

Gurnell Leisure Centre Key Issues and Case for Development

Context

Gurnell Leisure Centre opened in 1981 and is one of London's busiest leisure centres. However, it is in need of a significant level of repair and investment and is near the end of its operational life.

In March 2015, the London Borough of Ealing Cabinet made the decision to demolish the existing centre and replace it with a modern, energy efficient building and improved park area that offers both indoor and outdoor sport and leisure facilities to meet the needs of the local and regional community. The site, currently occupied by the leisure centre, associated car parking and open space is all located within Metropolitan Open Land (MOL).

The proposed redevelopment includes the provision of a new flagship leisure centre, on the site of the existing, alongside comprehensive proposals to enhance the quality and functionality of the MOL to create a first-class leisure destination for existing residents and future generations. The proposals include a new and larger 50m swimming pool, play pool, gym facilities, café and outdoor landscaped amenities in the park, including a playground, skate park, BMX track, grass areas for informal ball games and outdoor activities, trim trail and distance marker routes.

The new facility is proposed to be funded through enabling residential development located on Previously Developed Land (PDL) ensuring that there is no net loss of MOL. The residential scheme comprises up to 600 mixed tenure units (build to rent and private for sale units), which will include approximately 20% affordable housing.

Through the redevelopment of Gurnell Leisure Centre and its comprehensive enhancement of the surrounding open space, the Council and its JV partner, Be Living Ltd, want to create a new sustainable destination that will improve the lives, health and wellbeing of Londoners for the foreseeable future, with more people being more regularly active, as well as providing more residential provision including affordable homes.

Why Gurnell?

The Ealing Sports Facility Strategy 2012-21 identifies the redevelopment of Gurnell Leisure Centre as being of key importance to the provision of water space in Ealing, addressing both existing latent demand and potential future demand for access to pool space for participation in Ealing. The unique mix of proposed indoor and outdoor sport and leisure facilities will provide clubs and sporting organisations the opportunity to use quality training and competition facilities as well as ancillary facilities that meet the needs and requirements of their sport. This work has been recently reviewed through an updated strategy, working alongside Sports England (2017-31 PPS).

The new Gurnell Leisure Centre and its wide range of programmes for people of all abilities will contribute greatly to the aims and objectives identified in the Council's Health and Wellbeing Strategy 2016-21 and seek to contribute to sustaining good health and wellbeing for the wider community.

Geographic catchment & co-location of sports and recreation

- Gurnell Leisure Centre forms a core part of the Council's leisure provision. The site would be a major contributor towards achieving a surplus generating leisure provision, largely based upon the largest 'learn to swim' programme in London. However, its geographic location is not just desirable for its swimming catchment area. The site's co-location with other sporting and leisure uses in the immediate area is fantastic. Within a 600m radius you have an athletic track, sports ground, football club, cricket club, rugby league / rugby union clubs, BMX, skatepark, golf clubs and swathes of open space. This site's location has a high demand and has a synergy with other sports – providing a regionally significant sports and leisure hub on the west side of the Capital.

Clubs / affiliations

- Key partners who will benefit from this redevelopment include: *Ealing Swimming Club*, which is the biggest swimming club in the country, with over 1,700 members; *Ealing BMX Club*, which has an outdoor facility and the Club was set up in 2014 by Access Sport, with the support of Ealing Council as part of their highly successful BMX Legacy Project following on from the London Olympic and Paralympic Games in 2012; and *Ealing Skatepark Association*, which is run by volunteers and offers a point of contact for skatepark users, parents, community groups, the Local Authority, schools and the Police.

Opportunity

- The facility has a limited operational timeframe and requires significant investment.
- Gurnell Leisure Centre is not just a local asset but has the opportunity to be a regionally significant facility, given that it offers a 50m pool, for which there is a limited provision in London and is currently home to Ealing Swimming Club, the largest swimming club in the country. London currently only has seven 50m swimming pools and only two in west London – including Gurnell Leisure Centre. Compared to Paris, which has over twenty 50m swimming pools, London is lagging behind.
- The Gurnell Leisure Centre site includes a significant amount of open space surrounding the building. However, the space is of a low quality, it is underutilised, lacks biodiversity, has a poor relationship with the leisure centre and the large public car park is an unattractive gateway into the space. The opportunity exists to enhance the accessibility, functionality and quality of the MOL providing a unique inside and outside leisure designation.

Usage

- The current usage of Gurnell Leisure Centre is as high as it has ever been: in 2009 the total number of visits to the centre was 531,201, and by 2016 this rose to 692,906, an increase of 30% in 7 years. In the same period, the number of children enrolled on the Swim School scheme rose from 2,301 in 2009 to 3,741 in 2016, an increase of 62% in 7 years - meaning that it is the largest 'learn to swim' school in London.
- The current usage of the leisure centre is expected to increase significantly when the new centre opens and the new operator (SLM) anticipates that the number of visits will reach 1 million.

Provision

- The new flagship destination facility has the ability to accommodate a ten lane 50m pool (four additional lanes) with moveable floor and booms which will allow the pool to be subdivided for different user groups, a themed leisure pool focused on engaging families with under 8s, a large gym, a themed soft play area and café. In addition, the studio space will also double in size, allowing for more group based exercise classes to be offered.
- Outdoor facilities will include new play/activity areas for under 8s and teenagers, a newly designed skate park and BMX tracks and trim trails and way finding routes.
- The new facility will have a positive impact on a number of active residents, especially amongst sedentary target groups, and will also focus on engaging families by offering inclusive, family orientated and innovative activity programmes designed to encourage people of all ages and abilities to start and stay active.

Why now?

- Today - The facility is outdated, in a poor condition and has limited operational lifespan
- November 2018 - The existing contract expires with Better / JLL
- New operator contract for 5 years
- February 2018 - Target Approval
- November 2018 – Demolition
- Spring 2019 – Start construction
- Late 2021 – Leisure centre target operation date (ahead of residential)
- November 2023 – new Tri borough contract starts with need for new facility

How much?

Item	Value
Cost of new leisure facility	£37.0m
LB Ealing Funding	£12.5m
Funding gap	£24.5m
Affordable housing grant	£10.0m
Overall Development cost	£186.0m

Factors that go towards creating a case of Very Special Circumstances

1. *The quality of the existing indoor and outdoor leisure facilities are in a poor condition.* The existing leisure centre has a poor energy performance and is very costly to run, the public open space is of a poor quality and is underutilised. Comprehensive redevelopment is the only option in order to secure the future of new public leisure facilities.
2. *Increasing both indoor and outdoor sports recreation use and the enhancing the quality, functionality and overall level of accessible MOL in the area.* Not only will the proposal provide new leisure centre and replacement BMX and skate park facilities, it will provide a comprehensive proposal for enhancing the MOL - improving access to the underutilised open spaces and enhancing permeability; alongside improvements to biodiversity and ecology.
3. *The increased level of economic, social and health benefits.* The scheme provides an affordable leisure offer for borough residents and the wider community. It also will help generate a surplus and will mean less council subsidy in the future, protecting and increasing leisure centre jobs and it is expected that 40% of the overall construction cost will be spent in the local area.
4. *There is a lack of public or private funding for the new facilities.* Whilst the Council are providing £12.5m for the project, there is a shortfall of approximately £24.5m. Therefore in order to bring this leisure and health-led project forward it is necessary to find an enabler - in this instance, residential use is considered to be the only viable land use.
5. *A robust Alternative Site Assessment* demonstrates that the redevelopment of the site is the only option in order for the Council to provide a viable comprehensive indoor and outdoor leisure scheme. As part of the Alternative Site Assessments, alternative locations were also considered for the residential use, however it was concluded that this was the only suitable site that could provide the necessary values, mitigation, programme and quantum of development to sufficiently enable the redevelopment.
6. *Scheme Design* – Careful consideration has been given to the level of existing development on the site and the replacement footprint, location and orientation of the proposed development, in order to respect the MOL and utilise the previously development land (PDL).
7. *Provision of new homes* in the borough to meet housing and market need, including a mix of tenures (PRS and private for sale) and a considerable quantum of affordable housing, is a significant benefit. In addition, the provision of a mix of community and leisure uses, including leisure, health, events space and café / restaurant for the benefit of the entire community.
8. *The 'quantum' of residential development is demonstrated to be necessary* to close the funding gap of £24.5m. Relevant information will be provided to support this in the form of a Financial Viability Appraisal.

Overall

The successful delivery of the project will achieve key Council targets as it will enable the Council to deliver the following benefits for its residents across three out of four key strategic areas as well as deliver sustainable facilities which will provide value for money and a beneficial financial arrangement through the leisure contract agreement:

1. Promoting Health, Wellbeing and Independence, enabling healthy lifestyles is part of making Ealing a Healthier Borough; the first strategic theme to be met by this project. A key aim of the Council's Corporate Plan update is supporting the delivery of the borough's health and wellbeing offer by maximising the use of park, leisure and sports facilities to encourage healthy lifestyles including the redevelopment of Gurnell Leisure Centre.
2. Housing quality, affordability and supply, delivering affordable homes is the second key strategic theme towards which the project significantly contributes. The enabling nature of the project will result in the provision of up to 600 new homes, including affordable housing.
3. The third strategic theme on which the project has a real positive impact is Place and public realm, driving improvements to the wider environment in which we live. The new indoor and outdoor sporting and recreational facilities will have a significant impact on people's lifestyle choices and future wellbeing.

GURNELL LEISURE CENTRE DESIGN UPDATE

JUNE 2017



**3D
REID**



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2. Updated Masterplan, following GLA comments

1. Proposed Masterplan, presented to GLA 27/06/17

1. MOL - Existing footprint / proposed scheme comparison, as presented to GLA 27/06/17



1. Proposed Masterplan, as presented to GLA 27/06/17



1. Proposed massing, as presented to GLA 27/06/17



Building A / B 11 storeys
Building C / 13 storeys
Building D / 8 storeys

Building E / 10 storeys
Building F / 15 storeys
Building G / 8 storeys

Building H / 10 storeys
Building I / 7 storeys

2. Updated Masterplan, following GLA comments

2. MOL - Existing footprint / updated scheme comparison, 29/06/17



2. Proposed Masterplan, updated scheme 29/06/17



Plan view

2. Proposed massing, updated scheme 29/06/16



Building A / 14 storeys
Building B / 14 storeys
Building C / 9 storeys

Building D / 17 storeys
Building E / 15 storeys
Building F / 7 storeys

Note: number of storeys includes ground floor podium

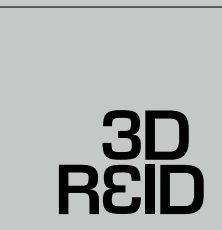
Birmingham
12 Caroline Street
Birmingham
B3 1TR
t +44 (0)345 271 6200

Edinburgh
36 North Castle Street
Edinburgh
EH2 3BN
t +44 (0)345 271 6300

Glasgow
45 West Nile Street
Glasgow
G1 2PT
t +44 (0)345 271 6350

London
West End House
11 Hills Place
London W1F 7SE
t +44 (0)345 271 6100

Manchester
26 Cross Street
Manchester
M2 7AQ
t +44 (0)345 271 6250



Gurnell Leisure Centre

The Proposals

Gurnell Leisure Centre (GLC) opened in 1981 and is one of London's busiest leisure centres. The number of users has been increasing in recent years - in 2009 the total number of visits to the centre was 531,201, and by 2016 this had risen to 692,906, an increase of 30% in 7 years. However, it is in need of a significant level of repair and investment and is near the end of its operational life - the industry standard lifespan for similar facilities is 30 years and GLC has already been open 35 years. Refurbishment would likely cost around 80% as much as providing an entirely new facility, and would be without the benefits that a new facility could bring. The level of refurbishment required to the structure, roof and plant areas would also result in a long closure period for the facility. Therefore, in March 2015, the London Borough of Ealing (LBE) Cabinet made the decision to demolish the existing centre and replace it with a new facility, the provision of which is a key corporate priority for LBE.

The new facility is proposed to be part-funded by LBE directly and part-funded through enabling residential development. LBE have therefore entered into a joint-venture with the developer, Be Living Ltd, in order to propose a mixed-use development, incorporating enabling residential development.

The site is on Metropolitan Open Land (MOL). It is currently occupied by the leisure centre, associated car parking and open space. The proposals are to re-provide the leisure centre in its existing location with a flagship new facility, with the enabling residential development located above the centre, and also to provide further enabling residential development on the site of the existing car park, on previously developed land (PDL). Both the leisure and residential offer are set out in more detail below.

Leisure Provision

The long term provision of a high quality leisure facility, including a 50m swimming pool, in this location is extremely valuable to its members and community. LBE's Sports Facility Strategy 2012-21 identifies the redevelopment of GLC as being of key importance to the provision of water space in Ealing, but its importance stretches beyond Borough boundaries. The existing centre provides one of only four indoor 50m swimming pools in London. This compares to Paris, which has over twenty 50m swimming pools - London is lagging behind. Gurnell is also the host of Ealing Swimming Club, the largest swimming club in the country with over 1,700 members, and has the largest 'learn to swim' school in London with 3,731 members (as of 2016).

In order to capitalise on this opportunity, the new leisure centre would include a ten lane 50m pool (four additional lanes) with moveable floor and booms which would allow the pool to be subdivided for different user groups, a themed leisure pool focused on engaging families with under 8's, a large gym, double the amount of studio spaces allowing for more group based exercise classes to be offered, a themed soft play area and café.

The proposals would enhance the quality and functionality of the surrounding MOL land. The existing space is of low quality, is underutilised, lacks biodiversity, has a poor relationship with the leisure centre and the large public car park is an unattractive gateway into the space. The opportunity exists to enhance the accessibility, functionality and quality of the MOL providing a unique inside and outside leisure destination. The proposals are therefore to include a playground, grass areas for informal ball games and outdoor activities, trim trail and distance marker routes. The existing BMX and skate park facilities within the MOL to the north-east of the leisure centre are also going to be re-provided with consideration to be given to the opportunities to enhance the facilities.

The location of the site meets the Council's objectives for the co-location of a number of both indoor and outdoor sports and leisure facilities to enhance the existing Gurnell sports hub. Within an 800m radius there is an athletics track, sports ground, football club, cricket club, rugby league / rugby union clubs, golf clubs and swathes of open space. This generates a synergy with other sports and the facility is an integral

part of a regionally significant sports and leisure hub on the west side of the Capital. The redevelopment would therefore provide significant benefits for a number of key clubs and leisure providers in the area, including Ealing Swimming Club, Ealing BMX Club, and Ealing Skatepark Association.

Residential Provision

The residential proposals are for c.600 units, as are required in order to cross-fund the leisure centre provision. The units are proposed to be split into Discount Market Rent affordable units, Build to Rent units and private for sale units. This split would meet local needs. The housing has been designed based on Be Living Ltd's knowledge of the private sale and rental markets to be accessible to local people and those wishing to move to the area. It would help LBE meet its annual target of 1,297 dpa, as set out in the London Plan.

The provision of Build to Rent units would ensure that there is long term stewardship of the development, to be delivered directly by Be Living Ltd, primarily through an on-site team. The units would also be supported by a range of additional amenities and facilities such as clubhouse/lounges, roof top gardens, commercial space (shops, food and beverage) and multi-functional spaces that could be studios, screening rooms or community spaces. Specifically, Be Living Ltd have developed and operate two Build to Rent developments and they know from the data they collect that these developments provide much needed, quality housing at an affordable level for people with a wide range of occupations. The accommodation to be provided would be to suit the tenant profile of the local area and people on a wide range of salaries.

By co-locating the new leisure centre, improved nearby open space and sport/leisure provision and the enabling residential units, there is the opportunity to create a genuinely mixed-use and complementary development. The Build to Rent units and associated management and amenity offer would further increase the vibrancy and success of the proposals.

Funding

The cost of building the leisure centre will be £37.7m. LBE have carefully considered how much of this cost they can directly fund and a full assessment of the funding options for the provision of the new leisure centre, undertaken by LBE, is provided at **Appendix A**. This assessment finds that, in the context of ongoing savings which the Council needs to find in the period until 2020/21 (at least), LBE are unable to fund the leisure centre through borrowing, due to the Council's legal obligation of meeting a balanced budget, across a range of council services, on behalf of its residents. The assessment also considers LBE's Medium Term Financial Strategy. This allocates funding across the full range of the Council's services, including identifying and allocating the receipts from any potential capital receipts and/or revenue funding streams. It is found that this funding has already been allocated within the Council's budgets and that there is no provision available for Gurnell.

LBE are, however, fully committed to the project and to the provision of the new leisure centre. Therefore, LBE have assessed the potential to dispose of assets in addition to those originally considered as part of its Medium Term Financial Strategy, and has been able to generate additional capital receipts as part of the Council's future Asset Management Programme. These total £12.5m, which LBE have allocated towards funding of the project, as secured through the May 2016 Cabinet.

LBE have also carefully considered the potential for outside funding from charity or other sources. The largest possible funder would be Sport England, but LBE have discussed the project with Sport England. They confirmed that they would not be in a position to fund this project, given the level of Strategic Project funding they have compared to the projects already in development that are applying for these limited funds. The remaining potential funding could only equate to £300,000, and that was if all other requests were successful, which is highly unlikely. To put this into context the skate park element of the project is estimated at £375,000, so whilst any level of external funding is welcome, there is no ability to offset the

level of enabling development required to deliver the new leisure centre.

It has therefore been demonstrated that only £12.5m of the £37.7m cost of the leisure centre can be provided by direct funding from LBE. Enabling development is therefore required to plug the £25.2m shortfall. As discussed above, the approach taken has been to provide enabling residential development. The next section assesses the amount of enabling residential development required in order to cover the shortfall.

Viability

A financial appraisal of the development is contained at **Appendix B**. A deliverable and fair approach has been taken to both the revenue streams and cost inputs, to try and ensure that the amount of enabling development required is accurately calculated, and therefore the volume of proposed development on MOL is minimized. The appraisal demonstrates that 33,298 sq m NIA (358,412 sq ft NIA) of residential floorspace is required in order to provide sufficient funding to pay for the gap between LBE's contribution and the total cost of the leisure centre - £25.2m as set out above. As the floorspace has been established, this also derives the massing which is required in order to plug the funding gap.

The floorspace equates to c.600 units based on a mixed provision of Discount Market Rent, Build to Rent and private for sale units. As set out above, Be Living Ltd believe that this mix of tenures will help with the place-making of the proposals and the success of the development in a number of ways. In particular, by supporting the provision of a range of additional amenities and facilities, ensuring that there is long term stewardship of the development, providing quality housing at an affordable level for people with a wide range of occupations, and helping to provide one of the key tenures promoted in the GLA's current Housing Strategy (Draft September 2017).

Alternative Sites Assessment

Due to the site's location within MOL, it is important to establish that all alternative sites for the provision of both the leisure or residential provision have been thoroughly and robustly considered. The project team are therefore undertaking a comprehensive Alternative Sites Assessment (ASA). The latest draft schedules are contained at **Appendix C**.

The ASA considers alternative sites both for the leisure and the residential provision, separately. The ASA only considers publically owned sites within LB Ealing. This is because the project is to re-provide an existing leisure facility which is located within LB Ealing, with associated enabling residential development which is to fund the redevelopment. It is therefore not feasible for either the leisure or the residential element of the proposals to be provided outside of the Borough. It is also not feasible for a privately owned site to be used, because the joint venture would not be able to compete with the private market to purchase any site as they would be starting from a land value position of negative £25.2m. There would also be timescale implications, because even if the land could be purchased it would likely take a considerable amount of time to identify, purchase and then prepare an application for any privately owned site. This is not acceptable given the required timescales to replace the Gurnell Leisure Centre, which is already operating beyond its expected operational life.

Therefore, in order to create the first long list, the project team began by obtaining a list of all LB Ealing owned sites, which totals in excess of 400 sites. The sites were considered sequentially, first of all reviewing 'urban' sites, then areas of Public Open Space.

The 'Urban' sites were 'sieved' for those which are too small, those which have already been identified as part of LBE's Medium Term Financial Strategy, and those which are providing services LBE would not be willing to lose. The outcome of this is that three urban sites reached the second stage of assessment (i.e. the mini-assessment). They are then assessed against the Gurnell site as the benchmark, based on key

criteria such as flood zones, heritage impacts, accessibility etc. All these sites - the Log Cabin Children's Centre, the Greenford Depot and Perivale Community Centre - score better than the Gurnell site based on this initial criteria search, with regard to residential provision. The Depot also scores better in relation to leisure provision. However, all these sites would present significant difficulties if they were to be redeveloped, not least either the re-provision of the existing facilities in conjunction with the proposed development on site (particularly difficult for the Depot) or finding a further site for the sites' existing uses re-provision. However, all three sites will be fully assessed as part of the final ASA, to explore all eventualities and to ensure a robust ASA.

In the event that no alternative suitable 'Urban' site can be found, the same process has then undertaken on the 'Public Open Space' sites. The outcome is that 67 open spaces require a mini-assessment and we anticipate that 44 sites will require a detailed assessment, with the vast majority for consideration as residential only and two as leisure. Further detailed assessment is required, and will be carried out, in order to fully understand the merits of these sites, but it can be seen at this stage that even of the short listed sites the majority of them are clearly inappropriate for large scale development (in particular sites 271, 272, 274, 275, 276, 283, 288 etc). And, they would all result in the significant loss of accessible public open space within existing urban and residential areas, and are therefore inappropriate for redevelopment.

The last suite of sites that could be assessed are the MOL/Green Belt sites. However, these are not considered for further assessment because our view is that the Gurnell site is automatically the preferred option of all the MOL or Green Belt sites.

The full assessment of the sites will be provided through a final 'detailed site assessment' stage of the ASA, which will accompany any future planning application. However, the assessment as attached is at an advanced stage, and the project team are confident that there are no suitable and viable alternative sites for either the leisure or residential provision (even if split into smaller sites for the residential).



**GURNELL
EALING**

**GURNELL LEISURE CENTRE WAS BUILT
IN 1981 AND IS ONE OF THE BUSIEST
LEISURE CENTRES IN LONDON.**



**ONE OF ONLY FOUR
INDOOR PUBLIC 50M
POOLS IN LONDON**



THE OPPORTUNITY

690,000+

Total visitors
per year



3,700+
members of
Ealing 'learn to
swim' scheme



**Largest
Swimming Club
in the UK with
1,700 members**



**1,000+ BMX
community**



**1,000+ Skate
community**

Gurnell Leisure Centre, located in the London Borough of Ealing, is a well-used facility that has provided sporting facilities for over 35 years. It currently provides one of only four indoor public 50m pools within London and is a real sporting asset.

It is home to Ealing Swim School, which with over 3,700 members is one of the UK's largest 'learn to swim' school programmes in the country providing swimming lessons for all ages and abilities.

Ealing Swimming Club, which is the biggest swimming club in the country, with over 1,700 members, also use this facility.

In addition to swimming, Ealing Skatepark Association and Ealing BMX Club are also located at Gurnell Leisure Centre and have communities comprising approximately 1,000 users each.

However, despite this extensive use, with an operational life of up to 30 years, it is falling into a state of considerable disrepair, is very expensive to run and requires replacement within 5 years.

Consequently, Ealing Council have entered a joint venture with Be Living Ltd with the hopes of building a new leisure centre to replace Gurnell Leisure Centre.



NEW LEISURE PROVISION



New 50m Pool
& Fun Pool



Gym Facilities



Enhanced
Outdoor
Leisure Space



Café and
Amenities



Soft Play



BMX Track



Skate Park

Through the redevelopment of Gurnell Leisure Centre, the Council and Be Living Ltd want to create a new flagship sustainable destination that will improve the lives, health and wellbeing of Londoners for the foreseeable future, with more people being more regularly active.

The proposed redevelopment includes the provision of a new flagship leisure centre, on the site of the existing, alongside comprehensive proposals to enhance the quality and functionality of the adjacent open space to create a first-class leisure destination for existing residents and future generations.

The new leisure centre is proposed to better suit the needs of its users, be attractive, modern and more efficient to operate. The proposals include an enhanced 50m swimming pool with additional lanes, fun pool, gym facilities, café and outdoor landscaped amenities in the park, including a new playground, skatepark, BMX track, grass areas for informal ball games and outdoor activities, trim trail and distance marker routes.





“I SAW THE BMX TRACK WHEN I WAS AT SWIMMING. I LOVE BMX. IT’S EPIC. IT WOULD BE GREAT TO HAVE A BIGGER TRACK. WE’LL HAVE MORE FUN, GET BETTER STAMINA AND IT WILL HELP US WITH RACES.”

— BETHANY AGE 12



WHY HERE?

Under Ealing Council's Health and Wellbeing Strategy 2016–2022, redevelopment of Gurnell Leisure Centre provides considerable opportunity to encourage and sustain good health and wellbeing for the wider community. In addition Development (Core) Strategy Policy 5.6 seeks to develop a sports hub with a range of sports provision in the Gurnell Area.

Gurnell Leisure Centre forms a core part of the Council's swimming leisure provision. However, its geographic location is not just desirable for its swimming catchment area. It is situated in close proximity to an athletics track, sports ground, football club, cricket club, rugby league/rugby union clubs, golf clubs, and extensive open space; allowing both indoor and outdoor sports activities to take place within the same location.

THIS SITE'S UNIQUE LOCATION HAS A HIGH DEMAND AND HAS A SYNERGY WITH OTHER SPORTS — PROVIDING A REGIONALLY SIGNIFICANT SPORTS HUB FOR WEST LONDON



HUB

800m

600m

HANWELL TOWN FOOTBALL CLUB

TRACK

400m

200m

GURNELL EALING



EALING SPORTS GROUND

EALING HOCKEY CLUB

FOOTPATH NETWORK

EALING GOLF CLUB

PITSHANGER PARK

PITSHANGER FOOTBALL CLUB

EALING TRAILFINDERS RUGBY CLUB

LONDON BRONCOS RLFC

GURNELL SPORTS HUB





Precedent image: Aberfeldy Village, Canning Town - development by Be Living Ltd.

HOW?

£37m

Cost of
Leisure facility

£12.5m

Available
Funding

£24.5m

Funding
Shortfall



To be part
funded through
residential
development

**UP TO
600**

New Homes

The estimated cost of the new leisure facility is £37m. However, given the current financial challenges facing local authorities, it has become ever more difficult for Ealing to support the re-provision of the leisure centre on its own.

The Council are providing £12.5m for the project, leaving a funding shortfall of approximately £24.5m.

In order to bring this leisure and health-led project forward it is therefore necessary to fund it by other means. In this instance, the new facilities are proposed to be part funded through residential development located above the proposed leisure centre and on the adjacent car park.

The residential scheme comprises up to 600 mixed tenure units (build to rent and private for sale units), which will include approximately 20% affordable housing.



THE BENEFITS

THE SUCCESSFUL DELIVERY OF THE PROJECT WILL ACHIEVE KEY TARGETS AND IT WILL ENABLE THE COUNCIL TO DELIVER THE FOLLOWING BENEFITS:



Providing a flagship
Leisure Centre, including
a new 50m pool



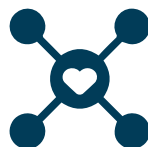
Enhancing the
accessibility,
functionality and
quality of open space
providing a unique inside
and outside leisure
designation



Promoting health,
wellbeing and
independence, enabling
healthy lifestyles



Providing up to 600
new homes



Forming the heart of the
Sports Hub for
west London



40% of the overall
construction cost will be
spent in the local area

20%

Affordable
Housing

GURNELL EALING

CONTACT

If you have any questions please contact us.

Phone: **020 3735 9644**

Email: **info@futureofgurnell.com**

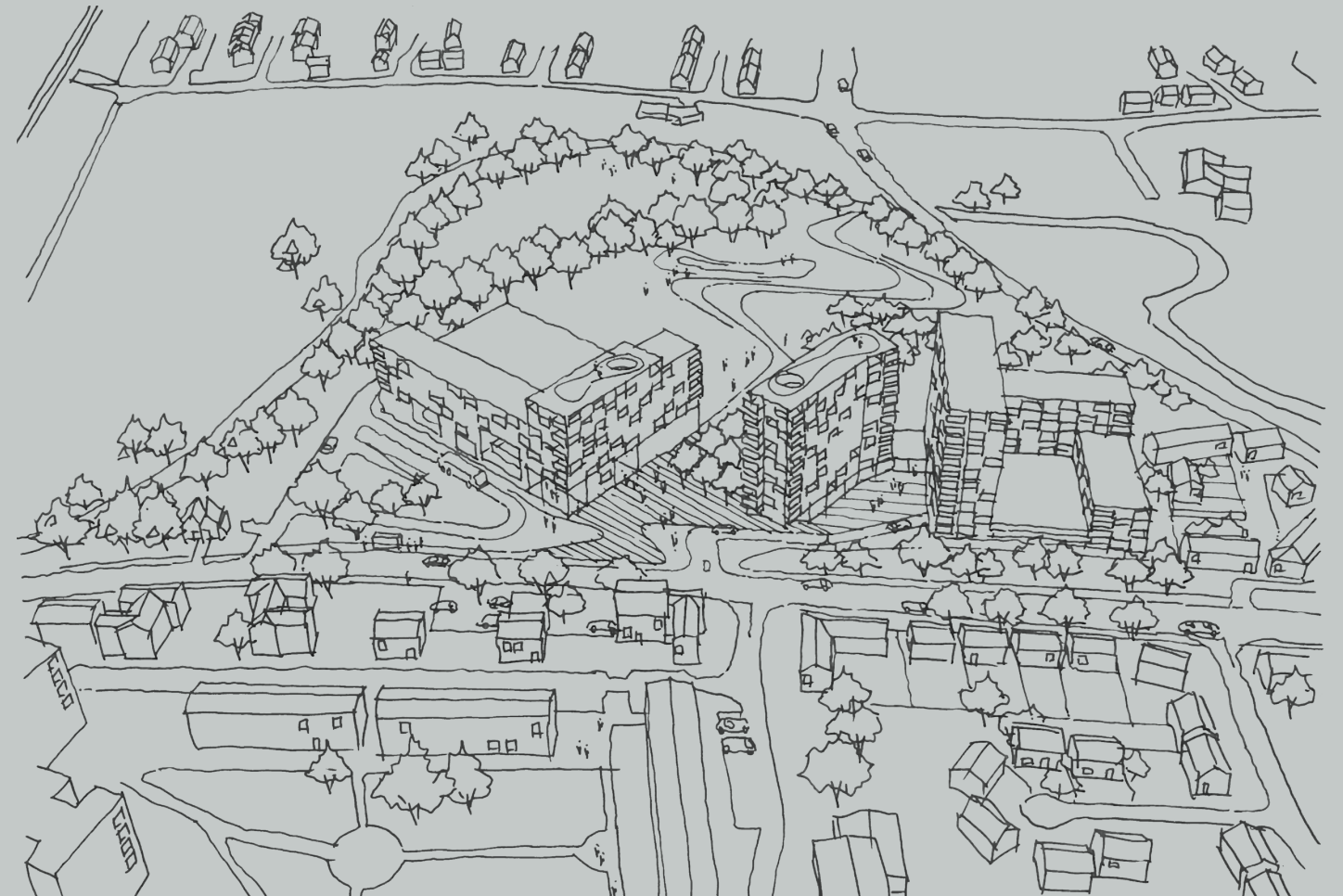


**BARTON
WILLMORE**

GURNELL LEISURE CENTRE

DESIGN UPDATE

OCTOBER 2017



Contents

1. Site constraints and opportunities
2. Scheme evolution
3. Proposed scheme

1- Site constraints and opportunities



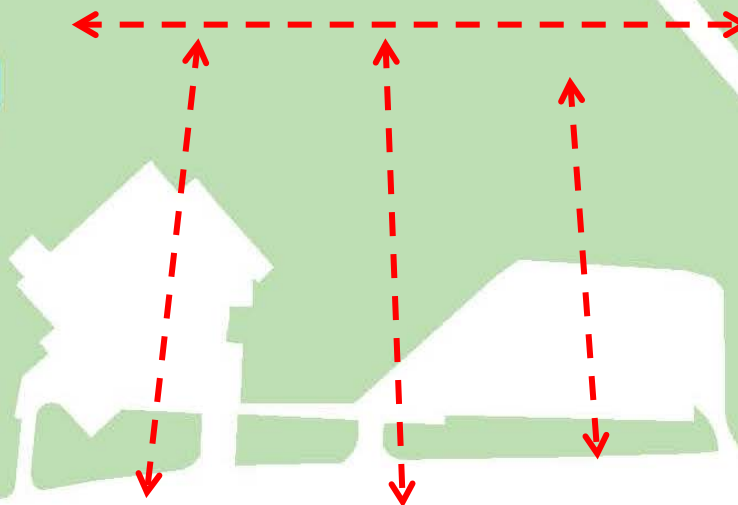
MOL area and existing built footprint

Appropriate developments:

Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether

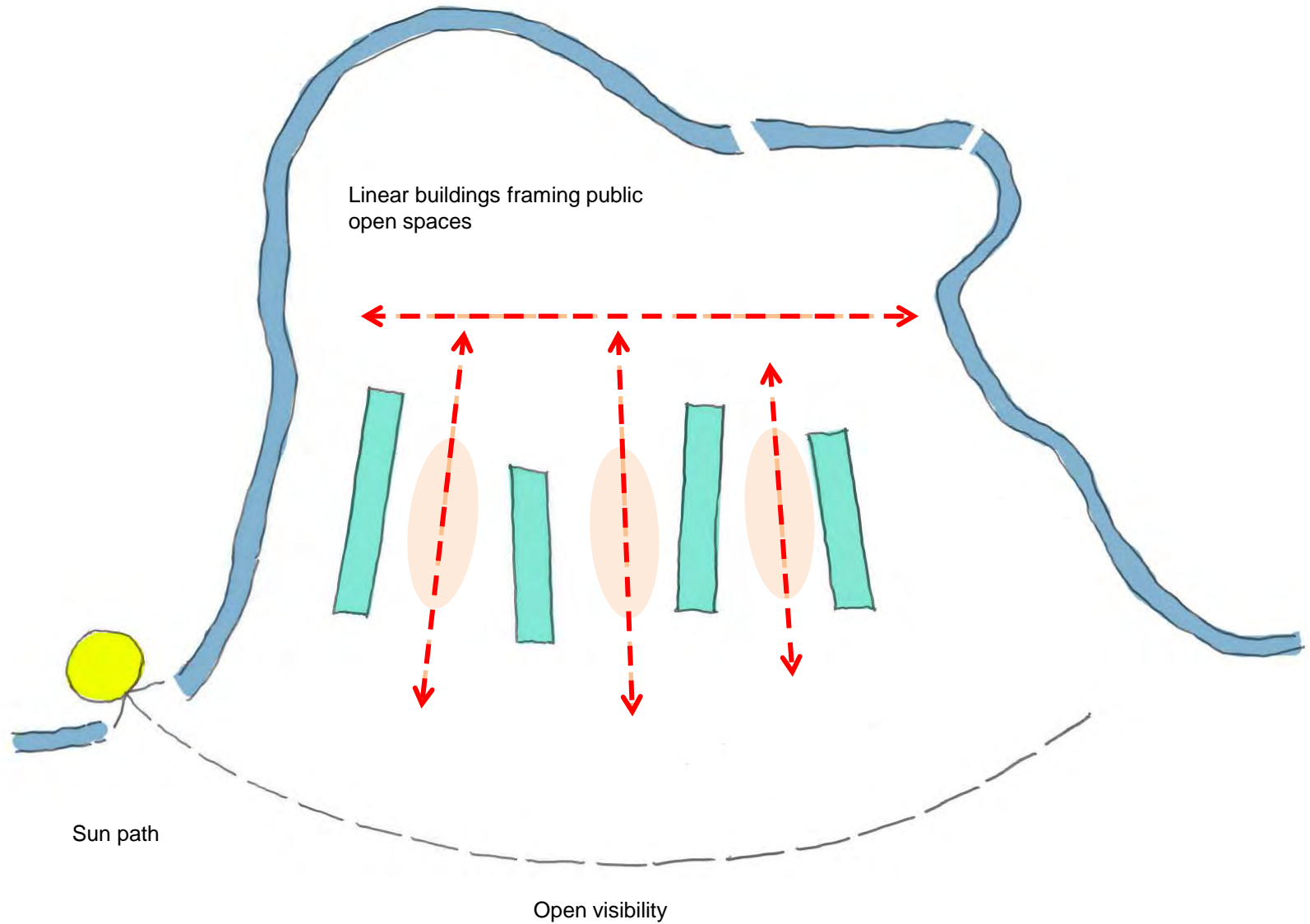
redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the **openness** of the Green Belt and the purpose of including land within it than the existing development.

[extract from NPPF policy]

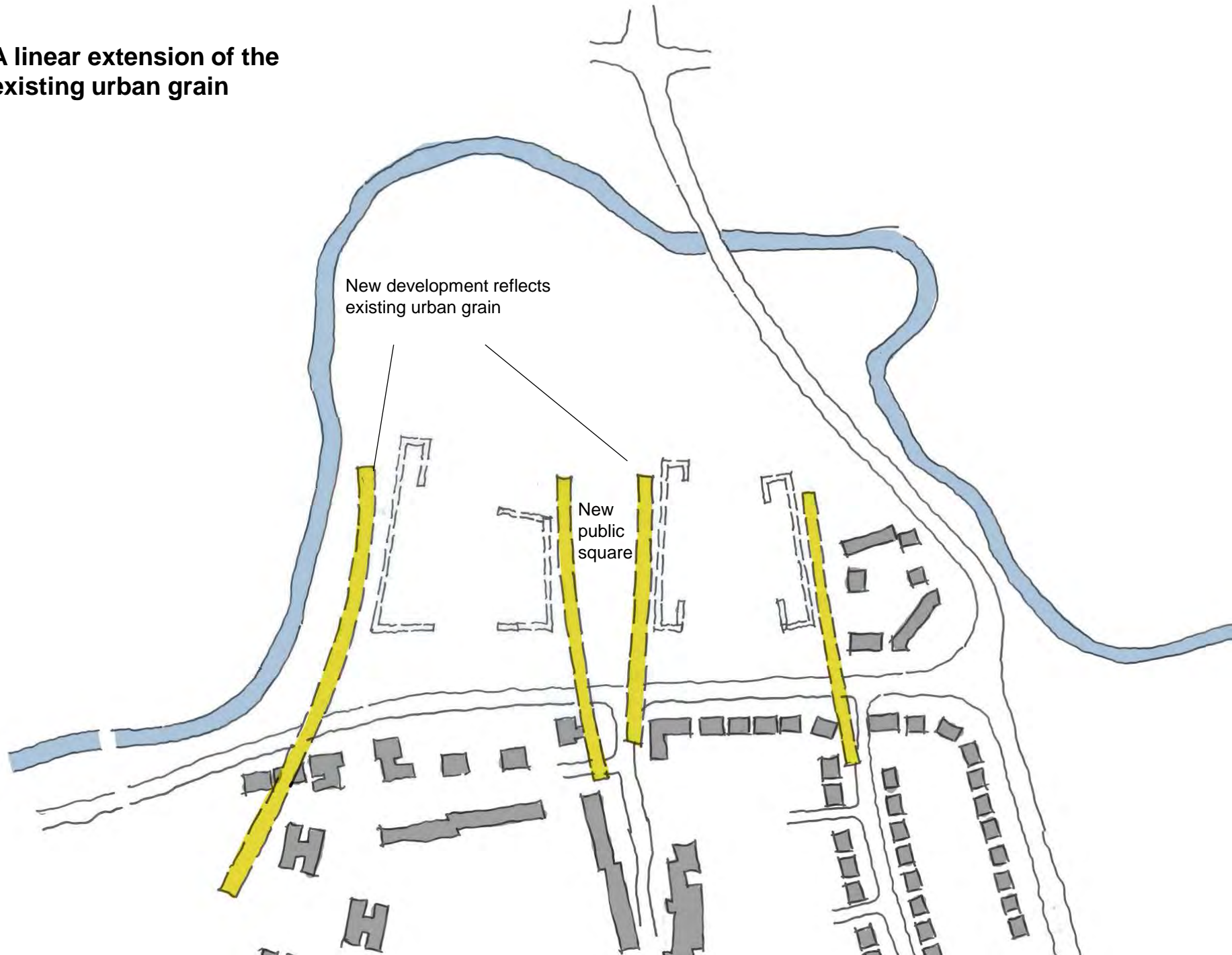


Visual and physical openness

Visual & physical permeability:
Providing real access to MOL through
new activity spaces and squares

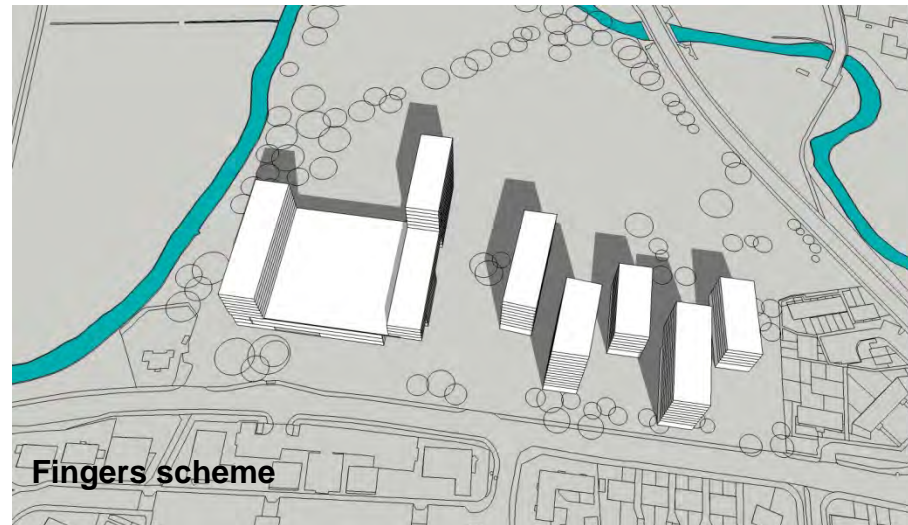
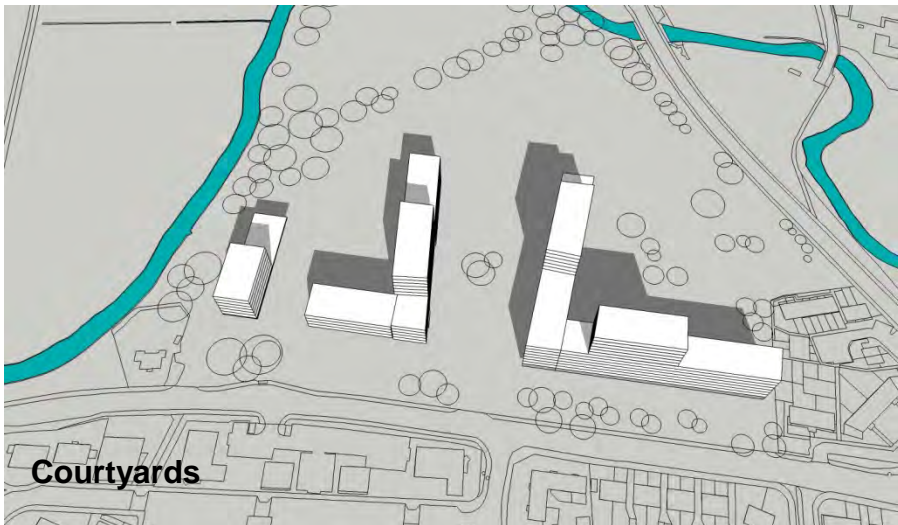
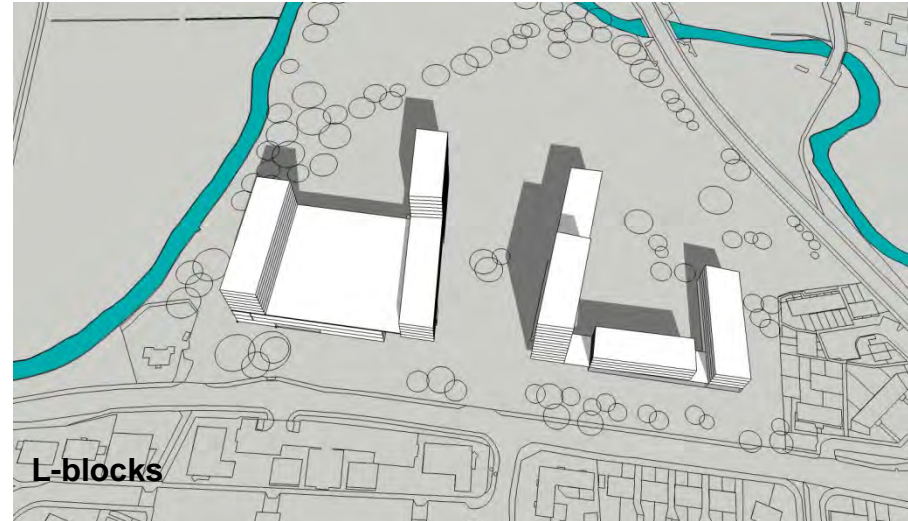
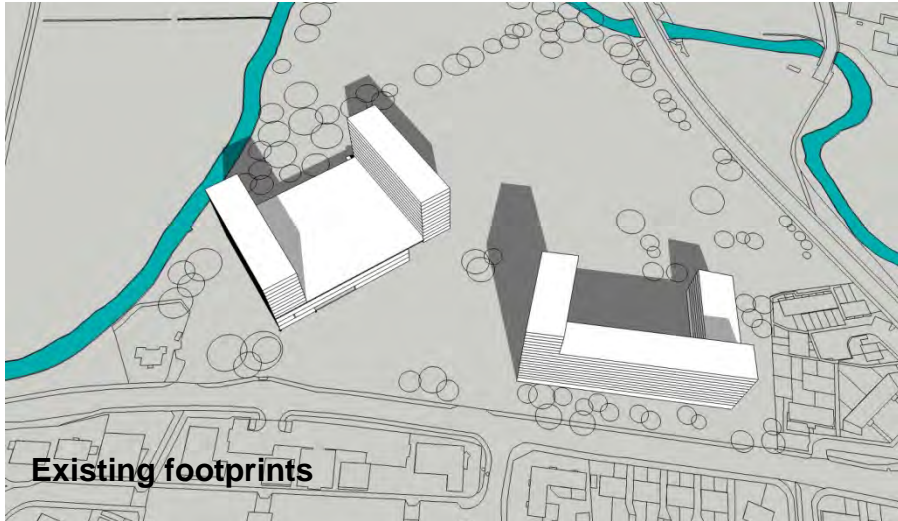


A linear extension of the existing urban grain



2- Scheme evolution

3. Layout alternatives



3. Original Masterplan, as presented to GLA 27/06/17



3. Car park option

4. Design Development – Development of existing PDL footprint options



Option1 - Plan view, as presented to GLA 29/06/17



Option 2 - Plan view



Option1 – massing

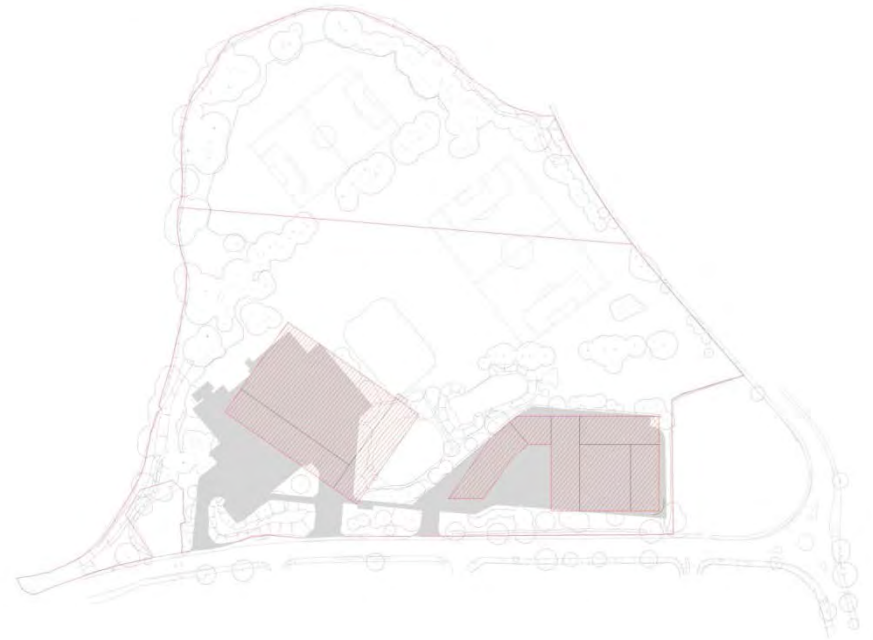


Option 2 – massing

3. MOL Analysis – Footprint comparison



Option1



Option 2



4. Design Proposal 19/10/17

4. Proposed Masterplan 08/09/17



Plan view



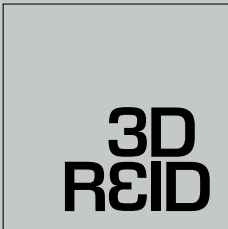
Massing

4. Proposed Landscape Strategy 20/10/17









Gurnell Leisure Centre, Ruislip Road East

meeting date: 22 November 2017

meeting time: 10:00

location: City Hall, Fourth Floor, Room 4.7W

The proposal

Redevelopment to provide a new leisure centre, 556 residential units and open space improvements.

The applicant

The applicant is **Be** and **Ealing Council**, and the architect is **3D REID**.

Background

On 20 October 2017 the GLA received a request for a formal pre-application meeting to discuss the above proposal for the above site. It is understood that the new leisure centre is proposed to be part-funded by Ealing Council, and part funded by enabling residential development. Based on the information submitted with the pre-application request, the following agenda has been devised.

Agenda

Introductions

Site and scheme presentation from the applicant team

General position of the Local Planning Authority

Strategic planning issues:

Principle of development

1. NPPF and London Plan policy on Green Belt/Metropolitan Open Land; characteristics of existing use; and, the principle of the proposed residential-enabled provision of an enhanced leisure centre on Metropolitan Open Land (MOL).

Metropolitan Open Land

2. Existing site characteristics of openness, and relationship with wider MOL context.
3. Characteristics of existing development relative to that proposed (in terms of footprint, height, layout and impact on local views).
4. Review of site selection exercise.
5. Review of case for enabling development.
6. Review of case for very special circumstances.

Housing

7. Housing products, affordable housing and scheme viability.
8. Balance of tenure and unit size mix (including provision of family housing).
9. Provision of wheelchair accessible homes.
10. Residential quality, density and children's play space provision.

Urban design

11. Layout, response to adjacent sites, mix and interaction of uses, and public realm.
12. Massing, scale and response to MOL context and local views.
13. Materials, appearance and internal quality.

Sustainable development

14. Climate change mitigation principles, including requirements for the energy strategy.
15. Climate change adaptation principles, including green infrastructure and sustainable urban drainage.

Transport update

16. The approach to the transport assessment, transport principles, public transport, car and cycle parking and access, travel plan and Mayoral Community Infrastructure Levy.

Timescales/programme for submission

Attendees

GLA group

- [REDACTED] – Principal Strategic Planner, GLA (case officer)
- [REDACTED] – Senior Strategic Planner/Urban Design, GLA
- [REDACTED] – Principal Planner, TfL

Applicant team

- Vinny Bhandari – Managing Director, Be
- Paul Boulter – Director, Be
- Owen Woodward – Planning Manager, Be
- Keith Townsend – Executive Director, Ealing Council
- Jonathan Kirby – Assistant Director, Ealing Council
- Bob McCurry or Tudor Jones - Barton Willmore
- Arthur Gelling – Landscape Architect, HED
- Richard Fairhead – Director, 3D Reid

Local Planning Authority

- [REDACTED] – Planning Officer, Ealing Council (case officer)
- [REDACTED] Principal Policy Officer, Ealing Council

Gurnell Leisure Centre**Meeting Note****What:**

1st Formal GLA Pre-Application Meeting

Where:

GLA, City Hall, Fourth Floor, Room 4.7W

When:

22nd November 2017

Who:

[REDACTED] – (GLA - Case Officer)

[REDACTED] – (GLA – Urban Design)

XXXXXXX – [XX] – (GLA – Housing)

[REDACTED] – (TfL – Transport)

[REDACTED] – (LBE – Planning)

[REDACTED] – (LBE – Planning)

Jonathan Kirby – [JK] – (LBE – Major Projects and Development)

Vinny Bhandari – [VB] – (Be)

Paul Boulter – [PB] – (Be)

Owen Woodward – [OW] – (Be)

Richard Fairhead – [RF] – (3DReid)

Arthur Gelling – [AG] – (HED)

Tudor Jones – [TJ] – (Barton Willmore)

How:

Presentation by Applicant team followed by detailed discussion.

Notes:General Position of LPA

- [REDACTED] set out LBE's position of support for the project, but for the preference of the fingers scheme.
- [REDACTED] highlighted the impact on Peel Gardens as a significant concern.

Principle of Development

GLA Position

- [REDACTED] stated that there is political will to make the scheme work.
- The principle of enabling development is something that the GLA can get comfortable with.
- In terms of MOL, the GLA want to work with us to deliver the right scheme.

ASA

- The methodology for the Alternative Site Assessment (ASA) appears sound and comprehensive, however officers would like to review the assessment.
- [REDACTED] stated that he agrees with LBE and we should take the ASA through to its full conclusion and therefore should also assess alternative MOL and green belt sites.

Viability

- Whilst Officers have seen the summary viability position, they want to see a full viability appraisal.
- In addition to assessing the scheme, Officers want a full viability assessment of a scheme with 100% private for sale. If private for sales is more valuable, this should be accompanied by a full justification as to why private for sale is not being pursued in this instance.

Funding

- The information received from LBE to date is encouraging. However officers want proof / correspondence from Sports England stating that there is not funding available.
- Also Officers would like more narrative on the loss / re-provision of the sports pitches from the site and would also like correspondence from Sports England with regards to this matter.

VSC

- [REDACTED] noted that he understood the key themes of VSC (Very Special Circumstances) e.g. Sporting, open space enhancement, bridge etc. However he does not think that we are currently making this strong enough.
- [REDACTED] would therefore like to see a full worked up piece on VSC. In addition to the above and housing (both private and affordable), need to focus on health benefits and also betterment i.e. what are we doing in addition to what is there now.

Layout

- [REDACTED] thanked the team for responding to [REDACTED] earlier comments. However, he considers that we have taken them too literally, and there is more flexibility in terms of 'creep' into the MOL.
- It will be important to show no or minimal net increase in footprint, but what is the best layout?
- The GLA are prepared to be flexible on stretching out the development more, if it gives the right design outcome – but without impacting on the openness of MOL.
- [REDACTED] has sympathy with LBE's view that the fingers approach is a better solution.
- The GLA want to get the right answer and suggest having a detailed workshop where we can together work on the layout of development.

Housing

Quantum

- Subject to further details on funding and viability, the GLA understand the need for enabling development.

- The housing officer noted that 600 units seems like a lot of homes to generate circa £25m. He questioned why 600? And stated that this would need to be justified / explained through viability. From looking at the required floorspace of circa 33,000 sqm NIA he would anticipate this to be around 450 units.
- The housing officer questioned whether or not off-site manufacture had been considered.

Affordable

- In terms of Affordable Housing – it was acknowledged that this causes an issue with enabling development – the more affordable provided, the greater quantum of enabling development that is required.
- It was clarified that the scheme is funding the shortfall for the leisure centre and is therefore not viable to provide any affordable housing. However, LBE are allocating circa £10m of recycled right to buy monies to allow 20% of units to be provided as Discount Market Rent (DMR) as a 'bolt on'.
- The housing officer noted that DMR is not a preferred affordable product. London Living Rent (LLV) would be more preferable. It was advised that a comparison exercise should be undertaken, looking at DMR and LLR. It should be made clear what is the gross household income in LBE and what is a third of that amount.
- It was then raised that the GLA would potentially prefer affordable housing to be provided off-site – in hoping to reduce the overall quantum of accommodation on-site. However, this is something that they needed to consider further.
- JK stated that there would be political issues with providing off-site affordable housing. In addition, as the affordable is effectively a 'bolt on', it cannot therefore be provided on another site.

Mix

- ■ noted that for PRS units it is expected that they are generally smaller i.e. 1 and 2 bed units.
- However, the number of family housing (defined as 3 bed plus) was noted at being low at 3.5%.

Housing Quality

- ■ noted that the Mayor has made it very clear, no undersized units. This is not a way to make things more affordable.
- ■ noted that we need to follow the minimum space standards, but did concede that there may be some flexibility in removing the circulation space due to the type of units (i.e. PRS) – mentioned a 2-3 sqm potential loss.
- The 30 sqm studio appeared to be not appropriate. Officers also stated that they were struggling with the 2b2p unit and other developers had previously tried.
- A key action is for Be / 3DReid to create a schedule explaining how the proposals compares to space standards and what that means for occupancy. But Officers were clear that undersized units, based on occupancy, would not be acceptable
- In terms of units per core, it was noted that there could be some flexibility with this. In order to compensate, the cores / corridors would need to be well designed, enhanced in size, have natural daylight etc.
- North facing single aspect units must be minimised as far as we can. The revised layout could help address these.
- Wheelchair – at 10%. It was noted that these would be adaptable rather than fully adapted. The housing officer noted that GLA guidance on this could soon be changing requiring fully adapted, although it was noted Building Regs state that it is for the LPA to decide.

Density

- It was explained that density could be cut many ways depending on if the park was included or not. It was noted that if the park was included we are looking around 90 u/ha and if the park is excluded and the leisure centre proportionally accounted for, a worst case is around 330 u/ha.
- The GLA did not provide comment on density, but stated it is expected that the density matrix will be removed from the new London Plan and density will be design led.

Design

- [REDACTED] doesn't want PDL to be the determining factor of layout / design.
- A new option is needed – one which is a cross between the fingers and the car park scheme.
- Need to be mindful of the suburban context. The scheme currently looks very dense and does not create visual permeability.
- The angled block (C) and the wall of development (block E) are a problem.
- There is scope for a better layout. The fingers scheme provide permeability and create east / west orientation which is good to minimise north facing units. There is scope for some creep into the open space but not too much.
- Need to look at key views to minimise creep and provide the most rational boundary.
- The Mayor would prefer a neat parcel of MOL. However [REDACTED] and [REDACTED] mindful of not wanting to lose the designation of MOL where development is proposed.

Heights

- Whilst 17 storeys was not necessarily considered to be unacceptable, there was a general desire to bring development down in scale. The impact on Peel Gardens was particularly discussed.
- View testing would need to be undertaken to provide a better idea of what height could be acceptable. It was discussed that key views should be identified together.
- To help reduce height, there was a desire to reduce the number of units where possible.
- There was a general view that we need to get the layout right first and then review heights.

Transport

- [REDACTED] noted that the following would be required:
 - Transport Assessment
 - Travel Plan
 - Construction Logistics Plan
- TfL would prefer to see improvements to the existing bus network rather than a private shuttle service.
- [REDACTED] would like to explore the following ideas:
 - Bus stop locations
 - Bus priority
 - Bus reliability
 - Coach parking turning head
 - How passengers move
 - Cycle Level of Service Assessment
 - PERS analysis
 - Cycle and pedestrian routes
 - How much cycle parking is at stations? Could it be improved?

- TfL – want to question and challenge the need to provide staff parking.
- TfL – also want to question the need to re-provide the existing car park like for like. Need to discourage the use of car and support a reduced provision. In order to justify a like for like provision it will be necessary to provide data to support this e.g. Trics data
- For the resi car parking – questioned that it is very expensive to provide a multi-story car park and request to see the viability / economics behind it.
- Car Par Management Plan is required and TfL stated their preference for spaces to be rented rather than sold, because it provides greater flexibility. The applicant confirmed that a proportion of the spaces would be for rent.
- A car club should be included.
- ■■■ happy to explore options for on-going stewardship of blue badge and react as demand arises.
- ■■■ also happy to explore options for a lower cycle stands provision in the first instance as long as there is an ability to grow with demand. ■■■ wants additional details on this.

Energy

- As the energy officer was not present no feedback was provided on the energy strategy, but would be included in the written response.
- ■■■ did however question how we might be using the pool as a hot dump or similar as part of the energy strategy.

Next Steps

- Workshop to be held on 14th December 2017 to discuss the layout and scheme design.
- ■■■ to prepare written response and issue as soon as possible.

BARTON WILLMORE

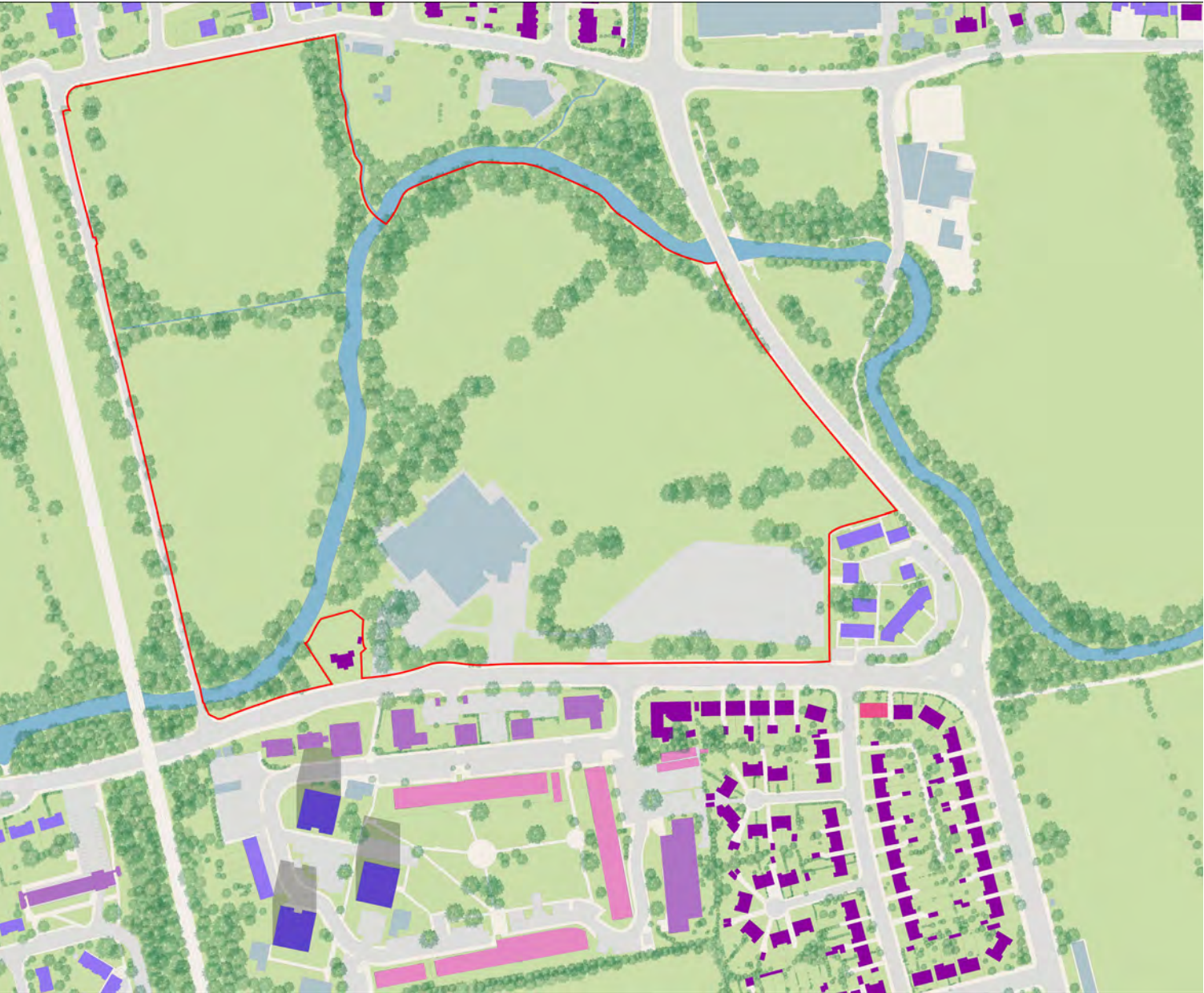
29 November 2017

SURROUNDING GROUND FLOOR USES



- | | |
|------------------|----------------------------|
| Existing GLC | Perivale Athletics Track |
| Residential | Hanwell Town Football Club |
| Educational | MenCap Ealing Charity |
| Food & Wine Shop | |

BREAKDOWN OF RESIDENTIAL TYPOLOGIES



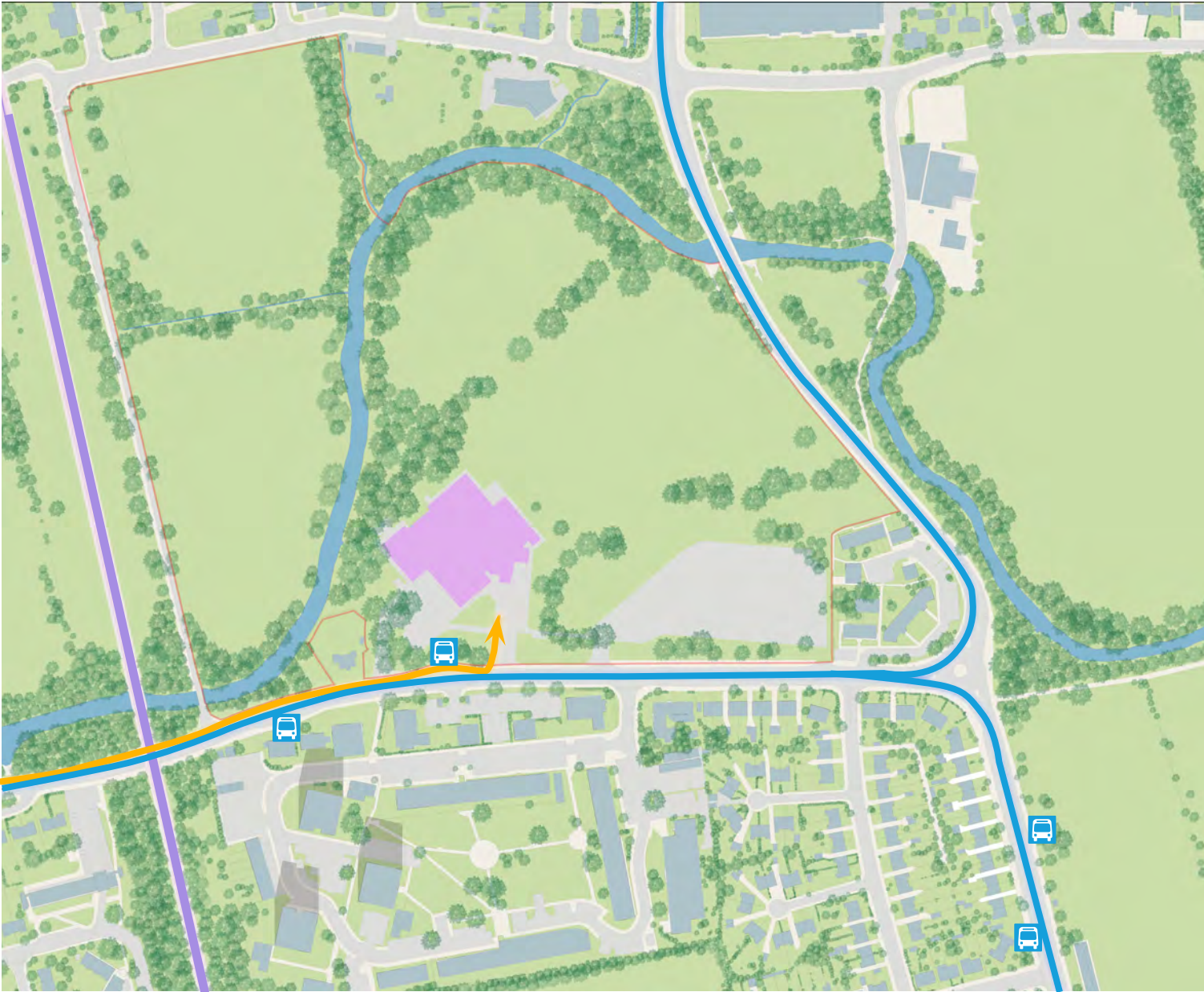
- | | |
|----------------|-----------------|
| Flats | Hotels |
| Houses | House Post-WWII |
| Council Houses | Tower Blocks |

SURROUNDING HEIGHTS



- 10+ Storey
- 4 Storey
- 3 Storey
- 2 Storey
- 1 Storey

ACCESS

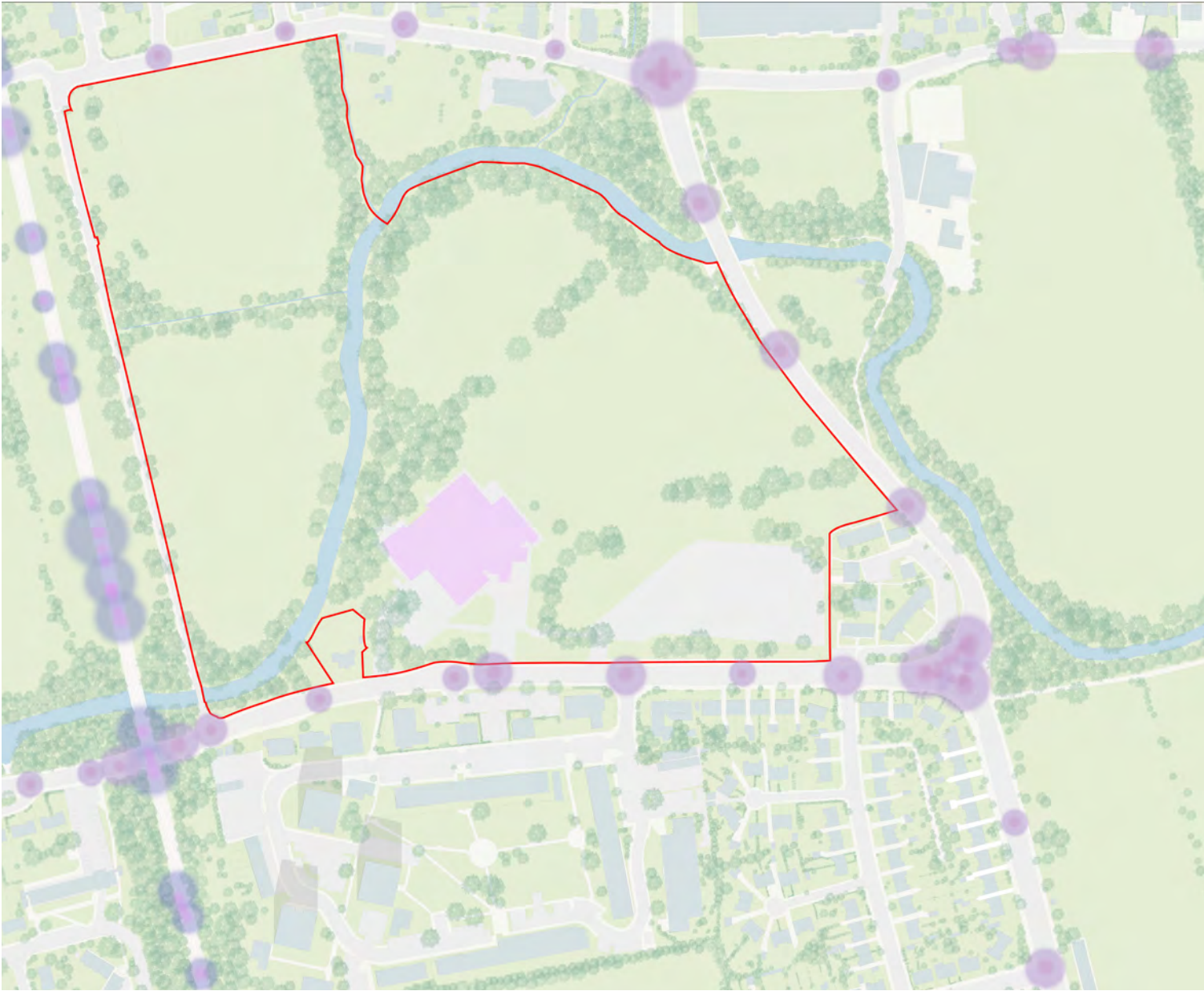


- Bus Routes
- Train Tracks
- Cycle Lanes

ENVIRONMENTAL SITE ANALYSIS
SOLAR



ENVIRONMENTAL SITE ANALYSIS
NOISE

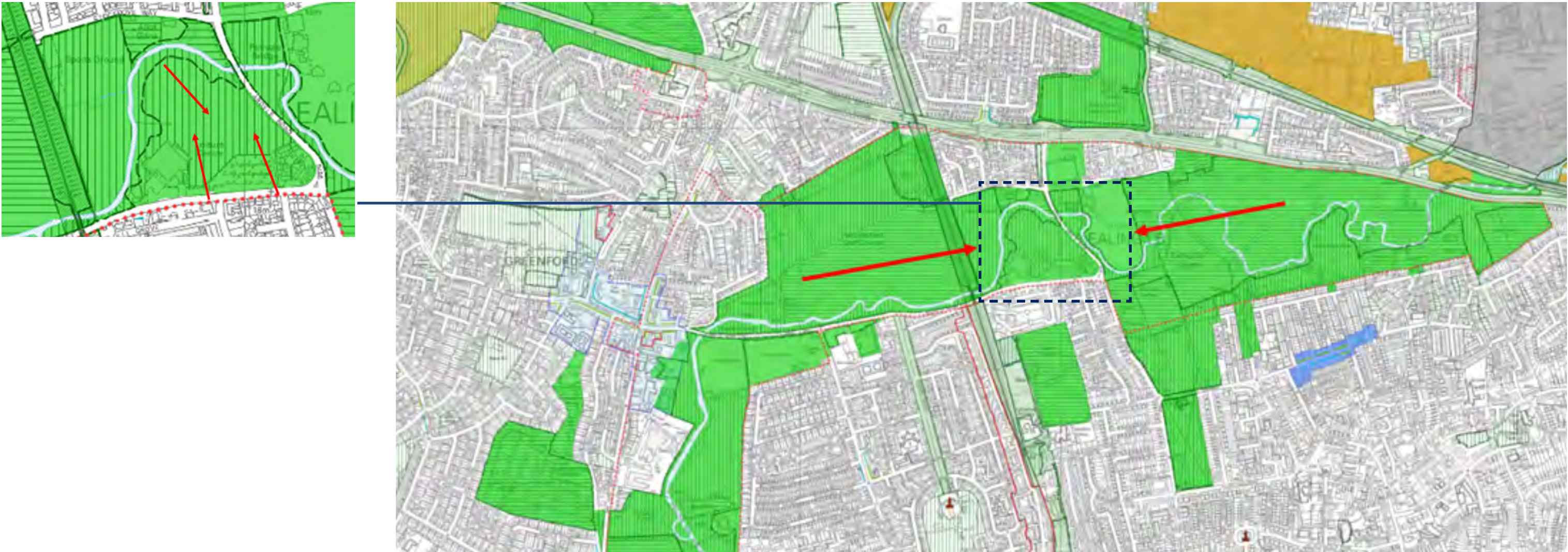


- Road
- Railway Track

METROPOLITAN OPEN LAND (MOL)

Appropriate Developments:

Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the **openness** of the Green Belt and the purpose of including land within it than existing development.
[extract from NPPF policy]



Wider MOL context



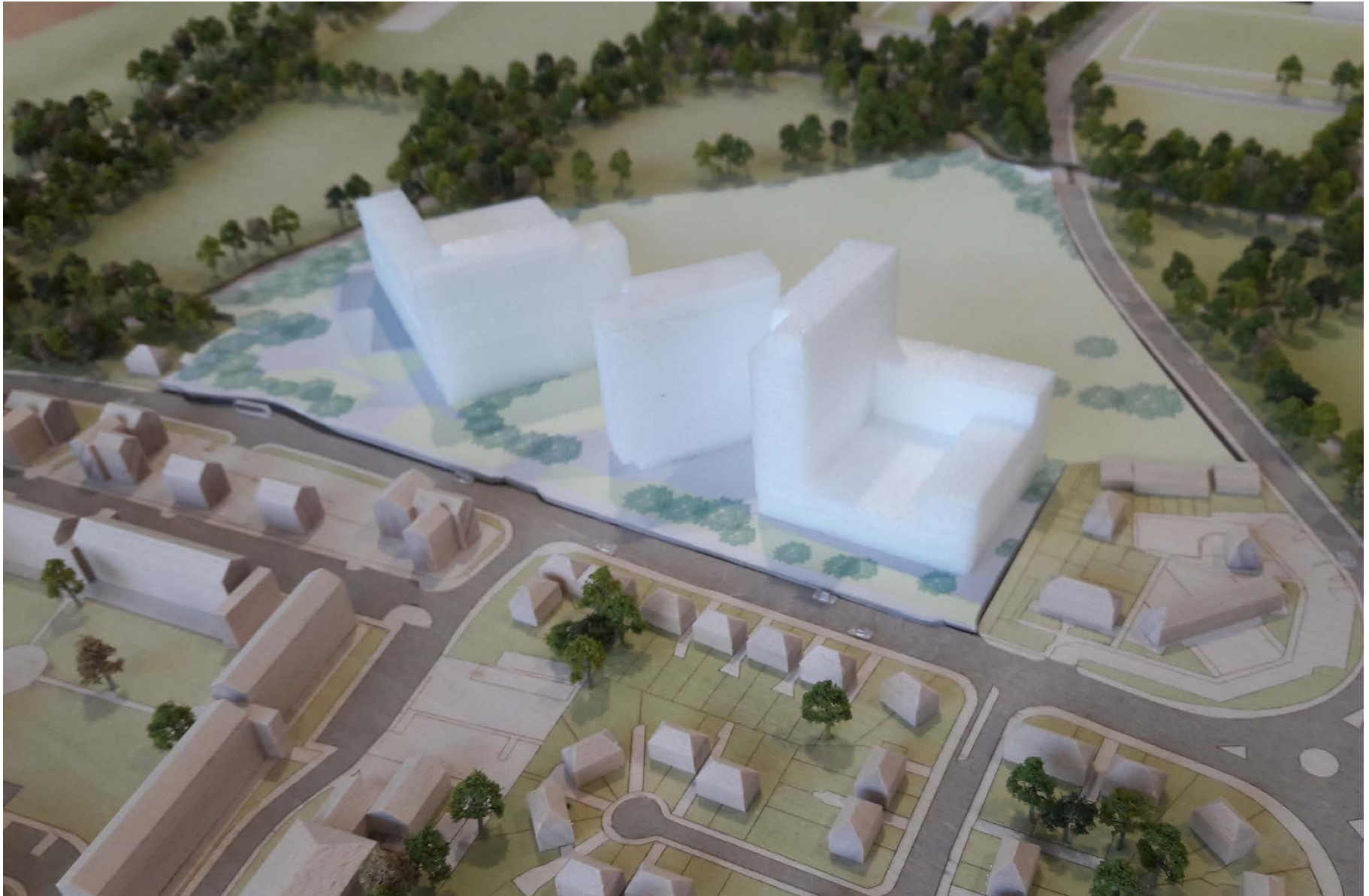
Previous Scheme Massing

Plan



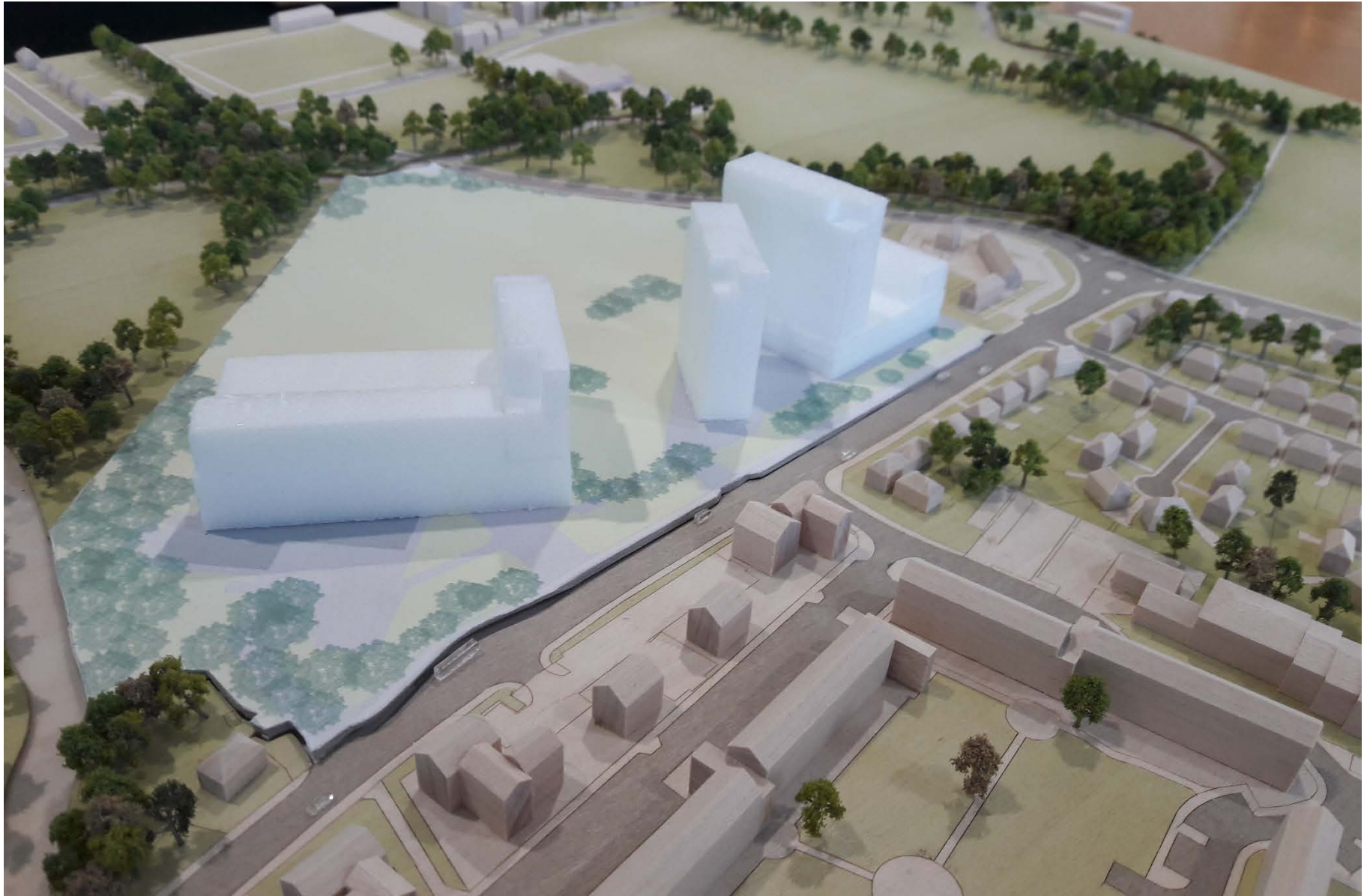
Previous Scheme Massing

Isometric View – Towards North West



Previous Scheme Massing

Isometric View – Towards North East



Constraints + Opportunities

MOL Permeability – Primary Grid



Constraints + Opportunities

MOL Permeability – Primary Grid



Constraints + Opportunities

MOL Permeability – Secondary Grid



Constraints + Opportunities

MOL Permeability – Secondary Grid and Placements



Option 0

Permeability



Option 0

Views - Street



Option 0

Suggestion for Placement on Existing Site



Option 0

Views – Upper Floors



Option 0

Views - Internal



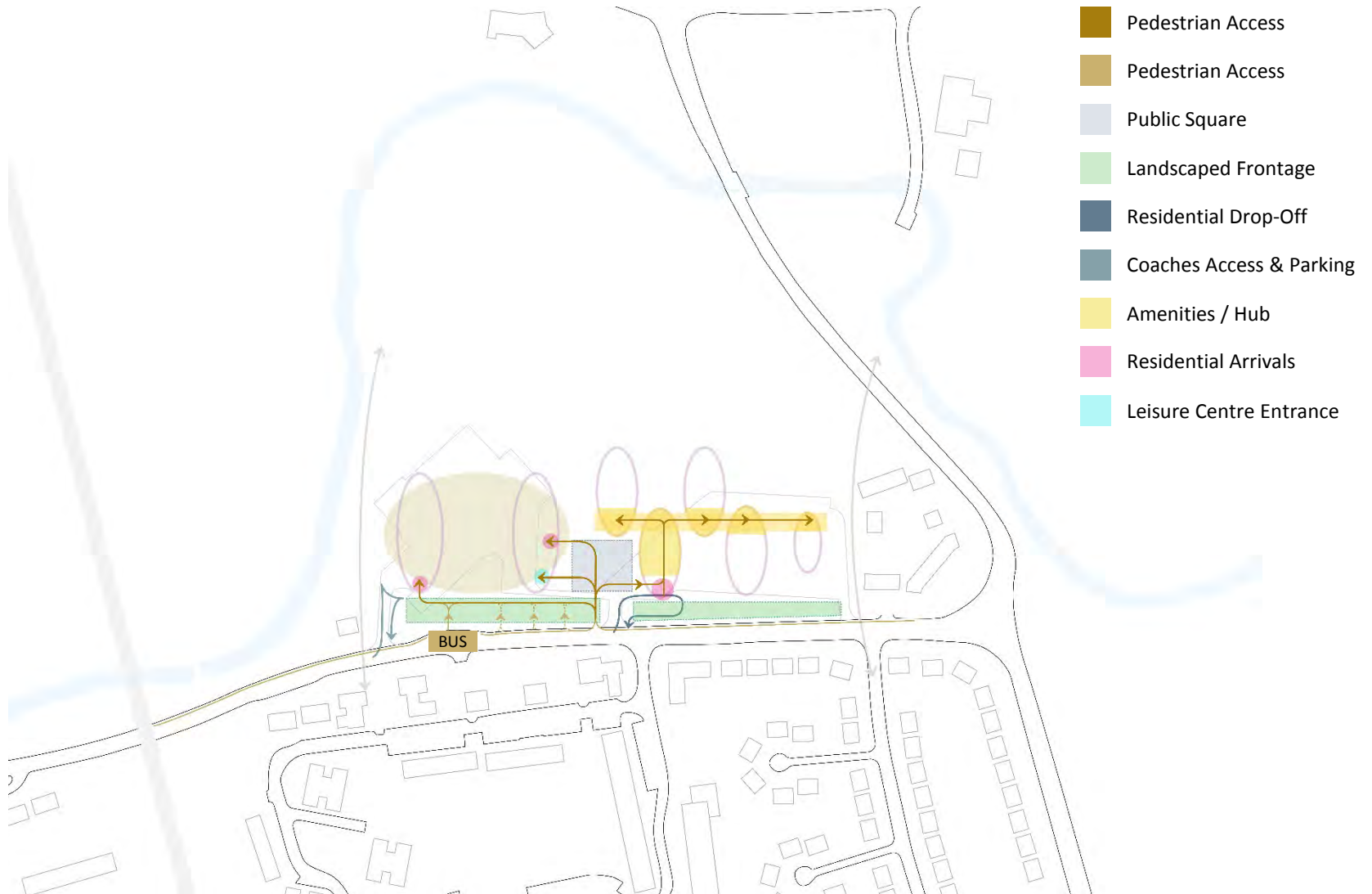
Option 0

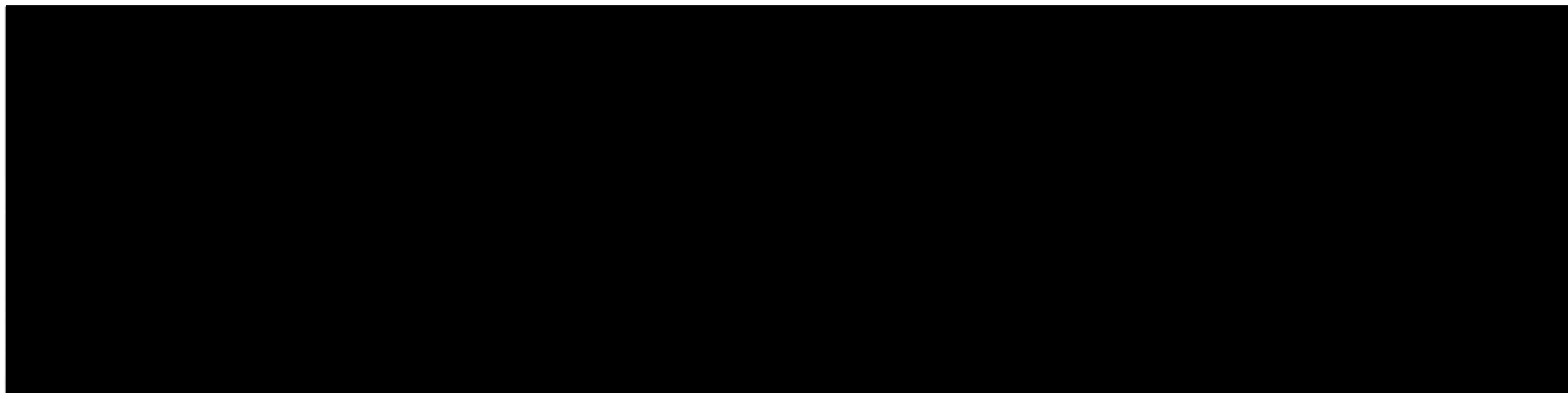
Public and Semi-Public Realms



Option 0

Residential and Vehicle Circulation





Agreed Indicative Massing

Plan



Agreed Indicative Massing

Isometric View – Towards North West



Agreed Indicative Massing

Isometric View – Towards North East



MOL Area Comparison

■ Previous Developed Land (PDL)
14202 Sq. m

▨ Proposed Buildings Footprint
9221 Sq. m

* The Proposed Building Footprint area does not include for any hard surfaces, i.e. roads, cycle store etc. The intention is for the final design not exceed the PDL.





Proposed Massing

Summary

A/B book end on top of GLC (15 m H = 5 residential storeys)

A – (12 units /core) x 6 storeys = 72

B – (12 units / core) x 10 storeys = 120

C to G (ground floor currently considered as with no residential units)

C- (10 units /core) x 10 storeys = 90

D- (8 units / core) x 12 storeys = 84 (4 units lost at 1st floor to double height space/emergency vehicle access)

E- (10 units/core) x 14 storeys = 130

F -(8 units/core) x 11 storeys = 76 (4 units lost at 1st floor to double height space/emergency vehicle access)

G-(8 units/core) x 4 storeys = 32

Total units = 604

