Studio Store (20m²) (200m²) general purpose average groups 12x15m / store 10%
- Shared Kitchen (8m²)
- Changing Places (16m²)
- Climbing Wall Area (75m²)



6.0 COMMERCIAL CASE – Potential Deal

6.1 Procurement Strategy and Payment mechanisms

Use of Preferred Bidder, Draft Advertisement, Evaluation Criteria, negotiation strategy, procurement plan and timetable

The European public contracts directive (2014/24/EU) applies to public authorities including, amongst others, government departments, local authorities and NHS Authorities and Trusts. The directives set out detailed procedures for the award of contracts whose value equals or exceeds specific thresholds. Thresholds are net of VAT and are reviewed annually. The CCAG strategy is based on current procedure and guidance from Construction & Procurement Delivery (CPD).

CCAG is a public body and therefore bound by the Public Contracts Regulations 2015.

These procedures should be reviewed and amended as part of the Full Business Case.

Mechanisms for consideration to deliver the contract:

Traditional Procurement (Separate design and construction periods)

Early Contractor Involvement (ECI) and Construction

Design and Build

Management Contracting

Construction Management

The initial recommendation of this process demonstrates that both Traditional and Two Stage Design and Build procurement options could be considered.

Due to the timescales and specialist nature of the construction and with the associated constraints, the Procedure for this procurement process should be the Restricted Procedure (Regulation 28 of the Public Contracts Regulations 2015). This has been chosen to restrict the number to be invited to tender to a limited number based upon an evaluation of the pre-qualification information submitted by Economic Operator applicants. This ensures that only experienced contractors are considered for submitting proposals/ costs.

An open procedure has not been chosen as many suppliers may exist in the market (throughout Europe) and it is not feasible to issue Invitation to Tenders to each. The open procedure is more suited when there are a small number of suppliers expected to request an ITT.

In accordance with Northern Ireland Public Procurement Policy the NEC Engineering and Construction Contract (ECC) has been chosen. It should be noted that although the NEC3 is the current industry standard, the NEC4 is replacing the NEC3 in many government projects and it is anticipated by the time this project is procured that the NEC4 will be the industry standard.

The contract comes with various options related to payment mechanisms including:

Option A – Priced Contract with Activity Schedule

Option B – Priced Contract with Bill of Quantities

Option C – Target Contract with Activity Schedule

Option D – Target Contract with Bill of Quantities

Option E – Cost Reimbursable Contract

Option F – Management Contract.

The Main Option A Contract has been chosen for the following reasons:

- Increased Cost Certainty - A key objective of this project is cost certainty as without this the project may fail. As such Option A was chosen as this offers the best prospect for price certainty. This contract offers the least risk to the Employer in relation to price;
- Scope/Specification – the scope of services will be clearly defined allowing a Contractor to provide a lump sum price. The risk and reward lies with the Contractor as long as the scope is clearly defined by the project team and Employer changes are limited;
- Cash flow – Under Option A payment to the Contractor for work under an activity only becomes due when the whole of the activity is completion. There is no provision for part payment. As the Contractor has to provide his activity schedule at tender stage the payment stages are clearly visible to all parties.

In summary exceeding the budget is considered to be a significant risk to the project and therefore Main Option A is the most suitable to mitigate this. Additional clauses (Z clauses) will be added to the Main Option A contract in keeping with CPD recommendations for government contracts.

Option A is effectively a stage payment contract and as payment is linked to completion of activities, the Contractor must plan and carry out his work effectively with the cash flow requirements for both parties being clearly visible.

Specific terms will form part of the negotiation however, the guiding principle will be to ensure that the payments are staged and a retention is built in to ensure delivery of the project to the required standard:

	Sub Project	Aspect	Description	Contract Type	Est Contract Value (incl OB & inflation)	Procurement Routes
1	Capital works	<i>Ballycastle Leisure Centre</i>	New Building	NEC4 Engineering and Construction Contract	£12.2m	CCAG: use of specialist procurement advice

Specialist procurement advice is required to ensure costs are robust before the OBC can be approved.

The procurement strategy is considered to be developed appropriately at this stage of the project.

Specialist equipment will be in relation to the Gym equipment and Bouldering wall, with procurement in line with CCAG policy. There will be specialist design input into the bouldering wall.

6.2 Service Specification and Required Outputs

Ownership and Operator Model

The land is owned by CCAG.

Project Promoter during construction phase

The Council have invested heavily in resources, time and enthusiasm to the project and will ensure the highest level of professional project management and oversight during the construction phase.

Professional advisors have been appointed for the early stages and will remain in place throughout the detailed design phase.

Operation and Management of the New Leisure Centre

In 2019 the Council undertook a detailed “shadow bid” commissioning process to identify the preferred operating model for the management of its leisure services including the existing and new Coleraine Leisure Centre. Under this process the in-house leisure team submitted a detailed proposal for the

long-term operation of the Council's leisure centres, including the new Ballycastle Leisure Centre, in response to a detailed specification and tender process prepared by the Council with the support of experienced external advisors. The purpose of the process was to adopt the benefits and good practice of a formal competitive leisure procurement exercise in order to identify how the in-house team could improve their performance through transformation.

The proposals for the management of the leisure centres were evaluated against a clear set of Council requirements and defined strategic outcomes. The process included the development of a shadow commercial bid developed by the external advisors which provided a comparator tender against which the in-house tender would be evaluated.

The in-house team prepared a number of detailed method statements in response to the Council's requirements with the assistance of an independent external advisor with experience in developing commercial leisure tenders. The benefit of the process was that it required the in-house team to transform the way it worked in order to deliver a commercially driven and efficient operation that was more customer focused. The outcome has been transformative resulting in a substantially lower subvention requirement and a much-improved leisure service as measured against other Northern Ireland Council leisure provision.

The Council is therefore confident it has a demonstrably efficient and effective in-house leisure operating model which it can deploy to manage the new leisure centre once construction is complete.

Service Specification and Required Outputs

The Council is confident that the proposed project is commercially viable and technically deliverable. The Council's requirements in terms of the scope of facilities and services required are not considered to be particularly complex or challenging to deliver. The community leisure sector has evolved and matured in recent years and the quality-of-service provision and delivery has improved considerably. There are numerous examples of similar scale leisure projects being successfully delivered on time and on budget which have led to demonstrable long-term improvements in financial and service outcomes.

The in-house team has already shown it has the capabilities to transform service provision and has developed a Marketing and Sales Strategy to help it realise its commercial ambitions and ambitious income targets.

The Council is able to reference many examples of successful new build leisure centres being delivered in Northern Ireland and elsewhere in the UK in recent years by experienced leisure design and construction teams.

The approved Service Specification defines the Council's requirements in terms of service standards and outcomes. This can be reviewed prior to a final investment decision being taken.

Corporate Governance arrangements during the operational phase

The following Corporate Governance processes will be in place to ensure best practice in Operational Excellence and ensure corporate success

- Annual budgeting process.
- Financial reports weekly or monthly to monitor all income and cost lines, and regular review meetings to monitor control.
- A culture of early identification of variances from Budget followed immediately with corrective action.
- A process of re-forecasting quarterly to project year end position on a rolling basis with corresponding corrective action. This process gives an early warning signal of significant variations from Budget and ensures action taken.
- A Project Board has been appointed – see section 8. The Board will be in place to review financial reports and oversee financial governance. The Board will adopt a challenge function to local management to ensure all KPIs are met and improved upon.

Business Type & Operational Arrangements

The overall strategy is operational excellence and commercial sustainability. These are essential for achieving success after a significant investment is made. Investments are made to create direct

improvements across a wide range of measures. These must be set out at the start, measured and carefully monitored.

Staffing structure and numbers

The staffing structure is set out below and has been benchmarked by the Council to other centres, including Coleraine.

		FTE
Leisure Operations Manager		0
Duty Officer		3
Senior Receptionist		0
Lifeguards		6
Fitness Instructor		2.5
Business Support Assistant		2
Maintenance Officer		0
Schools Swimming Coach		0.5
Cleaner		0
Casual Fitness Coaches		0.5
Casual Swimming Coaches		0.5
On-call technical advisor for bouldering wall		0.2
Total		15.2

Council's Pricing policy

The Council has a detailed pricing policy that is included on its website.

6.3 Potential Risk Apportionment

An indicative risk allocation between CCAG, as the Contracting Authority, and the Works Contractor/Equipment Suppliers is illustrated in Table 6.2 below. Implicit to this is that the risk of capital cost overrun, in terms of funding, resides with CCAG and it is not passed on to other funders.

	Area of Risk	Indicative Risk Allocations	
		CCAG	Contractor
Building Works	Works Information: <i>Spatial Requirements/ (incl. concepts & specification) User experience, etc</i>	✓	
	Capital cost escalation: <i>Pre-contract award Post-contract award</i>	✓ ✓	✓
	Building performance: <i>Adequacy of Works information Specification compliance</i>	✓	✓
Specialist Equipment		CCAG	Supplier
	Adequacy of Specification:	✓	
	Compliance with Specification		✓
	Technology Updates / Upgrades	✓	✓
	Replacement / Technology Obsolescence	✓	

CCAG's Estate Services team will be responsible for the facilities management and maintenance of the Ballycastle Leisure Centre. As a consequence, there are no additional material impacts for CCAG's Estate Services.

6.4 Contractual Issues and Accountancy Treatment

The Council will use a traditional staged payment mechanism for the design and construction phases, including the use of retentions to ensure any snagging issues are adequately addressed the provisions in construction and associated sub-contracts.

The Council already has a commissioning arrangement with the in-house leisure team which is managed through a service specification and the use of KPIs. These arrangements will be kept under review throughout the operation of the new leisure centre to ensure they remain fit for purpose and relevant. Where there are any issue or concerns around service delivery the Council will take prompt action to address any performance or financial issues.

The capital cost will be recognised as an asset on the Balance Sheet of Council under Accounting Standard FRS15. The capital value will be depreciated over the asset's useful life, up to a maximum of 50 years, in line with Council's standard practice.

The equipment will be recognised as an asset on the Balance Sheet of CCAG under Accounting Standard FRS15. The capitalised equipment value will be depreciated over the asset's useful life of 15 years, in line with the Council's standard practice for this specialist equipment.

At this stage it is envisaged that the new leisure centre will be funded directly through a combination of Council capital borrowing, and UK Government Levelling Up grant allocation.

Capital borrowing will be financed through the Public Works Loan Board and recorded within Council's Capital Programme and on the Balance Sheet as long-term borrowings.

Government Grant funding received for these assets will be recognised as deferred income on the Balance Sheet and released to income over the expected useful life.

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7. FINANCIAL CASE – Affordability and Funding

7.1 Financial Model and Appraisal

Building upon the Economic Case, this section sets out the capital requirements and provides a detailed income and expenditure analysis of the preferred option, Option4+. Given that, following the monetary and non-monetary analysis, a clear preferred option has been identified, as set out in Section 5, the affordability analysis has been undertaken for this option.

Unlike the detailed economic case, this analysis incorporates only actual cash flows and, therefore, all opportunity costs and residual values have been excluded. The financial case underpinning this OBC is indicative at this stage and is predicated on a number of key assumptions which are outlined throughout the section. It will, however, contain sufficient detail for the purposes of this OBC and to inform decision-making on funding.

7.2 Key Assumptions

General:

- Costs are shown for financial years (FY) to March
- Capital costs include inflation
- Inflation has not been applied to revenue income and costs
- The Council will work with VAT advisers to deliver the most VAT efficient construction solution possible;
- All capital and revenue costs and income are stated exclusive of VAT;
- The projections commence on 1st April 2022; and
- The Ballycastle Leisure Centre is assumed to open on 1 April 2025.

7.3 Capital Cost Pricing:

Capital costs are stated as at Q4 2024 and have been advised by WH Stephens. Capital costs include all statutory and professional fees; and No land or site acquisition will be required.

Estimated life:

The Building is assumed to have an estimated life of 50 years and the equipment 15 years.

Optimism Bias:

Optimism bias (OB) of 12% has been determined for the programme as follows, based on Section 2.6.15 of the Northern Ireland Guide to Expenditure Appraisal and Evaluation, and the Department of Finance Optimism Bias Calculator for Building Projects. These have been reviewed to take account of risk mitigation as the OBC has progressed and the extent to which costs estimates are at upper levels.

7.4 Capital costs

Capital costs are as estimated:

Monetary costs £000	Option 4+		
Size	1,650sqm		
Cost:	Building	Equipment	Total
Building works	4,942	1,045	5,987
Additional Cost for Low Energy/Low Carbon Facility, Nett Zero	1,053		1,053
Capital works	5,995	1,045	7,040
Site works & Drainage	845		845
Access Site works	1,300		1,300
Sub total	8,140	1,045	9,185

Play park		654	654
Sub total	8,140	1,699	9,839
Costs Including preliminaries 10%	8,954	1,869	10,823
Design development contingency 10%	895	187	1,082
	9,849	2,056	11,905
Professional fees at 11%	1,083	226	1,310
Total before VAT and OB	10,933	2,282	13,215
OB at 12%	1,312	274	1,586
Gym stations		100	100
Total	12,245	2,656	14,901

Source: WH Stephens and Council

Capital costs by 31 March year end which are subject to change pending Council approvals:

Capital expenditure £000	YE Mar 23	YE Mar 24	YE Mar 25	YE Mar 26	TOTAL
Building	612	5,510	5,510	612	12,245
Equipment			2,655		2,656
Total	612	5,510	8,165	612	14,901

Equipment costs comprise FFF, Bouldering wall, Spa equipment, Wet play equipment, 35 Station gym

Life cycle costs excluding inflation have been prepared as follows over 30 years. Costs for the first six years (post capital works) are as follows:

£000 Costs	Mar 26	Mar 26	Mar 27	Mar 28	Mar 29	Mar 30
Life Cycle costs	113	114	113	115	115	131

Life cycle costs includes cleaning and utilities.

Year	Cost categories					Total
	Renew and maintain			Operate		
	Fabric	Services	Decorations	Cleaning	Utilities	
1	2,801	14,314	0	18,189	77,730	113,034
2	3,437	15,232	0	18,189	77,730	114,588
3	2,801	14,314	0	18,189	77,730	113,034
4	3,437	15,782	337	18,189	77,730	115,475
5	4,073	14,865	0	18,189	77,730	114,857
6	3,437	15,232	16,039	18,189	77,730	130,627
7	2,801	14,314	0	18,189	77,730	113,034
8	3,437	15,782	337	18,189	77,730	115,475
9	2,801	14,314	0	18,189	77,730	113,034
10	85,161	17,434	1,036	18,189	77,730	199,550

7.5 Users, Revenue Income and costs

User numbers are projected as follows (Year 1 being from 1 April 2025 to 31 March 2026):

Projected Users	Baseline	Year 1	Year 2	Year3	Year 4	Year 5
Pools	15,609	16,545	17,481	18,417	19,353	20,291
Fitness/Health Suite - Gym Membership	230	239	248	257	266	276

Fitness/Health Suite - Gym Users	9,533	10,105	10,677	11,249	11,821	12,393
Fitness Health Suite - Classes	5,341	5,661	5,981	6,301	6,621	6,943
Halls/Room Hire	10,920	11,466	12,039	12,641	13,273	13,937
BMX/Pump Track	6,268	6,582	6,911	7,256	7,619	8,000
Running Track	12,133	12,740	13,377	14,045	14,748	15,485
Accessible Play Park	25,856	27,149	28,507	29,932	31,429	33,000
Boulder wall		5,702	6,002	6,318	6,650	7,000
Total	85,891	96,188	101,222	106,417	111,780	117,325

Income and costs are shown (as from April 2025¹¹):

Table 7.5: Projected income

Projected Income £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Pools	90,741	96,182	101,624	107,065	112,506
Fitness/Health Suite	102,759	108,925	115,091	121,256	127,422
Halls/Room Hire	22,248	23,360	24,529	25,755	27,043
Miscellaneous Income	1,959	2,057	2,160	2,267	2,381
Bouldering	5,702	6,002	6,318	6,650	7,000
Grants Income	6,500	6,500	6,500	6,500	6,500
	229,909	243,026	256,221	269,493	282,852

Source: Council

Table 7.6: Projected costs

Projected Cost £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 2029
Staff Costs	520,077	520,077	520,077	520,077	520,077
Utilities	80,537	80,537	80,537	80,537	80,537
Supplies & Programme Costs	42,477	42,477	42,477	42,477	42,477
Premises	11,743	11,743	11,743	11,743	11,743
Estates Support	23,907	23,907	23,907	23,907	23,907
	678,741	678,741	678,741	678,741	678,741
Evaluation cost	30,000		20,000		
Total	708,741	678,741	698,741	678,741	678,741

Source: Council

Staffing Plan

This staffing plan sets out the full complement of staff required to operate the Ballycastle Leisure Centre.

Table 7.7: Staffing

	FTE	Top of scale	Enhanced	Cost to Council
Leisure Operations Manager	0	£38,890.00	£0.00	£0.00
Duty Officer	3	£29,576.00	£97,600.80	£130,589.87
Senior Receptionist	0	£24,491.00	£0.00	£0.00
Lifeguards	6	£19,698.00	£130,006.80	£173,949.10
Fitness Instructor	2.5	£19,698.00	£54,169.50	£72,478.79
Business Support Assistant	2	£21,748.00	£47,845.60	£64,017.41
Maintenance Officer	0	£24,491.00	£0.00	£0.00
Schools Swimming Coach	0.5	£21,748.00	£11,961.40	£16,004.35
Cleaner	0	£18,933.00	£0.00	£0.00
Casual Fitness Coaches	0.5	£38,480.00	£21,164.00	£28,317.43

¹¹ Income around 25% CLC (constrained by rural population/limited latent demand), Costs around 50% CLC (facility less than half the size which correlates)

Casual Swimming Coaches	0.5	£38,480.00	£21,164.00	£28,317.43
On-call technical advisor for bouldering wall	0.2	£21,748.00	£4,784.56	£6,401.74
Total	15.2		Total	£520,076.12

Although the attraction will have 15.2 staff, there is opportunity created for further staff sourced from the local activity providers and also the activity will create secondary jobs with suppliers and also accommodation providers. Salaries details have been provided by CCAG. Actual salaries will be based on full market rates when recruiting.

A summary of income and costs are:

Projected Income and Cost £	Year 1 2025	Year 2 2026	Year 3 2027	Year 4 2028	Year 5 2029
Projected income	229,909	243,026	256,221	269,493	282,852
Projected Costs	-708,741	-678,741	-698,741	-678,741	-678,741
Deficit/Subvention	-478,832	-435,715	-442,520	-409,248	-395,889
Subvention as % of costs	68%	64%	63%	60%	58%

Source: Council

- Ballycastle Leisure Centre currently no inflation on income or expenditure and reliance on sensitivity analysis.
- Ballycastle Leisure Centre has also built in 45% annual savings in utilities to reflect benefits from net zero carbon capital uplift. The payback period is 17.15 years.
- The above excludes life cycle costs which will be paid centrally through Capital Programme.

7.6 Sensitivity Analysis

Sensitivity analysis has been applied to the revenue model for Option 4+ to evaluate the impact of income and expenditure being higher or lower than projected.

The sensitivity analysis indicates how changes in income and/or costs impact on the affordability of the project. For example, a 10% fall in income and a 10% rise in operating costs would increase the annual subvention by year 5 from £395k to £492k, an increase of circa 24%. Vice versa a 10% rise in income would reduce subvention to £367k in year 5. The analysis illustrates how sensitive the model is to changes in income and expenditure. For example, energy costs are currently very high and a 50% increase in energy costs would add 8% to the overall project costs, highlighting the importance of pursuing a more intensive carbon neutral strategy to help mitigate the risks of rising energy costs.

7.7 Summary Cash Flow

The table below details the Projected Cash flow:

Projected Cash flows £	2023	2024	2025	2026	2027	2028	2029	Total
Capital works								
Building	-612,000	-5,510,000	-5,510,000	-612,000				-12,244,000
Equipment			-2,655,000					-2,655,000
Total capital	-612,000	-5,510,000	-8,165,000	-612,000				-14,899,000
Projected income	87,480	78,732	229,909	243,026	256,221	269,493	282,852	1,164,861
Projected revenue costs	-214,203	-214,203	-708,741	-678,741	-698,741	-678,741	-678,741	-3,193,370
Funding requirement	-738,723	-5,645,471	-8,643,832	-1,047,715	-442,520	-409,248	-395,889	-16,927,509

It is anticipated that a LUF application may be made for at least 50% of the project capital costs and that Council will meet the capital deficit and annual revenue subvention required.

Affordability Context and Process

Affordability is a major constraint on the Council's overall Capital Programme which typically includes capital projects on a much-reduced scale to the proposed development of a new leisure centre. In order to deliver large capital projects, OBC's are developed at minimal risk to support external funding applications and therefore minimise the net cost to Council and overall levels of borrowings.

Since the four legacy councils merged under RPA in 2015, Council has had to deal with large levels of existing borrowings and disparities in access to facilities and services. Causeway Coast and Glens Borough Council ranks among the highest Council debt levels in Northern Ireland and has operated close to its agreed debt ceiling of £80m in recent years.

Over the past five years Council has prioritised investment in capital projects, however with an aging estate, a significant proportion of its Capital Financing Requirement (CFR) is allocated annually to essential capital repair works to address health and safety concerns on the existing estate and replacement of vehicles for waste management etc.

There are treasury guidelines set out in relation to the CFR (Prudential Code) and Minimum Revenue Provision (LGA 2003) which advocate a prudent and risk averse approach to overall financial control on capital expenditure and loan financing through the Public Works Loan Board which offers low-cost finance at 3.5% over 25 years.

The overall decision making around the Capital Programme is ultimately the decision of Council and its various sub-Committees. The financial position of the overall Capital Programme is currently under review with a four-year financial plan to be agreed by Council Members to ensure the longer-term sustainability of capital investment.

At an Officer level the Capital Projects Working Group (CPWG) provides a mechanism for peer review of all capital projects progressing through Council's four stage decision making process¹². It also acts as a conduit for affordability checks by Finance Team before reports and recommendations are progressed through SLT to the relevant Committees of Council.

Approvals Secured to Date:

A Strategic Outline Case was approved by Council in September 2021 along with the necessary resources to complete the OBC by March 2022.

A Leisure & Development Committee report was approved by Council on 4th May 2022 recommending the prioritisation of applications for Coleraine Leisure Centre and Ballycastle Leisure Centre for Round 2 of the Levelling Up Fund which closes on 6th July 2022.

At its meeting on 28th April, the CPWG agreed Coleraine Leisure Centre could progress to SLT and Leisure & Development Committee on 17th May 2022 for a decision by Council on 7th June 2022 based on the following affordability statement and assumptions:

Affordability Statement:

"At this early stage of project development and based upon the capital programme assumptions outlined below, Ballycastle Leisure Centre is forecast to be affordable on the following conditions:

- (1) a minimum of 50% capital funding is secured from external funders, including LUF Round 2;*
- (2) the lowest capital cost option is progressed to Stage 2 after funding outcome is known; and*

¹² Each point of progression to the next stage of the process requires a Council decision: 1. Outline Design / OBC; 2. Detailed Design / Procurement / FBC; 3. Construction; and 4. Benefit Realisation.

(3) the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).

Given the projects scale and associated financial risks, the approval of Stage 1: OBC will not constitute the normal approval to progress immediately to Stage 2: FBC (detailed design, Planning Application and Procurement of ICT/IST).

A decision to progress to Stage 2 and incur significant development/design costs in the process will be subject to securing external funding from LUF. The overall affordability of the projects (and cost of emerging preferred options) will therefore be re-assessed when the outcome of the funding application is confirmed in Autumn 2022 for a Council decision to progress to Stage 2.

As per the normal four stage process, the final investment decision to progress to Stage 3: Construction and appointment of contractor will be subject to final Council agreement and confirmation of capital affordability at that time”.

Capital Programme Assumptions:

1. Council Members may need to increase, or maintain, capital / interest repayments . This extra cost is recognised as a cost borne by the ratepayer through MRP;
2. Council Members may need to restrict other uncommitted projects with the exception of contractual or essential capital projects;
3. Council Members may need to extend the use of the capital assets they have, potentially running fleet vehicles longer;
4. Council Members will need to dispose of assets within a reasonable timeframe and allocate capital receipts to fund the agreed capital commitments;
5. Council Members may need to raise the Council agreed £80M loan limit (CFR), particularly if unexpected essential capital costs materialise or project costs exceed minimum estimates;
6. Council Members may need to be prepared to exceed the circa £6.5m loan repayment (MRP)
7. Council Members agree that their short to medium term goal is to maintain or increase debt, rather than reduce it.
8. The projected Leisure Centre costs will be charged at the lower end of the projections at £33.8M, rather than the higher end at £41.3M
9. At least 56% of grant funding is obtained.
10. That forecasted financial profiling, when costs are expected to materialise, is correct over the next 5 years.

7.8 Balance Sheet implications

The balance sheet implications relating to the Council will be included in its balance sheet.

7.9 Property Ownership

The site is owned by the Council.

8.0 MANAGEMENT CASE – Successful Delivery

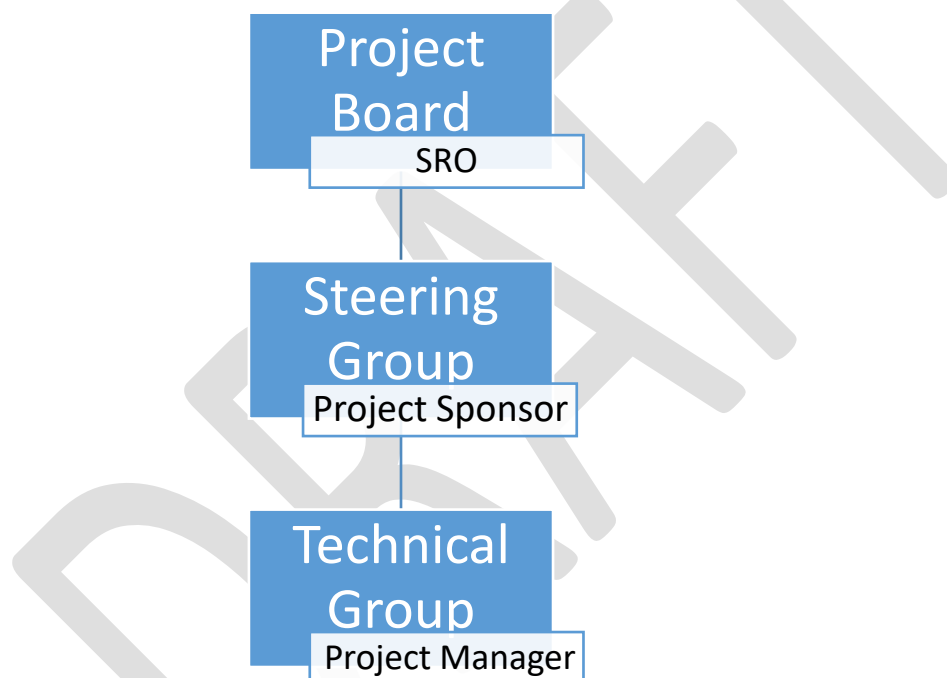
8.1 Project Management Plan

The purpose of this Management Case is to describe how the Ballycastle Leisure Centre project has been developed to date and the planned governance structure for implementation and long-term sustainable success. This section demonstrates the realism of the timescales and the phasing; that a robust governance structure is in place and will continue throughout implementation; that risks have been identified and can be managed; and that there are clear processes in place for communications and stakeholder management.

The Management Case also shows how the benefits set out in the Economic Case will be realised and includes measures to assess and evaluate these.

Project Governance and Management

The Council will be responsible for the procurement, co-ordination and implementation of the design and build of the project and will implement the following governance arrangements:



(i) Senior Responsible Owner (SRO)

Overall responsibility for successfully delivering the business objectives and benefits of any programme or project must be vested in responsible and visible individuals, the SRO. The SRO will be responsible for ensuring that the project meets its objectives and delivers the projected benefits.

(ii) Project Board (comprising Elected members)

A Project Board has been established to provide immediate support to the SRO and Project Sponsor in their respective roles of responsibility for ensuring that the project meets its objectives and delivers the projected benefits.

The Terms of Reference for the Project Board are included as Appendix 8.1.

(iii) Steering Group (comprising staff)

The Steering Group has a delegated responsibility and is directly responsible to the Project Board. It provides direction, guidance and decision making to support the successful delivery of the project for the Sponsor.

The Steering Group represents the three primary interest groups; the enterprise as a whole, those who are seeking the outcomes to be delivered by the project, and those who will deliver the project's outcomes. The Steering Group members are the project decision-makers and are responsible for the commitment of resources to the projects. There are core members of the Steering Group as well as members /roles which can be added as and when required which are invited to Project Team meetings to help in decision making processes.

The Project Sponsor is the interface between a client and the external bodies, such as consultants, contractors, and suppliers. The Project Sponsor is responsible for ongoing management on behalf of the SRO's to ensure that the project objectives are delivered; within agreed time, quality and cost constraints.

Member	Name	Department and Role
Investment Decision Maker (IDM)	Council Members	Leisure & Development Committee/Council
Senior Responsible Owner (SRO)	Richard Baker	Director of Leisure and Development
Project Sponsor	Wendy McCullough	Head of Sport & Wellbeing
Project Sponsor Support	John Beggs / Nick Harkness	SIB Project Manager
Project Manager	John Richardson (TBC)	Capital Delivery Team
ICT Project Manager	TBA	NEC Contract
Operations	Brian Tohill	General Manager, Sport & Wellbeing
Maintenance	Gareth Doyle	Head of Estates
Communications	Aine McCauley	PR Manager
Town Centre Management	Julienne Elliot	Head of Prosperity and Place

(iv) Project Delivery

- The Project Board and Steering Group meet by agreement to fulfil its objectives.
- The Project Board, Steering Group and Technical Group will meet monthly and/or if required ad-hoc meetings, as agreed.
- Documents for Project Assurance will be submitted to the Project Sponsor at least seven days in advance of the scheduled meeting to enable review and recommendation to the Board.
- Where practicable, the agenda together with reports and documents that relate to the Board will be forwarded to members in sufficient time to enable consideration prior to meetings.
- Accurate minutes will be kept of each meeting. These minutes will be submitted to the Board members for ratification at the next subsequent meeting.

8.2 Commerciality and Marketing Plans

The commercial case for the project in terms of income generation is set out with the In-house Transformation Plan (Shadow Bid) which includes detailed marketing activity to effectively compete in the market and reach income targets and a detailed mobilisation plan for the In-house Transformation Plan.

CCAG will have access to Specialist advisers as required for construction and design and through an ICT team.

Section 75 / Equality groups - Council will conduct equality screening during the planning stage.

8.3 Change Management Plan

Council will adopt PRINCE2 methodology for project management.

Changes can impact on a project's scope and requirements. Pre-contract, post sign-off of RIBA Stage 2, proposed changes to the project scope and/ or scale will be subject to evaluation, including of costs, and approval prior to inclusion in the final design and development of the Works Information.

Contracts entered into will include provisions for the management of change, with a control system to enable changes to be assessed, authorised and implemented. In this context, it is noted that the NEC Standard Building Contract provides a structured approach to change control, imposing high levels of management discipline on all parties. This includes 'early warning' procedures/notification of potential compensation events, and time limits.

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8.4 Benefits Realisation Plan

The strategy, framework and plan for dealing with the management and delivery of benefits is crucial to ensure that the anticipated benefits during the planning stage of the project continue to be met throughout. The Benefits Realisation Table associated with the Ballycastle Leisure Centre is noted below:
1= Quantitative, 2= Qualitative

Table 8.2: Benefits realisation table						
No.	Objective	✓	⊘	Target	Measurement by	Baseline
Leisure Objectives						
1	Provide fit for purpose indoor leisure facilities to replace those at the repurposed school building, Sheskburn House	x	x	By 2025 to complete the following DDA compliant facilities: 25 x 4 lane pool 190 sq m studio/community space 35 station gym Bouldering wall By 2030 to increase user satisfaction by 20% on baseline (Increase net promoter score from 39 to 47)	Facilities created. User satisfaction survey	Pre-construction user satisfaction survey (Satisfaction Survey conducted Feb 2020)
2	Accommodate the needs of local young people to learn to swim.	X		By 2025 to complete a pool suitable for use with young learners. By 2030 increase number of children on learn to swim classes annually across all Council pools by 10% on baseline (from 3,000 to 3,300)	Facilities created. Total annual number of children receiving learn to swim classes in Council pools.	Council records of learn to swim in year immediately pre-construction. Increase participation in School Swimming Programme from 1600 per week to 1760 per week. Increase participation in Council's Learn to Swim programme from 1400 per week to 1540 per week
3	To support healthy lifestyles with the provision of free to use outdoor facilities.	X		1 km outdoor lit running/walking track: 8,000 participations per annum by 2030 BMX/Pump Track: 8,000 participations per annum by 2030 Accessible Play Park: 33,000 participations per annum by 2030	Facilities created Footfall counters	No baseline in Ballycastle but targets based on experience at existing facilities. Counters to be installed at existing facilities.
4	Improved health and wellbeing of local population through increased involvement in physical activity,	x		By 2030: Leisure membership uptake for postcodes within 20 min drive increased by 20% (from 230 to 276) 30% increase in annual leisure class participations in Ballycastle (from 5,341 to 6,943) 20,291 wet facility participations per annum by Yr 5	Council records	Sheskburn House records: 230: Baseline from one-year pre-covid 5,341 per annum: Baseline from one-year pre-covid 15,609 per annum (based on 30% for Coleraine footfall 2019/2020) Baseline based on other pools

	sport and community engagement.			30% increase in annual gym visits (from 9533 to 12,393) 30% increase in annual community group studio bookings (from 10,920 to 13,933)		as a pro-rata by population size in 20 mins drive time of a Council pool 9,533 per annum no data on gym usage pre Covid, baseline is predicted annual use 2021/2022 :
5	Increased participation in physical activity by individuals from currently underrepresented groups	X		Increased participation in physical activity by 30% by individuals from currently underrepresented groups Users with a disability: (from 906 to 1,178) Women and girls: (from 2,981 to 3,875) Users from areas of high social need: (from 927 to 1,205)	Council records	Existing Council records from pre-COVID 12 months: Baseline data from Shadow bid/EBA was still going Disability use: 906 Women and girls: 2,981 Users from areas of high social need: 927
6	Increased participation in health improvement programmes	x		Number of participations by users on programmes specifically targeting health improvements. Increased by 30% from 277 to 360	Council records	Existing Council records 12 months per-COVID: 277 individual participation events on health-related programmes

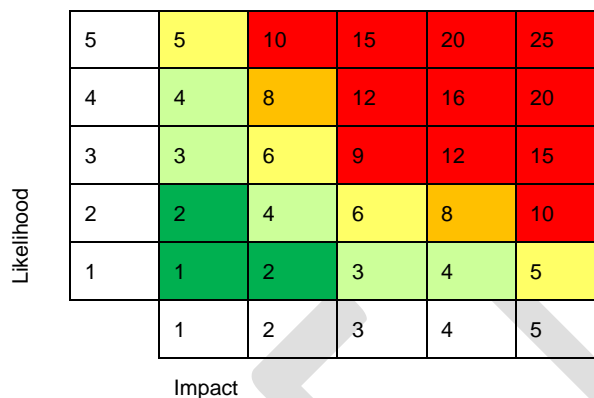
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8.5 Risk Management Plan

Contingency measures will include provision for Optimism Bias, resource planning etc.

The risk management arrangements adopted for the Ballycastle Leisure Centre has generally adopted a 'minimalist' approach to risk classification of risk, as illustrated in Figure 8.1.

Figure 8.1: Risk Averse Classification Matrix



The key risks captured for the project, including unmitigated and residual risks is listed in Table 8.3 below.

Table 8.3: Risks									
Risk Ref & Category	Risk Description	Unmitigated			Mitigated			Mitigation Measures	
		L.	I.	CI	L.	I.	CI		
Delivery Risks									
D.1 Delivery/ Financial	<i>There is a risk that: Capital costs exceed agreed budgets and/or approved levels of expenditure.</i>	4	4	16	2	3	6	Agreed Concepts and Works Programme and outline plan for OBC, with supporting independent costings. Appoint experienced advisors, including independent cost consultants.. Experienced Council Estates team responsible for building works Adequate Optimism Bias provision in OBC. Implementation of strong governance and assurance arrangements, including change control.	
D.2 Delivery/ Programme	<i>Works –Capital Cost Increase: Potential supply chain pressures resulting in claims from the contractor.</i>	4	4	16	2	3	6	Appointment of contractor following competitive tender process. Contract administration and certification of payments. Final Account: including finalisation of measured quantities and assessment of claims received. OB of 10% assumed in budget	

Table 8.3: Risks								
Risk Ref & Category	Risk Description	Unmitigated			Mitigated			Mitigation Measures
		L.	I.	CI	L.	I.	CI	
D.3 Delivery/ Programme	<i>There is a risk that:</i> Ballycastle Leisure Centre is not delivered in accordance with the planned programme	4	4	16	3	2	6	Funding to be secured post-OBC approval Include costed risk provision within the overall capital funding envelope for some programme slippage. Consider contract payments on basis of activity schedule to incentivise delivery of the works. Phased handover programme agreed with the Contractor
D.4 Delivery/ Programme	<i>There is a risk that:</i> COVID-19: Potential impact on usage due to social distancing requirements.	2	4	8	1	4	4	Development of concepts taking account of social distancing
D.5 Contract Management	<i>There is a risk that:</i> The contract does not provide appropriate allocation of risk, and is not effectively managed.	3	4	12	1	2	2	Adoption of industry best practice forms of contracts Reporting and monitoring of contract management performance through Project Board, and assurance framework.
Operational Risks								
Op.1 Operational/ Financial	<i>There is a risk that:</i> Failure to secure appropriate staff to operate Ballycastle Leisure Centre	2	4	8	2	3	6	Early identification of requirements and prioritisation of key roles completed
Op.2 Operational/ Financial	<i>There is a risk that:</i> Uptake/usage less than anticipated	4	4	16	2	4	8	Identification of user groups and implementation of Marketing and Engagement Strategy. Development of Widening Participation Strategy. Working with Sports groups, community, TNI etc
Op.3 Operational/ Financial	<i>There is a risk that:</i> Ballycastle Leisure Centre is not financially sustainable, due to revenue costs associated with the operation and maintenance.	4	4	16	2	4	8	Be flexible and responsive to changing requirements and priorities Ongoing review of operational costs
Op.4 Operational/ Benefits Realisation	<i>There is a risk that:</i> Social/wellbeing and economic benefits are not realised	3	3	9	2	3	6	Promotion to Domestic user groups Promotion to OoS visitors
Op.5 Operational/ Benefits Realisation	<i>There is a risk that:</i> Funding from government sources is not forthcoming	3	3	9	2	3	6	The project fits with Government strategy Funding applications to Levelling Up
Op.6 Operational/ Benefits Realisation	<i>There is a risk that:</i> Subvention from Council is not forthcoming	3	3	9	2	3	6	The project fits with Council strategy

8.6 Post-Project Evaluation Plan

8.6.1 Project Monitoring, Evaluation and Benefits Realisation

As noted above a £50K provision has been made in the project costs for monitoring and evaluation systems and dedicated staff officer time to ensure the objectives and benefits identified are recorded during the first five years of operation.

(i) Monitoring

The Council will commission an independent review of the performance monitoring of the project against its aims and objectives. This will result in an annual report from which Council will be in a position to understand the progress towards its objectives using a Red, Amber and Green (RAG) system. By using this monitoring process Council will have clear visibility of progress against objectives. We will be in a position to identify any risks of underperformance and undertake timely corrective actions to maximise the likelihood of achieving all objectives.

The Council will be responsible for a Project Implementation Review that will assess the efficiency and effectiveness of the project procurement and management arrangements. Any lessons learned will be shared with other funders and departments.

(ii) Evaluation

This annual monitoring information will be collated and provided to an independent body to conduct a Post Project Evaluation (PPE) at the end of the five years' benefits realisation period with a view to assessing the level of achievement of the SMART objectives, the value for money, the lessons to be learnt for future projects and the benefits realised from the investment.

Evaluation is a core part of the project. Council is keen to measure the impact of its activities and has established a baseline for participating levels and will monitor this against targets. The Council will collate the information and submit quarterly and annual reports to other funders on the progress against the targets.

9.0 Conclusion and Recommendations

9.1 Conclusion

All five business case elements are met, and the project has the potential to achieve the project objectives. As proposed, the developments are technically deliverable, and the preferred option has been developed through a robust and objective evaluation process.

A summarised overview of the various analyses undertaken on the shortlisted options is presented in Table 9.2 below:

	Option 1	Option 3	Option 3+	Option 4	Option 4+
Net present social value (NPSV) £000	- 114	1,060	1,241	1,011	250
NPSV ranking	5	2	1	3	4
Capital and Revenue costs (discounted 30 years) £000	3,710	19,768	20,404	21,453	22,562
GVA (discounted 30 years) £000	3,597	20,828	21,645	22,464	22,812
Benefit cost ratio (BCR) (discounted GVA/Costs)	0.97	1.05	1.06	1.05	1.01
BCR ranking	5	1	1	1	1
Non monetized benefit scores ¹³	130	700	800	820	920
NM ranking	5	4	2	2	1
Risk scores	n/a	M	M	M	M

On the BCR scores, given the immaterial differences, all Options 2, 3+, 4 and 4+ are considered to carry equal weight. Consideration is then given to the non-monetary scores, with Option 4+ scoring highest against all criteria. **On the basis of this assessment, Option 4+ is the Preferred Option: New reduced scale leisure centre (1,650 m²) at Quay Road with swimming pool (floating floor), gym, studio, changing, offices, café, wet play and spa area, changing places facility, climbing wall and outdoor pump track, walking track and a new accessible play park.**

Further analysis will be required at the FBC stage before a final approval is given to progress with the investment. Ultimately, the Council will need to determine whether the investment is affordable.

9.2 Recommendations

The site and schedule of accommodation option selected is Option 4+. However, it is a qualified recommendation on the basis of affordability. In line with the context and approvals received to date this OBC will proceed to Committee and full Council on the basis that it will not immediately progress to Stage 2: FBC (detailed design, Planning Application and Procurement of ICT) but be subject to:

- confirmation of a minimum of 50% capital funding is secured from the LUF Round 2;
- the lowest capital cost option is progressed; and
- the project is delivered separately and not in parallel with any other major capital projects over the short to medium term (2022-26).

The overall affordability of the project and preferred option will be re-assessed when the outcome of the funding application is confirmed in Autumn 2022. While not an ideal conclusion this recommendation aligns with current approvals and reflects prudent consideration of Council's current financial standing.

¹³ Highest score depicts highest benefit

Ballycastle Leisure Centre

BACKGROUND

BACKGROUND & THE NEED FOR A NEW LEISURE CENTRE IN BALLYCASTLE:

- Existing facilities in the old school building at Shelburn House are no longer fit for purpose
- No local, year-round access to a swimming pool
- Consultations in 2016/17 showed local support for new leisure facilities
- The Council will be a partner in the new Shared School Campus creating public access to synthetic pitches for hockey, football and Gaelic sports as well as a large sports hall.
- Need to develop a new carbon efficient and sustainable facility
- Changes in leisure habits/environment
- More gym & leisure lifestyle activities, less formal sport
- More changing at home, less dry changing required
- Growth of tourism and the loss of wet play in Portlough
- More sports hall space & flood lit synthetic pitches to become available at Shared School Campus
- Gym and studio classes driving increasing demand

BACKGROUND & THE NEED FOR A NEW LEISURE CENTRE IN BALLYCASTLE - HAVE YOUR SAY:

- Council is currently considering the mix of facilities (indoor and outdoor) & designs for a new leisure centre in Ballycastle
- After a detailed analysis of all available sites, Quay Road was identified as the most suitable
- As with all projects, budgets for build and running costs are challenging, all projects are a balance between affordability and meeting need
- Through this consultation, the Council wants to understand your views on needs and priorities
- The Council will keep the community informed as plans develop
- A low carbon footprint will be a key element of the project
- The facilities under consideration include:

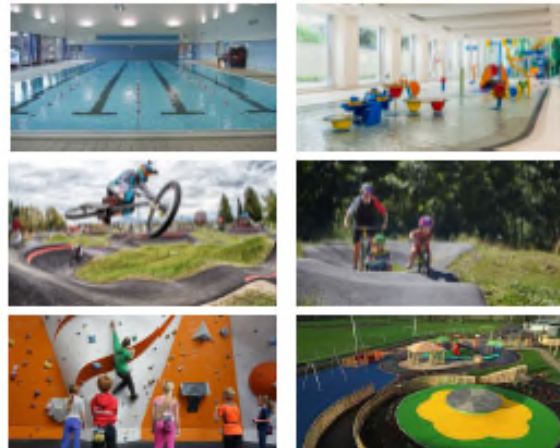
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|--|--|
| 1. 25m x 4 lane pool, with a moveable floor for learners | 7. Modest spa and wet play features |
| 2. Village style changing | 8. Small café |
| 3. Relocated and inclusive playground | 9. Large studio (with partition & kitchen) |
| 4. Perimeter fit walking/running trail | 10. Pump / BMX cycle track |
| 5. Gym for 25+ stations | 11. Indoor climbing wall |
| 6. Changing Places facility | |

* TO RECORD YOUR VIEWS, VISIT -

<https://www.causewaycoastandglens.gov.uk/council/council-consultations/new-ballycastle-leisure-centre>

Note: Hard copy Consultation forms are available from Council Offices and Leisure Centres.

DESIGN CONCEPT & PRECEDENTS



PLAN & SITE LAYOUT OF THE PROPOSED LEISURE CENTRE - OPTION 4+

