

Decision Pathway – Report Template



PURPOSE: Key decision

MEETING: Cabinet

DATE: 09 March 2021

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| TITLE | Investment in Bristol's Leisure Facilities | | |
| Ward(s) | Citywide | | |
| Author: Guy Fishbourne | Job title: Sport & Physical Activity Development Manager | | |
| Cabinet lead: Mayor | Executive Director lead: Jacqui Jensen | | |
| Proposal origin: BCC Staff | | | |
| Decision maker: Cabinet Member Decision forum: <i>Cabinet</i> | | | |
| Purpose of Report: | | | |
| <ol style="list-style-type: none"> 1. This paper is to note the developing strategic direction for investment in council leisure facilities. 2. The drivers for a future leisure provision are intended to be geographical access, deprivation, evidence of greatest need and potential to enhance provision in order to support a more sustainable model of delivery. 3. This is informed by the key findings and recommendations from Bristol's Sport & Active Recreation Facility Strategy (2018 – 2023), Physical Activity Needs Analysis for Bristol (2019), Sport and Physical Activity Strategy (2020-2025), and ongoing work with consultants to develop an investment strategy. 4. This paper follows on from the previous cabinet report 3rd March 2020 (Management arrangements and investment opportunities for leisure centres and swimming pools). 5. This strategic direction will be further developed through public consultation and engagement. 6. To note the outcome of the recent public consultation on Jubilee Pool. | | | |
| Evidence Base: | | | |
| Strategic background and context | | | |
| <ol style="list-style-type: none"> 1. The quantity, quality, availability and accessibility of various sports facilities is important for the city in terms of encouraging participation in sport and physical activity, and for general health and well-being. 2. In 2018, following public consultation, the council adopted a new Sport & Active Recreation Facility Strategy 2018-2023 (S&ARFS) (Report to 3rd July Cabinet: A Sport and Active Recreation Facility Strategy (S&ARFS) for Bristol) (Appendix A) which contributes towards the objectives in the Corporate Strategy 2017-2022, and the outcome of achieving alternative and more cost effective models for the delivery of service provision. 3. The strategy identifies the needs and priorities for sports facilities in Bristol, to protect, enhance and provide facility provision to meet these needs and establish clear strategic priorities and actions for sport | | | |

and active recreation facility provision.

4. The strategy is underpinned by a comprehensive Assessment of Needs and Opportunities (undertaken in consultation with Clubs, National Governing Bodies for sport and Sport England) of all the relevant sport facilities across Bristol (regardless of ownership) in order to fully understand and help evidence the strategic need for provision.
5. The assessment of needs shows that the council's current stock of leisure facilities is a mix of good quality alongside tired and ageing facilities that are becoming more of a financial burden and which require investment to improve efficiency and capabilities to meet future demand.
6. The strategic direction is building on the key findings and recommendations from the S&ARFS and preliminary analysis undertaken by consultants to look at different facility development options which support cost effective and efficient leisure services, and which contribute towards strategic outcomes. This is an ongoing piece of work and will form the basis of the council's leisure investment strategy (outline business case). The outline business case will be informed by further public consultation and be submitted to cabinet at a later date
7. The council's current flagship facilities are Horfield Leisure Centre (North) and Hengrove Leisure Centre (South). Easton Leisure Centre serves Central and East. Hengrove, Horfield and Easton Leisure Centre are the council's best used facilities.
8. These three, along with Henbury leisure centre and Bristol South pool, serve areas of deprivation and whilst Horfield Leisure Centre runs at capacity, there remains significant capacity at Hengrove Leisure Centre. Easton Leisure Centre which serves the central and East of the city, operates at above capacity and is in most need of additional pool water space and dry side refurbishment.
9. In the context of the council's emerging strategic direction for leisure investment and in the light of the financial pressure Covid-19 has now placed on the council, it is even more important to take progressive steps towards delivering a more sustainable business model for the council's portfolio of leisure facilities, ensuring investment is focussed across key strategic sites serving the highest number of users and areas of greatest deprivation.

Developing strategic direction

10. The preferred approach at this stage is to develop two key strategic facilities in Easton and Horfield, serving areas of deprivation and offering mixed modality, accessible water and dry side activities. Investing predominantly in Horfield and Easton are the two sites with the greatest need and potential to enhance provision to support a more cost-effective business model of delivery.
11. These two key strategic facilities together with a flag ship facility at Hengrove, are supported by other council sites and by a range of community owned and managed facilities and activities. These include park facilities and older and smaller leisure facilities.
12. This will be further developed and consulted on during 2021 – 22.

Investment strategy

13. A long-term leisure investment strategy to support the strategy for leisure services will be developed. This will include a combination of internal and external funding sources being explored, including the council contribution. As noted above, a future outline business case / leisure investment strategy will be subject to public consultation, and a final investment strategy, informed by the consultation, will be developed for cabinet approval.
14. Following the report to March 3rd 2020 cabinet (Re: Management arrangements and investment opportunities for leisure centres and swimming pools) the council also needs to develop in parallel its procurement strategy in time for when it is ready to procure new management arrangements across in scope leisure centres and swimming pools.

Jubilee Pool

15. Consultation on the future of Jubilee Pool (which is operated by Parkwood Leisure) ended on November 8th, with 1826 responses received. A report on the consultation findings is included in **Appendix B**.
16. While community-based options on the future of the pool are explored, it has been agreed with Parkwood Leisure that financial support not exceeding £64,824 net will be provided to enable the pool to reopen until the end of its current contract. This will keep the pool viable to enable the outcome of engagement with the community on a longer-term solution.
17. With the above in mind a decision on the longer-term future of Jubilee Pool will form part of the wider strategic approach.

Officer Recommendations: That cabinet note:

1. The principles for the developing strategic direction for investment in leisure facilities in the City and public consultation
2. That officers will bring another report to Cabinet once the leisure investment strategy has been further developed, including a decision on options for consultation
3. The outcome of public consultation on the future of Jubilee Pool, the interim financial position agreed and that a decision on its longer-term future will be decided after public consultation on the wider strategy has taken place.

Corporate Strategy alignment:

This proposal aligns with the Corporate Principles - *developing people and places to improve outcomes, empower communities and reduce the need for council services: Maximise opportunities to work with partners and other stakeholders locally, nationally and globally.*

1. **Wellbeing:** is one of four themes in the corporate strategy and based upon creating healthier and more resilient communities where life expectancy is not determined by wealth or background.
2. One of the Mayors seven key commitments in the corporate plan is that Bristol will be a leading cultural city, making culture and sport accessible to all.
3. Embed health in all our policies to improve physical & mental health and wellbeing and reduce health inequalities reducing future demand pressures on health and social care services and helping to reduce costs.
4. Supporting preventative interventions and opportunities for physical activity amongst children and adults

- and creating a resilient, sustainable, clean and healthy city
5. Promoting opportunity, attracting funding and protecting investment in culture while also facilitating others
 6. Continue to offer good quality services which attract visitors.

Achieving more cost-effective models for the delivery of service provision

City Benefits:

1. Working in partnership to maximise opportunity and resources in order to deliver Bristol's leisure services across in scope leisure centres and swimming pools.
2. The intended outcome will be enhanced leisure provision that is operated as cost effectively and efficiently as possible, balancing the needs of the local community and contributing towards the city's strategic outcomes.
3. The Council will work towards optimising future arrangements and through public consultation consider investment in facilities where sustainable business plans are agreed and will work in partnership to increase participation and realise maximum health and social benefits for residents
4. Supporting people to be more physically active will impact on a range of public health and adult social care outcomes such as:
 - Obesity levels in adults and children
 - Social and health inequalities, increased healthy life expectancy
 - The number of falls and injuries in over 65s
 - Early death from cardiovascular diseases, cancer and respiratory diseases.

Consultation Details:

1. Public consultation on the future of Jubilee Pool has been undertaken details are set out in Appendix B.

Background Documents:

Assessment of Needs and Opportunities Bristol S&ARFS - www.bristolactivecity.org.uk

[A-Sport-and-Active-Recreation-Facility-Strategy-for-Bristol-SaARFS.pdf \(bristolactivecity.org.uk\)](#)

[BD12440-Bristol-Sports-Strategy-2020-25-1.pdf \(bristolactivecity.org.uk\)](#)

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| Revenue Cost | Jubilee Pool: c. £64,824 | Source of Revenue Funding | Jubilee Pool = National Leisure Recovery Fund |
| Capital Cost | £ n.a | Source of Capital Funding | n.a |
| One off cost <input checked="" type="checkbox"/> | Ongoing cost <input type="checkbox"/> | Saving Proposal <input type="checkbox"/> | Income generation proposal <input type="checkbox"/> |

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: This report asks Cabinet to note the developing strategic direction for investment in leisure facilities in the City and that officers will bring a further report to Cabinet once the strategy has been further developed for decision on options for consultation.

The report does not commit the council to any investment at this stage and final proposals will need to be brought forward as part of an options appraisal in a final investment business case to Cabinet.

The report also identifies that financial support not exceeding £64,824 will be provided to enable Jubilee pool to reopen until the end of its current contract. This will be funded from the National Leisure Recovery Fund.

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| Finance Business Partner: Denise Hunt 1 st March 2021 | | |
| 2. Legal Advice: There are no legal implications arising from the recommendations in this report. Public consultation will take place when the strategic direction is more developed. | | |
| Legal Team Leader: Nancy Rollason 26 th February 2021. | | |
| 3. Implications on IT: No anticipated impact on IT Services | | |
| IT Team Leader: Simon Oliver 07/12/20 | | |
| 4. HR Advice: As the report is currently presented it does not have any HR implications for Bristol City Council employees. | | |
| HR Partner: Lorna Liang 18 February 2021 | | |
| 4. Procurement Advice: Following the report to cabinet there maybe some specialist Procurement support required as the strategy gets further developed. If required appropriate resources will be allocated and all procurement processes will be compliant with BCC Internal Procurement Rules and PCR2015 | | |
| Category Manager: Niotia Ferguson – Category Business Partner 1st March 2021 | | |
| EDM Sign-off | Jacqui Jensen | 5/01/22 |
| Cabinet Member sign-off | Mayor | 8/02/21 |
| For Key Decisions - Mayor's Office sign-off | Mayor | 8/02/21 |

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| Appendix A: Sport and Active Recreation Facility Strategy | YES |
| Appendix B – Jubilee Pool – Public Consultation Report | YES |
| Appendix C – Summary of any engagement with scrutiny | NO |
| Appendix D – Risk assessment | NO |
| Appendix E –Equality Impact Assessment | NO |
| Appendix F – Eco-impact screening/ impact assessment of proposal | NO |
| Appendix G – Financial Advice | NO |
| Appendix H – Legal Advice | NO |
| Appendix I – Exempt Information | NO |
| Appendix J – HR advice | NO |
| Appendix K – ICT | NO |
| Appendix L – Procurement | NO |