



**Executive**  
17th February 2014

**Report from the Strategic Director  
Regeneration and Growth and the  
Strategic Director of Environment &  
Neighbourhoods**

For Action

Ward affected:  
Stonebridge

**Proposed Redevelopment of Bridge Park Community  
Leisure Centre**

**1.0 Summary**

- 1.1 This report provides information regarding progress on the redevelopment of the Unisys and Bridge Park Community Leisure Centre (BPCLC) sites. It provides detail on the outcome of the public consultation undertaken at the request of the Executive to gain the public's preference on a number of facility options for the provision of a replacement leisure centre.
- 1.2 The report details four different leisure centre facility design options along with a 'retain the existing BPCLC' option and sets out the capital and revenue implications of each. A vision and objectives is proposed for the new centre.
- 1.3 The report also provides an update to Members on the current position on anticipated land receipt and Community Infrastructure Levy ("CIL") contributions. The June Executive report indicated that any of the four facility options could be funded from the land receipt and varying proportions of CIL. This paper looks in more detail at the risks associated with a 'subject to planning' deal and sets out the most likely land receipt and associated CIL payment, and details which leisure centre options are likely to be affordable.
- 1.4 Taking note of the consultation results (section 3), financial implications (section 4), diversity issues (section 6) and officer's preference the Executive is asked to agree the preferred leisure centre option, so that a professional team can be engaged to take the project forward.

**2.0 Recommendations**

That the Executive agree:

- 2.1 Agree the vision and objectives of the new leisure centre

- 2.2 Approve the preferred leisure centre option as (Option 3), as set out at paragraph 3.18 below.
- 2.3 Note the large majority of respondents, approximately 95%, selected as their first choice one or more of the four Options that involved change at Bridge Park, while approximately 5% of respondents selected as their first choice the option for leaving Bridge Park as it is and that at the appropriate time GMH will lead on further planning related public consultation.
- 2.4 Note the proposed appointment of project consultants.
- 2.5 Note the land value and CIL receipt risks and the implications on the affordability of the different leisure centre facility options. Should the sale of land not elicit the necessary capital receipt and advanced CIL, officers will return to Members to agree an alternate way forward.
- 2.7 Note that a further report will be submitted to the Executive prior to the tender for a Design and Build Contractor.

### 3.0 Detail

- 3.1 Bridge Park Community Leisure Centre (BPCLC) is a former bus depot that was converted into a Leisure Centre in the 1980's using GLA funding. It has been managed by the Council for at least the last 12 years and offers business units, dryside sports, function hall, conferencing and meeting rooms. The Bridge Park site had a covenant on it that sports and community uses should be protected and around half of any value of any development would have to be paid to the LB Bromley (as successor body to the GLC). However officers have successfully removed this covenant.

#### Current usage at BPCLC

- 3.2 The number of visits to BPCLC has varied over the last three years, often influenced significantly by the closure and opening of other gyms in the near vicinity. The table below shows the number of visits to BPCLC over the last three years to the sports facilities and to the meeting / function rooms.

Year	Sports Visits (inc health suite)	Meeting / function visits	Total visits
2012/13	79,188	52,521	131,709
2011/12	80,969	55,951	136,920
2010/11	76,794	48,416	125,210

\*Source: Brent Sports and Parks

- 3.3 The four meeting rooms, conference room and function hall usage has fluctuated and has been affected by the recession with regular church groups moving to cheaper venues. In addition the provision of the training centre and now the Brent Civic Centre has resulted in a drop in Council departments using BPCLC. Across all meeting/function/conference rooms utilisation is only 9.77% with the rooms being vacant 90% of the time. The community suite and conference room has the greatest percentage of hours used, but are only used for 15% of their total available hours.

3.4 There are 42 business units at BPCLC of which 6 are used by Council departments, 11 are currently vacant and the remaining 25 are let to 17 different individuals or organisations which range from a company that clears junk, a solicitor, a nursery, an upholsterers, a church group, a caterer and organisations using their units for storage.

#### Strategic Need

3.5 Brent has one of the most inactive adult populations in London and England. Sport England's Active People survey 7 results show:

- Although reducing, 52.8% of Brent's adult population undertake no sport or moderate intensity physical activity.
- 30.5% undertake such activity at least once a week
- 18.8% of Brent's adult population participate in such activity at least three times per week.

3.6 The estimated direct cost of physical inactivity to the NHS across the UK is £1.06 billion. This is based upon five conditions specifically linked to inactivity, namely coronary heart disease, stroke, diabetes, colorectal cancer and breast cancer.(DoH: Start Active, stay active)

3.7 Brent's Planning for Sport and Active Recreation Facilities Strategy 2008 – 2021 identified that Brent has only three sports centres: Willesden, Vale Farm and Bridge Park. There is also only a small supply of private facilities. As BPCLC is an aging facility with increasing repairs and maintenance costs its re-provision should be considered as an opportunity arises. Such re-provision should be at or near the current location as it has good public access, is in an area of high deprivation, poor health, low income and has a large young population which all enhances the need for affordable play and play facilities.

3.8 The facilities strategy identified a Borough wide need for 827 additional health and fitness stations by 2016. Several new health and fitness facilities have recently opened however very few are within 1 mile of BPCLC.

3.9 There are seven sports halls within three miles of the BPCLC but three of these are on school sites and have limited public access. The nearest public facilities are at Vale Farm and Willesden Sports Centres. There are no sports hall facilities within a mile of the centre. The strategy identified that there was a need for a further 4 to 6 court sports hall across the Borough and this together with the existing provision data supports that there should be demand to retain a sports hall within the new centre.

3.10 The strategy identified that the Borough needed to provide two additional 25m six lane swimming pools to serve the North and centre of the Borough to meet the areas of greatest demand and greatest travel distance to existing swimming pool provision.

3.11 Opportunities to meet some of this swimming demand are progressing external to Brent Council. Westminster Council have submitted a planning application to redevelop their leisure facility at Moberly which if approved will significantly increase the leisure offer including the provision of a main and

teaching pool. Whilst owned and managed by Westminster, Moberly is located within Brent in the Queens Park ward and is approximately 3 miles from BPCLC.

- 3.12 Planning permission has also been granted for the redevelopment of Dexion House in central Wembley to provide student accommodation and a health and fitness facility, dance studio plus a 6 lane 25 metre swimming pool. This has an associated section 106 agreement which requires public access to the pool at times and prices comparable to other Council owned facilities and acceptance of the Council's Leisure Discount Card. The planning permission requires the developer to commence building out the facility by 13<sup>th</sup> June 2014 although an extension may be requested. Dexion House has not progressed because of the difficult market conditions and there is no certainty over the delivery of any publicly accessible swimming pool on this Wembley site at this stage.
- 3.13 The facilities strategy does not specifically cover 5-a-side football pitches. There are two 5-a-side facilities; Goals and Power League, within two miles of BPCLC as well as seven synthetic turf pitches (but not specific 5-a-side facilities). 5-a-side football is a popular activity within the existing sports hall where it is played in an indoor rather than outdoor environment. Therefore there is likely to be demand for a small level of dedicated indoor provision.

#### Redevelopment

- 3.14 As a former bus depot the BPCLC building is inefficient, expensive to operate and maintain and has a backlog of major repairs. Over time there is likely to be a drop in customer satisfaction and customer usage as the facility is no longer fit for purpose.
- 3.15 To bring forward redevelopment options the council has been in discussion with General Mediterranean Holdings (GMH) the owners of the Unisys site. On 17 June 2013 the Executive agreed that the council pursue the option of a land sale to GMH (and its subsidiary company) to develop the Unisys and BPCLC sites for residential and commercial development to fund a new leisure centre on the existing Technology House site.
- 3.16 The proposal was to use a mixture of the GMH land receipt and Community Infrastructure Levy (CIL) monies accruing from the development to fully fund the provision of a new leisure centre. The new leisure centre would be built as a first phase along with a new hotel and apartments next to the North Circular Road. The current centre would only close once the new centre was completed and operational, provided that this takes place within three years.
- 3.17 Negotiations continue with GMH and the Heads of Terms are yet to be finalised. These provide that GMH will fund the design of the leisure centre to an amount still to be agreed. The Council will procure and instruct its own architect and is responsible for procuring a contractor to design and build the leisure centre. Sections 3.55 (Procurement Options) and 4.0 (Financial Implications) discusses the consultant appointments in more detail.

#### Leisure Centre Facility Options

- 3.18 The June Executive report detailed the feasibility study work that had been undertaken by Deloitte's and AFLS&P architects into the provision of a new leisure centre. Based on their demand analysis AFLS&P Architects developed four design options:

**Option 1 – the base scheme**

- four court sports hall
- 65 station gym
- Smaller separate gym
- 385m<sup>2</sup> Function hall and kitchen
- Childrens soft play area and party room
- Sauna and steam rooms
- Studios
- Spin studio
- Small meeting room
- 50 car parking spaces
- Changing rooms etc

**Option 2 – Base scheme plus pool**

- Option 1 plus 4 lane 25m swimming pool with moveable floor

**Option 3 – base scheme, pool and no function hall**

- Option 1 excluding the function hall and kitchen but including the 4 lane swimming pool with moveable floor

**Option 4 – base scheme plus 5-a-side football**

- Option 1 plus a 5-a-side pitch on the roof in a dome.

Consultation

- 3.19 The Executive asked that officers undertake public consultation on all four leisure centre facility options along with a fifth 'retain the existing BPCLC' option. The consultation was publicised by:

- Emailing 2,000 of the leisure centre members using registered emails
- Leafleting households close to the centre.
- Advertising consultation on the council's Twitter and Facebook pages
- Council press release and an article in the Brent and Kilburn Times

- 3.20 An exhibition was held at BPCLC during August and September showing all five options. Two face to face events were held at BPCLC on the 20 August and 12 September. Participants were asked to rank these options 1 to 5 with one being their most preferred option. Commercial tenants were invited to both face to face events. The information was also available on line through the Council's consultation portal.

- 3.21 177 responses were received in total. Following detailed analysis of the results to ensure that the scoring process mirrored the agreed methodology approved by the Council's consultation team the following scores and preferences were identified.

3.22 It is noteworthy that the large majority of respondents, approximately 95%, selected as their first choice one or more of the four Options that involved change at Bridge Park, while approximately 5% of respondents selected as their first choice the option for leaving Bridge Park as it is. The table below shows the average ranking and the preferred order of choices.

	Average Ranking of 177 responses	Order of choices
Option 2 - Base Scheme with swimming pool	1.44	1st
Option 3 - Base Scheme with pool but not function room	1.94	2nd
Option 4 - Base Scheme and a 5-a-side pitch but no pool	2.00	3rd
Option 1 - The Base Scheme	2.24	4th
Option 5 - Leave Bridge Park as it is	2.90	5th

\*Source – Results of public consultation

3.23 The clear preference is for the base scheme with the swimming pool and the least preferred is to leave the centre as it is. The second to fourth choices have little variation between them in terms of average ranking.

3.24 Officers have spoken to the Borough's two Leisure Trusts that operate Vale Farm and Willesden Sports Centres to get their 'commercial operator view' on the options put forward by the Council's consultants. They highlighted the following:

- The main income generator in any leisure facility is the gym and so a larger gym of at least 80 health and fitness stations would be preferable – compared to the current proposed 65.
- A target group gym would probably attract a large user base in Brent and so a larger target gym of 40 health and fitness stations would be preferable.
- In swimming, the largest area of income generation is children's learn to swim classes so a teaching pool would be preferable or a pool design that maximises the opportunity for learn to swim classes. This is currently not incorporated.
- The provision of function and play space tends to generate little commercial return and has limited benefits from a public health perspective and so this space should be used to support the gym or pool instead.
- The centre should be developed so that the spaces are as flexible as possible so that they can accommodate new trends, fashions and activities.

- 3.25 Leisure operators will be asked to help inform the architects range and size of activity space as further design work is undertaken so that income generating opportunities and physical health benefits are maximised.

#### Leisure Centre Vision and Objectives

- 3.26 To assist the potential architect's develop their plans and designs for the new centre the following vision and objectives have been developed specifically in relation to the new leisure centre.

3.27 **Vision**

To provide a modern, attractive, quality facility that can compete in the mixed economy leisure market which is sympathetic to the diversity of Brent's residents resulting in their increased participation and engagement in the centre's activities this realising a healthier more active population and best value for the Council and residents.

3.28 **Objectives:**

- a) To provide a modern, attractive quality facility that is welcoming, safe, inclusive and fully accessible
- b) To provide a facility and service that increases participation in sport and physical activity and particularly widens access and usage by the Council's target groups.
- c) To ensure the design, materials, finishes, fixtures and fittings and equipment provide the quality that will ensure the Centre is competitive in the challenging leisure market
- d) To ensure the facility design and building components recognise the demographics of the Borough and the diversity of the local population.
- e) To provide a building that maximises latest innovations and technology and has the ability to be flexible and adapt to future advances and trends
- f) To ensure that sustainability is at the heart of the building by providing a, resilient, robust, efficient durable building that maximises long term value for money
- g) To improve residents satisfaction with local leisure facilities.

#### Financial Implications

- 3.29 This section sets out the capital cost estimates and ten year revenue projections (taken from Deloitte's: Bridge Park Centre Feasibility Study - June 2013), the likely CIL and land receipts and hence the affordability of the five options.

#### **Capital cost estimates**

- 3.30 Using benchmarked rates from BCIS cost indices and Deloitte's own cost data from schemes they have delivered in the past eight years, Deloitte's calculated the following indicative capital costs for building of the new leisure centre facility options:

Options	Total area	Total Capital Cost
Option 1- base case	3,585 m2	£7.5m
Option 2 - base case plus pool	4,741 m2	£10.1m
Option 3 - the pool replacing function hall	3,689 m2	£8.3m
Option 4 - no pool but 5a side pitch on roof	4,408 m2	£8.5m
Option 5 - no development and refurbish the existing centre	As current	£4.16m *

Source: Deloitte's feasibility study June 2013

\*Note see paragraph 3.33 below

- 3.31 These costs include a 10% contingency to reflect that the project is at such an early stage. A number of assumptions and exclusions have been included in the cost estimates. The new build options will be designed to last 35 to 40 years.
- 3.32 The capital cost of a leisure centre with a pool would be roughly £0.8 - £2.6m above the costs of a dry-side centre
- 3.33 If the Council does not provide a new leisure centre and retains the existing BPCLC there are a range of major structural repair costs which would be required to maintain the centre in an operational condition for the next 10 years. These capital costs are estimated at £4.16m and these costs would most likely be funded from unsupported borrowing leading to debt charges on the revenue budget of approximately £475k per annum over 10 years. This is reflected in the operational costs of the refurbishment option.
- 3.34 There is an inflation risk to the above as the costings were compiled for the June 2013 Feasibility Study with inflation beyond the second quarter of 2013 excluded.

#### **Projected Revenue costs**

- 3.35 Whilst developing the revenue projections for the four options the consultants looked at the existing centres revenue costs over the last three years: 2010 – 2013. The average revenue cost for operating Bridge Park was £492k per annum. In future years these costs are likely to increase.
- 3.36 In addition, Property & Projects have a net budget income target of £152k per annum for the business units at BPCLC. The uncertainty surrounding the future use of the building has made it difficult to maintain very high occupation levels. It is likely this year the net income target for business units at BPCLC will be underachieved by £86k. Redevelopment of the Centre will mean the loss of business unit rental income as there are no proposals under Options 1 - 4 to include business unit provision.

- 3.37 The revenue projections were calculated based on the Council continuing to operate the centre and below are the net annual projected running and lifecycle costs averaged over ten years:

	<b>Net Annual Running and life cycle costs (£)</b>	<b>Additional annual revenue costs above the cheapest option with lifecycle (£)</b>
Option 1 - base case	224,065	4,906
Option 2 - base case plus pool	373,954	154,795
Option 3 - the pool replacing function hall	369,542	150,383
Option 4 - no pool but 5a side pitch on roof	219,159	0
Option 5 - no development and refurbish the existing centre	966,547*	747,388

Source: Deloitte's feasibility study June 2013

\*Note:

- Option 5 includes the debt charges arising to the revenue budget from the structural repair capital costs of £4.16m. The June Executive report had previously only included the structural repair costs divided over ten years.
  - The operational costs do not take into account the loss of business unit rental income.
  - All these figures are obviously dependent on the success of the centre
- 3.38 If the operation of the centre was to be provided by a Leisure Trust this could bring additional NNDR and VAT savings. This should be able to deliver another £79k to £92k of savings per annum.
- 3.39 Overall, all the redevelopment projections are less than the current operating cost of £492,000. If the loss of £66,000 income from letting business units is taken into account, there are still savings to the council.
- 3.40 Within these, option 1 and 4 deliver the best potential for savings because they do not include a swimming pool and thus closer balance revenue generation with operational cost. A pool will cost the Council an additional £150k per annum compared to dry side only facilities but should still deliver small revenue saving when compared to the current position.

#### CIL and land sale

- 3.41 The June Executive report identified that the provision of a new leisure centre would be funded through a land sale receipt for the BPCLC site (excluding Technology House and the car breakers yard) and securing Community Infrastructure Levy (CIL) funds.
- 3.42 In June 13 the Executive report stated that all leisure centre capital costs would be funded from a land receipt and advanced CIL. The draft GMH Heads of Terms informed of a land receipts of approximately £6.4m in addition to advanced CIL receipts of £6.6m of which £3.7m (note there was a calculation error in the June 13 Executive report which referenced a need for only £2.6m

CIL) would be used to fund a new leisure centre based on a notional predominantly private housing scheme of 512 houses.

- 3.43 Subsequent planning advice on detailed proposals from GMH indicates that a reduction in density of up to 15% could be required in addition to increased affordable provision. This will only be determined as the proposals progress through the planning process thus impacting on the residual land receipt and CIL which will reduce if the number of homes decreases, potentially putting the GMH deal at risk. Whilst negotiations with GMH are on going it is anticipated that land receipts will be approximately £5.5m and advanced CIL is most likely to be roughly £5.25m.
- 3.44 On the basis of successfully concluding negotiations with GMH, as above, the scheme could generate approximately £10.75m (£5.5m + £5.25m). This would mean in terms of capital costs, that all four new leisure facility options would be affordable but would require the land value and a significant proportion of the CIL funding. It would however require no other capital funding nor CIL from other sites.
- 3.45 If the GMH scheme fails it is possible that there would be less income to the council. Although in theory it seems as if the scheme could be fully funded, it is noteworthy that depending on the timing of payments from GMH, particularly in relation to the CIL, there maybe a medium term cash-flow issue. That could be mitigated through, renegotiation of heads of terms, a successful bid for grant funding or alternatively subject to further Executive approval to short term prudential borrowing.
- 3.46 It should be noted, that the land receipts and CIL funding are the current scenarios and there is a risk at this early stage that these will change and could result in any or all of the options not being affordable. To manage this risk it is appropriate to look at alternative funding options.

#### Alternative funding streams

- 3.47 Sport England has recently launched a new funding stream, the 'Strategic Facilities Fund', that will direct capital investment into a number of key local authority projects that are identified through a strategic needs assessment and that have maximum impact on growing and sustaining community sport participation.
- 3.48 The Fund will support projects that bring together multiple partners, including input from the public and private sectors and national governing bodies of sport (NGBs). An applicant has to submit an expression of interest and there are no time frames associated with this Fund. An expression of interest will be made to Sport England but as with all grant applications, there is no guarantee that funding will be secured.
- 3.49 An initial meeting has occurred with Sport England and the Amateur Swimming Association. Further information is being provided and certain design requirements which will be required by Sport England will be incorporated to aid LB Brent's chances of securing funding.

### Summary of the analysis

3.50 Officers considered all the above information and the equalities implications (Appendix 1) and identified the following key principles to help them establish their preferred facility option for a new leisure centre at Bridge Park:

- a) Maximise opportunities for increasing participation in sport and physical activity by all Brent residents but particularly enabling increased participation by under-represented groups e.g. females, disabled people, young people, black and ethnic minority groups.
- b) Improve the health and well-being of local residents
- c) Be affordable in terms of capital costs
- d) Maximise income generating opportunities so as to reduce revenue costs

3.51 The table below summarises the key facts relating to the decision.

Option	Option 1 – base case	Option 2 – base case plus pool	Option 3 – the pool replacing function hall	Option 4 – no pool but 5a side pitch on roof	Option 5 - Refurbish and retain existing centre
<b>Capital Cost</b>	£7,500,000	£10,100,000	£8,300,000	£8,500,000	£4,160,000
<b>Operational cost (in house) / year</b>	£224,065	£373,954	£369,542	£219,159	£966,547
<b>Operational cost (outsourced) / year</b>	£143,383	£282,371	£290,000	£127,310	-
<b>Average throughput per annum</b>	290,533	366,398	305,774	308,963	131,709 (current centre)
<b>Average throughput ranking</b>	4	1	3	2	5
<b>Capital cost ranking</b>	2	5	3	4	1
<b>Operational cost ranking</b>	2	4	3	1	5
<b>Average ranking of 177 survey responses</b>	2.24	1.44	1.94	2	2.9
<b>Public consultation ranking</b>	4	1	2	3	5

\* Note Option 5 operational cost includes the debt charges arising to the revenue budget from the structural repair capital costs of £4.16m.

3.52 Officers preference is for option three – base case plus pool and no function hall for the following reasons:

- The provision of a pool is likely to attract a greater percentage of female, disabled and under 16 participants than a facility without a pool. As swimming is often a family activity it will encourage all ages to participate.
- The revenue implications are not too dissimilar to those for option 2 and is still making significant savings compared to the current cost of BPCLC
- The local community wanted to see the provision of a swimming pool.
- Function halls are relatively expensive to run and generate little income and have low levels of utilisation.

3.53 Officers are minded in their consideration of all options that they would like to see the gym and the target group gym expanded and all the spaces made as flexible as possible to accommodate a range of activities.

3.54 It is not proposed to replace the business units as part of the new leisure centre. For many years units have remained vacant and there are often operational conflicts between the needs of the business units and the leisure centre users. Current business unit tenants will be advised of other Council owned business units.

3.55 There are various community buildings across the Borough which have rooms available for hire as well as various hotels having large function and small meeting rooms available. This is expanded upon in the Equalities assessment, appendix 1.

3.56 If the sale of land to GMH does not elicit the necessary capital receipt and advanced CIL, officers will return to Members to agree an alternate way forward.

#### Procurement Options

3.57 An Officer's Procurement Working Group was established comprising officers from Property and Projects, Legal & Procurement and Sports & Parks with Deloitte's appointed to advise on procurement options for the new leisure centre.

3.58 A number of options were considered to procure the delivery of the new leisure centre to ensure that the Councils Building Vision and Objectives were met, in particular the initial stages of the project being time critical to ensure a planning application is submitted at the same time as the neighbouring GMH development.

3.59 A number of consultant procurement options were considered, including.

- Single appointments, to accommodate the project timetable and provide the Council flexibility in appointing the remainder of the professional team.
- Single appointment via a Project Manager who would provide a single point of contact for the Council, the Council would be unable to select consultants and would be 'remote' from consultants who would report to the Project Manager and not the Council as client.

- Hybrid, with the Project Manager and Design Team appointed separately but there being no single point of contact for the Council as client and the Design Team coming as a package with sub-consultants being remote from the client.

- 3.56 Whilst a number of consultant frameworks exist, the majority are housing led, with few framework consultants having extensive experience in the specialist leisure sector.
- 3.57 The preferred option is to procure a professional team via single appointments, providing flexibility for the Council to select and manage its own professional team. The professional team is anticipated to comprise:
- Architect
  - Project Manager
  - Structural Engineer
  - Civil Engineer
  - Mechanical and Electrical Engineer
- 3.58 The anticipated cost of appointing the Architect will be below the OJEU limit of £172,512 which will be incurred in 2014/15, the Project Manger/Employers Agent would be the next commission with the remainder of the professional team to follow. The anticipated cost of each member of the professional team is below the OJEU limit. On a project basis average professional fees can equate to around 12.5% of build costs, which based on option 3 will collectively equate to around £1.04m.
- 3.59 The Executive is asked to note proposed spend on consultants which will be 'at risk' until the Heads and Terms are agreed with GMH and subject to negotiation around the detail of the land contract agreement. The contracts with the consultants will be framed with break points at each of the work stages to allow for the Council to abort if required.

#### **4.0 Financial Implications**

- 4.1 The estimated capital cost of delivering the preferred leisure centre, option 3 is £8.300m. In addition to this the likely project consultant fees will equate to £1.04m.
- 4.2 Delivery of the project is entirely dependent on adequate land sale receipts and advance CIL payments being received from GMH, which is still subject to Heads of Terms (HoTs) negotiations. Should either fall short of anticipated levels (£5.5m land sale receipts and CIL of £5.25m), or should there be a cashflow issue, officers will return to members with proposals for an alternative way forward. As noted above, the land receipts and CIL funding are the current scenarios and there is a risk at this early stage that these will change and could result in any or all of the options not being affordable through land receipts and CIL and therefore alternative funding options are being developed.
- 4.3 Property & Projects have a net budget income target of £152k per annum for the business units at BPCLC. The uncertainty surrounding the future use of

the building has made it difficult to maintain very high occupation levels. It is likely this year the net income target for business units at BPCLC will be underachieved by £86k. Redevelopment of the Centre will mean the loss of business unit rental income

- 4.5 It is anticipated that the cost of all consultants will be funded by GMH as part of the HoTs being negotiated, the Council is at risk until agreement has been reached. The current HoTs suggest that GMH will fund all consultants, however this is subject to further negotiation around the detail.
- 4.6 Until the HoT's are signed the Council is at risk in terms of any financial commitment entered into. Officers will work to manage this risk, by appointing consultant to limited stages with payment on completion of appropriate project milestones.
- 4.7 As outlined above, there is an inflation risk to the above option costings as these were compiled for the June 2013 Feasibility Study with inflation beyond the second quarter of 2013 excluded.

## **5.0 Legal Implications**

- 5.1 The council's statutory duties in relation to sport and leisure provision are engaged under s19 (1) of the Local Government (Miscellaneous Provisions) Act 1976 which gives a local authority the power to provide such recreational facilities as it thinks fit. Given a local authority has discretion as to the nature of the recreational facilities it provides; the council is permitted to select any of the proposals subject to consultation.
- 5.2 Whilst it is appropriate to have regard to the outcome of the public consultation, this is only one aspect to be considered when selecting the preferred option.
- 5.3 The council's duties in connection with equalities is dealt with in paragraph 6 below.
- 5.4 The four facility redevelopment options propose funding from land receipts and varying proportions of CIL. A leisure centre is infrastructure to which the council can apply CIL, or cause it to be applied, in accordance with the provisions of the Planning Act 2008. Whilst the council is required to set aside 20% of total CIL received from all projects within the Borough for local spend (15%) and administration (5%), the council has discretion as to how it uses CIL from any particular project.
- 5.5 As indicated at paragraph 3.58, the anticipated value of each member of the professional team is below the financial limit set out in the Public Contracts Regulations 2006 (the EU Regulations") and thus the appointments are not subject to the full requirements of the EU Regulations. Further, given the anticipated value of professional appointments, each appointment is classified as a Low Value Contract under the council's Contract Standing Orders and Financial Regulations and thus Chief Officers have powers delegated under the Constitution to make such appointments.

## **6.0 Diversity Implications**

- 6.1 Under Section 149 of the Equality Act 2010 the Council has a duty when exercising its functions, to have 'due regard' to the need to eliminate discrimination and other conduct prohibited under the Act and advance equality of opportunity and foster good relations between those who share a "protected characteristic" and those who do not share that protected characteristic. The 'protected characteristics' are age, sex, race, disability, religion or belief, marriage, sexual orientation, pregnancy and maternity, gender reassignment. Under the Act, Members must consider the effect that implementing a particular policy will have in relation to equality as part of the decision making process.
- 6.2 A detailed analysis of the equality implications is attached as Appendix 1 Members should consider the detail as part of their decision making process.
- 6.3 Sport England's Active People surveys identifies a number of target groups which are under represented in terms of participation in sport and physical activity. The nationally identified under-represented groups are young people, women and girls, people with disabilities, over 45's and black and minority ethnic groups. Analysis of the available data in relation to the impact on the different protected characteristic groups shows that there is very little variance in terms of equalities implications between the four different facility options. However, the pool generally generates greater levels of participation in physical activity across all groups and marginally attracts greater participation by under represented target groups.
- 6.4 The demographic profile of adult members at BPCLC is reasonably reflective of the Stonebridge ward profile. The profile of those who undertook the consultation survey consultation was also similar to the Stonebridge ward resident profile although the sample size was so small that it makes any options comparisons based on equality strands difficult to statistically validate.
- 6.5 The four facility options all exclude the provision of meeting rooms. This potentially has a negative impact on the four faith groups who hire BPCLC on a regular basis:
- Three Christian groups who between them book 4 sessions totalling 8.5 hours per week with an average attendance of 45 people per session.
  - A Muslim school uses BPCLC for seven sessions per week for 2 hours each weekday and 3 hours each on Saturdays and Sundays, totalling 16 hours per week. Average attendance is approximately 40 people per session.
- 6.6 However a number of community, faith and public buildings in and around the Stonebridge and Harlesden area have similar size meeting rooms for hire at comparable rates e.g. The Hub, Unity Centre and Children's Centre.

- 6.7 Business units are not being re-provided at the site. Currently a variety of commercial and voluntary organisations as well as Council departments have business units at BPCLC. Demographic information is not available but the ranging nature of the tenants' work would indicate that no particular equality strand will be proportionally adversely impacted upon. Officers will work with tenants to signpost them to alternate Council owned units.
- 6.8 Option 1 - The base option includes a main gym and a separate target group gym. The target gym would advance equality of opportunity above the current provision as it would enable specific sessions for targeted groups such as for females only, young people, exercise referral and disabled people to take place without affecting users of the main gym.
- 6.9 Option 2 – base scheme with swimming pool. National and local data indicates that the provision of a swimming pool is likely to attract a slightly greater percentage of female and disabled users than a dry-side only facility. The design of the pool together with pool programming will attract a large proportion of Under 16's through casual, school use and learn to swim classes. In addition target group sessions can be organised e.g. female only, sessions for disabled people. As Stonebridge and Harlesden have high levels of health inequalities and a proportionally large young population, the provision of a pool will have a positive impact.
- 6.10 Option 3 – base scheme, pool and no function hall. The non provision of the function hall will affect one African-Caribbean community group that hires the hall on a regular basis. They book every other week for four hours and attract approximately 100 people per session. Last year there were 29 one-off bookings in the main function hall. These included a bible course, birthday parties, funerals, celebrations of Jamaica and also Mozambique day, a gospel show, pre-Indian wedding, charity fund raising fitness classes, company AGM and a natural health fair. A number of community buildings and Wembley hotels have larger function halls for hire which would mitigate any impact on the regular user and offer alternatives for the casual users.
- 6.11 Option 4 – base scheme plus 5-a-side football. The council does not have any demographic data on the users of 5-a side football pitches but national data seems to indicate that it may attract more young male users. There are a number of dedicated 5-a-side pitches and full artificial turf pitches within 2 miles of BPCLC which would help mitigate non provision of this facility, and the sports hall can be used for indoor 5 a side football.
- 6.12 Members are to give due regard to the Section 149 duty but must also pay regard to any countervailing factors which it is proper and reasonable for them to consider. These may include budgetary and financial constraints which are outlined elsewhere in this report.

## **7.0 Staffing/Accommodation Implications**

- 7.1 BPCLC is currently managed in-house. If the existing centre is kept open until the new one opens then there would be no immediate staffing implications

associated with the redevelopment of the centre. If it is chosen to outsource the management and operation of the new centre, then TUPE arrangements would apply.

## **8.0 Background Papers**

June 17 2013 Executive Report - Bridge Park-Redevelopment Proposals & Background Papers  
Planning for Sport and Active Recreation Facilities Strategy 2008 – 2021  
Deloitte's: Bridge Park Centre Feasibility Study June 2013  
Deloitte's Procurement Options Report June 2013  
Continuum: Review of sports facilities within Brent - 17 November 2008 -  
Department of Health: Start Active, stay active  
Sport England: Active People Survey fact sheets

## **9.0 Appendices**

Appendix 1: Equality Assessment

### **Contact Officers**

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## Appendix 1

### Brent Council Equality Analysis Form

<b>1. Roles and Responsibilities:</b> please refer to stage 1 of the guidance	
<b>Directorate:</b> Regeneration and Growth  <b>Service Area:</b> Property and Projects	<b>Person Responsible:</b> Name: Aine Ryan Title: Strategy and Service Development Officer Contact No: 020 8937 5622 Signed:
<b>Name of policy:</b> Bridge Park Leisure Facility Options	<b>Date analysis started:</b> 11/11/2013  <b>Completion date:</b> TBA  <b>Review date:</b> 17/01/2015
<b>Is the policy:</b>  New X	<b>Auditing Details:</b> Name: Aine Ryan Title: Strategy and Service Development Officer Date: Contact No: 020 8937 5622 Signed:
<b>Signing Off Manager:</b> responsible for review and monitoring Name: Andy Donald Title: Strategic Director Regeneration and Growth Date Contact No: Signed:	<b>Decision Maker:</b> Name individual /group/meeting/ committee: Executive Date: 17 February 2014
<b>2. Please provide a description of the policy/project. Describe the aim and purpose of the policy/project, what needs or duties is it designed to meet? How does it differ from any existing policy or practice in this area?</b>  Please refer to stage 2 of the guidance.	

The project is to enable the provision of a new sports centre at Bridge Park funded through a land sale receipt for the BPCLC site (excluding Technology House and the car breakers yard) and securing Community Infrastructure Levy (CIL) funds. Four options were proposed that would offer a different range of facilities within the proposed new leisure centre plus a 'do nothing' approach.

Bridge Park Community Leisure Centre (BPCLC) is a former bus depot that was converted into a Leisure Centre in the 1980's using GLA funding. It has been managed by the Council for at least the last 12 years and offers business units, dryside sports, function hall, conferencing and meeting rooms. As a former bus depot the BPCLC building is inefficient, expensive to operate and maintain and has a backlog of major repairs. Over time there is likely to be a drop in customer satisfaction and customer usage as the facility is no longer fit for purpose.

The number of visits to BPCLC has varied over the last three years, often influenced significantly by the closure and opening of other gyms in the near vicinity.

The four meeting rooms, conference room and function hall usage has fluctuated and has been affected by the recession with regular church groups moving to cheaper venues. In addition the provision of the training centre and now the Brent Civic Centre has resulted in a drop in Council departments using BPCLC.

There are 42 business units at BPCLC of which 6 are used by Council departments, 11 are currently vacant and the remaining 25 are let to 17 different individuals or organisations which range from a company that clears junk, a solicitor, a nursery, an upholsterers, a church group, a caterer and organisations using their units for storage.

Brent's Planning for Sport and Active Recreation Facilities Strategy 2008 – 2021 identified that Brent has only three sports centres: Willesden, Vale Farm and Bridge Park. There is also only a small supply of private facilities. As BPCLC is an aging facility with increasing repairs and maintenance costs its re-provision should be considered as an opportunity arises. Such re-provision should be at or near the current location as it has good public access, is in an area of high deprivation, poor health, low income and a has large young population which all enhances the need for affordable pay and play facilities.

The facilities strategy identified a Borough wide need for 827 additional health and fitness stations by 2016. Several new health and fitness facilities have recently opened however very few are within 1 mile of BPCLC.

There are seven sports halls within three miles of the BPCLC but three of these are on school sites and have limited public access. The nearest public facilities are at Vale Farm and Willesden Sports Centres. There are no sports hall facilities within a mile of the centre. The strategy identified that there was a need for a further 4 to 6 court sports hall across the Borough and this together with the existing provision data supports that there should be demand to retain a sports hall within the new centre.

The strategy identified that the Borough needed to provide two additional 25m six lane swimming pools to serve the North and centre of the Borough to meet the areas of greatest demand and greatest travel distance to existing swimming pool provision.

To bring forward redevelopment options the council has been in discussion with General Mediterranean Holdings (GMH) the owners of the Unisys site. On 17 June 2013 the Executive agreed that the council pursue the option of a land sale to GMH (and its subsidiary company) to develop the Unisys and BPCLC sites for residential and commercial development to fund a new leisure centre on the existing Technology House site.

The June Executive report detailed the feasibility study work that had been undertaken by Deloitte and AFLS&P architects into the provision of a new leisure centre. Based on their demand analysis AFLS&P Architects developed four design options:

### **Option 1 – the base scheme**

- four court sports hall
- 65 station gym
- Smaller separate gym
- 385m<sup>2</sup> Function hall and kitchen
- Children’s soft play area and party room
- Sauna and steam rooms
- Studios
- Spin studio
- Small meeting room
- 50 car parking spaces
- Changing rooms etc.

### **Option 2 – Base scheme plus pool**

- Option 1 plus 4 lane 25m swimming pool with moveable floor

### **Option 3 – base scheme, pool and no function hall**

- Option 1 excluding the function hall and kitchen but including the 4 lane swimming pool with moveable floor

### **Option 4 – base scheme plus 5-a-side football**

- Option 1 plus a 5-a-side pitch on the roof in a dome.

Officers’ recommendation is for option three – base case plus pool and no function hall for the following reasons:

- The provision of a pool is likely to attract a greater percentage of female, disabled and under 16 participants than a facility without a pool. As swimming is often a family activity it will encourage all ages to participate.
- The revenue implications are not too dissimilar to those for option 2 and is still making significant savings compared to the current cost of BPCLC
- The local community wanted to see the provision of a swimming pool.

The purpose of this equality assessment is to provide members with all the relevant equalities issues to inform a final option decision. In doing so the protected characteristics of age, sex, disability, race

and religion seemed of particular relevance and the analysis therefore focusses on these.

### **3. Describe how the policy will impact on all of the protected groups:**

It is felt that that the general redevelopment of the Bridge Park Community Leisure Centre will have a positive impact on all 9 protected characteristics in that the proposed option 3 provides new wide ranging facilities which will encourage and enable all the community to participate in leisure activities.

In analysing the four individual options the following equalities data has been extrapolated:

#### **Option 1 – the base scheme**

It is important to note that all of the options would include a main gym and a separate target group gym. This enables specific sessions to operate without affecting the general gym use. Such activities are likely to include sessions for: females' only, young people, exercise referral and disabled people which are some of our under-represented groups in the context of sport and physical activity.

#### **Option 2 - Base Scheme with Swimming Pool**

National and Brent's own evidence shows that a facility that includes a swimming pool has a slightly greater percentage of female and disabled members than one that is a dry-side only facility. As the wards of Stonebridge and Harlesden have high levels of health inequalities in particular and 16.8% and 15.7% of residents with a limiting long-term illness/disability it is felt that the provision of a swimming pool facility will have a positive impact on residents bearing in mind that the nearest swimming pool facility is approximately 4 mile distance from Bridge Park.

Programming of swimming can attract high levels of usage by young people as evidenced in question 3 below. This is of particular relevance in the Stonebridge and Harlesden wards where there are a high proportion of young people.

#### **Option 3 – base scheme, pool and no function hall**

The factors in option 2 apply equally here since the offer is the same save for the function hall. There is only one consistent fortnightly room hire of the current function hall. There were 29 casual bookings of the function hall over the last year and there is no guarantee that such bookings will be repeated. Equalities data is not available with regard to casual use although anecdotal evidence would suggest that the profile is reflective of the ward.

In terms of comparable facilities there is a high level of provision within three miles of BPCLC with various different buildings, both community and hotel based catering for large functions.

#### **Option 4 – base scheme plus 5-a-side football**

The council does not have any demographic data on the users of 5-a side football pitches but national data seems to indicate that it may have more young male users.

In terms of local comparable facilities there are two dedicated outdoor 5-a-side facilities; Goals and Power League, within two miles of BPCLC as well as seven synthetic turf pitches (but not specific 5-a-side facilities). 5-a-side football is a popular activity within the existing sports hall where it is played in an indoor rather than outdoor environment and a sports hall will be part of the base scheme and such use could therefore continue.

To assist the potential architect's develop their plans and designs for the new centre the officer led Bridge Park Project Board have agreed the following vision and objectives in relation to the new leisure centre which are aimed at advancing equality of opportunity in relation to Brent's diverse population and generally encouraging greater participation in leisure and sports activities.

#### **Vision**

To provide a modern, attractive, quality facility that can compete in the mixed economy leisure market which is sympathetic to the diversity of Brent's residents resulting in their increased participation and engagement in the centre's activities this realising a healthier more active population and best value for the Council and residents.

**Objectives: There are a total of 7 objectives, the following 4 have equality implications:**

- h) To provide a modern, attractive quality facility that is welcoming, safe, inclusive and fully accessible
- i) To provide a facility and service that increases participation in sport and physical activity and particularly widens access and usage by the Council's target groups.
- j) To ensure the facility design and building components recognise the demographics of the Borough and the diversity of the local population.
- k) To improve residents satisfaction with local leisure facilities.

**Please give details of the evidence you have used:**

**Strategic Context-**The estimated direct cost of physical inactivity to the NHS across the UK is £1.06 billion. This is based upon five conditions specifically linked to inactivity, namely coronary heart disease, stroke, diabetes, colorectal cancer and breast cancer. (Department of Health: Start Active, Stay Active) As a borough Brent has lower than average self-reported good health.

Unemployment constitutes a significant risk factor for health as it is associated with general ill health, including ill health, disease and depression. Stonebridge and Harlesden wards have the highest rates of unemployment in the borough.

Brent has one of the most inactive adult populations in London and England. Sport England's Active People Survey 7 (APS7) results show that nationally 46.9% of adults undertake zero sport and active recreation once a week, reducing to 46.1% in London. In Brent 52.8% of Brent's adult population undertake no sport or active recreation.

The results showed that Brent's males are more active than females with those undertaking sport and active recreation 3 times per week for 30 minutes which varies slightly from the membership profile:

- 20.9% were male and 16.8% were female.
- 26.1% were aged 16 – 34, 17.1% aged 35 to 54 and 8.2% aged 55+.
- 20.9% were white and 17.4% were non white

### **Sport Specific**

The national, Active People's Survey 7 results showed that Swimming is currently England's most popular sport, followed by athletics, cycling and then football. Nationally, 6.77% of those surveyed took part in swimming at least once a week with 4.65% participating in athletics including jogging, and 4.25% in football.

There is however significant difference in the results by age group. For 16 to 25 year olds, football was the most popular activity with 14.27% taking part in football at least once a week with swimming the second most popular activity with 7.66%. For those aged 26+ the most popular activity was swimming at 6.6% and football was fourth.

Analysing the survey respondents (from Active People Survey 6) who participated in sport once a week we found:

**Males** (who participated in sport once a week):

- 9.49% played football
- 4.92% went swimming

**Females** (who participated in sport once a week):

- 0.58% played football
- 8.62% went swimming

**Persons from a white background** (who participated in sport once a week):

- 4.58% played football
- 7.11% went swimming

**Persons from a non-white background** (who participated in sport once a week):

- 7.48% played football
- 4.7% went swimming

**Persons who indicated they had a disability or limiting illness** (who participated in sport once a week):

- 1.21% played football
- 4.83% went swimming

A survey carried out by Sporting Equals into the 2010 APS3 results concluded that swimming has a higher than average non-white participation profile and is a relatively popular sport with all ethnic groups. It is more popular with white and non-white females compared to white and non-white males. Swimming is often carried out as a family recreational activity with BME groups, which is why it is so popular.

BPCLC is located within the Stonebridge ward and analysis of adult sports members of the Centre indicates that around 70% live in the Stonebridge and neighbouring Harlesden and Tokyngton wards and the remaining 30% are scattered throughout the borough.

In the 2011 census the population of Stonebridge(16903 residents) was reported as approximately:

- 48% male and 52% female
- 47% Black, 24% White, 17% Asian, 6% Mixed and 6% other ethnicity groups. **The detailed**

**ethnic breakdown is available in the table below:**

- 49.9% Christian, 28.3% Muslim, 6.6% Hindu, 0.4% Buddhist, 0.2% Jewish and 0.2% Sikh.

**Table - Detailed Ethnic Breakdown- Stonebridge**

<b>Ethnicity</b>	<b>%</b>
<b>White: Total</b>	<b>24</b>
White: English/Welsh/Scottish/Northern Irish/British	12
White: Irish	3
White: Gypsy or Irish Traveller	0.1
White: Other White	8.9
<b>Mixed/multiple ethnic group: Total</b>	<b>6</b>
Mixed/multiple ethnic group: White and Black Caribbean	2
Mixed/multiple ethnic group: White and Black African	1.4
Mixed/multiple ethnic group: White and Asian	1
Mixed/multiple ethnic group: Other Mixed	1.6
<b>Asian/Asian British: Total</b>	<b>17</b>
Asian/Asian British: Indian	6
Asian/Asian British: Pakistani	3
Asian/Asian British: Bangladeshi	0.7
Asian/Asian British: Chinese	0.3
Asian/Asian British: Other Asian	7
<b>Black/African/Caribbean/Black British: Total</b>	<b>47</b>
Black/African/Caribbean/Black British: African	22
Black/African/Caribbean/Black British: Caribbean	16
Black/African/Caribbean/Black British: Other Black	9
<b>Other ethnic group: Total</b>	<b>6</b>
Other ethnic group: Arab	4
Other ethnic group: Any other ethnic group	2

**Source: Census 2011**

The Stonebridge residents is made up by 8.6% of the ward being aged 0 – 4 years, 26% aged 5 to

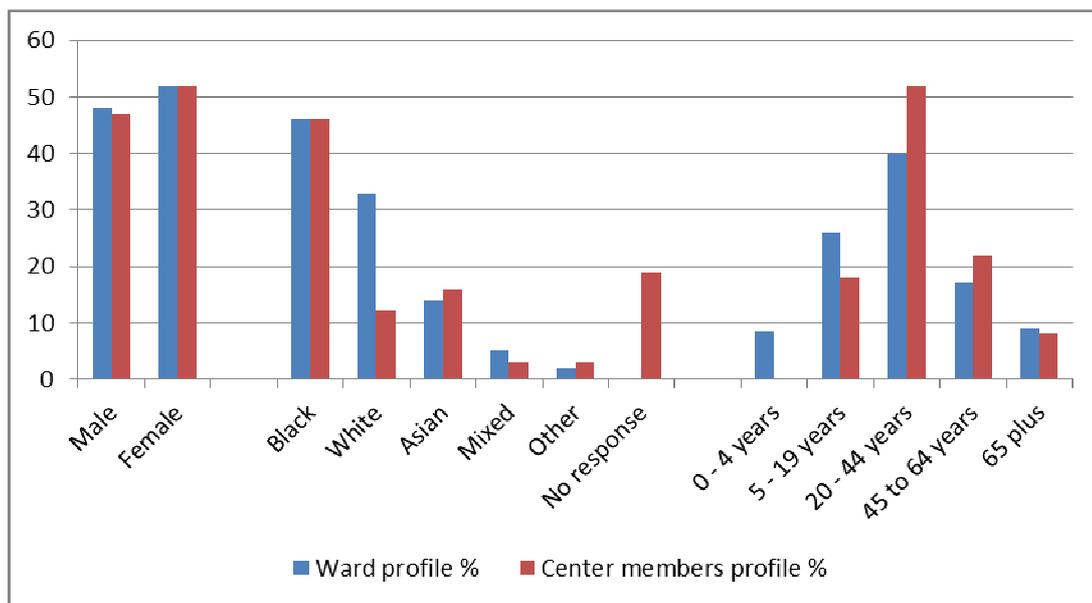
19; 40% aged 20 to 44; 17% aged 45 to 64 and 9% aged 65 plus.

Stonebridge has statistically significantly lower than average rates of reported good health with 16.8% of the ward’s residents have a limiting long-term illness.

The population profile of Tokyngton and Harlesden are very similar.

The demographic profile of adult sports members of Bridge Park is reasonably reflective of the Stonebridge ward profile with some variations: In looking at this data it needs to be considered that we do not have the demographic information for casual users and club/group block bookings and they have not been included in this analysis

The table below shows the demographic profile of BPCLC adult members and the profile of Stonebridge ward residents.



The census data on disability cannot be directly compared with the centre member profile. In terms of members; 67% declared they did not have a disability, 1% have and 32% chose not to disclose. The 2011 census data meanwhile indicated that Stonebridge has statistically significantly lower than average rates of reported good health with 16.8% of the ward’s residents have a limiting long-term illness.

When looking at the adult membership profile at BPCLC and comparing it with the gym membership and the swim membership at Willesden Sports Centre it was concluded that swim members are very slightly more proportionally likely to be female than male.

Looking at the number of swim visits across age targeted groups at Vale Farm and Willesden sports centres in 2012/13, it can be concluded that 52% of the participants were aged 16 and under. This is important to consider as both Stonebridge and Harlesden have very young populations.

**Consultation Feedback**

A survey was undertaken to understand the public’s preference with regard to the five facility options for the new leisure centre.

The profile of respondents is similar when compared to Stonebridge ward and BPCLC adult sports

member profiles.

177 responses were received in total. Following detailed analysis of the results to ensure that the scoring process mirrored the agreed methodology approved by the Council's consultation team, The following scores and preferences were identified.

The table below shows the average ranking and the preferred order of choices.

**Table – Ranking Options**

	Average Ranking of 177 responses	Order of choices
Option 2 - Base Scheme with swimming pool	1.44	1st
Option 3 - Base Scheme with pool but not function room	1.94	2nd
Option 4 - Base Scheme and a 5-a-side pitch but no pool	2.00	3rd
Option 1 - The Base Scheme	2.24	4th
Option 5 - Leave Bridge Park as it is	2.90	5th

**Source: Consultation Feedback 2013**

The clear preference is for the base scheme with the swimming pool and the least preferred is to leave the centre as it is. The second to fourth choices have little variation between them in terms of average ranking.

50 additional comments were received and some of the following had some equality considerations:

- 15 related to positive views on the provision of the swimming pool. Of the 15; 5 stated they would like women only sessions. 3 of the comments related to the re-housing of the Christian Church group and 2 referred to the crèche which both occupy business units at the centre and it should be noted that these individuals felt that a sixth option around the commercial and voluntary sector units should be considered
- 4 respondents asked for the council to not increase fees and charges in the new facility and consider cheaper membership
- 3 asked for the function room to remain and to also consider the provision of a café
- 20 of the remaining comments centred around a variety of issues including a dance studio, a health spa, snooker, consider the costs, it should be used for social housing, more activities including squash, do not demolish, thanks for consulting on the options, this is a great project, no more football.

Due to the small sample size it makes any options comparisons based on the equality strands difficult to statistically validate.

In looking at the different options the following equalities data was considered in relation to the other uses of the site:

There is consistent use of the existing meeting rooms at BPCLC by four faith groups (1 Muslim and 3 Christian). Inclusion of meeting rooms that can accommodate approximately 40 people has not been included in any of the facility options. See below for comments regarding mitigation of the impact on these groups

The business units at BPCLC are offered at a commercial rent. There are a range of voluntary and commercial organisations as well as Council teams that rent business units. We don't hold demographic information on these groups but the nature of the work of their work would indicate that no particular equality strand will be proportionally adversely impacted by the proposals. The provision of business units is not proposed within any of the new facility options. Officers will work with these organisations to signpost them to alternate Council owned units e.g. Designworks, Harlesden.

**4. Describe how the policy/project will impact on the Council's duty to have due regard to the need to:**

**(a) Eliminate discrimination (including indirect discrimination), harassment and victimisation;**

The objective of the project is to provide a modern, attractive, quality facility that can compete in the mixed economy leisure market which is sympathetic to the diversity of Brent's residents resulting in their increased participation and engagement in the centre's activities this realising a healthier more active population and best value for the Council and residents ultimately fits in with this objective.

**(b) Advance equality of opportunity; and c) Foster good relations**

All of the project options would include a main gym and a separate target group gym. This enables specific sessions to operate without affecting the general gym use. Such activities are likely to include sessions for: females' only, young people, exercise referral and disabled people which are some of our under-represented groups in the context of sport and physical activity.

National and Brent's own evidence shows that a facility that includes a swimming pool has a slightly greater percentage of female and disabled members than one that is a dry-side only facility. Nationally and in Brent as a borough women participate less in sports activities than men (although the current membership of Bridge Park and the consultation feedback demonstrated proportionate use of sports facilities having regard to the demographics of the locality) and accordingly the provision of swimming will encourage attendance by women. Swimming was accessed more often by people with disability than other options. As the wards of Stonebridge and Harlesden have high levels of health inequalities in particular and 16.8% and 15.7% of residents with a limiting long-term illness/disability and it is felt that the provision of a swimming pool facility will have a positive impact on those residents bearing in mind that the nearest swimming pool facility is approximately 4 mile distance from Bridge Park. Having regard to age, young males were highly represented in football, but attendance at swimming also has a high level of youth attendance.

Programming of swimming can attract high levels of usage by young people as evidenced in question 3 above. This is of particular relevance in the Stonebridge and Harlesden wards where there are a high proportion of young people.

The provision of a pool also provides a sports facility which is favoured by other age groups thus encouraging and providing opportunities for other age groups which are less represented. In relation to ethnicity the statistics suggest that so far as membership of the leisure centre is concerned it is proportionate to the local population. This project will therefore advance equality of opportunity and

foster good relations.

#### **5. What engagement activity did you carry out as part of your assessment?**

The Executive asked that officers undertake public consultation on all four leisure centre facility options along with a fifth 'retain the existing BPCLC' option. The consultation was publicised by:

- \* Emailing 2,000 of the leisure centre members using registered emails
- \* Leafleting households close to the centre
- \* Advertising consultation on the council's Twitter and Facebook pages
- \* Council press release and an article in the Brent and Kilburn Times

An exhibition was held at BPCLC during August and September showing all five options. Two face to face events were held at BPCLC on the 20 August and 12 September. Participants were asked to rank these options 1 to 5 with one being their most preferred option. Commercial tenants were invited to both face to face events. The information was also available on line through the Council's consultation portal.

The outcome of the consultation for the purposes of equalities data and analysis is set out in part 3 above.

#### **6. Have you identified a negative impact on any protected group, or identified any unmet needs/requirements that affect specific protected groups? If so, explain what actions you have undertaken, including consideration of any alternative proposals, to lessen or mitigate against this impact.**

An equality analysis as outlined in the evidence section of question 3 was undertaken on the four options. It is felt that that the general redevelopment of the Bridge Park Community Leisure Centre will have a positive impact on all 9 protected characteristics.

All four options exclude the provision of large meeting rooms. If members decided to progress with Officers' preferred option 3 there will be no large function hall:

There are currently six rooms available to hire at BPCLC:

<b>Room</b>	<b>Day Rate (£)</b>	<b>Hourly rate (£)</b>	<b>Room capacity*</b>
Boardroom	£67.00	£11.10	12
Community Suite	£132.00	£22.15	32 - 75
Tropics Suite	£199.00	£33.20	30 - 80
Syndicate Room	£245.00	£41.00	16
Conference Room	£377.00	£64.20	32 - 70
Function Hall	£787.00 (4 hours up to midnight)	£83.00	up to 300

- \* Capacity varies depending on the layout of room, with theatre style accommodating more people than board room style

During the period April to December 2013 there were a total of 2144 hours of room bookings for a range of activities including faith groups, fitness classes, corporate training, corporate meeting and internal training.

There are four faith groups who make regular bookings. Three Christian groups who between them book 4 sessions totalling 8.5 hours per week with an average attendance of 45 people per session and a Muslim school uses BPCLC for seven sessions per week for 2 hours each weekday and 3 hours each on Saturdays and Sundays, totalling 16 hours per week. Average attendance is approximately 40 people per session.

Faith group use equates to 36.75% of all room booking usage

The rooms are available during the opening hours of the centre from April to December 2013 equates to 21,954 hours. Therefore across all rooms the average occupancy rate is only 9.77%. i.e. 90% of the time the function and meeting rooms at Bridge Park are unused. (See Table below)

There is only one consistent fortnightly room hire of the function hall by an African-Caribbean community group. There were 29 casual bookings of the function hall over the last year (Jan to December) for events such as funerals, adult birthday parties and weddings. There is no guarantee that such bookings will be repeated. Equalities data is not available with regard to casual use although anecdotal evidence would suggest that the profile is reflective of the ward profile.

	Hours of Usage, April to December 2013						Total hours	% of hours used	% of hours available for use
	Board Room	Community Suite	Syndicate Room	Conference Room	Tropics Suite	Function Hall			
Faith groups	46.5	459	0	170.5	15	97	788	36.75%	3.59%
Corporate Training / meetings	61.5	74	96.5	131.5	77	63	503.5	23.48%	2.29%
Internal Training	16	15	72	138	83	0	324	15.11%	1.48%
Junior Citizenship scheme	60	0	0	0	60	60	180	8.40%	0.82%
External fitness classes	31	18	7	91	0	5	152	7.09%	0.69%
Internal Fitness Classes						32.5	32.5	1.52%	0.15%
Functions - various						70	70	3.26%	0.32%
Community - regular booking						65	65	3.03%	0.30%
Commercial						29	29	1.35%	0.13%
<b>TOTAL Hours of usage</b>	<b>215</b>	<b>566</b>	<b>175.5</b>	<b>531</b>	<b>235</b>	<b>421.5</b>	<b>2144</b>	<b>100.00</b>	
<b>Total Hours available for use</b>	3659	3659	3659	3659	3659	3659	21954		<b>9.77%</b>

Usage as a % of total hours used	12%	26%	8%	24%	11%	19%
Usage as a % of total hours available for use	7%	16%	5%	15%	6%	12%

In terms of comparable facilities there is a high level of provision within three miles of BPCLC with various different buildings, school, community and hotel based catering for functions and venues that would cater for church groups at their meeting room facilities. Details of the available facilities are provided in the evidence section below:

Business units are not being re-provided in any of the options including Option 3. Currently a variety of commercial and voluntary organisations as well as Council departments have business units at BPCLC. Demographic information is not available but the range and nature of the tenants work would indicate that no particular equality strand will be proportionally adversely impacted upon. Officers will work with tenants to signpost them to alternate Council owned units.

**Please give details of the evidence you have used:**

The function hall at Bridge Park which caters for up to 300 costs £787 for up to 4 hours and £1160 for 6 hours. The kitchen costs an additional £420. The large meeting room (up to 40 people) costs £22 per hour with a minimum hire time of 2 hours.

The following are some of the function and meeting room facilities within a 3mile radius of the Bridge Park Community Leisure Centre: **Please note this is not an exhaustive list; just some of the facilities and meeting rooms on offer in the area.**

**The Stonebridge Centre “The Hub”(6 Hillside, Stonebridge, NW10 8BN)** is an award winning facility that was built as part of the Regeneration of the Stonebridge Estate. The centre is suitable for a wide variety of activities and functions.

**Main Hall-** The main hall can accommodate 80 people seated or 120 standing. It is perfect for anything from presentations, conferences, church groups’ film screening, musical performances to weddings and Christmas parties. This room costs £50 per hour of peak and £60 peak. Reduced rates may be considered for local charities

**Meeting Rooms-**There are two meeting rooms that can each accommodate 15 people. It is also possible to open the two rooms into one large room that can comfortably accommodate 30 people. One room costs £25 per hour up to 6pm (off peak) and £30 per hour peak. If you hire the two rooms it will cost £40 per hour off peak and £50 peak. Reduced rates may be considered for local charities. Reduced rates may be considered for local charities.

<http://www.hydecommunitycentres.co.uk/stonebridge-hillside-community-centre-brent-london/>

**Church End and Roundwood Unity Centre (103 Church Road, London, NW10 9EG)** has one meeting and function room. The Unity Centre’s versatile main hall is available for functions, large public meetings and events, arts performances, exercise classes, and exhibitions. The room seats up to 150 people (or 200 people standing), and costs £55 per hour week days and £65 per hour at weekends; a kitchen facility is available. The meeting room seats up to, 16 people board room style, 50 people theatre style, 50 people semi-circular style and costs £35 per hour. Discounts are available for charities and regular bookings. Reduced rates may be considered for local charities.

<http://www.chg.org.uk/residents/supporting-communities/the-unity-centre/our-facilities/>

**Harlesden Library, (Craven Park Road, NW10 8SE)** has 1 meeting which would cater up to 40 people and costs £25 per hour. It is subject to availability as it is a shared facility with BACES.

**St Raphael's Community Centre (Rainsborough Close, London NW10, 0JS)** has one available function which holds up to 30 people. It is only available from 9am-5pm Monday to Friday and costs £35 per hour for residents and £40 for non-residents.

**Sattavis Patidar Centre (Advait Centre), 40 Avenue, Wembley, HA9 9PE** has one function room that caters for 400 people- costs are negotiable depending on the type of event and start at £150 per hour. The available meeting room caters for 40 people and is charged at £55 per hour. Discounts are made available for charities and regular bookings.

**Brent Civic Centre,(Engineers Way, HA9 OFJ)** has a conference/banquet room which seats 300 people and is charged at £250 per hour to community groups, the meeting rooms (40-60) people at £70 per hour and for 20 people- £50 per hour.

**Chalkhill Community Centre (113 Chalkhill Road, Wembley, HA9 9FX)** has a number of halls and rooms available for both regular and one off events. The large hall which seats approximately 180 costs £25 per hour and the meeting room which seats up to 60 is charged at £20 per hour. The Centre offers reduced rates to Chalkhill residents and provides competitive rates to non-residents and charity organisations.

<http://www.chalkhillcentre.org/>

The following schools are within 1 km of the centre and offer meeting room facilities. Prices are negotiable and available at evenings and weekends unless stated otherwise.

**Stonebridge Primary School, (1 Shakespeare Avenue, Stonebridge, London NW10 8NG)** has 1 meeting room (caters up to 60) and 1 function room which would hold up to 200. The charges vary depending on the type of event. Discounts are offered to charities.

**Oakington Manor Primary School, (Oakington Manor Drive, HA9 6NF)** has two large function rooms which would hold up to 450 and 750 people respectively. The charges vary depending on the type of event and range from £150 per hour to £1800 for a ten hour wedding package. They have 1 meeting room which caters for up to 30 people and is charged at £50 per hour.

There are also a range of rooms available to hire at the Federation of Patidar Associations at Patidar House, London Road, Wembley including a banqueting hall, theatre and smaller meeting rooms. Charges vary: [http://www.patidars.org/Hiring\\_Facilities.asp](http://www.patidars.org/Hiring_Facilities.asp)

In addition to these community orientated facilities there are the following hotels with large function and small meeting rooms available which are in a 3 mile radius of the centre: Prices vary and are dependent on the size and type of event:

- Hilton, Wembley, HA9 OBU
- Holiday Inn, Wembley, HA9 8DS
- Quality Hotel, Empire Way, Wembley. HA9 0NH
- Crowne Plaza, Hanger Lane, Ealing. W51HG
- Comfort Hotel, Harrow, HA1, 2NT
- Crown Moral Hotel Ealing, W13 8PH
- Ealing Conference and Banqueting Hall, W52HL

- Ramada Encore, London, W3 6RT

## 7. Analysis summary

Please tick boxes to summarise the findings of your analysis.

Protected Group	Positive impact	Adverse impact	Neutral
Age	X		
Disability	X		
Gender re-assignment	X		
Marriage and civil partnership	X		
Pregnancy and maternity	X		
Race	X		
Religion or belief		X	
Sex	X		
Sexual orientation	x		

**It should be noted that the base scheme which includes the target gym and the swimming pool option will have a positive impact on the faith strand. It is just the removal function room element that could have an adverse impact although for the reasons set out below, any impact is mitigated.**

## 8. The Findings of your Analysis

Please complete whichever of the following sections is appropriate (one only).

Please refer to stage 4 of the guidance.

### Continue the policy

Officers preference is for option three – base case plus pool and no function hall for the following reasons:

- The provision of a pool is likely to attract a greater percentage of female, disabled and under 16 participants than a facility without a pool. As swimming is often a family activity it will encourage all ages to participate.
- The revenue implications are not too dissimilar to those for option 2 and is still making significant savings compared to the current cost of BPCLC
- The local community wanted to see the provision of a swimming pool.

- Function halls are relatively expensive to run and generate little income.

Officers are minded in their consideration of all options that they would like to see the gym and the target group gym expanded and all the spaces made as flexible as possible to accommodate a range of activities.

The business units at BPCLC are offered at a commercial rent. The provision of business units is not proposed within any of the new facility options. Officers will work with these organisations to signpost them to alternate Council owned units e.g. Designworks, Harlesden.

There are various community buildings across the Borough which have rooms available for hire as well as various hotels having large function and small meeting rooms available which will mitigate any potential adverse impact on the three Christian groups who have regular use (and on the faith group use equates to 36.75% of all room booking usage) and on the regular user of the function hall. The cost of these alternative sites is comparable to that are currently utilised.

In conclusion, the current economic situation and its impact on local government necessitate a review of all services. The aim of this project is to provide a modern, attractive, quality facility that can compete in the mixed economy leisure market which is sympathetic to the diversity of Brent's residents resulting in their increased participation and engagement in the centre's activities thus realising a healthier more active population and best value for the Council and residents. Whilst the selection of option 3 may have an adverse impact on a proportionally small group of people this is mitigated by comparable facilities within a 1-3 mile radius of the centre. In so far as any impact is not mitigated by the alternative local provision the Council is also permitted to have regard to its budget and financial constraints including capital costs and income in reaching a decision on how to proceed, and for reasons set out in the report to members it is proposed that the best option having regard to all relevant factors is Option 3.

## **9. Monitoring and review**

Please provide details of how you intend to monitor the policy in the future.

As previously stated some of the equalities related objectives for the project are

- To provide a modern, attractive quality facility that is welcoming, safe, inclusive and fully accessible
- To provide a facility and service that increases participation in sport and physical activity and particularly widens access and usage by the Council's target groups.
- To ensure the facility design and building components recognise the demographics of the Borough and the diversity of the local population.
- To improve residents satisfaction with local leisure facilities.

These objectives will be monitored and analysed through public consultation and engagement, pricing policies, sports development initiatives, usage data, programming and membership data and trends.

A detailed list of alternate venues available for hire will be provided to regular hirers of the centre's meeting / function rooms.

## **10. Action plan and outcomes**

These objectives set out in 9 above will form the basis of the action. The action plan will be completed once the decision has been made on the facility option.