

	<p style="text-align: center;">Cabinet 11 February 2019</p>
	<p style="text-align: center;">Report from the Strategic Director of Community and Wellbeing</p>
<p>New Bridge Park Centre</p>	

Wards Affected:	Stonebridge, Tokyngton, Harlesden
Key or Non-Key Decision:	Non-Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	One: Appendix 1 – New Bridge Park Centre (Artist's Impression)
Background Papers:	None
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Aktar Choudhury Operational Director Regeneration Aktar.Choudhury@Brent.gov.uk 0208 937 1764

1.0 Purpose of the Report

- 1.1 The Bridge Park site has been part-derelict for many years. It is a prominent site in Brent which is in need of significant regeneration and has strong planning policies to support a comprehensive mixed use redevelopment to include community uses.
- 1.2 Discussions with the land owner for the adjacent Unisys site, General Mediterranean Holdings SA (GMH), resulted in a Conditional Land Sale Agreement (CLSA).
- 1.3 The Bridge Park CLSA was exchanged in June 2017. This agreement provided for a land receipt from the sale of the Council owned land to fund the delivery of a New Community Building on part of the site to be retained by the Council.
- 1.4 The Council has placed significant weight on the feedback from consultations with Bridge Park Community Leisure Centre (BPCLC) users and community groups. This effort has led to a significantly enhanced proposal as presented in this report.

1.5 The main benefits arising from the Bridge Park redevelopment can be summarised as follows:

- More homes to meet the needs of Brent's growing population
- Modern flexible community facilities
- A better environment and public realm
- Commercial and affordable work spaces
- Enhanced leisure provision
- Reduced health inequalities
- More jobs and small businesses contributing to the local economy

1.6 Taken together the current proposals for the New Bridge Park Centre represent significantly enhanced leisure provisions and community facilities; optimises the potential of the site to meet housing and enterprise needs and represent a modern, state of the art design to contribute to better place making.

1.7 Following consultation with the users of the Bridge Park Community Leisure Centre (BPCLC) and local residents, the Council has worked with GMH to enhance the initial leisure proposals and incorporate additional facilities suggested in the consultation.

1.8 In order to fully involve the community to work alongside the Council's Bridge Park development project team on the design, development, future operation and management of the new leisure provision and enterprise space, it is proposed to form an advisory group whose membership would be drawn from Brent residents living in the local area.

1.9 The purpose of this report is to seek Member approval for the enhancements made to the leisure provision incorporating additional community facilities, enterprise space and New Accommodation for Independent Living (NAIL) housing and delegated authority to enter into a revised Conditional Land Sale Agreement (CLSA) to reflect the enhanced provision.

2.0 Recommendations

2.1 Cabinet approve the New Bridge Park Centre provision on the retained site as per the table referenced in paragraph 3.17.

2.2 Cabinet agree that any land receipt from the sale proceeds of the current Bridge Park site are used to provide the significantly enhanced community and leisure facilities in the New Bridge Park Centre in response to the community consultation.

2.3 Cabinet note that separate budget provision will be sought for the NAIL housing and enterprise space as part of the capital budget setting process.

2.4 Cabinet delegate authority to the Strategic Director of Resources in consultation with the Lead Member for Resources for agreeing the changes needed to the CLSA to deliver the enhanced facilities.

- 2.5 Cabinet delegate authority to the Strategic Director of Community and Wellbeing in consultation with the Lead Member for Public Health, Culture & Leisure to agree the final design for the New Bridge Park Centre.
- 2.6 Cabinet to agree that consultation is to take place in relation to any transitional arrangement for the existing BPCLC and opening of the New Bridge Park Centre.
- 2.7 Cabinet agree that the retained site be appropriated for planning purposes in accordance with section 122 of the Local Government Act 1972.
- 2.8 Cabinet delegate authority to the Strategic Director of Community and Wellbeing in consultation with the Lead Member for Public Health, Culture & Leisure to set up a resident advisory group as described in paragraph 3.26.

3.0 Detail

- 3.1 The Bridge Park and Unisys sites are on the junction of the Harrow Road and the North Circular Road in Stonebridge. Bridge Park was converted in the 1980s and has four main elements: a sports hall and associated health and fitness facilities; a large community hall with catering and conference rooms; a number of business units and Technology House, a separate office block that is used as a children's nursery and offices for a church group.
- 3.2 Both Technology House and Bridge Park have a backlog of repairs and both need further investment to bring them up to modern standards. Bridge Park also suffers from the fact that it is a converted bus garage and the layout is relatively inefficient with heating and other costs being considerable due to its structure.
- 3.3 The Unisys site is owned by GMH, a property investment company that also builds and invests in hotels across the world. The Unisys office buildings have been vacant for over fifteen years. They are vandalised in part, create a poor environment and present a poor image for the borough. GMH now propose to refurbish one of the blocks for a new hotel and redevelop the other office block into residential accommodation.
- 3.4 The main benefits arising from the Bridge Park redevelopment can be summarised as follows:
 - More homes to meet the needs of Brent's growing population
 - Modern flexible community facilities
 - A better environment and image
 - Commercial and affordable work spaces
 - Enhanced leisure provision
 - Reduced health inequalities
 - More jobs and small businesses contributing to the local economy
- 3.5 Following discussions with GMH, Brent Council formally exchanged the CLSA in June 2017.

- 3.6 At the signing of the CLSA, the Council and GMH envisaged the delivery of a comprehensive redevelopment of the site to comprise a new hotel, a modern leisure centre, circa 500 new homes (including affordable homes after extracting the value needed to meet the cost of the leisure centre) and environmental improvements across the site.
- 3.7 The funding for the enhanced leisure and community facilities in the New Bridge Park Centre scheme would be paid out from the proceeds of GMH's residential and commercial development on the Bridge Park site.
- 3.8 Prior to signing the CLSA, in 2013 Brent consulted on five options for the leisure provision. These options and the feedback from the consultation were presented to Cabinet in February 2014.
- 3.9 The least favoured choice from the five options put forward in the 2013 consultation was to leave Bridge Park as it is.
- 3.10 Cabinet approved the following leisure provision for incorporation into CLSA negotiations and they were subsequently included in the final CLSA:
- 4 lane swimming pool with moveable floor
 - 4 court sports hall
 - 65 station gym
 - Smaller separate gym
 - 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.
- 3.11 Post CLSA exchange in June 2017, officers appointed a design team to develop a design for the New Community Building incorporating the above provisions for further consultation with the community. A number of consultation events were subsequently held from October 2017 – November 2017 to:
- Update people on progress with the New Community Building
 - Share information on the wider Bridge Park redevelopment proposals
 - Seek input on the emerging design for the New Community Building
- 3.12 The main outcomes and requirements from the further 2017 consultation were:
- Support for the swimming pool and leisure facilities
 - A function hall to increase the community value of the venue
 - More meeting rooms at an affordable price in the local area
 - Commercial workspace
 - Optimise affordable housing provision

- 3.13 In addition to the consultation feedback, officers also sought advice on the operational viability of a new leisure centre and the provision that will be required to ensure a sustainable business model. One piece of key advice was that the swimming pool would need to be a 6 lane swimming pool to generate a cost neutral position.
- 3.14 The enhanced facilities that need to be provided to address the 2017 consultation feedback require additional funding, land and CLSA revisions.
- 3.15 In order to incorporate these changes, officers have been in active discussions with GMH to review changes to the layout of the site including density and massing and to introduce the additional facilities listed in 3.12. Also, the opportunity was taken to optimise the potential of the retained site to deliver NAIL housing.
- 3.16 Given that the leisure provision was to be funded from the sale proceeds, it was also important for officers to explore with GMH the potential for their development to release more value to Brent. Therefore (subject to planning consent), if GMH intensify their residential and commercial development on the Bridge Park site then this will deliver an increased land receipt for Brent, help secure additional Community Infrastructure Levy (CIL) funding and provide more affordable housing.
- 3.17 The table below details the enhanced facilities that Brent is now seeking to deliver, compared to those in the original CLSA. The current proposal presents a significant enhancement to the original proposal and has been developed in line with community feedback.

New Bridge Park Centre Facility Mix			
Facility	2017 CLSA	Current Proposal	Enhancement
Community Use	None	Up to 1118sqm community use space including: <ul style="list-style-type: none"> • 2 x community halls • 3 x meeting rooms • Modern kitchen and other ancillary facilities 	Additional 1118sqm of community space. Current Bridge Park Community Leisure Centre only has 450sqm of community use space.
Enterprise Space	None	Up to 2258sqm of modern work space to support commercial enterprise.	Additional 2258sqm of Enterprise space. Within the Bridge Park Community Leisure Centre and Technology House buildings, there is about 2176sqm of commercial use space.

New Accommodation for Independent Living (NAIL) Housing	None	Up to 104 new homes to accommodate vulnerable adult client groups living in Brent.	NAIL housing provision was not included previously and is classified as Affordable Housing.
Swimming Pool with moveable floor	4 lane x 25m	6 lane x 25m	A bigger swimming pool with an additional 2 lanes.
Children's Soft Play Area & Party Room	Included	Included	No change
Sauna & Steam Rooms	Included	Included	No change
Studios	Included	Included	No change
Spin Studio	Included	Included	No change
Changing Facilities	Included	Included	No change
Café Area	Included	Included	No change
4 Court Sports Hall	600sqm	600sqm	No change
Clip & Climb	None	125sqm	A bigger leisure centre with an additional 125m ² space for Clip & Climb provision
Toning Suite	None	85sqm	A bigger leisure centre with an additional 85m ² space for Toning Suite
Consultation Rooms	None	2 rooms	A bigger leisure centre with an additional for 2 Consultation Rooms
Car Parking	50 car park spaces	72 car park spaces	Additional provision of 22 car park spaces
Fitness Gym	65 station gym	80 stations minimum with potential for up to 100 stations and ability to partition for creating a separate gym to meet local diversity needs.	A bigger leisure centre with additional space for 15 – 35 gym stations and ability to partition.

3.18 In addition, through the design review process, it was clear that the scheme presented during the 2017 consultation was not a prominent community facility. Further, the building was a low 2 storey structure which did not fit the urban design scale of the rest of the development. To address this, the entrance now sits proudly at the front of the site with high visibility and prominence from the Harrow Road.

3.19 The architectural form of the building is more modern and respects the surrounding built environment. These changes have given rise to an opportunity to place a taller building at the rear of the site which is capable of providing significant new accommodation for independent living (NAIL). It should be noted that NAIL is classified as affordable housing.

3.20 The opportunity has also been taken to provide commercial workspace within the development to support new enterprise. Officers are also mapping existing

workspace facilities across the borough for tenants to consider for potential relocation.

- 3.21 Taken together the current proposals represent significantly enhanced leisure provisions and community facilities; optimises the potential of the site to meet housing and enterprise needs and represent a modern, state of the art design to contribute to better place making.
- 3.22 An artist's impression of the New Bridge Park Centre with the enhanced facilities is available in Appendix 1.
- 3.23 Whilst we have now arrived at a point where, subject to Cabinet approval, the massing, density and uses are established, there will be further design work needed to develop the scheme to Outline Planning stage and subsequently to Detailed Planning.
- 3.24 The Council has placed significant weight on the feedback from consultations with BPCLC users and community groups. This effort has led to a significantly enhanced proposal as presented in this report.
- 3.25 There is scope for further community involvement during the Detailed Planning stage to contribute to the design of the spaces for the leisure and community uses.
- 3.26 In order to fully involve the community to work alongside the Council's Bridge Park development project team on the design, development, future operation and management of the new leisure centre and enterprise space, it is proposed to form an advisory group whose membership would be drawn from Brent residents.

The purpose of the group is:

- To bring an independent, community-focused perspective to discussions and decisions about the future specification and use of the new leisure centre and enterprise space.
- To engage with current and future users of the site and be an advocate and conduit for key messages about the progress of the development

The group will be chaired by an independent person drawn from the local community who is knowledgeable, credible and capable of bringing together a focused group of 6-8 individuals to undertake the role of an advisory group.

4.0 Financial Implications

- 4.1 The basic premise of the proposal is for the council to utilise land in the area owned by all partners efficiently to construct a brand new sports and community facility including NAIL and enterprise space. It is anticipated that the new sports and community facility will be funded from the land receipt whilst the remaining

elements (including NAIL and Enterprise space) is to be funded by a council capital contribution.

- 4.2 As a result of the steps outlined in paragraph 3.16 above, the council is expecting a higher land receipt than originally anticipated. However the final sum will be recalculated following the satisfaction of certain conditions when an updated development appraisal will be used to ascertain the residual value of the land.
- 4.3 Existing budget has already been provided within the main programme to secure land interest (car breakers yard) and undertake a number of commissions. Additional sums would need to be earmarked within the capital pipeline/programme to fund the council contribution noted above.
- 4.4 It is also worth noting the current centre is in a state of disrepair and would require substantial financial investment to bring the centre up to modern standards, hence it could be argued that these proposals result in some cost avoidance.
- 4.5 The proposal includes the inclusion of up to 104 NAIL (New Accommodation for Independent Living) units. NAIL units generate an average revenue saving of £332 per person per week in comparison to traditional residential placements. A scheme comprising of 104 units would generate revenue savings of £1.8m pa and would support the delivery of the Council's current NAIL savings ambitions.

5.0 Legal Implications

- 5.1 The council can only appropriate land under s.122 (1) of the Local Government Act 1972 if the land is no longer required for the purpose for which it is currently held. In reaching this decision, the council must consider the public need within the area for the existing use.
- 5.2 The Council will need to be satisfied that the appropriation of the site will facilitate carrying out development, redevelopment or improvement on or in relation to the land or the proposed development, redevelopment or improvement is likely to contribute to achieving the promotion or improvement of the economic, social or environmental well-being of the whole, or in the interests of the proper planning of an area in which the land is situated.
- 5.3 Where the Council appropriates land for planning purposes, it can by virtue of s.235 (1) of the Town and Country Planning Act 1990 in relation to that land erect, construct or carry out any building or work as well as repair, maintain and insure any buildings and generally deal with such land in the proper course of management.
- 5.4 Where land is appropriated under section 203 of the Housing and Planning Act 2016 it removes the threat of an injunction.

- 5.5 Section 203 of the Housing Act 2016 does not impose upon the Council a duty to consult however given that it provides a power to interfere with private rights over land and, as such, is generally exercised in the context of compulsory acquisition and/or appropriation of land, there is a public law duty to consult or at least to consult or engage with those persons affected. Accordingly compensation is payable. The owner of the third party right will have a claim in compensation which will be assessed on the basis of the loss in value of the claimants land.
- 5.6 It is essential that planning permission is in place so that there is a clear basis for the appropriation of the land for the purposes of this development. The benefit of the provisions of section 203 of the Housing and Planning Act 2016 will not take effect until planning permission has been obtained and the land has been appropriated.
- 5.7 Paragraph 10.1 (m) of the Council's constitution provides for a restriction on the powers of Chief Officers to decide upon the permanent closure of a facility or reduction in services. Accordingly the decision to the permanent closure of the BPCLC must be made and approved by Cabinet.
- 5.8 The Council is under a duty to consult its residents for a reasonable period of time prior to the permanent closure of the BPCLC for a period of no less than thirteen weeks. The consultation should include an Equality Impact Assessment which should identify the potential impact of a proposed closure on the residents. Accordingly, the outcome of the consultation will need to be reported to Cabinet before a decision can be made to close the BPCLC permanently.
- 5.9 Section 123 of the Local Government Act 1972 provides that the Council cannot dispose of its land for a consideration less than the best that can be reasonably obtained in the market, except with the express consent of the Secretary of State.

6.0 Equality Implications

- 6.1 Under Section 149 of the Equality Act 2010, the Council has a duty when exercising their functions to have 'due regard' to the need:
- a) to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited under the Act;
 - b) advance equality of opportunity; and
 - c) Foster good relations between those who share a "protected characteristic" and those who do not.
- This is the Public Sector Equality Duty (PSED). The 'protected characteristics' are: age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex, and sexual orientation.
- 6.2 The purpose of the duty is to enquire into whether a proposed decision disproportionately affects people with a protected characteristic. In other words, the indirect discriminatory effects of a proposed decision. Due regard is the regard that is appropriate in all the circumstances.

6.3 An Equality Analysis was undertaken in June 2013 when the Bridge Park redevelopment proposals were first approved by Cabinet. Public consultation and stakeholder engagement, since that date, has led to an enhanced proposal in terms of a new facilities development. The initial Equality Impact Analysis indicates that the general redevelopment of the Bridge Park Community Centre will have positive impacts on all groups falling within a protected characteristic. However, the Equality Analysis will be updated in line with the consultation process and procuring the delivery of the final scheme.

7.0 Consultation with Ward Members and Stakeholders

7.1 Ward Members have been updated and they communicate regularly with officers to address any issues as/when necessary.

7.2 Officers also arranged a briefing session with the Stonebridge Ward Members prior to the Cabinet meeting on 11th February 2019.

8.0 Human Resources/Property Implications (if appropriate)

8.1 As first reported to Executive in 2013, Bridge Park is showing its age and its condition has since further deteriorated. The Council is seeking to expedite the delivery of the New Bridge Park Centre to avoid further capital maintenance of a declining asset and replace the current leisure facility.

8.2 If the Council is not able to keep the existing Bridge Park Community Leisure Centre running until the New Bridge Park Centre opens then there would be implications for Brent staff that work in the current facility.

Report sign off:

PHIL PORTER

Strategic Director of Community and Wellbeing