

## For General Release

<b>REPORT TO:</b>	<b>CABINET 25 April 2016</b>
<b>AGENDA ITEM:</b>	<b>6</b>
<b>SUBJECT:</b>	<b>New Addington – Proposed Combined Leisure and Community Centre</b>
<b>LEAD OFFICER:</b>	<b>Jo Negrini, Executive Director of Place</b>
<b>CABINET MEMBER:</b>	<b>Councillor Alison Butler, Deputy Leader and Cabinet Member for Homes, Regeneration and Planning Councillor Timothy Godfrey, Cabinet Member for Culture, Leisure and Sport</b>
<b>WARDS:</b>	<b>New Addington and Fieldway</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT:</b> The recommendations address a number of the Council's Corporate Plan 2015-18 priorities. These include: <ul style="list-style-type: none"><li>➤ Growth: To create a place where communities and businesses want to be.</li><li>➤ Independence: To help families be healthy and resilient and be able to maximise their life chances and independence.</li><li>➤ Liveability: To improve wellbeing across all communities through sport and physical activity.</li></ul>	
<b>AMBITIOUS FOR CROYDON &amp; WHY ARE WE DOING THIS:</b> The project addresses the following priorities: SPORT - One of the Council's priorities is to ensure the provision of a decent swimming pool in New Addington. NEIGHBOURHOODS – DISTRICT CENTRES – PLANNING - We will work in partnership with local people to develop and regenerate our district centres We will focus on regeneration and development plans for our local neighbourhood centres and smaller village areas, moving away from emphasis on the town centre. We are a borough made up of many places and communities - Addiscombe, Fieldway and New Addington. We will also promote and protect community 'hubs' in our neighbourhoods. These are the places where people traditionally meet - whether in their church or community hall, a pub or a club, the post office or local shop – all places that are vital if you are to develop and support communities.	
<b>FINANCIAL IMPACT</b> The Capital Programme contains a budget of £17,330,000 for the provision of a new leisure centre in New Addington. This budget will be profiled over the next two years.	
<b>KEY DECISION REFERENCE NO.:</b> This report does not contain a key decision.	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

## **1. RECOMMENDATION**

The Cabinet is recommended to:

- 1.1 Note progress with the development of a new leisure and community centre for New Addington.

## **2. EXECUTIVE SUMMARY**

- 2.1 The council is committed to delivering a new combined leisure and community centre in Central Parade, New Addington in 2018. This scheme offers a significant opportunity to provide a valuable new community facility, help regenerate the wider area and improve the local economy. This report seeks to update Members on progress to date, the next steps and key risks.
- 2.2 Central Parade, New Addington is characterised by outdated community facilities including a tired leisure centre, a closed library (occupied on a meanwhile basis by various charities, voluntary and community groups), a large community centre, extensive surface car parking and grassed open areas. Peter Brett Associates alongside PRP architects, Holders Mathias architects and Turner and Townsend cost consultants were appointed in June 2015 to develop a fully designed and costed scheme and planning application to provide improved leisure and community facilities.

## **3. DETAIL**

- 3.1 The current administration has been exploring options for delivering community benefits in New Addington. Community and Leisure briefs have been prepared, in consultation with local community groups and reflecting on the strategy set out in the KKP Indoor Leisure Strategy respectively. The council is determined to ensure that the residents of New Addington get top of the range facilities that are fit for purpose, given the site's constraints and drawing on the briefs. The council is now seeking to deliver a combined leisure and community centre in an area of Central Parade which is not directly affected by the TVG.
- 3.2 The new combined facility is currently proposed to be set over three floors with the leisure element on the ground and first floors. This would offer the following leisure facilities:
  - 25m swimming pool
  - learner pool
  - café
  - crèche
  - 4 court hall (with viewing gallery) offering the room to play badminton, basketball, five a side football, volleyball and other sports
  - fitness suite

- changing space, office space and storage

- 3.3 The proposed community centre element, which would be located entirely on the second floor, would offer two large halls suitable for community events (such as the annual panto, a dance school, children's clubs and shows, wedding receptions etc.), or sports such as judo or zumba etc. This space would hold a demountable stage and have the ability to be formed into one large room capable of seating at least 300 people. The community area also provides for a series of smaller rooms which could be used for meeting and/or training space on a flexible basis. These multi-functional rooms could also be used as changing space.
- 3.4 Finally, consideration is being given to activating the rear elevation of the new centre with up to eight 3-bedroom family homes. This aims to provide a residential frontage onto Chertsey Crescent and enables a small amount of family housing to be provided in area of high demand. The scheme concept is shown below in Figures 1 to 5.
- 3.5 This scheme would require the demolition of the rear hall of the Addington Community Centre (ACC), leaving the original part of the building in place. It would also require the demolition of the former council offices, leaving the front part of the library in place as shown in Figure 6 below.

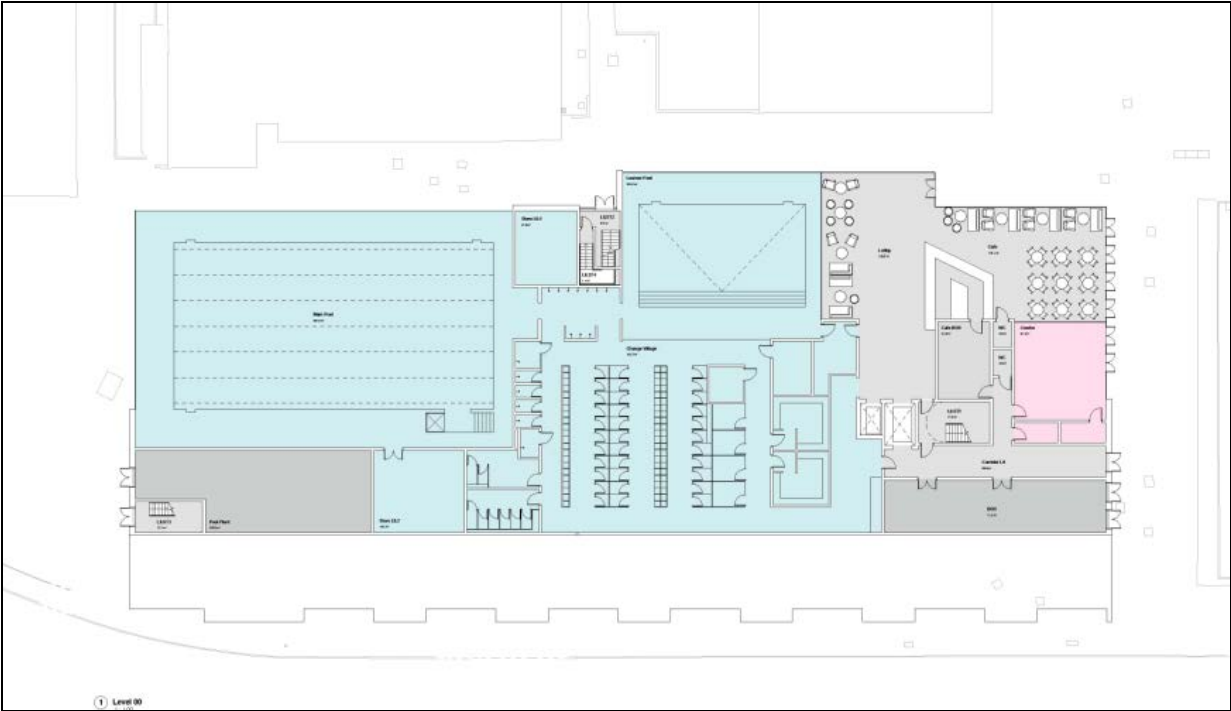
**Figure 1: Draft Scheme Concept Image**



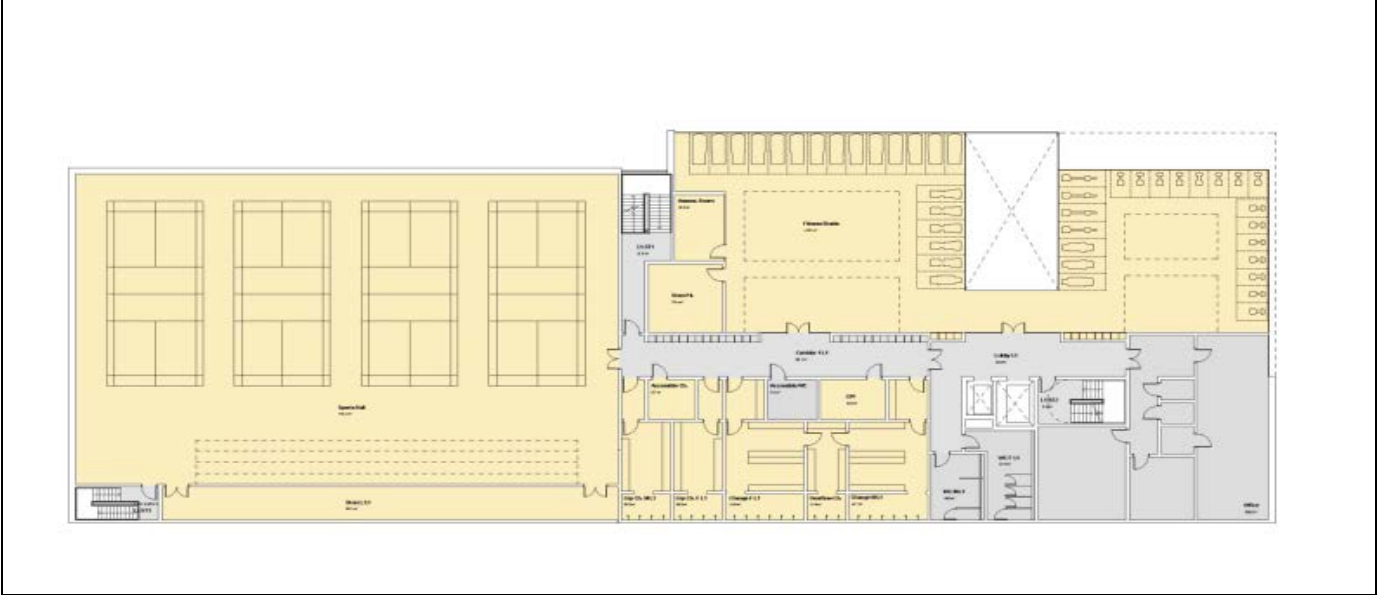
**Figure 2: Proposed New Housing Facing Chertsey Crescent.**



**Figure 3: Proposed Ground Floor Plan**



**Figure 4: Proposed First Floor Plan**



**Figure 5: Proposed Second Floor (Community Space) Plan**

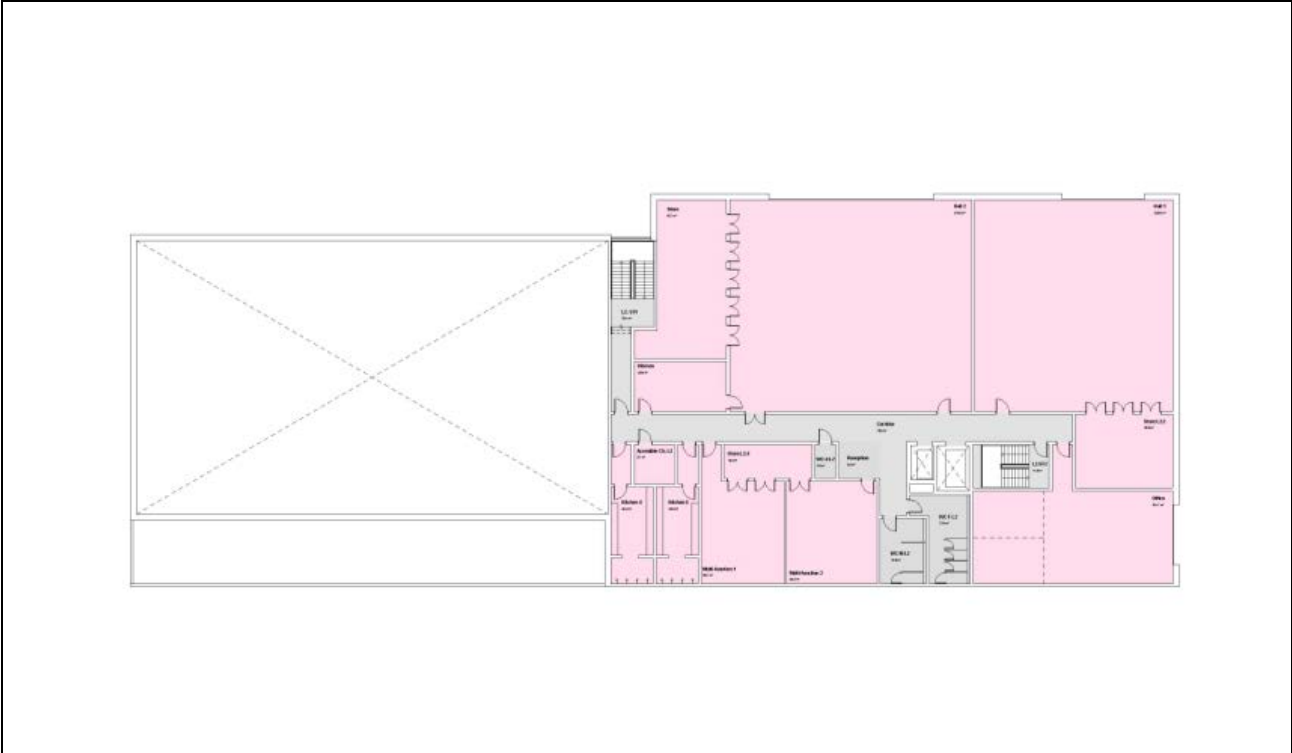
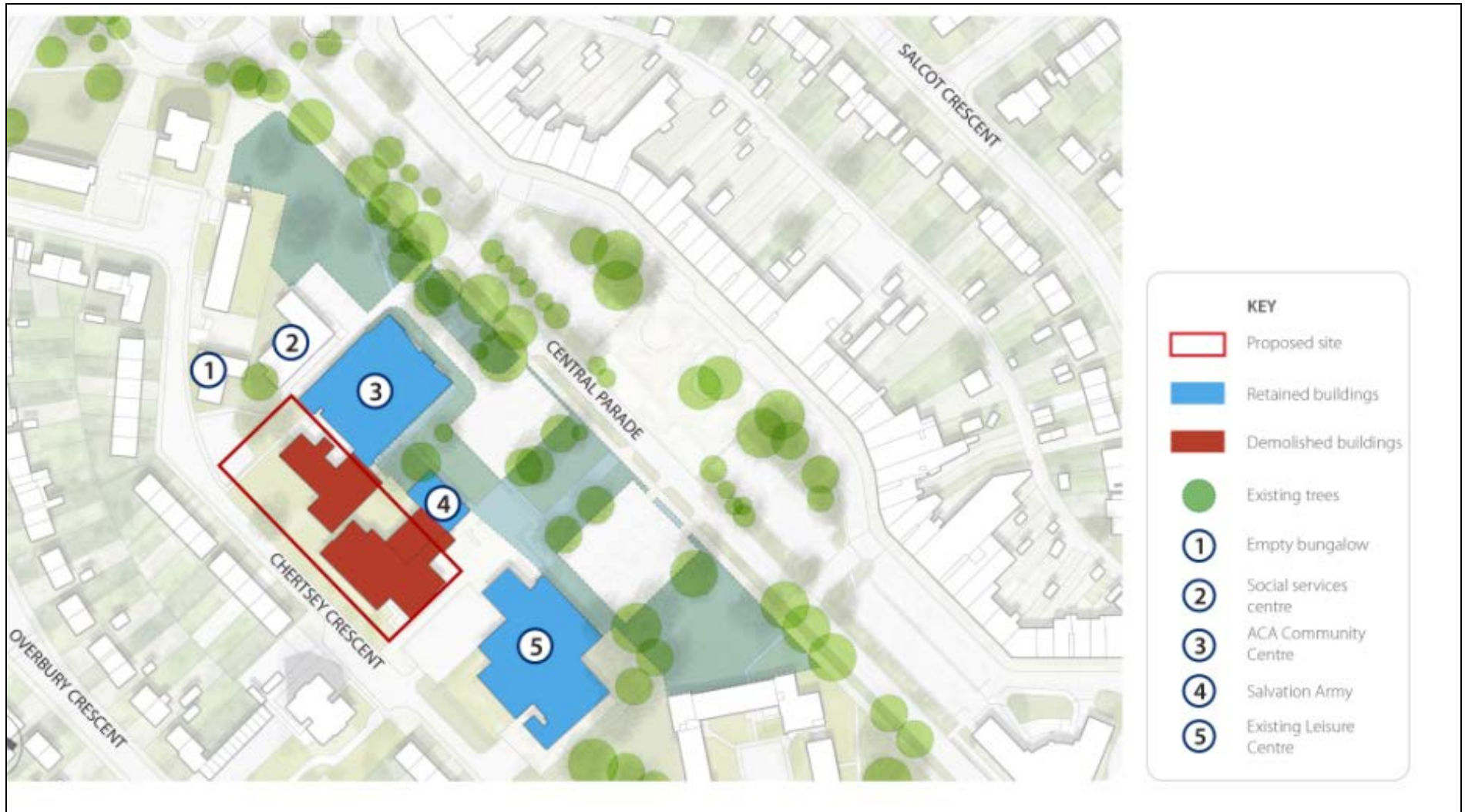


Figure 6: Demolished and Retained Buildings



- 3.6 These demolition works would leave workable buildings in place, although the vacated library building may require remediation work dependent on the final demolition line. The scheme would leave the new leisure/community centre flanked by older buildings due to the proximity of the TVG and the constraints on demolishing or improving buildings which are immediately adjacent to it. Careful consideration has been given to the location of this new community asset to ensure that is sufficiently distant from the TVG to enable effective asset management and allowing flexibility for future development should that occur.
- 3.7 The programme for the works is outlined below. To achieve this timetable, construction drawings are being prepared to enable the council to procure a one stage demolition and construction contractor.

#### **Timetable for Leisure/Community Centre**

<b>Action</b>	<b>Date</b>
Pre-app presentation to Planning Committee	7 <sup>th</sup> April 2016
Planning application submitted	3 <sup>rd</sup> May 2016
Construction procurement commences	3 <sup>rd</sup> May 2016
Planning Committee Decision	14 <sup>th</sup> July 2016
Contractor appointed	1 <sup>st</sup> November 2016
Demolition and construction commences	30 <sup>th</sup> November 2016
Centre Opens	Summer 2018

#### **4. CONSULTATION**

- 4.1 Local residents and businesses were consulted on the location of the proposed facility and its content at two events on Friday 26<sup>th</sup> February and Saturday 27<sup>th</sup> February 2016. Early contact was made with those immediately affected by the scheme, such as the Addington Community Association, Salvation Army etc., followed by community and business groups such as the Pathfinders and the New Addington BID. Each consultation event attracted about 80 people. Following the events the boards were left in the former library building until Friday 4<sup>th</sup> March which attracted further questionnaire responses. The questionnaire was also placed online both for download and on line completion. At this stage it is considered that the proposals were well received and that residents were supportive of both the new facilities and their content.
- 4.2 Detailed analysis of the questionnaires showed that 62% of attendees were from New Addington or Fieldway, with 32% of them using the current leisure centre each week and 49% using the community centre each week. 64% of respondents either supported or strongly supported the proposed leisure facilities and 60% supported or strongly supported the new community element. This was matched with 55% supporting or strongly supporting the potential new family housing.
- 4.3 There were questions of detail around which sports and activities could occur within the centre, what prices would be and whether there would be performance style lighting and curtains in the main community hall. A few people were concerned about housing to the rear of the proposed scheme.

However many appeared to consider this was a positive treatment for the flank wall. Some residents were concerned about the new building being surrounded by older, poor quality buildings and hadn't understood that this related to the Town and Village Green status.

- 4.4 There will be a second community event in April to enable residents and businesses to view how their comments have been addressed and to review the further architectural work on the proposed new facility. The project plan envisages consideration of a planning application on 14<sup>th</sup> July 2016 with a pre application visit to Planning Committee on 7<sup>th</sup> April 2016. The planning period will include a statutory consultation period.
- 4.5 Further to this, discussions are underway with Sport England to seek their detailed views on the new proposed facility.

## 5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

### 5.1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000
<b>Revenue Budget available</b>				
Expenditure				
Income				
<b>Effect of decision from report</b>	<i>The revenue impact is embedded within the wider Leisure Management contract held by an external provider.</i>			
Expenditure				
Income				
<b>Remaining budget</b>				
<b>Capital Budget available</b>				
Expenditure	8830	8500		
<b>Effect of decision from report</b>				
Expenditure	8830	8500		
<b>Remaining budget</b>	0	0		

### 5.2 The effect of the decision

The capital budget is £17,330,000. This will fund the development of the new leisure and community centre in Central Parade. The current design for the leisure/community centre is estimated to fall within this figure, including demolition costs. Procurement for this project is underway and the outcome of this will determine the final cost.



The existing leisure centre is currently managed and operated by an external provider and the Council contributes a management fee for this provision. The current contract is due for renewal in 2017/18 and at that point the management fee paid by the Council will be reviewed and re-commissioned based on the performance of the centre.

A Business Report, produced by The Sports Consultancy on behalf of Croydon Council, forecasts an increase income as a result of the new leisure centre.

### 5.3 Risks

A review of the project has been undertaken and the following risks have been identified:

*Financial:* The project is in development and is subject to change following comments from community consultation, Members and Sport England. These inputs and general project development may cause costs to vary. However a specialist team of quantity surveyors and architects have been appointed and the importance of remaining in budget emphasized. Furthermore a specialist business planning consultant has been appointed to assess the ongoing viability of the current design.

*Timetable:* Delivery by summer 2018 is contingent on gaining an early construction tender at a competitive price and no delays occurring in obtaining vacant possession of the site, or in securing a positive planning determination.

*Planning:* The project plan envisages consideration of a planning application on 14<sup>th</sup> July 2016 with a pre application visit to Planning Committee on 7<sup>th</sup> April 2016. The consultant team is working in close collaboration with the Local Planning Authority who are collectively working to ensure that an acceptable scheme is developed.

*Relocation:* A number of community groups will be affected by the building work. Council Officers are undertaking detailed work with these groups to address their needs during the construction phase.

### 5.4 Future savings/efficiencies

The Business Report indicates that the new leisure centre will transition from an average annual deficit position of circa £243,000 to an average annual surplus position of £185,000. Croydon Council will benefit as a result of being in a stronger position when re-tendering the contract for Leisure Management Services.

(Approved by: L. Taylor, Assistant Director of Finance and Deputy Section 151 Officer)

## 6. **COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER**

6.1 The Acting Council Solicitor comments that as noted in the report, Central Parade West is a complex site having been acquired by the Council under a

number of separate conveyances dating back to the 1930s. The proposed development would be undertaken a part of the site held by the Council under five separate titles acquired by various conveyances, some of which included restrictions on the use or development of land, for example in relation to housing, the sale of alcohol or the need for approval of plans. In addition, part of the land at Central Parade West was registered as town or village green under section 15(2) of the Commons Act 2006 in July 2009, although the present proposals would not affect this land.

- 6.2 The site of the proposed leisure and community centre and new housing units sits within the area of land appropriated for planning purposes by Cabinet in 2012.
- 6.3 One of the effects of the land being held by the Council “for planning purposes” is that private rights such as restrictive covenants and easements which might otherwise inhibit development or use of the land would be overridden when the land is developed in accordance with planning permission. Any third party owner who suffers a decrease in the value of their land on account of their rights or interests being overridden would be entitled to compensation. The relevant statutory provision, section 237 of the Town and Country Planning Act 1990, is due to be repealed under the Housing and Planning Bill currently before Parliament, but the current proposals for the new Act include replacement provisions to similar effect.
- 6.4 Although there may be doubts as to whether certain of the restrictions in the historic conveyances continue to bind the Council's land or are relevant to the current proposals, further investigations are being undertaken to identify the extent of any private third party rights which might be affected by the proposed development, so that they can be taken into account as the proposals are developed.

(Approved by: Sean Murphy, Principal Corporate Solicitor (Regeneration) on behalf of the Acting Council Solicitor & Monitoring Officer)

## **7. HUMAN RESOURCES IMPACT**

- 7.1 There are no human resources implications arising from this report.

(Approved by Adrian Prescod, HR Business Partner, for and on behalf of Director of HR, Resources department)

## **8. EQUALITIES IMPACT**

- 8.1 The operation of the new leisure and community centre, if developed, would be open to all and operate under the openness and fairness criteria set by the council. The facilities will be more accessible due to increased space requirements and additional facilities being offered. The new centre will fully address the current requirements of Sport England.

**9. ENVIRONMENTAL IMPACT**

9.1 The proposed new centre would be built in line with current environmental requirements and will therefore be more sustainable than the existing facility.

**10. CRIME AND DISORDER REDUCTION IMPACT**

10.1 The new facility if constructed would act to reduce crime and disorder by providing access to new leisure, sports and community facilities.

**11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

11.1 Given the strength of the council's commitment to provide a new leisure centre in New Addington by the summer of the 2018, it is essential that rapid progress is maintained. As such it is recognised that the scheme is progressed as a matter of priority.

**12. OPTIONS CONSIDERED AND REJECTED**

12.1 Options are limited at this stage and are set out in the report. The council has committed to provide a new leisure centre and community facility in New Addington, given the constraints it is recommended that Members pursue the scheme as set out in this report and continue to engage in its development and emerging architecture.

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**BACKGROUND PAPERS:** None

