

# Integrated Impact Assessment (IIA)

## Informing our approach to fairness

<b>Name of proposal</b>	Reduction in Funding to Newburn Activity Centre and Kenton Park Sports Centre
<b>Date of original assessment</b>	1 December 2015
<b>Lead officer</b>	Su Cumming
<b>Assessment team</b>	Su Cumming, Eugene Milne
<b>Review date</b>	June 2017

### Version control

<b>Version</b>	3
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<b>Replaces version</b>	2

This is our assessment of the potential equality and other impacts of this 2017-18 budget proposal, based on the available evidence. It is a 'living document'. We have reviewed this assessment following a period of consultation and will continue to review it as we implement the proposal.

## Section A: Current service

### 1. What does the service do?

All leisure facilities across Newcastle are all run or managed independently by third party organisations.

In 2015 transferred the management of our remaining four leisure facilities to North Country Leisure with the exception of Elswick Pool which we closed in 2015 where we still hope to agree a way forward with a local group to re-open it again in the coming year. All formally managed council leisure facilities are now run by Greenwich Leisure Limited (formerly North Country Leisure) with the exception of Kenton Park Sports Centre and Newburn Activity Centre.

The constraints of the budget within the city council has meant we proposed to reduce and then cut the subsidy to Newburn Activity Centre and Kenton Park Community Centre. Both facilities deliver a range of sport and physical activities services to people across their local communities.

The budget was first reduced in 2015/16 and to ease the process following consultation the council awarded transition funding to allow the centres to develop a medium term strategy for their business. We intend to remove the subsidy for April 2017/18 and beyond and the transition funding will come to an end at the end of 2015/16.

#### **Newburn Activity Centre**

Newburn Recreational and Riverside Association (NRRA), is a registered charity responsible for running Newburn Activity Centre (NAC).

Originally this was a partnership between NCC which included staffing but as all other facilities were being transferred to a new operating body that would have left NAC as the only facility to be run by council staff. Negotiations were started with NRRA in 2013 to enable them to take over the staffing of the building. Following extensive negotiations, a smooth transition took place from April 2015, and NRRA now employ all staff at the centre. NRAA hold a lease for the building which was signed in 1991 and is due to expire in 2033 leaving them 17 years under the current terms.

The basis of the transfer of staffing from Newcastle City Council to Newburn Activity Centre was for the city council to continue paying an annual grant to NRRA to enable them to employ staff and deliver services. The grant represented a saving for the council because it was less than the level of subsidy which was provided to NAC at the time, though we did indicate that this grant would be subject to review.

NAC runs all the normal activities associated with a leisure centre, including an active outdoor programme based on outdoor river activities. In addition NAC delivers bespoke activities to disabled people across the city. This regularly attracts over 100 disabled people and their carers. This function could not easily transfer to another centre because of the specialist equipment that has been bought and installed at NAC (much of which is lottery funded).

#### **Kenton Park Sports Centre**

Kenton Park Community Association (KPCA) a registered charity responsible for the management of Kenton Park Sports centre.

The facility was once operated by NCC but transferred management in centre in 1990 to KPCA. The management committee hold the lease of the building which was expanded in 2015 to include outdoor space, small football facilities and some areas of the adjacent park. The lease has 23 years left to run.

KPCA employ their own staff and run and maintain the centre and nearby football pitches and bowling green with the help of a subsidy from the council. Nearly all the staff come from within the local community.

The centre offers a wide range of well supported community based activities with a focus on work with health related activities such as health referral programmes Why Weight and Live Well, older people's activities associated with the local sheltered accommodation, gym, fitness classes, StreetGames and community cohesion projects for young people as well as more traditional support for sports clubs.

## 2. Who do you deliver this service for?

Both centres are open to anyone who wishes to use them although the users come from the local community or neighbouring areas.

NAC which has much larger facilities and car parking has a much greater throughput drawing customers from across the city because of its outdoor facilities.

Both provide a number of schools programmes, specialist events and classes aimed specifically at targeted groups, in particular disabled people where both centres have specialist equipment and deliver to disability groups and schools.

## 3. Do you have any statutory requirements?

There are no statutory requirements for the council to provide leisure activities in the city.

## 4. How much do you spend on this service?

Gross expenditure	Gross income	Net budget	Capital projects
£216,890		£216,890	

## 5.

Posts	FTEs	Comments
0	0	No staff are directly employed by the council.

## Section B: Change proposal

### 1. What is the proposal to change the service?

The constraints of our budget has meant we proposed to remove the subsidy to NAC and KPCA. Both facilities deliver a range of sport and physical activities and services to people across their local communities. Following consultation in 2015/16 we awarded one-off transitional funding for 2016/17 made up from unspent ward budgets and historic underspends for one year to allow both centres to develop a medium term sustainable business model (from 2017/18 onwards).

One of the conditions attached to the transition funding was that each organisation would produce a business plan and position statement by the end of October 2016 outlining how they intend to become self-sufficient and what changes may take place to their services to accommodate this. Once we have had the opportunity to discuss the business plans with both organisations we will work with them to identify alternative sources of funding and income opportunities.

We propose to remove the subsidy in full from the end of 2016/17 financial year.

This totals £216,890 split as follows and includes the figure for the transition funding allocated as part of the mitigation process

Newburn Activity Centre	- £144,300
Kenton Park Community Association	- £72,590

Following the provision of transition funding for the centres we are anticipating the production of a business plan and position statement to understand the view for sustainability from the facilities by the end of October 2016.

In consultation it is felt by the respective organisations that the past reduction and eventual removal of this funding will mean the ability of the centres to provide the same service delivery and operation will reduce and that there is a risk that both but particularly Kenton Park Centre may need to close. Meetings took place in October to review the business plans.

October 2016 – January 2017

The council met with Newburn Activity Centre and Kenton Park Community Association respective management organisations several times to discuss the business impact of the budget decision. Both organisations highlighted the decision will place cash flow and cost pressures upon them with Kenton Park clearly stating that the impact could mean their board may need to consider serious change to their operating hours and that without additional revenue they may need to consider closure.

The council will continue to meet with the management and work with them to try to help identify other funding sources or operating models.

Both centres are still working on business plans that would put them on a more sustainable footing. We will continue to support them with this and are actively seeking options that will allow them to become independently viable. Although we are not in a position, at present, to offer a further year's subsidy, we will make every effort to ensure that the centres have sufficient time and assistance to achieve financial autonomy.

## 2. What evidence has informed this proposal?

Information source	What has this told you?
2015/16 budget proposal	That the budget would be removed at the end of 2016/17 financial year.

## 3. How much will you spend on this service?

	Gross expenditure	Gross income	Net budget	Capital projects
2017/18	£0		£0	

## 4. What will the net savings be of this proposal?

	Gross Saving	Implementation Cost	Net Saving
2017/18	£216,890	£0	£216,890

## 4. What impact will this have on the workforce?

	No. FTEs	% workforce
2017/18	N/A	N/A

<b>5. Who have you engaged with about this proposal?</b>			
<b>Date</b>	<b>Who</b>	<b>No. of people</b>	<b>Main issues raised</b>
Jan 2017	Ward members Kenton and Fawdon, Kenton Park Community Association	10	Ward members met with the manager and local ward members to discuss the budget issues. Concern was again expressed that there should be a review of the budget proposal and that a small extension of the budget to the centre would give it breathing space for finding revenue and or capital funding from alternative sources. Members agreed to work with Kenton Park Centre to try to support strengthening the board with fundraising skills and look at other local opportunities groups and users that could relocate or utilise the centres facilities
Jan 2017	Feedback from 'Let's Talk' consultation on budget and social media responses	84 people with 174 comments	<p>Most issues reflected the concerns from residents in Fawdon and Kenton over the reduction to Kenton Park Sports Centre and their concern that services would be reduced and the facility might face close.</p> <ul style="list-style-type: none"> <li>▪ Local people's health will suffer</li> <li>▪ Increase in crime and anti-social behaviour</li> <li>▪ All groups of people (young, old, disabled) in the community use the centre</li> <li>▪ Children will have nowhere to go</li> <li>▪ Loss of community facility</li> <li>▪ Fear that the centres will have to close</li> <li>▪ Loss of community spirit</li> <li>▪ Some people are on low incomes or cannot drive, and will not be able to travel to other facilities</li> <li>▪ This will lead to loss of facilities in an already deprived area</li> <li>▪ Crèche means that parents can exercise</li> <li>▪ Kenton Park is a big part of local families' lives</li> <li>▪ Children's health will suffer</li> <li>▪ Concerned that disabled people will lose access to specialist facilities at Newburn</li> <li>▪ Older people need a leisure facility near their homes so that they can stay healthy</li> </ul>

			<ul style="list-style-type: none"> <li>▪ The leisure centre helps parents to have birthday parties for their children</li> <li>▪ The surrounding area will deteriorate</li> <li>▪ I need to have sports facilities near my home to meet my health goals</li> <li>▪ Kenton Park acts as a community centre for the local area</li> <li>▪ Local people's health and wellbeing will suffer</li> <li>▪ Schools use Kenton Park facilities</li> </ul>
Dec 2016	Catherine McKinnell MP	1	<p>The MP wrote to the City council raising a specific issue relating to Kenton Park Sports centre and asked if there were other funding sources that might be available in particular Public Health funding</p> <p>The response was that all public health funding is fully committed with no capacity in that budget to support this budget reduction</p>
Nov 2016	Question raised at Scrutiny panel to portfolio holder Cllr McGuinness		<p>Question: There is no indication of where the other £1m is spent and whether there could be some modest saving in these other areas (is it subsidy to North Country Leisure?) to save having to remove the whole of the rest of the grant to Newburn and Kenton Park?</p> <p>Response: The £1m is the contractual funding attached to the contract awarded to GLL / North Country Leisure, let as per agreement with Cabinet prior to the comprehensive procurement process. As this is a contract it is fixed and cannot be reduced.</p> <p>We are working with Kenton Park Leisure Centre and Newburn Leisure Centre to try and find a way to support them through budget reduction. Progress regarding these discussions will be published within the post-consultation IIA</p>
Nov 2016	Met with NRAA trustees	NRAA Management committee	<p>NCC director of Public Health and Leisure Manager met with members of the board to discuss the draft facilities business plan and to understand the projected impact expected by the board once the budget was reduced. I.e. 2017.</p> <p>The board expressed concern that they would struggle to maintain reserves and invest in future developments in the building as well as keeping the building well maintained, they suggested that they could balance the books but this might take a couple of years and to achieve this they would prefer the reduction to be scaled rather than removed at the end of 2016/17. They also suggested that to achieve</p>

			<p>viability there maybe be some changes to the facilities opening hours and staffing levels.</p> <p>We will meet again in January 2017 once a more firm business plan is presented at the end of December.</p>
Nov 2016	Follow up Consultation with Kenton Park Community Association	KPCA management team	<p>NCC director of Public Health and NCC Leisure Manager met with manager of KPCA to discuss the business plan and impact on the budget. Concern was raised that the centre would not be able to break even and that without funding the operation would be severely impacted upon and may face closure in coming years. It was felt that a further financial provision would be of benefit and that would give the centre time to identify and apply to alternative sources of revenue funding and to allow more to develop its board and charitable status which would hopefully expand the funding streams available to be applied to.</p> <p>The board are also looking at other income generating ideas some of which require capital investment, broadening their offer</p> <p>It was agreed that the council would continue to meet and support the manager again in January 2017</p>
Oct 2015	Follow up discussion with NRAA	NRRA management team	<p>In 2015 NRRA advised that they would be unable to cope with the scale of the funding reduction and that there was a possibility that the centre would be unable to remain open were these proposals agreed. Transition funding was agreed to support the association through this funding change and to allow them to develop a new business plan</p> <p>This business plan will be discussed in Oct 2016 to get a clearer understanding of the financial position the association are in and the opportunity to discuss next steps</p>
Oct 2015	Consultation with Kenton Park Community Association	KPCA Management Team	<p>In 2015 KPCA advised that they would be unable to cope with the scale of the funding reduction and that there was a possibility that the centre would be unable to remain open were these proposals agreed. Transition funding was agreed to support the association through this funding change and to allow them to develop a new business plan</p> <p>This business plan will be discussed in Oct 2016 to get a clearer understanding of the financial position the association are in and the opportunity to discuss next steps</p>

Various in early 2015	Customer Consultation	19	Feedback included concerns that the proposals would impact on the ability of the centres to remain open whilst some consultees were concerned that any potential reduction in funding would affect the ability of both facilities to deliver important community and specialist sessions including those for disabled and older people.
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**6. What are the potential impacts of the proposal?**

<b>Staff / service users</b>	<b>Specific group / subject</b>	<b>Impact</b> (actual / potential disadvantage, beneficial outcome or none)	<b>Detail of impact</b>	<b>How will you address or mitigate disadvantage?</b>
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**People with protected characteristics**

Service users	Younger people (age)	Actual/potential disadvantage	<p>A reduction in operational hours may impact access for schools and holiday programmes for young people at both facilities as well as access to clubs and teams outside of school times</p> <p>If the facilities were to close there would be reduced opportunities for children to access the services offered by Newburn Activity Centre and Kenton Park Sports Centre. Both facilities provide key activity services to young people of all ages.</p> <p>Consultation in October/November 2016 highlighted concerns over access to activities for young people should Kenton Park Sports centre close or reduce its services</p>	<p>We are working with the management committees of both centres to identify ways to mitigate against the budget removal so they can continue to keep the centres operating and viable for the future.</p> <p>This includes supporting the organisations with their business plans, links with possible partners and working to make sure they are up to date with all the information on funding.</p> <p>Should the facilities close we will work with the groups to ensure alternative facilities are found with the minimum of disruption</p>
Service users	Older people (65+)	Actual/potential disadvantage	Both facilities offer a range of sessions for older people which	We are working with the management committees of both centres to identify ways

			<p>would not continue at their current level were the centres to reduce their operating hours and would cease should the centre close. This would reduce access to health and wellbeing services opportunities for older people.</p>	<p>to mitigate against the budget removal so they can continue to keep the centres operating and viable for the future.</p> <p>This includes supporting the organisations with their business plans, links with possible partners and working to make sure they are up to date with all the information on funding.</p> <p>Should the facilities close we will work with the groups to ensure alternative facilities are found with the minimum of disruption</p>
Service users	Disabled people	Actual/potential disadvantage	<p>Both facilities offer activities to schools and users who have a disability. Newburn Activity Centre offers the largest range of activities for people with a disability and have a wide range of specific facilities including a multisensory room.</p> <p>Reduction of hours or closure of the sites site would mean reduced opportunities for disabled people to take part in activity.</p> <p>Consultation in October/November 2016 highlighted concerns over access to activities for people with a disability should centre close or reduce its services</p>	<p>We are working with the management committees of both centres to identify ways to mitigate against the budget removal so they can continue to keep the centres operating and viable for the future.</p> <p>This includes supporting the organisations with their business plans, links with possible partners and working to make sure they are up to date with all the information on funding.</p> <p>Should the facilities close we will work with the groups to ensure alternative facilities are found with the minimum of disruption</p>

Service users	Carers	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people who are carers		
Service users	People who are married or in civil partnerships	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people who are married or are in civil partnerships		
Service users	Sex or gender (including transgender, pregnancy and maternity)	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people because of their gender		
Service users	People's sexual orientation	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people because of their sexual orientation		
Service users	People of different races	Based on our engagement feedback and research, there is no evidence to suggest that		

		the proposal will have a disproportionately negative impact on people of any particular race		
Service users	People who have different religions or beliefs	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people because of their religious belief		
Service users	People living in deprived areas	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people who live in deprived areas	Kenton Park Community Centre is situated in an area with above average levels of deprivation. Loss of the facility and reduced access will impact the level of activity families from the communities in the wards have access to. Facilities in neighbouring wards provide similar but more expensive activities and are much further to travel.	<p>We are working with the management committees of both centres to identify ways to mitigate against the budget removal so they can continue to keep the centres operating and viable for the future.</p> <p>This includes supporting the organisations with their business plans, links with possible partners and working to make sure they are up to date with all the information on funding.</p> <p>Should the facilities close we will work with the groups to ensure alternative facilities are found with the minimum of disruption</p>
Service users	People in low paid employment or in households with low incomes	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people from low income households	Kenton Park Community Centre is situated in an area with households on low incomes and Newburn provides some activities which support the local communities living in areas with low household income.	We are working with the management committees of both centres to identify ways to mitigate against the budget removal so they can continue to keep the centres operating and viable for the future.

			Loss of the facility and reduced access will impact the level of activity families from the communities in the wards have access to. Facilities in neighbouring wards provide similar but more expensive activities and are much further to travel.	<p>This includes supporting the organisations with their business plans, links with possible partners and working to make sure they are up to date with all the information on funding.</p> <p>Should the facilities close we will work with the groups to ensure alternative facilities are found with the minimum of disruption</p>
Service users	People facing barriers to gaining employment, such as low levels of educational attainment	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people facing barriers to employment		
Service users	Looked after children	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on Looked after Children		
Service users	People facing multiple deprivation, through a combination of factors such as poor health or poor housing / homelessness	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact people facing multiple deprivation		

N/A	Businesses providing current or future jobs in the city	Actual/potential disadvantage	Closure of Newburn or Kenton centres would lead to job losses of the staff currently employed there.	We are working to develop the business plan which we hope will minimise any risk to jobs or employment at the facilities. Should it be required we will advise and support the management committees to have an understanding of managing any of the risks associated with staffing reduction or redundancy
Service users	Area, wards, neighbourhoods	Actual/potential disadvantage	The closure of Newburn or Kenton would leave no full time publically accessible leisure facilities in their respective ward/area.	In working to develop the business plan we will support the organisations to work with other who may be able to support or assist in the delivery of the service or share resources. Both have large schools in their wards that have some community sports facilities so should the facility have to close we would work to support the existing users to access the closest facilities
Service users	Community cohesion	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on community cohesion		
<b>Community safety</b>				
N/A	Community safety	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on community safety		
<b>Environment</b>				
N/A				

