ARGYLL AND BUTE COUNCIL **POLICY & RESOURCES COMMITTEE**

COMMERCIAL SERVICES **20 AUGUST 2026**

RIVERSIDE SWIM AND HEALTH CENTRE AND FUTURE LEISURE PROVISION IN DUNOON AND COWAL – OPTIONS AND CRITERIA FOR ASSESSMENT

1.0 EXECUTIVE SUMMARY

1.1. The purpose of this report is to seek approval to the options being considered for future leisure provision in Dunoon and the manner in which a recommended option will be identified. i.e. the criteria against which these will be assessed, and how the economic and financial impact of any option will be measured. The report also seeks approval to the list of potential sites for any new development and the criteria against which these sites will be considered.

1.2. As reported to the Committee in May 2026, the need for this project, arises from a detailed assessment of condition of the Riverside Swim and Health Centre, the identification of significant structural issues, and the limited capital works undertaken in late 2025. These limited works are expected to have extended the operational life of the Centre for a further three years, however, there remains an increased risk of closure as the building age increases, particularly beyond 2028/29.

1.3. Recognising that development of any leisure facilities represents a substantial investment and commitment by the Council, officers are currently preparing a Strategic Outline Case which provides for the development and appraisal, against agreed criteria, of options for what, and how, facilities might be provided to meet the needs and objectives set for the project.

1.4. The project team will continue to work during the summer and autumn to develop the Strategic Outline Case which will conclude with a report to Council in November 2026 identifying the recommended physical option to be developed, a recommended site and proposed operating model, the indicative overall cost, and budget required for development of proposals.

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2.0 INTRODUCTION

2.1. As reported to the Committee in May 2026, the need for this project, arises from a detailed assessment of condition of the Riverside Swim and Health Centre, the identification of significant structural issues, and the limited capital works undertaken in late 2025. These limited works are expected to have extended the operational life of the Centre for a further three years, however, there remains an increased risk of closure as the building age increases, particularly beyond 2028/29.

2.2. Recognising that development of any leisure facilities represents a substantial investment and commitment by the Council, officers are currently preparing a Strategic Outline Case which provides for the development and appraisal, against agreed criteria, of options for what, and how, facilities might be provided to meet the needs and objectives set for the project.

2.3. This report provides a description of the approach to developing the options that are being considered in the Strategic Outline Case, and the manner in which a recommended option will be identified i.e. the criteria against which these will be assessed, and how the economic and financial impact of any option will be measured. The report also provides the long list of sites that are being considered for any new development and the criteria against which these sites will be considered.

2.4. The purpose of this report is to seek approval to these options and possible sites and to the approach to assessment.

3.0 RECOMMENDATIONS

Members are asked to:-

3.1. Endorse the approach used to develop the long list of options for the type of facilities and how these may be provided described at paras 4.3 to 4.9.

3.2. Agree the long list of options in Table 2 to be considered in the Strategic Outline Case.

3.3. Agree the approach to assessing options using qualitative criteria, alongside an assessment of the economic and financial impacts described at paras 4.11 to 4.20.

3.4. Agree the qualitative criteria against in Table 3 which the long list of options will be assessed and the long list of sites at para 4.22 to be considered for any development option and the criteria in Table 4 against which these will be considered in identifying a recommended site.

3.5. Note, that the officers will present initial proposals for any interim provision of facilities to Council in November.

4.0 DETAIL

Project outputs and outcomes

4.1. The intended outputs of this proposed project are:

- The development and delivery of proposals that provide access to high quality and appropriate leisure facilities for the communities of Dunoon and the surrounding area;
- Continuity of access to services and facilities as far as is possible; and
- A plan for the managed closure of the Riverside Swim and Health Centre and for the future use of this site, in the event it becomes surplus, and other sites as may be included in the development of options.

4.2. The desired outcomes of this proposed project are:

- The improved and continued access to leisure, wellness and cultural facilities or the communities of Dunoon and Cowal;
- The improved health and wellbeing through physical activity and social connection, contributing to the prevention of health conditions and related hospital referrals and admissions;
- Alleviation of demand on other services provided by the Council, its partners (NHS, HSCP) and others;

- A more financially sustainable future for leisure, wellness and cultural facilities in Dunoon and Cowal;
- A financially sustainable and affordable plan, including more predictable future budget requirements, for the Council in providing services;
- Contribution to the place ambitions and improved place attractiveness for Dunoon and Cowal; and
- A reduced carbon footprint of the Council

Approach

4.3. In making recommendations for what may a substantial investment by the Council, it is important that all reasonable options are included and that these are considered in a robust manner. Officers have adopted an approach, consistent with HM Treasury's Green Book and business case guidance, which follows a number of stages and is described over the following pages:

- Potential options are proposed and considered using the HMT Business Case guidance and Options Framework approach to consider "what', 'where', 'how', 'who', 'when' and 'funding'
- From this a long list of options is formulated
- Qualitative criteria are used to assess the long list alongside the counterfactual (do minimum) option and form a short list for more detailed quantitative assessment
- An economic and financial assessment of short list is undertaken
- The outcomes of the qualitative, economic and financial assessments are considered together to identify the recommended option

The options framework

4.4. In ensuring that all reasonable options are included, potential options are proposed within a framework that considers:

- Scope - what could be delivered to achieve the outcomes
- Service solution - how can the project be achieved
- Service delivery - who is best placed to deliver the scope and solution
- Service implementation - when should the project be delivered or implemented
- Funding - how should the project be funded

4.5. Officers from across the Council, live Argyll and HSCP were engaged in identifying options against each of these aspects. The options and the assessment of whether each is taken forward for inclusion on the long list of options or discounted at this stage is shown in table 1. overleaf.

4.6. In determining the Scope (what could be delivered to achieve the outcomes), the NHS and HSCP have indicated a desire to consider whether and how public and community health services might reasonably be co-located with sports and leisure facilities either within a building or on the same site, should such an option be taken forward. Such service may include those within: Community and Primary Care Services; Integrated Health and Care Services; and Preventative and Wellbeing Services. Any decision to co-develop facilities or co-locate services will be subject to NHS and HSCP governance processes. The project team will continue to work closely with NHS and HSCP as options are appraised and further developed.

4.7. In determining whether to take forward any options for Service delivery (who is best placed to deliver the scope and solution) that are community led e.g. akin to the MACPool model in Lochgilphead, the Council has engaged with the Dunoon Community Development Trust (the "DCDT") prior to conclusion of this long list. The Project Manager met with representatives of the Dunoon Community Development Trust in June and July 2026 to discuss the proposed options framework, the emerging long list and the proposed criteria and assessment framework, in addition to the long list of sites and site selection criteria. Both of which criteria, seek to reflect priorities of the proposed Dunoon and Kirn Local Place Plan.

4.8. With regards to the option for a community operated pool, the DCDT has indicated that at this time, and for intended programme for delivery of this project, that it does not have the capacity or capability to take such a role and as such this option for Service delivery has been discounted as indicated in table 1 overleaf.

4.9. Among its recommended actions, the proposed Dunoon and Kirn Local Place Plan, identifies joint working between the Councill and other public sector bodies, health providers, Planet Youth, education providers including primary schools, Dunoon Grammar School, University of the Highlands and Islands, The Cowal Gathering, live Argyll, Dunoon Boxing Club, Dunoon Youth Football League and other community-based sports in developing a masterplan and investment strategy. This is reflected in the Service delivery options.

Table 1: The options framework

Potential option	Taken forward or discounted	Reason for taking forward, including any limitations, of for discounting
Scope - what could be delivered to achieve the outcomes		
Swimming / pool facilities		
Community style pool only (20m x 4 lanes)	Taken forward	As the smallest pool one would provide
Entry level main pool (25m x 4 lanes)	*Discounted*	*As not offering a sufficiently distinct option for the purposes of appraisal - option of 4 or 6 lanes will be considered at design stage*
Standard main pool (25m x 6 lanes)	Taken forward	As the typical public pool offer
Competition pool (50m x 8 lanes)	*Discounted*	*Due to high cost, and insufficient demand within reasonable catchment*
Teaching (or studio) pool (7m x 13m)	Taken forward	For options with a Standard main pool only
Other facilities		
Movable pool floor	Taken forward	To be included for the teaching pool where included, and in the main pool where a teaching pool is not included. The final option will be considered in design
Wheelchair accessibility for pool	Taken forward	To be included for all pools included in any option - options for type will be considered in design
Flume	*Discounted*	*Due to high cost of maintenance and low usage/demand*

Potential option	Taken forward or discounted	Reason for taking forward, including any limitations, of for discounting
Gym, to accommodate current provision at Riverside, Queens Hall and latent demand	Taken forward	For options with Standard main pool only and presumes gym relocated from Queens Hall
Fitness studio, to accommodate current provision at Queens Hall and latent demand)	Taken forward	For greater pool and fitness / leisure options only
Sports halls (racquet/ court sports)	*Discounted*	*Due to current appropriate provision at Queens Hall*
Health suite (sauna and steam room)	Taken forward	For options with Standard main pool only
Soft play	Taken forward	For all options which include fitness / leisure provision
Café / refreshments	Taken forward	For all options, presumed to be sized appropriately to the facilities provided
Health services		
Related public health and wellness services (operated by NHS / HSCP)	Taken forward	For greater pool and fitness / leisure options only
Complementary 3rd party wellness services	Taken forward	For greater pool and fitness / leisure options with additional health provision only
Other		
Events	Taken forward	For site specific site option where existing facilities exist e.g. Dunoon Stadium

Potential option	Taken forward or discounted	Reason for taking forward, including any limitations, of for discounting
Service solution - how can the project be achieved		
Without new development – by providing access to existing alternative facilities in the wider area, through arranged travel, booked sessions or memberships	Taken forward	As alternative to capital funded provision
Renovation of Riverside	*Discounted*	*Due to inability to effectively remedy structural failures of Riverside to provide confidence in long term operation*
Redevelopment of Riverside	Taken forward	Considered further as part of site assessment
New development elsewhere (and redevelopment / disposal of Riverside site)	Taken forward	Considered further as part of site assessment
Service delivery - who is best placed to deliver the scope and solution		
A&BC designs, builds, finances, maintains and operates	*Discounted*	*Due to lack of A&BC operational function*
A&BC designs, builds, finances, maintains, live Argyll operates	Taken forward	Default existing model
A&BC designs, builds, finances (capital), Community maintains and operates	*Discounted*	*Following preliminary discussion with Dunoon CDT noting capacity/capability in near/medium term*
Community designs, builds, finances, maintains and operates	*Discounted*	*Following preliminary discussion with Dunoon CDT noting capacity/capability in near/medium term*

Potential option	Taken forward or discounted	Reason for taking forward, including any limitations, of for discounting
A&BC designs, builds, finances, maintains, live Argyll operates under joint steering / governance structure with appropriate partners able to engage community and access other opportunities	Taken forward	For options which include fitness and leisure provision, recognising the significant health and wellbeing challenges and the need / opportunity to support conventional operation model with additional direction and community engagement / outreach
Private sector partner designs, builds, finances, maintains and operates	*Discounted*	*Due to inherent subsidy requirement in all pool options where capital requires to be funded, and uncompetitive cost of private finance vs A&BC borrowing without external subsidy*
Note. For all options, and existing operations, it is presumed that live Argyll and HSCP (and other agencies or bodies as appropriate) work in partnership to identify and undertake programmes and activities that support preventative health care across Argyll & Bute		
Service implementation - when should the project be delivered or implemented *As facilities are required as soon as reasonably practicable, acknowledging the risk of closure of the existing pool and facilities, there are not specific options to be considered. The site assessment will include consideration of timeframe for development of any facility*		
Funding - how should the project be funded *The extent of funding required to deliver and operate any facilities will be assessed through financial appraisal of the short list of options - this will include assessment of both operational costs and income and capital costs, and identification of the borrowing required, and the extent to which this can be supported by operational revenue surpluses.*		

Developing the long list of options and the counterfactual

4.10. From this framework, the proposed long list of options to be considered further in the appraisal is set out in table 2 below. These options include the counterfactual which, in this case, represents a do-nothing option, which is included to understand the costs of this option, and what the value of what is lost.

Table 2: The options long list

Option	What	Who
Counterfactual (do nothing)	The existing Riverside pool closes without replacement or alternative provision, gym facilities remain at Queens Hall	A&BC continues to maintain Queens Hall, live Argyll continues to operate Queens Hall
Do minimum - no direct new provision	Access provided, through subsidised or group travel, block booked sessions or subsidised memberships etc, to existing alternative facilities operated by others, for lessons and agreed clubs only	A&BC provides access to facilities operated by others
Minimum pool provision	Community style pool (20m x 4 lanes)	A&BC designs, builds, finances, maintains, live Argyll operates
Standard pool provision	Standard main pool (25m x 6 lanes) with movable	
Standard and teaching pool	Standard main pool (25m x 6 lanes), teaching pool with movable floor, gym remains at Queens Hallw	
Standard pool and fitness / leisure	Standard main pool (25m x 6 lanes) with movable floor, gym, health suite, soft play - gym relocated from Queens Hall	
Standard pool, teaching pool and fitness / leisure	Standard main pool (25m x 6 lanes), teaching pool with movable floor, gym, health suite, soft play - gym relocated from Queens Hall	
Standard pool, teaching pool and fitness / leisure, and public health / wellbeing	Standard main pool (25m x 6 lanes), teaching pool with movable floor, gym, health suite, soft play, public health and wellbeing - gym relocated from Queens Hall	As above but NHS or HSCP operates health

Developing the qualitative criteria

4.11. The proposed qualitative criteria (critical success factors), against which the long list of options are initially assessed, are drawn from project's intended and outputs and desired outcomes. These have been grouped into three main themes: health and wellbeing; financial; and place. The proposed criteria are show in table 3 below. Note. These criteria are not given in order of priority.

Table 3: Qualitative Criteria

Criteria	What is being assessed
Health and wellbeing	
Providing range of facilities to promote and support active and healthy lifestyles, community wellbeing and social connection	Quality and diversity of leisure and fitness offer
Providing opportunities to address health inequality through reaching and engaging across groups with protected characteristics, such as age, and considering reach within lower SIMD groups, ensuring equity of access, providing targeted and responsive operations, and collaborative working	Opportunity created by facilities for collaborative service development and provision
Providing access to water-based fitness activities and classes	Quality of access to suitable facilities across the catchment for residents and groups
Providing opportunity to develop water safety skills and confidence for coastal communities	Quality of access to suitable facilities across the catchment for those children and adults learning to swim
Financial	
Providing best affordability to users of leisure and fitness facilities	Likelihood of affordability compared to current situation; qualitative assessment only as detailed operational model not developed at this stage
Providing opportunity for public and third sector collaboration and/or co-location to increase overall efficiency and effectiveness of service delivery	Opportunity created by facilities only as detailed operational model not developed at this stage

Criteria	What is being assessed
Place	
Increasing place attractiveness	Quality of offer
Rationalising derelict / vacant / underutilised sites	Opportunity to consolidate and house range of services including partners
Alignment with Local Place Plan objectives	Fit with themes and recommendations in Dunoon and Kirn LPP

4.12. The joint officer team from the Council, live Argyll and HSCP, will consider the long list of options against each criteria. The highest scoring options, alongside the do-nothing option, will then be the subject of the economic and financial assessment.

4.13. Other potential qualitative criteria were discounted as being more able to be considered through either the economic or financial assessment, these include:

- Providing positive health and wellbeing impact – this can be better assessed quantitatively in the economic assessment, through using recognised metrics for social value.
- Achieving affordability in delivery and operation (including cost of capital and operating costs) for leisure and fitness facilities – this can be better assessed quantitatively in the financial assessment

4.14. Additional criteria had been considered relating to climate change and the opportunity to reduce and/or minimise the Council's carbon footprint in development and operation. However, it is considered that this is more suited to quantitative appraisal and will require carbon assessments which are not being developed or made at this stage. This will form a part of the design brief for the recommended option.

4.15. In developing any option, it is important that the impact of public sector activity or investment on the private sector is considered i.e. that any proposals, for example for cafés or any specific fitness provision, should not unduly compete with, displace or deter private sector provision. This impact is considered as a part of the Site Selection Criteria at Table 4 in respect of the location of any facilities and will be tested further as the recommended option is developed.

Economic Assessment

4.16. The economic assessment provides a measure of the value for money of a project, in its broadest economic terms, i.e. whether a project is "worth" doing, rather than what a project costs to do or whether one can afford it.

4.17. In line with guidance for capital building projects, this will provide an assessment over a 60-year period of the Net Present Social Value of an option. The assessment includes both benefits and costs:

- Benefits
    - Health benefits (physical & mental health)
    - Other social value (individual wellbeing / improved life satisfaction)
    - Gross Value Added from Construction benefits - one-off benefit arising from impact of spend during the construction phase of the project
    - Gross Value Added from Operational benefits - annual benefit arising from impact of spend during the operational phase of the project, recurring each year the developments are operational
- Costs
    - Capital costs - construction and life cycle
    - Operating costs – staffing
    - Operating costs - utilities, insurances
    - Operating costs - repairs & maintenance, life cycle

4.18. The output from this is a measure of the net present social value, representing the net benefits after costs, over the 60-year period, in current day values, along with a measure of the ratio of benefits over costs.

4.19. The assessment of the heath and social value benefits will follow recognised guidance developed for Sport England[1] and guidance from HM Treasury[2].

[1] *Social Value Calculator, Guidance document for public leisure centres, Version 1.0 May 2025* developed by State of Life, Sheffield Hallam University and Manchester Metropolitan University for Sport England

[2] Discounting: Green Book supplementary guidance, HM Treasury Febraury 2026

Financial Assessment

4.20. The financial assessment provides an initial assessment of what the project will cost to do. This assessment will be made over a period consistent with Council borrowing terms, and includes:

- Expenditure
    - Capital - Cost of development (design, planning, site preparation, construction), demolition and clearance of Riverside site#
    - Revenue - Operating costs of staffing, utilities, ongoing costs of repairs & maintenance, life cycle
    - Inflation
    - Irrecoverable VAT where appropriate
- Income
    - Capital – value of disposal of Riverside site and/or other sites released by development, any grants where available
    - Revenue – from admissions, memberships, hire etc., partners and tenants

4.21. The output from this is a long term cashflow for each option identifying the net borrowing requirement (after construction, lifecycle, maintenance, operating costs and incomes) and an annualised cost of net borrowing requirement representing a measure of the annual cost of the Council.

Identifying the recommended option

4.22. In identifying the recommended option, the outcomes of the qualitative, economic and financial assessments are to be considered alongside one another and the outcome of each will form a key part of the Strategic Outline Case to be reported to Council in November.

Identifying the recommended site for any development

4.23. In identifying the recommended site for any development option, the long list currently under consideration comprise land at:

- Riverside Pool (the existing site)
- Land at Dunoon Stadium
- Land at Black Park Football Ground

- Land at Dixon Avenue
- Dunoon Stadium + Black Park Football Ground + Dixon Avenue
- Glenmorag Car Park
- Hamilton Street Depot
- Castle Gardens
- Dolphin Hall (incl Annexe)
- Land at Sandbank

4.24. The suitability of these sites will be considered using qualitative criteria to identify a recommended site or sites.

Table 4: Site Selection Criteria

Criteria	What is being assessed
Ability to accommodate recommended development	
Site meets minimum size required to accommodate buildings and external areas including appropriate parking - minimum size determined from recommended option	Size required will be determined once appraisal has identified the recommended option
Contribution to place	
Compatibility with LDP 2 land use allocations and/or protections	Compatibility or conflict with approved LDP 2
Alignment with Local Place Plan spatial priorities	Alignment with themes (Enterprise & Inclusion, Pedestrian Pound, Community Wellbeing, Active Travel)
Impact upon, or contribution to, vitality and viability of town centre - attracting to, or displacing footfall from, other retail/commercial activity	Proximity to, and manner in which the site, directs footfall to, or inhibits access to, the town centre ("Town Centre and Edge of Town Centre" on LDP 2 plan)
Contribution to place attractiveness for visitors to Dunoon generally - providing attractor / destination and potential to increase footfall	Prominence of site and visibility at arrival gateways and key frontages ("Dunoon - Town Centre/Waterfront/West Bay" on LDP 2 plan)
Operational constraints (ability to operate extended hours, compatibility	Extent of constraint on operation without undue impact on neighbours

Criteria	What is being assessed
with neighbouring users and uses, access)	
Accessibility and transport	
Pedestrian/cycling access	Proximity to existing or planned routes
Proximity to Bus Access	Proximity to existing services and routes
Proximity to A Roads	Proximity and ease of access (without significant works) to A road – note, ability to accommodate appropriate car parking determined at site size criteria
Environmental	
Potential for ecology / biodiversity net gain (in view of both impacts on existing value and of opportunity to improve)	Potential for gain or of negative impact, opportunity to achieve gain without significant loss
Deliverability	
Availability - within Council ownership / control or can be secured without significant capital cost	Extent of constraints arising from existing ownership and/or occupation, whether being wholly within Council control and without tenants or with leases expiring soon, or being not within Council ownership or occupied by tenants on long leases, or by tenants unable to relocated elsewhere
Readiness (and timescale) for development - already vacant or existing uses require to be relocated, significant derelict premises to be demolished	Extent of pre-construction activity including enabling demolition or ground works or relocation/alternative provision.

4.25. A phase 1 desk study will be carried out for the highest scoring site(s) which will provide an assessment of other constraints and risk arising from historic uses, ground conditions etc. and will be used to inform the RIBA stage 1 brief.

5.0 CONCLUSION

5.1. In making recommendations for what may a substantial investment by the Council, it is important that all reasonable options are included and are considered in a robust manner.

5.2. Whilst in the individual qualitative criteria and in the bringing together of the qualitative, economic and financial assessment, there are subjective judgments to be made, the options and the framework for assessment proposed, represent a robust and transparent approach to identifying and assessing options for future leisure provision in Dunoon and Cowal, providing the Councill and Members with appropriate information of the implications of a significant decision, and of a potentially substantial investment.

5.3. Members are invited to note, and provide comment on, the proposed options and framework, and asked to approve the recommendations to allow the business case to be developed, the options to be assessed and a recommended option to be identified.

6.0 IMPLICATIONS

6.1. **Policy:** The project has the potential to contribute to the Argyll and Bute Local Outcomes Improvement Plan 2024-34. Particularly to Outcome 3: Community Wellbeing and specifically by:

- Furthering equality of access to services, facilities and community assets and
- Working with partners to maximise sustainability of community facilities and services

6.2. The project has the potential to contribute to Corporate Plan 2023-2027 priorities, specifically:

- Housing, Economic Growth and Population - exploring scope for greater commercialisation of Council assets and otherwise attract external investment for the Council and communities
- Sustainable service delivery - Provide the best services we can with
- the money available.
- Environment – reducing our caron emissions to achieve net zero emissions by 2045

6.3. The project aligns with the core values of the Corporate Asset Management Strategy and Plan in ensuring assets are: fit for purpose, used efficiently,

maintained on a sustainable basis, and matched in investment terms to service needs.

6.4. **Financial**: The financial assessment will, in due course, identify the budget required for the recommended option, and the resulting net borrowing requirement. The financial assessment will include consideration of any VAT implications arising from any relationships in the provision and operation of facilities between the Council and its partners: live Argyll, HSCP and NHS as appropriate.

6.5. **Legal**: None at this stage.

6.6. **HR**: None at this stage. Development of the next stages of this project will be led by existing resources within Commercial Services. Any potential future impacts upon operational staff will be able to be identified as options are developed and appraised.

6.7. **Customer Service**: None at this stage beyond the loss of service should the existing facilities require to close before new or alternative facilities are available, which will result in a gap in provision.

6.8. **Risk**: A risk assessment and register is maintained through the project.

6.9. **Climate Change**: The project has the potential to result in premises and buildings with a lower carbon footprint through either developing more energy efficient premises or increasing use of low carbon renewable energy sources. The development of detailed proposals will include for carbon assessment.

6.10. **Fairer Scotland Duty**: An equalities impact assessment will be carried out as proposals develop and as part of the development of the Business Cases

6.11. **Equalities**: An equalities impact assessment will be carried out as proposals develop and as part of the development of the Business Cases

6.12. **Consumer Duty**: None at this stage. It is proposed to undertake stakeholder engagement throughout the development of the business case and the proposals.

6.13. **Island Communities**: Not applicable.

6.14. **Children's Rights and Wellbeing**: A children's rights and wellbeing impact assessment will be undertaken as proposals develop and as part of the development of the Business Cases

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