# Leisure Facilities

# Investment Strategy

# Contents

## Introduction

One of the challenges Bristol faces is reducing the stark health inequalities which exist between different parts of the city and improving the life chances for all. Sport and physical activity can contribute significantly towards this challenge as it has a positive impact on improving physical and mental wellbeing, individual development, and social and community development.

The quantity, quality, availability and accessibility of various sports facilities (both now and in the future) is therefore important for the city in terms of encouraging participation in sport and physical activity, and for general health and well-being.

The council has an important role as one of many leisure facility providers in an increasingly mixed economy but needs to prioritise capital and revenue investment within this mixed economy to deliver best value and meet identified need.

The council owns nine leisure centres and swimming pools which, between them, attract over 3 million visits per year. These are supported by a wide range of dual use leisure facilities across school sites and other community owned and managed facilities. These facilities, together with a range of other opportunities to be physically active, contribute towards Bristol's overall activity levels.

Results from Bristol's Quality of Life (QoL) survey 2020/21 found 68.2% of people are physically active (taking at least 150 mins a week of moderate or 75 mins a week of vigorous exercise). This decreased to 55.2% for people living in the 10% most deprived areas and varies by ward. Although a slightly different population group, the national 'Active Lives Adult' survey (19/20) reports that 74.2% of Bristol adults (age 19+) were physically "active", significantly higher than the national average (66.4%) and the 9th highest of all English local authorities including Core Cities.

As part of this leisure facilities investment strategy and to support a more cost-effective delivery of leisure services through a newly procured contract, the council has considered

options which will continue to enable it to deliver high quality provision and its strategic outcomes.

**National Context**

Local authority leisure provision has experienced severe challenges as a result of the impact of COVID and Government restrictions.

Prior to this, there was a pre-existing issue that nearly two thirds of leisure centres are outdated and need urgent new investment from government, according to the Local Government Association (2020).

New figures, shared with the LGA by Sport England, show that up to 63 per cent of sports halls and swimming pools are more than 10 years old. Nearly a quarter of all sports halls and swimming pools have not been refurbished in more than 20 years.

Many cities are in the process of transforming their leisure assets to move towards longer term sustainability and to support their commitment towards carbon neutrality. The challenges being faced nationally are comparable to Bristol in terms of availability and the need to prioritise capital and revenue funding.

The impact of COVID on public leisure facilities has been exacerbated through ageing leisure stock where recovery levels have been impacted because of design, lack of ventilation and the ability to socially distance. Higher operational and running costs of older less efficient facilities have further increased the subsidy levels of operations currently performing well below pre COVID levels.

**Local Context**

The One City Plan sets out an ambitious vision and actions for the future of Bristol to 2050. It is a collaborative approach to reach a shared vision for Bristol and aims to use the collective power of Bristol's key organisations to make a bigger impact by supporting partners, organisations and citizens to help solve key challenges such as driving economic growth for everyone.

The overarching vision for the health and wellbeing theme in Bristol's 'One City Plan[1], A Plan for Bristol to 2050' is that:

[1] https://www.bristolonecity.com/

**By 2050 everyone in Bristol will have the opportunity to live a life in which they are mentally and physically healthy.**

The Council's Corporate Strategy remains the main strategic document and sets out the council's contribution to the city as part of the One City Plan.

Bristol City Council's Corporate Strategy 2017-2022 is clear about the fact that the City faces a major financial challenge. By the end of 2023 the council will have had to save over £300 million in the preceding 12 years. Referencing the rapidly growing population it cites the pressure created by increased demand for key services such as social care, transport and education and the squeeze placed upon it as a result of reduced Government funding. The most recent impact of Covid-19 on health and wellbeing and the council finances has now presented further and unprecedented financial challenges. Challenges which will continue to affect the council this year and beyond.

It means that change in the way that the council runs key services is essential and that the council must think differently about its role. There is an identified need to work with partners and the electorate "to reduce the need for services in positive ways which empower people to live successful, independent lives as part of their community."

The Corporate Strategy goes on to say that Bristol has "a cultural and sporting history to be proud of and its contemporary cultural and sporting life is a core contributor to the ongoing success of the city and in making Bristol a better place to live." It makes the commitment to "Keep Bristol a leading cultural city, helping make culture, sport and play accessible to all." It highlights that the council will directly provide some services but is also open to ideas in respect of enabling other people (and agencies) to run events and encourage partners and community groups. It confirms the council role in promoting opportunity, attracting funding and protecting investment in culture.

Considering the ongoing pandemic and its longer-term impact, the Corporate Strategy is being revised to respond to the changing external environment and the needs of the council's workforce, residents and businesses.

***Sport and Active Recreation Facility Strategy 2018 – 2023 (S&ARFS)***

The council adopted a Sport & Active Recreation Facility Strategy (2018-2023) (S&ARFS)[2] following public consultation, which contributes towards the objectives in the Corporate Strategy 2017-2022, with an ambition to achieve alternative and more cost-effective models for the delivery of service provision.

The strategy identifies the needs and priorities for sports facilities in Bristol:

- To protect, enhance and provide facility provision to meet these needs
- Establish clear strategic priorities and actions for sport and active recreation facility provision.

It 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.

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.

The S&ARFS states there are "challenging decisions to be made about dated facilities and the continuing need for subsidy by the local authority.

***A Sport and Physical Activity Strategy for Bristol (2020-2025)***

In 2020, following work with key stakeholders and public consultation a Sport and Physical Activity Strategy for Bristol (2020-2025)[3] was published with the aim to support the city's stakeholders in the planning and delivery of sport and physical activity investment, services and opportunities.

[2] https://www.bristolactivecity.org.uk/wp-content/uploads/2018/10/A-Sport-and-Active-Recreation-Facility-Strategy-for-Bristol-SaARFS.pdf

[3] https://www.bristolactivecity.org.uk/wp-content/uploads/2020/01/BD12440-Bristol-Sports-Strategy-2020-25-1.pdf

The following Strategic outcomes are identified in Bristol's Sport and Physical Activity Strategy:

- Outcome 1: Through physical activity, reduce health inequalities and the Healthy Life Expectancy gap by 10% between the most affluent wards and deprived wards by 2025
- Outcome 2: 50% more people living in wards where there are the greatest levels of socio-economic deprivation, are doing more than 30 minutes physical activity per week by 2025
- Outcome 3: Halt the rise in levels of childhood and adult obesity by 2025
- Outcome 4: Bristol will be the most active Core City in the country, with at least 65% of people in all parts of the city achieving the recommended amount of physical activity by 2025.

To achieve the above outcomes, a set of strategy objectives have been defined which fit into four themed areas: Active People, Active Partnerships, Active Environments and Active Places.

**Leisure Facilities Investment Strategy**

This leisure facilities investment strategy builds on the key findings and recommendations from the S&ARFS and based on these, presents proposed investment opportunities supporting the council to address future needs and deliver cost effective and efficient leisure services, within an affordable financial envelope. It will contribute towards the strategic outcomes in the Sport and Physical Activity Strategy for Bristol and its overall vision:

'To ensure that all Bristol citizens have the encouragement, opportunity and environment they need to lead active, healthy and fulfilling lives. By working collaboratively and cooperatively, as a whole system, we will seek to transform attitudes and behaviours and make it easier for residents to enjoy sport and physical activity and embed it into their everyday lives'

**Scope of this strategy**

*Full Portfolio of facilities*

Included in the council's portfolio are nine council owned leisure centres and swimming pools across the city:

- Bristol South Swimming Pool
- Easton Leisure Centre
- Henbury Leisure Centre
- Horfield Leisure Centre
- St Paul's Community Sports Academy
- Kingsdown Sports Centre
- Jubilee Swimming Pool
- Hengrove Leisure Centre
- Portway Rugby Development Centre

In addition, there are eight school leisure facilities which were built under the governments Private Finance Initiative (PFI) which are available for public use. We want to maximise use of these sites (See appendix 5) which include:

- Bristol Brunel Academy in Speedwell
- The Bridge Learning Campus in Hartcliffe
- Oasis Academy in Brislington
- Bristol Metropolitan Academy in Fishponds
- Blaise High School in Henbury
- Oasis Brightstowe in Shirehampton
- Orchard School in Horfield
- Bedminster Down School

As well as access to outdoor sports provision and sports hall space across the above eight school sites the council also invests in:

- City of Bristol Gymnastics Centre on the Bridge Learning Campus
- Bristol Brunel Academy Fitness Suite.

Considering the full portfolio of facilities within its leisure facilities investment strategy, the council has explored how it can optimise the impact of future arrangements, linked to investment opportunities and the need for new management arrangements to be in place across some of those facilities which are due to be re-procured, whilst also ensuring alignment with its strategic approach.

**Methodology Overview**

Working closely with Sport England, the council has adopted the Strategic Outcomes Planning Guidance to assist it in planning and implementing a strategic approach for sport and physical activity across the city for the next 10 years. See Figure 1.

Figure 1: SOPG


There is a strong rationale for change influenced by the following key drivers:

- Bristol's Sport and Physical Activity Strategy (2020-2025) key strategic priorities
- The needs of the council's medium-term financial strategy
- The need to prioritise capital and revenue investment
- The age, condition, and future 'fitness for purpose' of many of the sites contained within the council's full portfolio of facilities.
- The need to positively contribute towards the One City Climate Strategy[4] and support reduced emissions and the carbon footprint of the leisure portfolio.

[4] https://www.bristolonecity.com/wp-content/uploads/2020/02/one-city-climate-strategy.pdf

**Investment objectives linked to the forthcoming procurement process**

- Commercial attractiveness of the facilities which are due to be reprocured. (To attract bidders and drive value for money).
- Potential for improvements on the lifecycle costs and level of subsidy.
- Potential to invest any contract surpluses / future budgets into focussed interventions to address health inequalities.
- The extent to which the facility mix minimises borrowing.

**Principles**

- To make improvements across key strategic sites serving the highest number of users and areas of greatest deprivation.
- Strategic leisure sites will be supported by a range of community owned and managed facilities plus through the ongoing development of the four key themes in the Sports and Physical Activity Strategy: Active People, Partnerships, Places and Environment.
- Where the council is proposing to stop operating facilities Community Asset Transfer (CAT), or alternative management arrangements will be considered where there is an interest by the community or any other commercial organisation to undertake this.

**Rationale for Change**
**What are the current arrangements and why do they need to change?**

Linked to the forthcoming procurement exercise, the council identified strategic investment priorities in leisure services and explored its service requirements based on a range of important influences. These influences are:

- Needs of residents and gaps in facility provision
- Delivery of key outcomes linked to the Sport and Physical Activity Strategy
- Consideration of the current condition of the council's facility stock
- Service delivery / management options.

**Strategic Case**

The One City Plan commits the city to key health and wellbeing priorities which the council's leisure facilities help address including key priorities such as ensuring people in the most

deprived wards are doing more physical activity each week, halting the rise in adult and childhood obesity and Bristol being the most active Core City in the country.

The S&ARFS identifies current and future needs of the City, protecting, enhancing, and providing facilities to meet these needs and to establish clear strategic priorities and actions for sport and active recreation facility provision.

The identified business needs facing the council are linked to leisure becoming less revenue dependent using a combination of invest to save and the exploration of alternative operating models such as community asset transfer or other commercial arrangements, as an opportunity to help achieve this position.

**Approach**

Public consultation on the council's Leisure Facilities Investment Strategy has been undertaken to help inform the council's overall Procurement Strategy, in order to deliver cost effective leisure services and for new management arrangements to be in place by April 2023.

Views were sought from the public on the merits of a range of different options in relation to improvements at Easton Leisure Centre, Horfield Leisure Centre, and Bristol South Pool (See below). The consultation illustrated that people are interested in their local facilities and very clearly that people value investment in their own communities. For example, for the option to invest in Easton Leisure Centre, respondents in St George Central, St George West, Eastville, Trooper's Hill and Easton all placed a high level of importance in this option. Similar local responses can be seen on the other two investment options and this localised response can also be seen in relation to the proposed transfer or closure of Jubilee and Kingsdown.

Considering the full portfolio of facilities included in the council's leisure facilities investment strategy and the outcome of public consultation, the council will:

**Retain**

The following sites will be included in the forthcoming procurement exercise and remain in the new contract portfolio:

- Bristol South Pool

- Easton Leisure Centre
- Henbury Leisure Centre
- Horfield Leisure Centre
- St Paul's Community Sports Academy

Portway Rugby Development Centre, Hengrove PFI Leisure Centre and the school PFI leisure facilities will be retained due to the existing contractual arrangements. The council will facilitate a procurement of dual use community facilities at Bedminster Down, Oasis Brightstowe, Orchard and Blaise schools to support and improve the management of community bookings and increased access across these sites.

**Capital investment**

Following the outcome of public consultation, within the overall Leisure Facilities Investment Strategy, the council proposes to make improvements at the following strategic sites included in the procurement exercise but, subject to affordability, may not be able to do them all.

*Easton Leisure Centre*

Easton leisure centre has a swimming pool, sports hall and fitness offer. It has the second highest usage of all the council's swimming pools and has the third highest overall attendances of all its leisure facilities. It is well located serving an area of higher deprivation in central and eastern areas of the city but is very tired in appearance externally and internally. The needs of the community could be better met with a change to the facility mix and layout. A remodel is proposed within the current building footprint. There is no increase in the size of the current pool area due to limited available funding and instead, a focus is placed on a redesign of the dry-side areas (sports hall, gym, reception area) of the centre. This option includes first floor space for a new and larger health and fitness suite, including for predominantly cultural reasons a dedicated women-only area and a reduction from a four-court sports hall to three courts. The ground floor allows for additional community uses of the facility.

*Horfield Leisure Centre*

Horfield Leisure Centre has swimming pools, sports hall and gym and fitness offer. Horfield has the highest usage and is the most economically viable of all the council's leisure facilities and serves local areas of higher deprivation. It is proposed to further expand its fitness offer through a gym extension and provision of additional studio space.

*Bristol South Pool*

Bristol South Swimming Pool is an 80 + year old listed building with significant ongoing revenue and future repair and maintenance costs but attracts high numbers of visitors. Improvements will need to take account of the listed building status however there may be some opportunities to provide some machinery improvement and replacement and general cosmetic improvements to customer facing areas.

**Stop Operating**

Following the outcome of public consultation, the council will stop operating Jubilee Swimming Pool and Kingsdown Sports Centre.

*Jubilee Pool*

- Subject to the outcome of a community asset transfer process, Jubilee pool will either be transferred or close.

*Kingsdown Sports Centre*

The centre will be removed from the council's leisure services contract portfolio before the beginning of the future leisure services contract.

Alternative arrangements will be explored to retain it as sports provision but with a view to the council stopping operating it on or before April 2023. Options for Kingsdown sports centre will be considered in the context that an application has been submitted to the council which nominates it as an Asset of Community Value

## Supplementary Information

## Appendices

**Appendix 1:** JSNA Health and Wellbeing Profile 2021 – 2022 (Physical Activity)

https://www.bristol.gov.uk/documents/20182/3849453/JSNA+2019+-+Physical+Activity+%28updated+July+2019%29.pdf/537cdbdc-9c8d-9e7a-ff2e-b5a32a0b1fc0

**Appendix 2:** Deprivation and Inactivity Map

**Appendix 3:** Supply and Demand Analysis (Swimming Pools)

**Appendix 4:** Supply and Demand Analysis (Sports Halls)

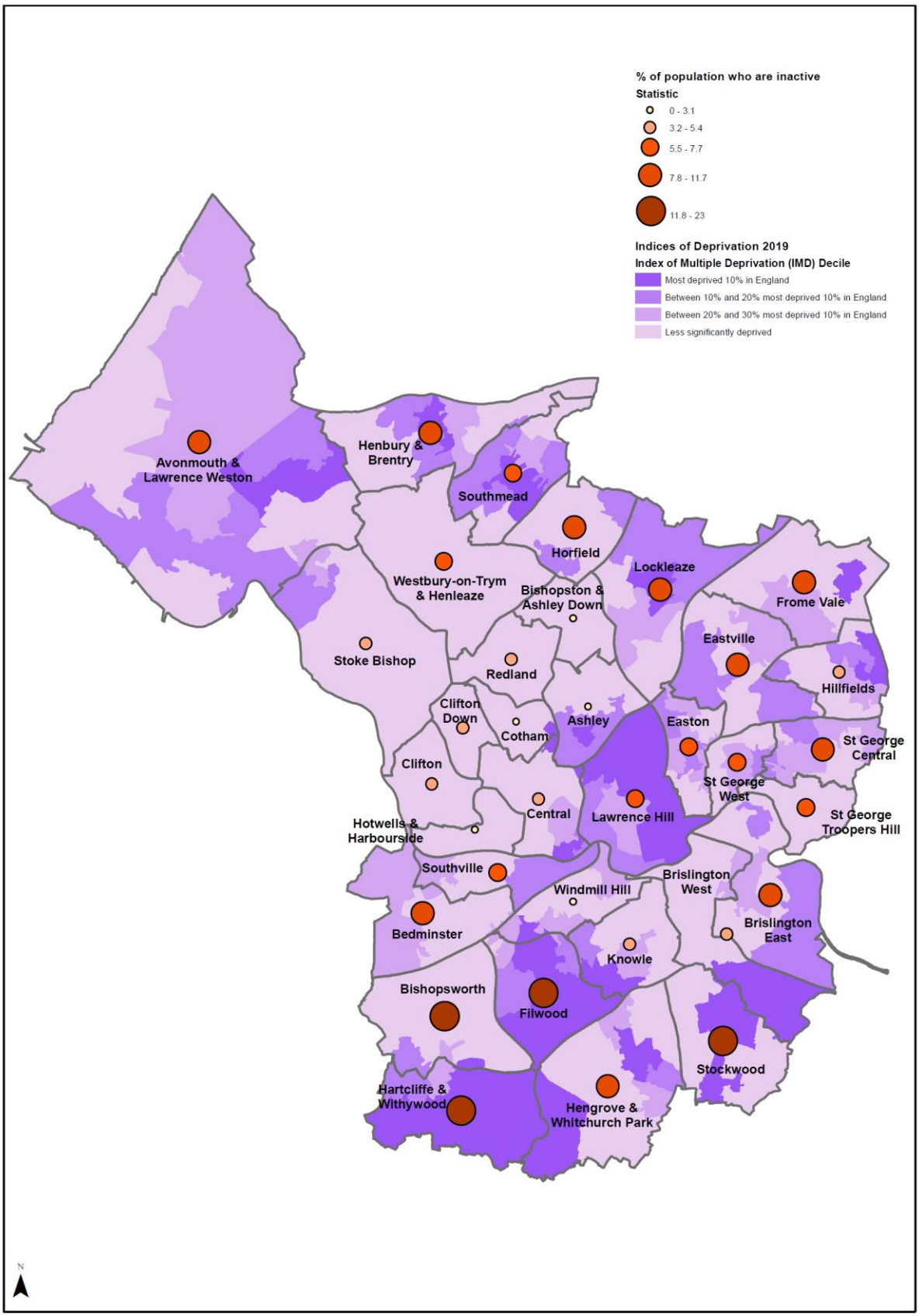
**Appendix 5:** Facility Information

**Appendix 6:** Ward data

**Appendix 7:**



**Appendix 2:** Deprivation and Inactivity Map




**Appendix 3:** Supply and Demand Analysis (Swimming Pools)

1. Bristol City Council is reviewing the current provision of swimming pools and assessing the future need for swimming pools, up to 2025. The Council has commissioned a Sport England facility planning model (fpm) local assessment to support the development of a swimming pools evidence base. Different runs were modelled to understand the impact that changes in the supply of pool space would have on demand.

1. **Summary of key findings:**

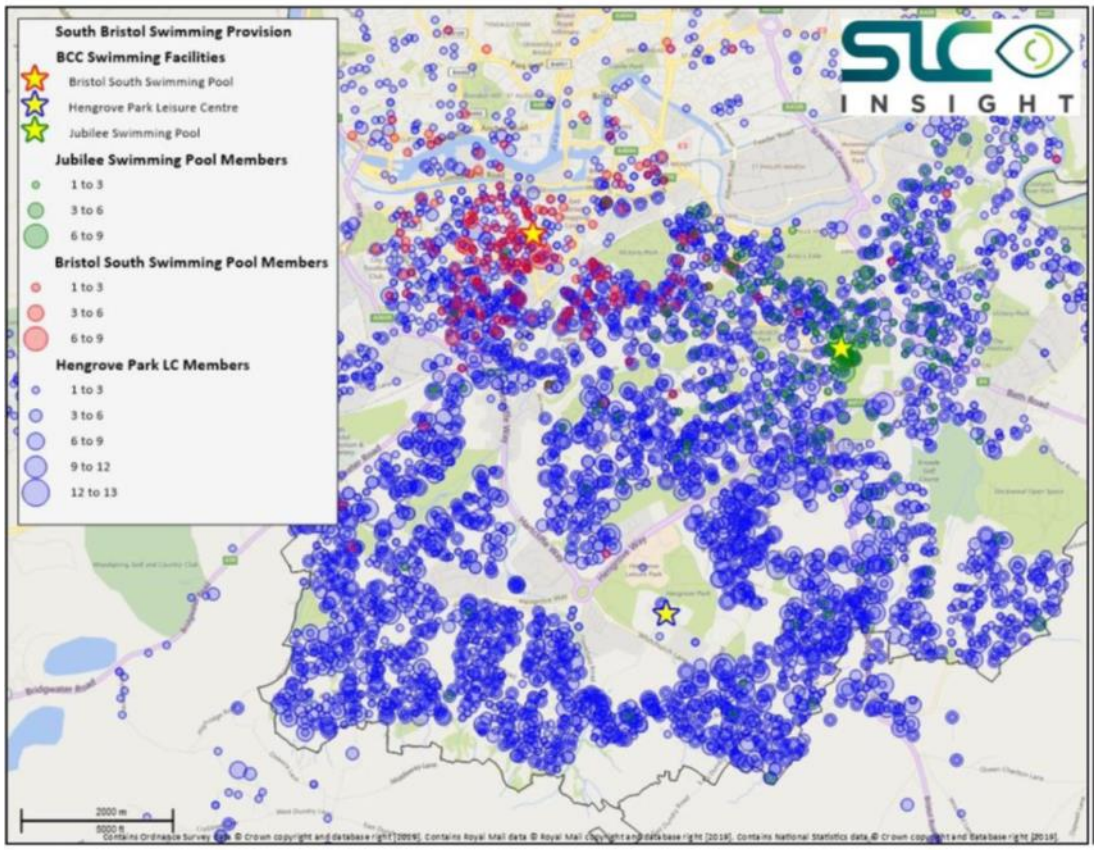
   - Demand for swimming pools from Bristol residents up to 2025 and beyond can be met by the supply of swimming pools. There is very high level of usage at the council's leisure centre swimming pool sites.
   - Horfield, Henbury and Easton Pools are currently estimated to be at 100% capacity during weekly peak periods. Hengrove Leisure Centre is estimated to be at 34% capacity during weekly peak periods, Jubilee Pool at 57% capacity during weekly peak periods and Bristol South Pool 61%.
   - The FPM reports that Bristol's public swimming offer is extensive with Horfield, Easton, Henbury and Hengrove providing for all swimming activities i.e., Learn to swim, casual recreational, lane, aqua aerobics, and swimming development through clubs in dedicated pools.
   - There are four pools on education sites and if any of these reduce community hours or close due to their aging facilities, it will reduce supply and re-distribute swimming demand across the city.
   - Commercial pools provide recreational swimming by the swimming membership and may also operate learn to swim schools. Overall, there is a more limited range of swimming activities than at public leisure swimming pool sites.
   - Across all FPM runs at least 94% of Bristol's demand is met. This is considered a very high level of satisfied demand with minimal variation between the different runs modelled.
   - The nearest swimming pool site for over eight out of ten visits to a swimming pool by a Bristol resident, is located in Bristol.
   - There is a high correlation between the location and catchment area of the Bristol swimming pool sites and the location of the Bristol demand for swimming. Pools appear to be in the right places to meet the vast majority of Bristol's swimming demand.
   - Most recent supply and demand analysis indicate that Easton remains in an area where there is a very high demand for swimming, however it also concludes that providing more pool water space is unlikely to reduce its used capacity at peak times. Largely due to it being in an area of such high demand, it will simply attract more demand to a modern centre.

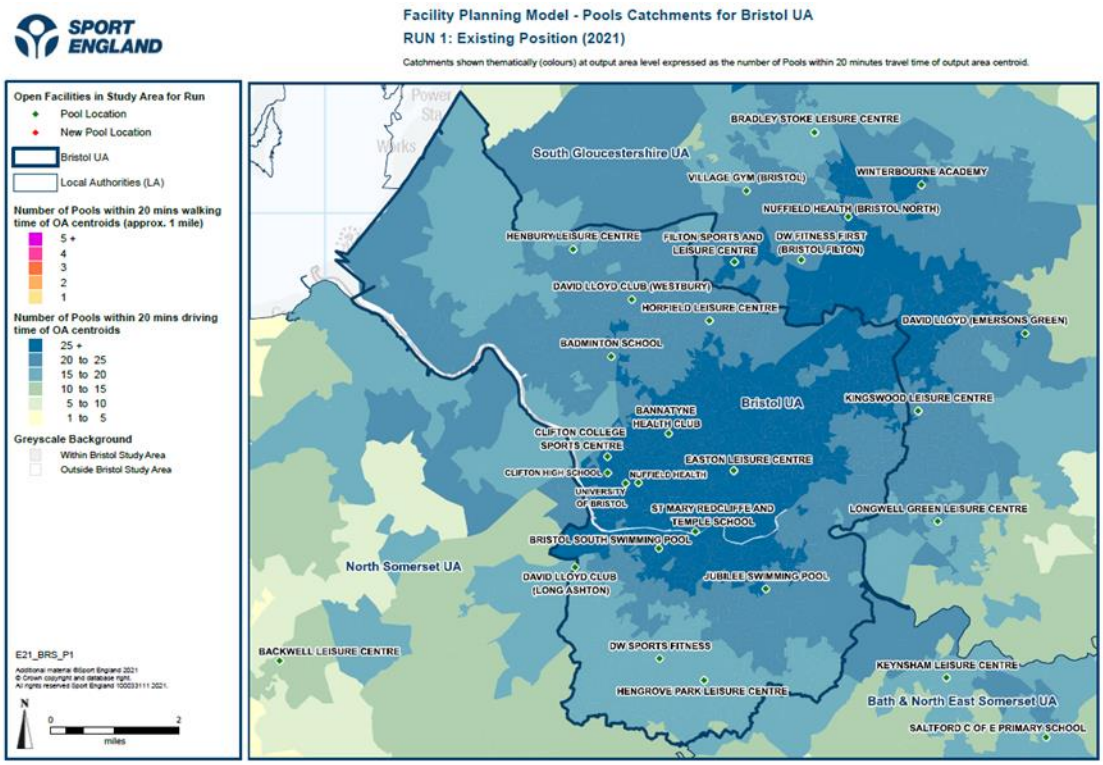
2. There is a low level of unmet demand across the whole city, which equates to approximately 1 x 25m x 10m four lane pool. The focus should not be to accommodate unmet demand but more so to manage the high level of pool capacity used at the council facilities. The council has no control over other pools.

3. The council's current flagship facilities are Horfield Leisure Centre (North) and Hengrove Leisure Centre (South). Easton Leisure Centre serves Central and East. Horfield and Easton Leisure Centre are the council's best used facilities.

4. All serve areas of deprivation and whilst Horfield Leisure Centre runs at capacity, there remains significant capacity at Hengrove Leisure Centre. Hengrove is the largest pool site in the city and provides 29% of the total water space available for community use in Bristol. FPM findings illustrate that between 30% - 37% of capacity is used in the weekly peak period across all runs.

Member distribution to council pools across South Bristol (2019)




SPORT ENGLAND
Facility Planning Model - Pools Catchments for Bristol UA
RUN 1: Existing Position (2021)
Catchments shown thematically (colours) at output area level expressed as the number of Pools within 20 minutes travel time of output area centroid.
Open Facilities in Study Area for Run
Pool Location
New Pool Location
Bristol UA
Local Authorities (LA)
Number of Pools within 20 mins walking time of OA centroids (approx. 1 mile)
5 +
4
3
2
1
Number of Pools within 20 mins driving time of OA centroids
25 +
20 to 25
15 to 20
10 to 15
5 to 10
1 to 5
Greyscale Background
Within Bristol Study Area
Outside Bristol Study Area
E21_BRS_P1
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N
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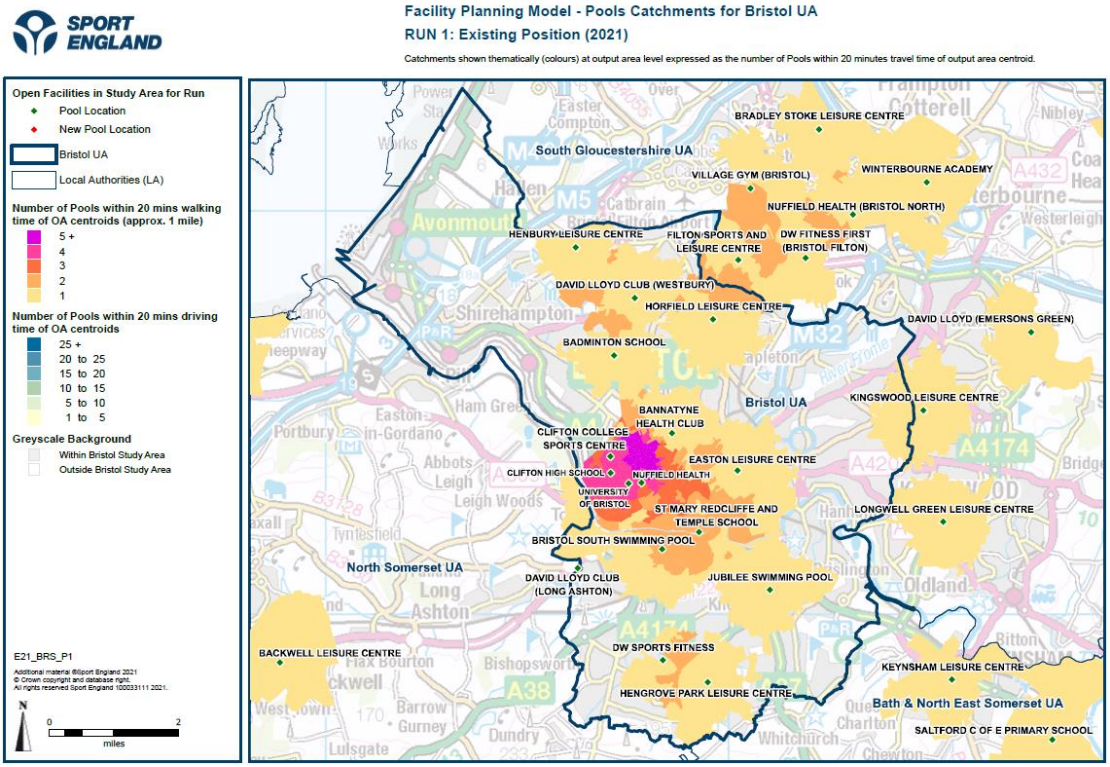
miles
BRADLEY STOKE LEISURE CENTRE
South Gloucestershire UA
VILLAGE GYM (BRISTOL)
WINTERBOURNE ACADEMY
NUFFIELD HEALTH (BRISTOL NORTH)
HENBURY LEISURE CENTRE
FILTON SPORTS AND LEISURE CENTRE
DW FITNESS FIRST (BRISTOL FILTON)
DAVID LLOYD CLUB (WESTBURY)
HORFIELD LEISURE CENTRE
DAVID LLOYD (EMERSONS GREEN)
BADMINTON SCHOOL
Bristol UA
KINGSWOOD LEISURE CENTRE
BANNATYNE HEALTH CLUB
CLIFTON COLLEGE SPORTS CENTRE
EASTON LEISURE CENTRE
CLIFTON HIGH SCHOOL
NUFFIELD HEALTH
UNIVERSITY OF BRISTOL
ST MARY REDCLIFFE AND TEMPLE SCHOOL
LONGWELL GREEN LEISURE CENTRE
BRISTOL SOUTH SWIMMING POOL
North Somerset UA
DAVID LLOYD CLUB (LONG ASHTON)
JUBILEE SWIMMING POOL
BACKWELL LEISURE CENTRE
DW SPORTS FITNESS
KEYNSHAM LEISURE CENTRE
HENGROVE PARK LEISURE CENTRE
Bath & North East Somerset UA
SALTFORD C OF E PRIMARY SCHOOL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Open Facilities in Study Area for Run
Pool Location
New Pool Location
Bristol UA
Local Authorities (LA)
Number of Pools within 20 mins walking time of OA centroids (approx. 1 mile)
5 +
4
3
2
1
Number of Pools within 20 mins driving time of OA centroids
25 +
20 to 25
15 to 20
10 to 15
5 to 10
1 to 5
Greyscale Background
Within Bristol Study Area
Outside Bristol Study Area
E21_BRS_P1
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miles
BRADLEY STOKE LEISURE CENTRE
South Gloucestershire UA
VILLAGE GYM (BRISTOL)
WINTERBOURNE ACADEMY
NUFFIELD HEALTH (BRISTOL NORTH)
HENBURY LEISURE CENTRE
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DW SPORTS FITNESS
KEYNSHAM LEISURE CENTRE
HENGROVE PARK LEISURE CENTRE
Bath & North East Somerset UA
SALTFORD C OF E PRIMARY SCHOOL

**Appendix 4:** Supply and Demand Analysis (Sports Halls)

**Supply and Demand Analysis (Sports Halls)**

**Introduction**

1. Bristol City Council is reviewing the current provision of sports halls and assessing the future demand and level of provision up to 2024 and beyond. The Council has commissioned a Sport England facility planning model (fpm) local assessment to develop a sports halls evidence base to support this strategic planning.

2. The overall aims of the fpm work are to:

- Assess the extent to which the existing supply of sports halls meets current levels of demand in 2021 across the Bristol City Council area and a wider study area.
- Assess the extent to which the existing supply of sports halls would meet future demand and its distribution, based on the population change across Bristol and the study area up to 2024.
- Assess the impact from changes in the supply of sports halls in Bristol has on the future demand for sports halls and its distribution.

3. The fpm study builds up a picture of change and includes assessments based on different runs. These runs include the sports halls provision and population in the neighbouring authorities to Bristol. This is because the assessments are based on the catchment area of the sports halls and these extend across local authority boundaries.

**Summary of Key Findings**

**Supply**

- There is a total of 44 badminton courts, aggregated across the education sports hall sites in 2021, which are unavailable for community use at peak times; this represents 26% of the total supply of sports halls across Bristol.
- Bristol has a wide range of sports hall ownerships, most are owned by educational institutions (state schools, independent schools, colleges, or higher education) and they total 28 of the 37 total sports hall sites modelled in 2024. The City Council has little direct control or influence over the majority of owners of the sports halls in the city. Education owners can determine their policy towards community use, the hours, and types of access.
- There are 32 individual sports halls which are of 4 badminton court size, this represents 71% of the total 45 individual main sports halls in 2024. There is an extensive supply of sports halls at a scale that can provide for community participation and club sport development – it is an extensive offer that can be delivered at these sites.

**Supply and Demand Balance**

- It is not realistic or anticipated, that all the 44 badminton courts, aggregated across the education sports hall sites which are unavailable could be made available. However, it does indicate there is scope to make more use of the existing supply before considering

the need to increase sports hall provision. It is acknowledged this does involve negotiations with individual schools/colleges. The council has more influence over some than others.

**Satisfied Demand**

- Over nine out of ten visits to a sports hall by a Bristol resident can be met and are within the catchment area of a sports hall. Plus, there is enough capacity at the venues to meet this level of total demand.
- The Bristol demand retained at the Bristol sports halls is very high at 88.5% of Bristol's total satisfied demand in 2021 and 90% in 2024. There is a high correlation between the location and catchment area of the Bristol sports halls and the location of the Bristol demand for sports halls. Based on residents participating at the nearest sports hall to where they live, nine out of ten visits to a sports halls by a Bristol resident are retained within the city.

**Unmet Demand**

- In both years and all runs, unmet demand is low in both percentage and more importantly in number of badminton courts, within a range of 7 badminton courts in 2021 and 6.5 courts in 2024. For context, the available supply of badminton courts in Bristol in 2021 is 123 courts and 137 courts in 2024.
- The vast majority of unmet demand is demand located outside catchment, it is 78.4% of total unmet demand in 2021 (5.4 courts) and 81.9% in 2024 (5.3 courts).
- Unmet demand from lack of sports hall capacity is the balancing part of unmet demand at 21.6% in 2021 (1.6 courts) and 18.1% in 2024 (2 courts).
- There is not a cluster of unmet demand in one location of sufficient scale to consider increasing provision of new sports halls, to improve accessibility for residents. This would require a cluster location of unmet demand equating to at least three badminton courts.

**Used Capacity**

- In run 1 the sports halls as an authority wide average, are estimated to be 89.1% full at peak times in 2021, which is considered to be uncomfortably busy. Used capacity decreases in run 2 to 84.5% as a city wide average, and this is because of the increase in the supply of sports halls.
- There are fifteen centres with an estimated 100% of capacity used and eight centres where the demand cannot be re allocated.

**Headline Strategic Summary**

1. The finding which influences all other findings, is the demand for sports halls, their distribution, and the relationship with the changes in sports hall supply.
2. A very high level of the demand from Bristol residents for sports halls can be met in both years. The sports halls are located in the right places and correlate very closely with the

location of resident's demand for sports halls. Unmet demand is low and reduces significantly with the increase is supply of sports halls modelled in run 2.

3. However, the sports halls are estimated to be very full at peak times. The primary focus/intervention is trying to make more effective use of the existing supply and increasing access for community use.

4. This intervention is aimed at the education sports hall sector because it owns over three quarters of the sports hall sites in Bristol. It is recognised the City Council has no direct control over the policy of education providers towards community use, or the type and hours of access. However this is a more cost effective approach, than the option of providing more sports halls beyond those included in the modelling.

5. The option of new sports hall provision is not supported by the fpm evidence because unmet demand is very low, and the majority is locational – demand outside the catchment area of a sports hall.

***Population change, supply, and demand for sports halls***

6. The Bristol population in 2021 is 474,311 people and is projected to increase to 482,282 people by 2024, a 1.6% increase. The Bristol total demand for sports halls, equates to 138 badminton courts and is projected to increase to 140 badminton courts in 2024 which is a 1.4% increase.

7. In 2021 there are 41 individual sports halls located on 35 sites within Bristol. The total supply of sports halls in badminton courts is 167 courts, of which 123 are available in the weekly peak period for community use.

8. The changes in sports hall supply modelled in run 2, increases total supply to 45 sports halls located at 37 sites. The total supply in badminton courts is now 183 badminton courts of which 137 badminton courts are available for community use.

9. The reason for the difference between the total supply and the available supply of badminton courts is because of the variable hours of access for community use at the sports halls located on education sites. There is a total of 44 badminton courts aggregated across the education sports hall sites, which are unavailable for community use in 2021 and 46 badminton courts in 2024. This represents 26% of the total supply of sports halls in 2021 and 25% in 2024.

10. So whilst the Bristol projected demand for sports halls can be met by the available supply up to 2024, the distribution of demand means some sports halls are estimated to be full at peak times. Therefore creating more access to the unavailable supply of sports halls at the education sites, reduces the used capacity and creates a better balance in the distribution of demand.

11. It is recognised the City Council has little control over access to education sports hall sites for community use. However this is a more cost effective approach than the alternative of increasing the provision of new and more sports halls.

12. For context, 26 of the 35 total sports hall sites in Bristol in 2021 are owned by educational institutions (schools/colleges/higher education) and 28 of the 37 sites in 2024, this is 74% of the total sites in 2021 and 75% in 2024.

13. The key sites are set out under the used capacity heading later in this section.

***Satisfied demand and Bristol's retained demand for sports halls***

14. The Bristol total demand for sports halls which can be satisfied/be met is very high at 95 of total demand in both years. In short over nine out of ten visits to a sports hall by a Bristol resident is located inside the catchment area of a sports hall and there is enough capacity at the venues to meet this level of total demand.

15. Retained demand measures how much of the Bristol demand for sports halls is retained at the sports halls located within the city. This assessment is based on the catchment area of the venues and residents using the nearest sports hall to where they live, and it is a sports halls located in Bristol.

16. Retained demand is very high at 88.5% of Bristol's total satisfied demand in 2021 and increasing to 89.9% in 2024.

17. In short there is a very high correlation between the location and catchment area of the Bristol sports halls and the location of the Bristol demand for sports halls. Nearly nine out of ten visits to a sports halls by a Bristol resident are retained within the City. Again, in short, the sports halls are located in the right places.

18. The changes/increases in sports hall supply do not make a big increase in retained demand; it only increases by 1.4%.

***Unmet demand for sports halls***

19. Unmet demand has two parts to it (1) there is too much demand for a sports hall within its catchment area or (2) the demand is located outside the catchment area of a sports hall and it is then classified as unmet demand.

20. In both years unmet demand is low in both percentage and more importantly in number of badminton courts. It is 7 badminton courts in 2021 and 6.5 courts in 2024. (Again for context, the available supply of badminton courts in Bristol is 123 courts in 2021 and 137 courts in 2024).

21. 78% of the total unmet demand is demand located outside catchment (equivalent to 5.4 courts) in 2021 whereas the percentage increases to 82% in 2024, which equates to 5.3 courts.

22. Unmet demand located outside catchment is always likely to exist, because it is very difficult to achieve complete spatial coverage, whereby all areas are inside the catchment area of a sports hall.

23. Unmet demand is dispersed in very low values across the city. Unmet demand is highest in both years in the Redcliffe area, but is only totals between 0.2 – 0. 3 of one badminton court.

24. There is not cluster location of unmet demand of sufficient scale to consider increasing provision of sports halls for the purposes of improving accessibility for residents. This would require a cluster location of unmet demand equating to at least three badminton courts.

***How full are the sports halls?***

25. This heading brings together the strategic finding that the vast majority of the Bristol demand for sports halls can be met, that the sports halls are located in the right places and that unmet demand is low.

26. However the interaction of all these findings is that the sports halls are estimated to be very full at peak times.

27. The facilities planning model is designed to include a 'comfort factor', beyond which the venues are considered too full. The Sport England benchmark is that usage over 80% of capacity at peak times is busy, and the sports halls are operating at an uncomfortable level above that percentage.

28. The used capacity of the Bristol sports halls as an authority wide average, are estimated to be 89% full at peak times in 2021.This decreases to 84.5% in 2024 as a city wide average because of the increase in supply of sports halls.

29. The estimated used capacity at each sports hall varies from the authority wide average .

30. All the public leisure centres, except for Hengrove Park Leisure Centre, have an estimated used capacity of 100% (it is 78% at the Hengrove Centre). This is explained by the draw effect of these centres.

31. They have the highest accessibility for both sports club and public use.

32. Most sites have other facilities at the same site - swimming pools and/or a gym or studio and so there is an all-round offer at one site.

33. They have the longest opening hours and are available for day time use, which is not possible at education venues during term time.

34. The operators actively promote hall sports and physical activity participation and with a programme of use which reflects the activities and times that customers want to participate.

35. There is not the requirement to pay a monthly membership fee to access the sports halls. The city does have 2 commercial sports halls.

36. Some education sports hall sites are also estimated to be full at peak times and this is a reflection and combination of:

37. The distribution of demand for sports halls across the city.

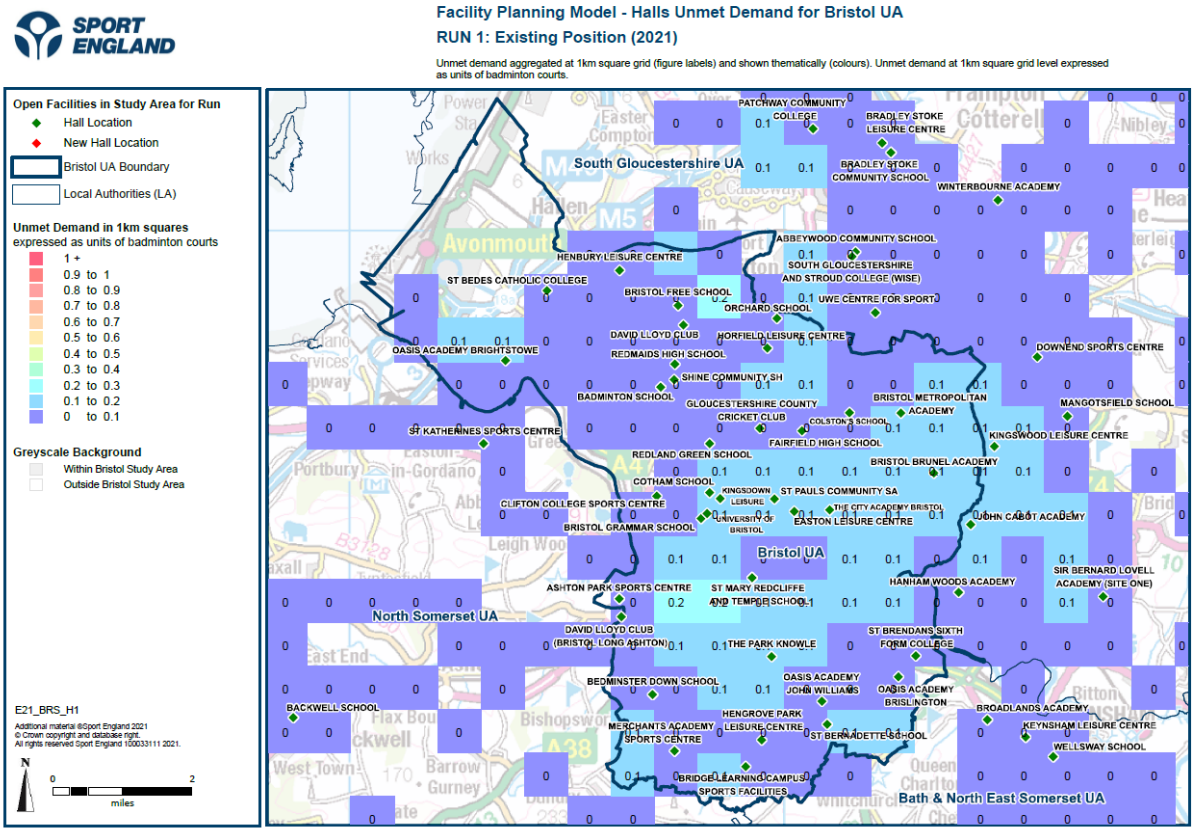
38. Some schools and colleges actively promote community use and will draw demand to them – mainly for use by sports clubs and community groups.

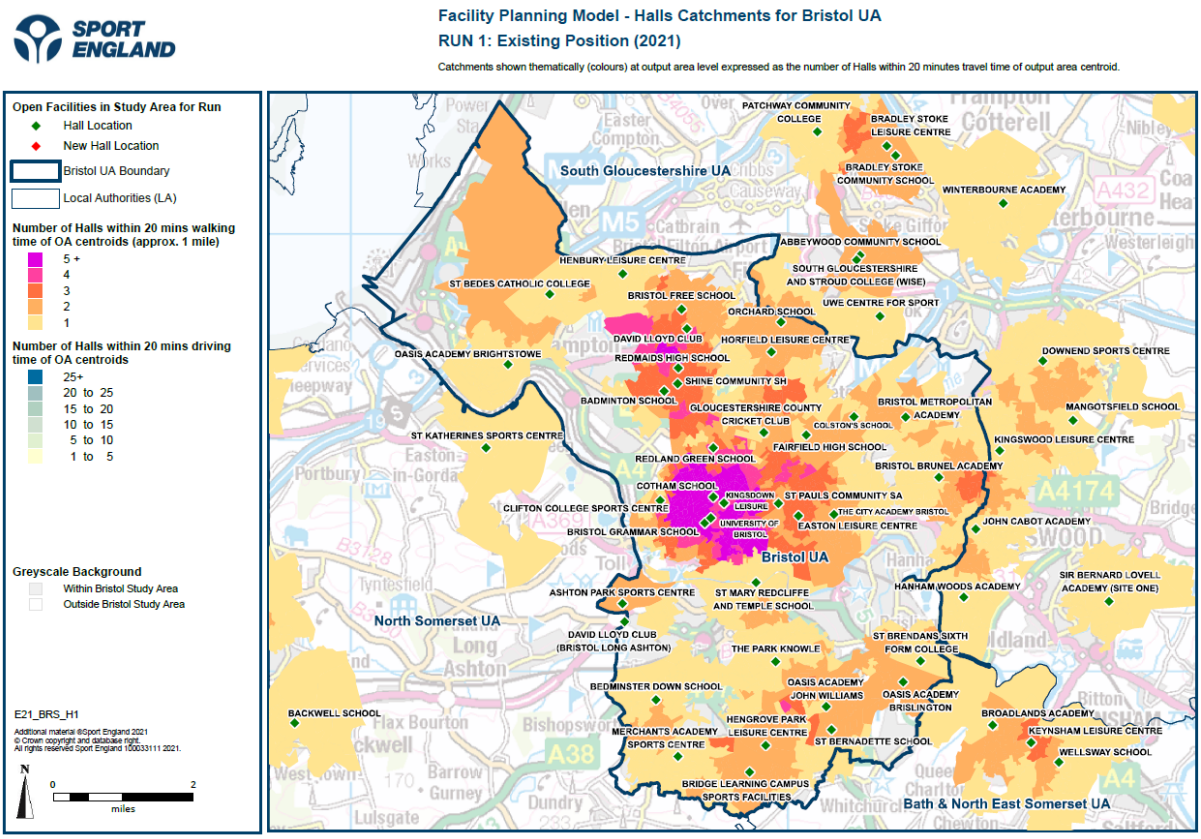
39. The actual hours the sports hall is available for community use. If a school/college only has a few hours of community use a week and it is in an area of high demand, then it can reach a high used capacity figure quickly.

40. The quality and condition of a sports hall; these features are all of increasing importance to customers and impact on participation levels. The features include a modern sports hall, with a sprung timber floor, good quality lighting and modern changing rooms.

41. When the finding is that a sports hall is estimated to be full, the model re-allocates demand to other sports halls in the same catchment area. This is an iterative process and carries on

until there is no more capacity at the other sports hall sites to absorb demand. The demand that remains is known as “demand re-distributed after initial allocation”.






**Appendix 5:** Facility Information and attendances

**The table below show sports hall utilisation during community hours available (2019) across 3 PFI school leisure facilities available for community use (Utilisation relates to peak periods)**

| Building | Available Hours | Booked hours | % |
|---|---|---|---|
| Bedminster Down | 2463 | 334.5 | 13.58% |
| Oasis Brightstowe | 2463 | 657.5 | 26.70% |
| Orchard Academy | 2463 | 681.0 | 27.65 % |

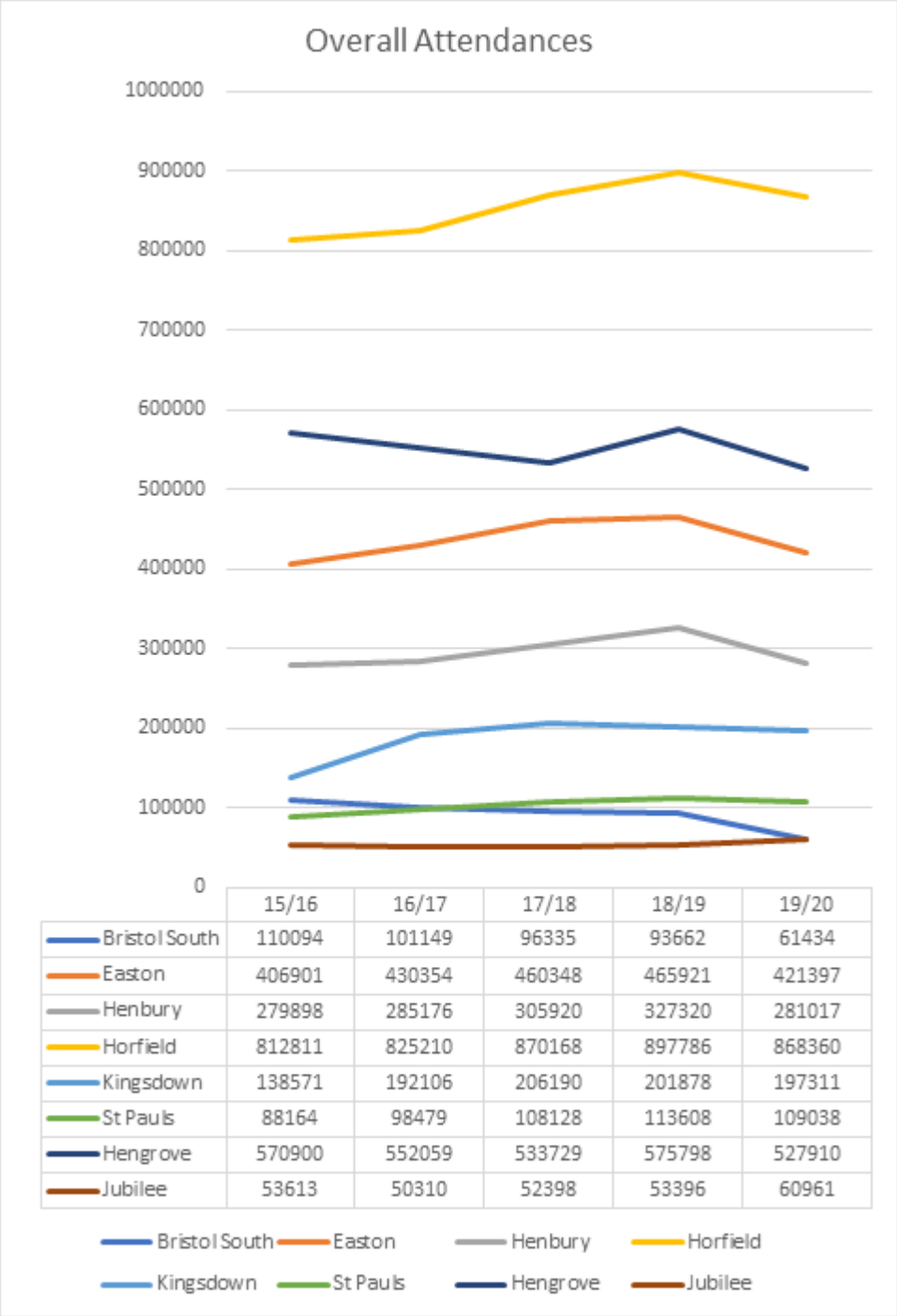
**The table below show sports hall utilisation during community hours available (2019) across 4 PFI school leisure facilities available for community use (Utilisation relates to peak periods)**

| School | Week usage | Weekend usage |
|---|---|---|
| **Bristol Brunel Academy** | **34%** | **18%** |
| **Bristol Metropolitan Academy** | **45%** | **26%** |

| | | |
|---|---|---|
| **Oasis Brislington** | **27%** | **19%** |
| **Bridge Learning Campus** | **36%** | **13%** |



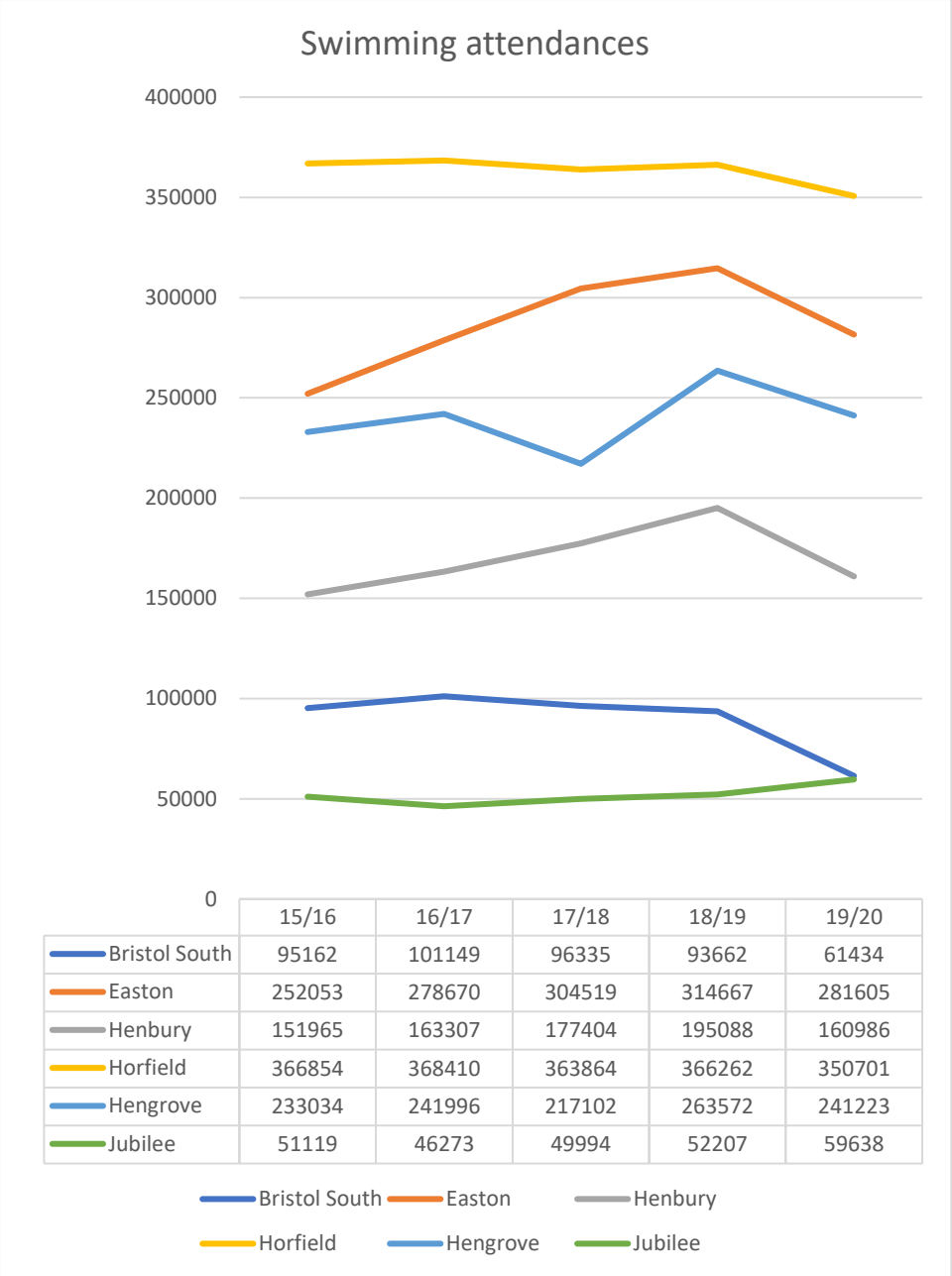
**Leisure Centre Attendances**




| | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|---|---|---|---|---|---|
| Bristol South | 110094 | 101149 | 96335 | 93662 | 61434 |
| Easton | 406901 | 430354 | 460348 | 465921 | 421397 |
| Henbury | 279898 | 285176 | 305920 | 327320 | 281017 |
| Horfield | 812811 | 825210 | 870168 | 897786 | 868360 |
| Kingsdown | 138571 | 192106 | 206190 | 201878 | 197311 |
| St Pauls | 88164 | 98479 | 108128 | 113608 | 109038 |
| Hengrove | 570900 | 552059 | 533729 | 575798 | 527910 |
| Jubilee | 53613 | 50310 | 52398 | 53396 | 60961 |

**Table 1.**

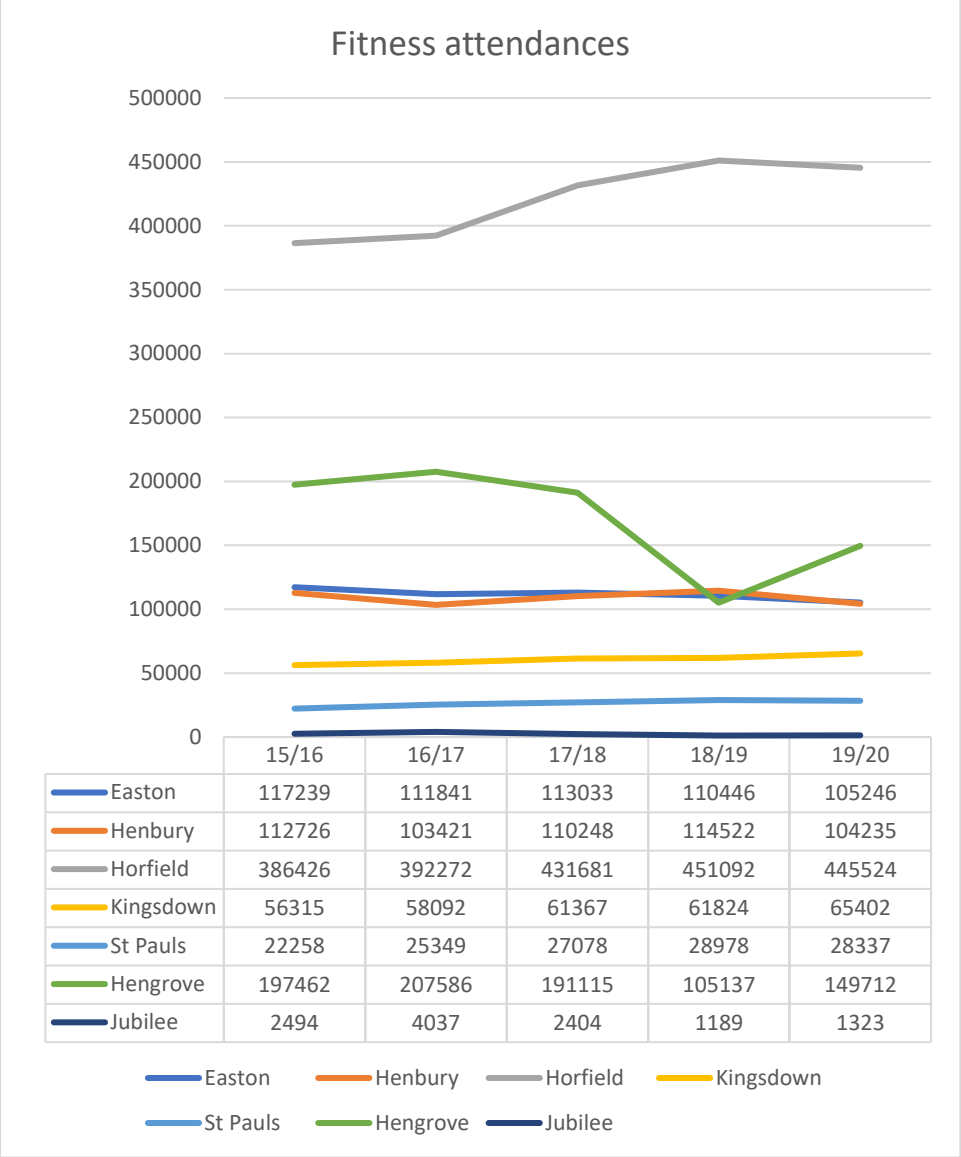
**Nb.** Bristol South Pool was closed for emergency repairs for part of 19/20.




| | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|---|---|---|---|---|---|
| Bristol South | 95162 | 101149 | 96335 | 93662 | 61434 |
| Easton | 252053 | 278670 | 304519 | 314667 | 281605 |
| Henbury | 151965 | 163307 | 177404 | 195088 | 160986 |
| Horfield | 366854 | 368410 | 363864 | 366262 | 350701 |
| Hengrove | 233034 | 241996 | 217102 | 263572 | 241223 |
| Jubilee | 51119 | 46273 | 49994 | 52207 | 59638 |

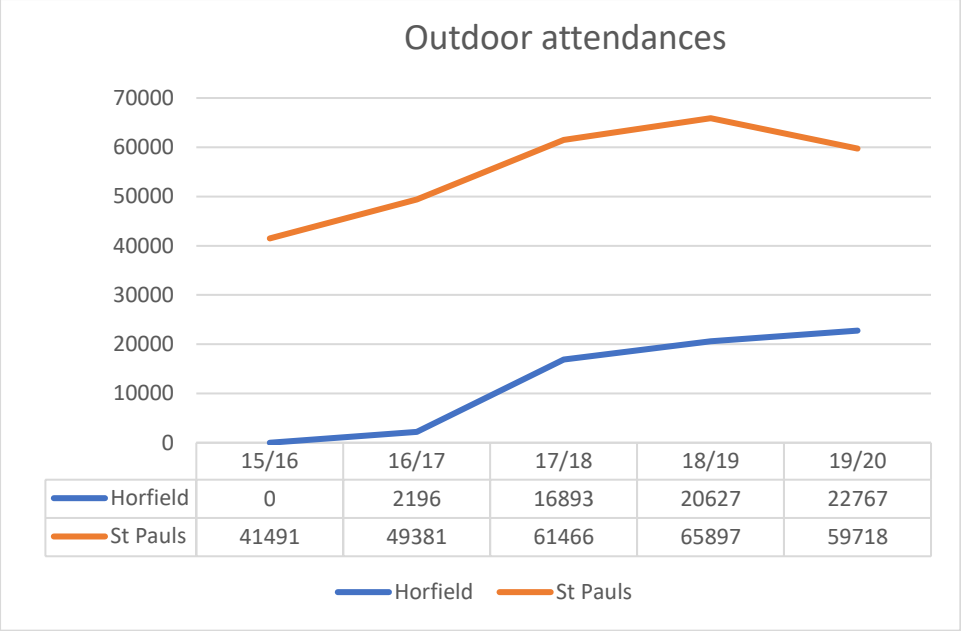
**Table.2**

**Nb.** Bristol South Pool was closed for emergency repairs for part of 19/20.




| | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|---|---|---|---|---|---|
| Easton | 117239 | 111841 | 113033 | 110446 | 105246 |
| Henbury | 112726 | 103421 | 110248 | 114522 | 104235 |
| Horfield | 386426 | 392272 | 431681 | 451092 | 445524 |
| Kingsdown | 56315 | 58092 | 61367 | 61824 | 65402 |
| St Pauls | 22258 | 25349 | 27078 | 28978 | 28337 |
| Hengrove | 197462 | 207586 | 191115 | 105137 | 149712 |
| Jubilee | 2494 | 4037 | 2404 | 1189 | 1323 |

**Table 3.**




| | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|---|---|---|---|---|---|
| Horfield | 0 | 2196 | 16893 | 20627 | 22767 |
| St Pauls | 41491 | 49381 | 61466 | 65897 | 59718 |

**Table 4.**

**Appendix 6**

Data / Evidence Source

*Bristol Quality of Life Survey 2021*

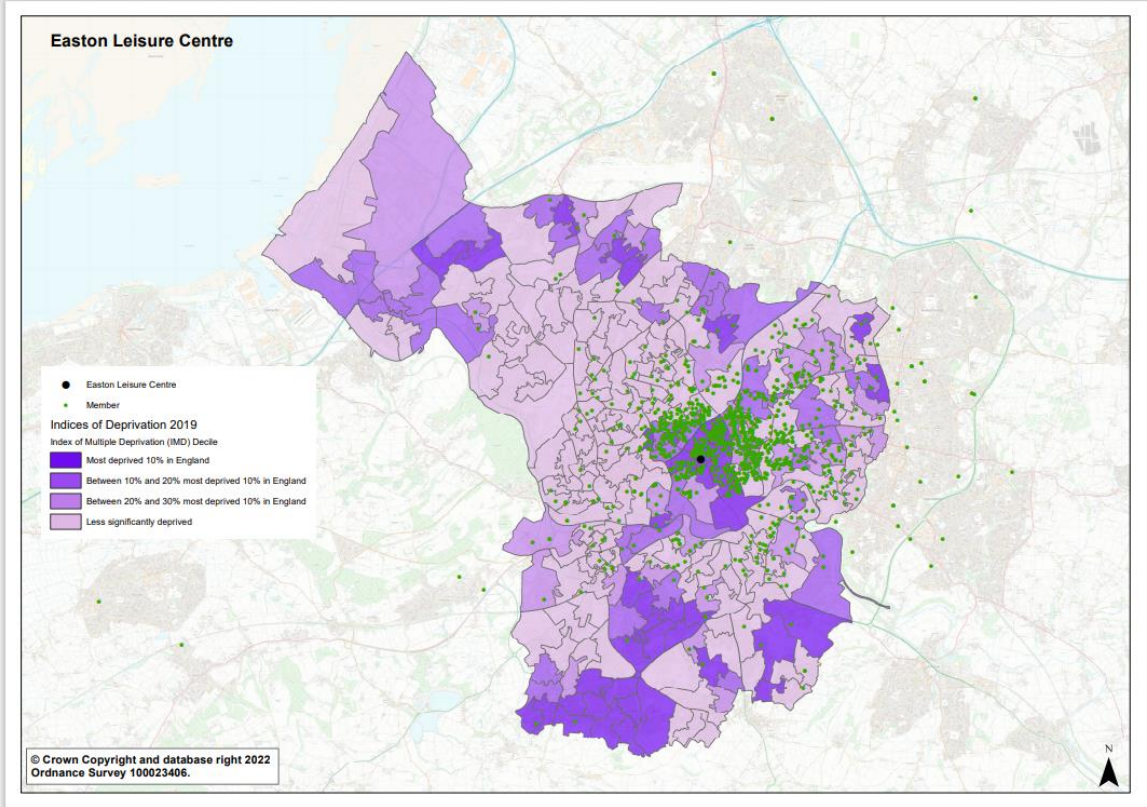
This chart shows the number of indicators that are worse or better than the city average in each ward.

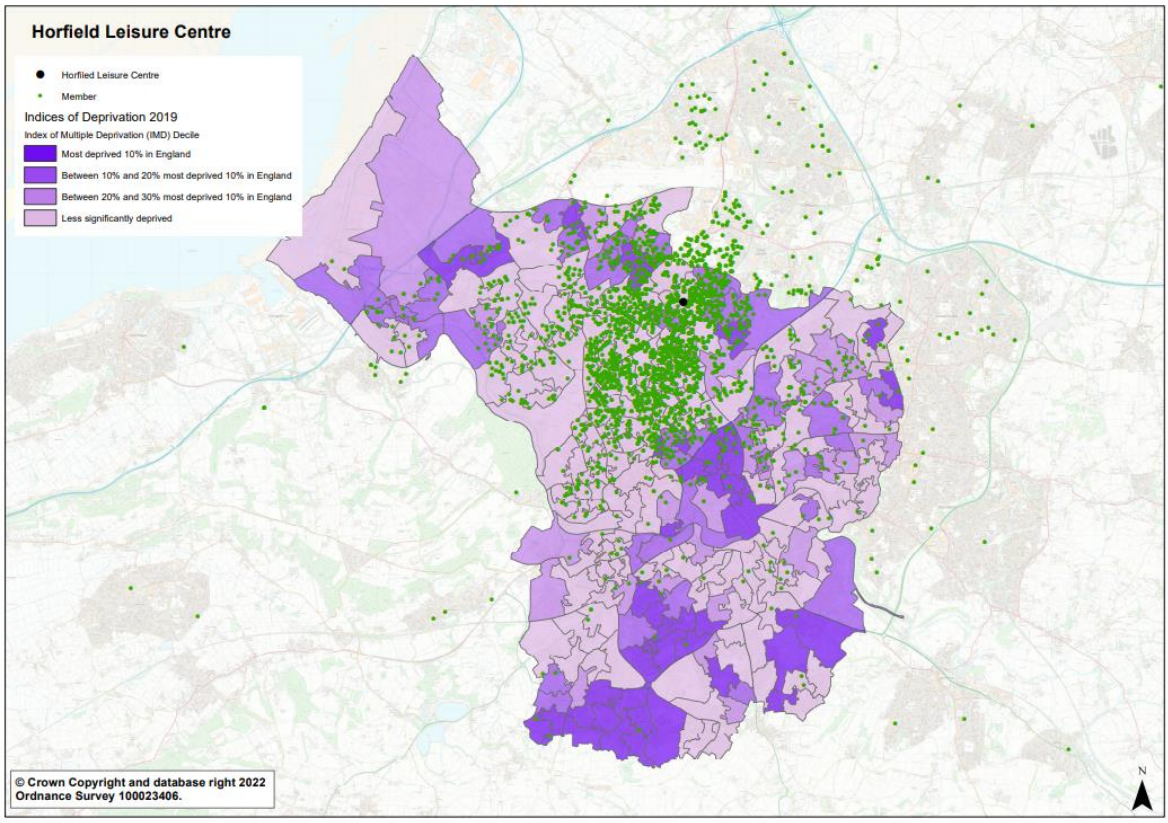
| | Bristol | Kingsdown Cotham | Easton Lawrence Hill | Horfield | Henbury Henbury & Brentry | St Pauls Ashley | Bristol South Southville | Hengrove Hengrove & Whitchurch Park | Portway Stoke Bishop | Jubilee Knowle | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Life Expectancy | 82.7 | 88.13 | 82.2 | 84.9 | 83.2 | 85.04 | 78.13 | 83.7 | 84.41 | 84.31 | |
| Premature Mortality | 377.5 | 210.4 | 600.1 | 270.2 | 384.1 | 343.6 | 537.4 | 356.3 | 212.8 | 350.1 | Public Health 2018-2 |
| % who say they are in good health | 87.12 | 92.14 | 80.7 | 83.9 | 89.4 | 85.1 | 90.6 | 82.3 | 93 | 89.8 | Quality of Life 20-21 |
| % overweight or obese | 46.5 | 24.9 | 49.4 | 55.1 | 52.7 | 36.1 | 35.8 | 65.4 | 49 | 48.6 | |
| % who do enough regular exercise per week | 68.2 | 74.8 | 66 | 73 | 59.5 | 72.2 | 74.8 | 52.1 | 78.8 | 70.6 | |
| % who are inactive | 8.1 | 2.8 | 6.5 | 9.4 | 11.7 | 2.4 | 5.9 | 11.4 | 5.4 | 4.3 | |
| Age | | 16-24 | 0-15 | | | | 25-39 | 55-64 | 25-39 | 40-54 | |
| | | 0-15 | 55-64 | | | | | 65+ | 65+ | | |
| | | 40-54 | 65+ | | | | | | | | |
| | | 55-64 | | | | | | | | | ONS 2019 |
| Ethnicity | | White British | White British | Indian | | White British | White Irish | White British | | | Census 2011 |
| | | | BAME | | | BAME | | Other Whte | | | |
| | | | | | | | | Other Asian | | | |
| | | | | | | | | Arab | | | |
| | | | | | | | | Mixed | | | |
| Religion | | Christian | Christian | Hindu | | Christian | | Christian | Christian | | |
| | | Jewish | Sikh | Sikh | | Buddhist | | Buddhist | Jewish | | |
| | | No Religion | No religion | | | Muslim | | | | | |
| | | | Muslim | | | | | | | | |

We have looked at various indicators of healthy lifestyle and demographic information from several sources (final column above) and have indicated them as per the charts above where the figures are significantly greater than the Bristol average are in red and those significantly smaller in green.

**Appendix 7**

Membership Distribution by Ward and Deprivation




Horfield Leisure Centre
Horfied Leisure Centre
Member
Indices of Deprivation 2019
Index of Multiple Deprivation (IMD) Decile
Most deprived 10% in England
Between 10% and 20% most deprived 10% in England
Between 20% and 30% most deprived 10% in England
Less significantly deprived
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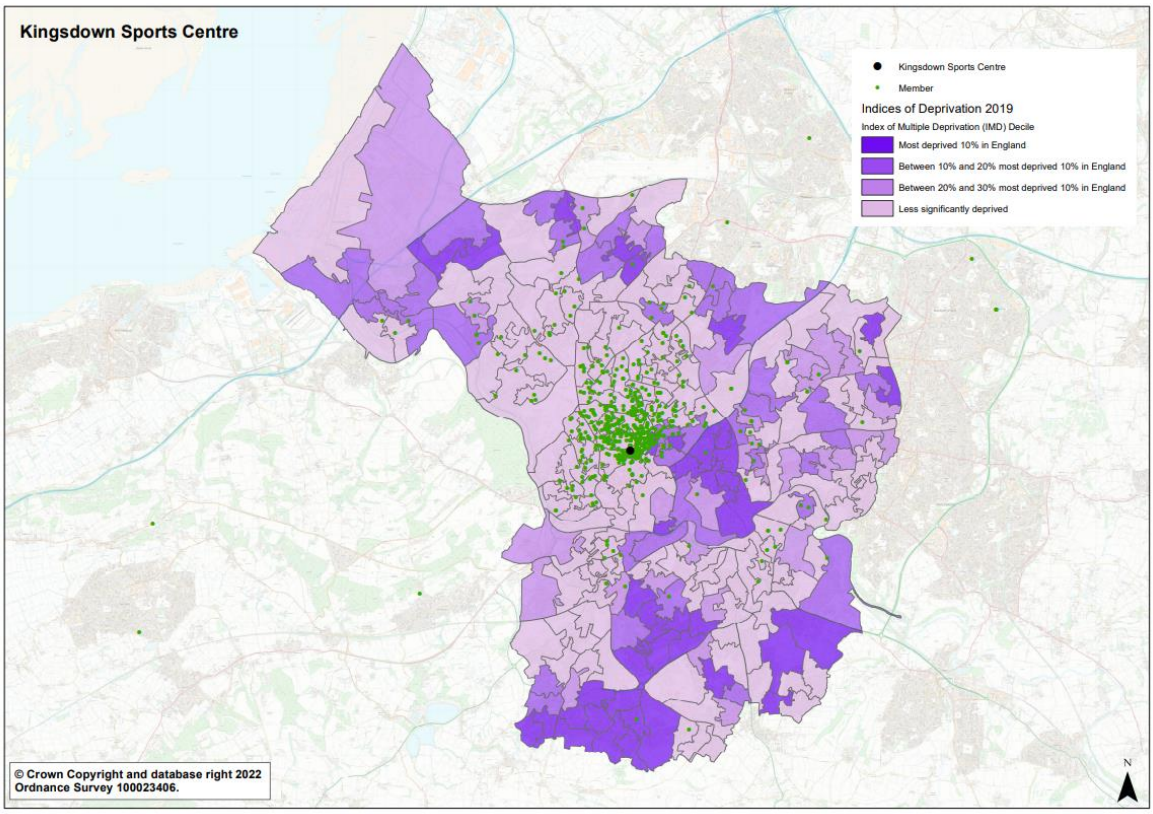
Kingsdown Sports Centre
Kingsdown Sports Centre
Member
Indices of Deprivation 2019
Index of Multiple Deprivation (IMD) Decile
Most deprived 10% in England
Between 10% and 20% most deprived 10% in England
Between 20% and 30% most deprived 10% in England
Less significantly deprived
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