



Tackle inequality so people have a fair chance
INTEGRATED IMPACT ASSESSMENT TEMPLATE



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Title of proposal:											Description of potential mitigation
<p>Leisure Review – Future service delivery options (rationalisation of leisure centre sites)</p> <p>Cabinet is asked to approve the commencement of a comprehensive consultation process to understand the impact of any leisure centre closures in order to influence the final evaluation exercise on which leisure centres should remain open. Before any decision can be taken to close sites, a comprehensive consultation process must be undertaken to understand the impact of closure and to reflect the impact within a final evaluation process</p> <p>Cabinet will receive a further report in January 2023 following final evaluation exercise to recommend leisure centre sites for closure.</p> <p>This proposal considers the Leisure Services provided by the Council, focusing on future service delivery options for Council owned and operated leisure centres and swimming pools, namely</p>	Age	Race	Sex	Gender reassignment	Disability	Religion or Belief	Pregnancy and Maternity	Sexual Orientation	Marriage and Civil Partnership		



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<ul style="list-style-type: none"> • Birtley Leisure Centre, • Birtley Swimming Centre, • Blaydon Leisure Centre, • Dunston Leisure Centre, • Gateshead Leisure Centre, and • Heworth Leisure Centre. <p>It does not include the current leisure offer at Gateshead International Stadium, which is outside the scope of this review.</p>											
<p>Equality impact: (tick all that apply. The assessment should also consider impact on council employees and carers where applicable)</p> <p>Our Equalities Profile Jan 2022 shows the current demographics of the key protected characteristics in the population of Gateshead. We believe the most relevant ones to this proposal are:</p> <p>Age: (2020 Mid-Year Estimate, Office National Statistics)</p> <p>(0-19) 21.7%</p>	Y	Y	Y	Y	Y	Y	Y	Y	Y	<p>A reduction in the number of Leisure Centres would mean that;</p> <ul style="list-style-type: none"> • Some users would have to travel further to access remaining Council operated leisure facilities & swimming pools • It may increase the time and cost for some users to access Council operated leisure facilities & swimming pools • Demand for public swimming may outstrip availability if one or more of the swimming pools were to close • Some users may experience difficulty in accessing provision at a different location depending on their needs and the facilities required 	



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<p>(20-49) 38.5%</p> <p>(50-64) 20%</p> <p>(65+) 19.8%</p> <p>Sex: (2020 MYE, ONS)</p> <p>Male – 49.3%</p> <p>Female – 50.7%</p> <p>Disability:</p> <p>Working age disabled (16-64) 29%</p> <p>Limiting long term illness 22%</p> <p>The first release of Census 2021 - Gateshead Council data has updated some of this information. The Census 2021 recorded 196,100 people usually resident in Gateshead, 49% male and 51% female. A breakdown by broad Age groups is also published, showing an ageing population.</p> <p>Further census data is planned to be released later in 2022 which will update</p>										<p>Due to limitations on our current management information system for Leisure we do not have a complete understanding of the breakdown of our leisure centre users by all protected characteristics.</p> <p>Not all of our leisure centre users are Gateshead residents or Go Gateshead members (for whom we hold some data – age and sex breakdown).</p> <p>A number of users are drop-in and will pay for activities without the need to book.</p> <p>A number of clubs and external hirers book rooms and pool hire within the leisure centres without sharing participant data so overall we have a limited understanding of who uses our provision.</p> <p>MITIGATION</p> <ul style="list-style-type: none"> - We will use the resulting consultation data to map the distance of users to their preferred leisure centre and model what impact any closure of preferred leisure centre would have on time and distance to access remaining leisure centres - We will analyse consultation responses to understand impact of any closures on the user, their families and their ability to access alternative provision
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<p>our knowledge of Gateshead population by protected characteristic.</p> <p><u>We know that the following types of users access our leisure centres;</u></p> <ul style="list-style-type: none"> • Go Gateshead subscription members • Go Gateshead card holders (non subscription) <ul style="list-style-type: none"> ○ Adults 55% ○ Juniors 37% ○ Senior citizens 8% ○ male 49% / female 51% • Go Access card holders (concessionary users) <ul style="list-style-type: none"> ○ Active access 807 ○ Looked After Children & care leavers 345 ○ Leisure Pass for Disabled Children & family members 2,110 ○ Young Carers 84 • Block bookers <ul style="list-style-type: none"> ○ Sports clubs ○ External hirers 																	<ul style="list-style-type: none"> - We will gain insight from the consultation on the impact on travel, cost and access from reducing the number of council operated leisure centres and swimming pools. - We will analyse consultation responses by protected characteristic from the About You information provided by respondents to understand impact and consider mitigation - The consultation process will specifically seek to understand the most appropriate prioritisation of access to a reduced volume of swimming pools, (Gateshead school swimming lessons, private lessons, club and public swimming) to influence the future operating model.
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<ul style="list-style-type: none"> Casual users (non-members, pay and use) No data available on this type of user <p>The usage data from Appendix 5 of the Leisure Review Cabinet report shows projected estimates of 12 months average usage based on the last 6 months data, across the 6 leisure centres within the review.</p> <p>We are currently not operating a full service offer in the leisure centres due to staffing vacancies so opening hours are reduced, impacting on usage.</p> <p>Leisure Service Usage across 6 sites</p> <ul style="list-style-type: none"> Total visits per annum 858,894 No. Individuals (swimming lessons) per week @ Sep 22 2,241 No. Pupils (School swimming sessions) per week @ Sep 22 3,250 No. Of Fitness members (Go Gateshead) @ Sep 22 6,345 No. Of Concessionary users 3,346 <ul style="list-style-type: none"> Active access 807 Looked After Children & care leavers 345 																
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<ul style="list-style-type: none"> ○ Leisure Pass for Disabled Children & family members 2,110 ○ Young Carers 84 ● No. Sports club using sites 40 with 2,461 participants per week ● No. Of Schools using sites for school swimming lessons 70 (+4 non Gateshead), of which 20 walk to the sites. Majority are primary schools and some special schools. <p>Description of potential impact:</p> <p>AGE:</p> <p>The proposal to reduce the number of Leisure Centres operated by the council impacts on a variety of age groups because the activities and programmes specifically targeted at certain age groups would cease at that location e.g. Go Bears Den soft play, Clip n' Climb, junior gym access, delivery of children's school holiday programmes, Children and Young People swimming lessons. In addition, a proportion of daytime exercise classes are utilised by customers of retirement age. Some low</p>											
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<p>impact exercise classes and rehabilitation sessions are targeted at older residents, including those with health issues.</p> <p>The vast majority of our current Learn to Swim programmes are for children and young people. Any reduction in the number of swimming pools would negatively impact on capacity and our ability to schedule and deliver the same volume of learn to swim lessons.</p> <p>We also have a significant number of schools (to meet KS2 curriculum requirements) and clubs who book swimming pools for Learn to Swim and targeted activities for children and young people. These include special schools for learn to swim and sports sessions. A number of swimming clubs for activities including competitive swimming, synchronised swimming, lifesaving training, triathlon training and sub aqua.</p> <p>Any reduction in the number of swimming pools would negatively</p>											
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<p>impact on capacity and our ability to deliver the same degree of pool bookings.</p> <p>It is concluded that there could be a disproportionate impact on the following age groups if leisure centre closures took place:</p> <ul style="list-style-type: none"> • Families with young children (time, logistics, cost) • Children and young people (limited access to current activities, issues of additional travel and cost) • Older people who might find it difficult to travel (cost, fear of crime, fear of injury) <p>DISABILITY:</p> <p>The proposed closure of some Leisure Centres could negatively impact on people with disabilities.</p> <p>There are group activities specifically for users with disabilities and medical needs running across the leisure centres. These include pulmonary &</p>											
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<p>cardio rehabilitation sessions with the NHS trust, sports sessions for adults with additional needs, special school bookings, SEND swimming sessions for children and young people and their families and play service organised sessions for children with disabilities. A swimming club for children with SEND linked to a special school also book pool hire.</p> <p>Individuals taking part in activities or using current facilities will be affected due to the loss of local provision.</p> <p>Service users with disabilities have reported benefit from accessing swimming at Go Gateshead sites.</p> <p>Some of our customers with additional needs including neurodiverse conditions, are more likely to struggle with changes in routine or lack of familiarity to new places and will face barriers to accessing the same services at a different leisure centre.</p>											
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<p>The Phoenix Centre are located within part of Gateshead Leisure Centre, providing activities for young adults with complex learning and physical disabilities.</p> <p>PREGNANCY AND MATERNITY:</p> <p>The proposed closure of some Leisure Centres will negatively impact on people who are pregnant or on maternity leave.</p> <p>Pregnant women may not be able to access services in their current facility to improve their health and wellbeing by undertaking activities. There are also parent and baby and parent and toddler swimming lessons taking place within the current leisure centres. We deliver Buggy boot camps for parents with babies/toddlers. Pre covid we have also delivered fitness classes for people who are pregnant or on maternity leave.</p> <p>SEX:</p>											
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<p>Currently there are single sex swimming sessions delivered at Gateshead leisure centre. So there could be a disproportionate impact on either sex if these were withdrawn or not available within the remaining leisure centres.</p> <p>We do not operate single sex fitness classes, however we know that the vast majority of our fitness class users are female.</p> <p>OTHER PROTECTED CHARACTERISTICS:</p> <p>The closure of any Leisure facility would negatively impact across the range of protected characteristics of its identified user groups. This impact relates to activity that generally takes place within the leisure centre building</p> <p>Specialist support organisations and community groups book and currently use our facilities;</p> <ul style="list-style-type: none"> • Jewish community at Gateshead LC • Kestrals SEND swimming club 											
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<ul style="list-style-type: none"> • Inspired support – based at Birtley Leisure centre, for adults with learning difficulties • Credit union – based at Birtley leisure Centre • Phoenix centre– based at Gateshead Leisure Centre provision for young adults with learning and physical disabilities • Kurdish Football club • Chinese Healthy Living • Sirak Hayos – 5 aside booking at Gateshead leisure Centre for refugees / asylum seekers • Gateshead School Sports Partnership deliver festivals for school age children predominantly at GLC • Health partners who book sports halls to deliver vaccination programmes to residents. • Elections team books sports halls to operate election counts 											
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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<ul style="list-style-type: none"> • Two of our LC are designated rest centres to be used for emergency response situations • Physiotherapist books space at Gateshead LC 										
<p>Health impact: (eg physical, mental health, wellbeing, substance misuse) Health programmes operating in the leisure facilities currently include; Cardiac rehab, pulmonary rehab, light circuits classes, move easy classes and strength and balance programme Nationally we know (Public Health England, 2020)</p> <ul style="list-style-type: none"> • 1 in 3 (34%) men are not active enough for good health • Almost 1 in 2 women (42%) are not active enough for good health • 1 in 5 (21%) men are classed as physically inactive • 1 in 4 (25%) women are classed as physically inactive • 44% of disabled adults are physically inactive • Only 34% of men and 24% of women undertake muscle strengthening activities at least twice a week <p>We also know from a variety of sources that there are stark inequalities in levels of physical activity;</p> <ul style="list-style-type: none"> • Inactivity increases steadily as people get older • LGBT people are less likely to be active than others • More girls than boys disengage from sport and exercise in their teens • Levels of physical activity vary with ethnicity • Participation in sport and physical activity is higher among some faith groups than others <p>Service users: Anyone with caring responsibilities that utilises the Leisure Centre to aid the physical and mental wellbeing of those they care for will be impacted negatively by proposals to close their preferred leisure facility</p>										<ul style="list-style-type: none"> - We will analyse consultation responses to understand impact of any closures on the user, their families and their ability to access alternative provision - We will analyse consultation responses by protected characteristic from the About You information provided by respondents to understand impact and consider mitigation, particularly for residents or service users with disabilities, and caregivers.



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

There could be a negative impact on service users who have Long Term Health Conditions or have a disability, as identified above, who currently use a leisure centre or swimming pool as their preferred leisure facility, if this facility were to be recommended to close. Some disabled customers have told us that they use activities such as swimming, fitness classes and the gym to help manage Long Term Health Conditions.

Potential negative impact on mental health and wellbeing of residents who cannot take up alternative access to alternative leisure facilities or activities in the remaining leisure service. In the 2021 Leisure Service survey, just over half of respondents told us they wouldn't use an alternative leisure centre if the leisure centre they use no longer offers the full range of sessions they want, suggesting that a substantial number of Leisure service customers may not use alternative leisure provision if the leisure centre they use is closed. This could impact on their levels of physical activity. A small number of Go Gateshead customers told us that when Leisure Centres were closed during lockdowns, they experienced reduced social contact and isolation as a result. Some customers may therefore be similarly affected by proposals to reduce the number of remaining council operated leisure centres.

Workforce:

Leisure service staff can work across the Go Gateshead sites. We currently have 94.84 FTE staff based at our 6 Leisure Centres within this review; Duty Officers, Receptionists, Lifeguards, Gym Instructors, Fitness Coaches and Swimming Teachers.

In the short term there is likely to be a negative impact on the health and wellbeing of existing employees within the Leisure service due to uncertainty of which Leisure centres may close, and the additional stress and anxiety this will result in until a future operating model with a reduced number of leisure centres is determined and certainty of future roles required to deliver the remaining Leisure service is known. There is a risk that proposals to reduce the number of leisure centres will result in staff leaving the service to seek certainty in employment elsewhere. This would place additional pressure on a service with a high number of vacant posts.

The council will strive to avoid any compulsory redundancies from the rationalisation of leisure centre buildings proposals.

The service has continued to mitigate against any possibility of staff compulsory redundancies by appointing to vacancies on a temporary basis to allow greater flexibility



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<p>In the longer term we aim to improve the health and wellbeing of employees by stabilising staffing rotas, enabling holiday to be taken by staff when the service is currently significantly stretched. Reducing the overall number of centres open will enable the longer term stability of the remaining Leisure service.</p> <p>In the longer term a positive impact on morale of leisure workforce currently being asked in some cases to work double shifts, cover shifts at short notice, and inability to take annual leave accrued. There are still 37.25 FTE staff vacancies across the 6 leisure sites.</p> <p>It has therefore not been possible to maintain services across all sites, and we have had to make unannounced closures of sites when staffing falls below safe levels. Staffing pressures are increasing as time passes, and it is becoming clear that to maintain services across all sites is no longer a practical or cost-effective solution.</p>	<p>to redeploy substantive staff (permanent contracts) across other leisure facilities.</p> <p>Where we are unable to offer suitable alternative redeployment, we will work with staff and our trade union colleagues to identify staff who may consider voluntary redundancy.</p> <p>Every effort will also be made to support redeployment within or outside the council for those staff whose contracts would come to an end following the ending of their temporary contractual arrangement.</p> <p>Further work will be required to be carried out to identify the impact on staff following confirmation of which site(s) will close and will be included in the next report to Cabinet in January 23.</p>
<p>Socio Economic impact: (eg neighbourhood, ward, area of deprivation, household group, income, wealth)</p> <p>Service users:</p> <p>We know that currently 57% of households in Gateshead live within 1 mile of the current council operated leisure centres.</p> <p>Looking at the lower super output areas (LSOA) within 1 mile of each leisure centre (where the whole or majority of each LSOA is within 1 mile), the proportion of people located within the top 30% most in need areas of Gateshead (as defined by Gateshead’s 2022 Local Index of Need) are;</p>	<ul style="list-style-type: none"> - We will analyse consultation responses to understand impact of any closures on the user, their families and their ability to access alternative provision - We will gain insight from the consultation on the impact on travel,



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<ul style="list-style-type: none"> • Heworth 42% • Gateshead 40% • Birtley swimming pool 29% • Birtley leisure centre 18% • Dunston 18% • Blaydon 12% <p>A reduction in the number of leisure centres could result in increasing costs to individuals and families on low incomes who could need to travel further to participate in leisure activities. 20 of our schools who book learn to swim lessons currently walk to their local leisure centre. A reduction in the number of swimming pools could mean a negative impact on schools due to increased budget pressures, who may have to book transport in order to access an alternative pool. A local credit union deliver services to residents who may be at risk of financial exclusion based from Birtley leisure Centre.</p> <p>We know that nationally people in lower socio-economic groups are the most likely to be inactive (33%) and the least likely to be active (54%).</p> <p>Workforce: Financial Impact on our employees will only be fully understood once a proposal is made to Cabinet on which leisure centres to retain and which to propose to close. This will be considered in the recommendations to cabinet after full evaluation of the Leisure Review consultation. Staff will be encouraged to complete the consultation survey and will continue to have sessions with senior managers about progress of the Leisure review.</p>	<p>cost and access from reducing the number of council operated leisure centres and swimming pools.</p> <ul style="list-style-type: none"> - We will analyse consultation responses by postcode and model future operating model changes for a reduced number of leisure centres to assess impact on access for lower income areas within Gateshead.
<p>Environmental impact: (does the proposal impact on climate change and the Council’s commitment to be carbon neutral by 2030? Is the proposal in line with the Council’s Environmental Policy? Does the proposal increase natural resource use? Does the proposal increase waste? Does the proposal increase pollution? Does the proposal impact on wildlife? Does the proposal increase car use? Does the proposal increase energy use?)</p>	<ul style="list-style-type: none"> • We will gain insight from the consultation on the impact on travel, cost and access from reducing the number of council operated leisure centres and swimming pools.



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<p>There will be an impact on the council’s leisure centre portfolio, but until the sites are identified following consultation the full impact of the property implications will not be known.</p> <p>A full climate emergency and environmental sustainability assessment will be developed once proposals are brought forward. This will detail impact of any reduction in the number of council operated leisure centres on energy consumption, travel requirements, water usage, renewable energy, carbon offsetting and reducing carbon emissions. Future use of any leisure assets will need to be considered including impact of any site changes in the longer term.</p> <p>There could be a negative impact on carbon emissions for increased transport costs (private or public transport) to access alternative leisure centres if local options were to close.</p> <p>There could be a negative impact from decommissioning leisure centres, costs of any asbestos removal or costs of decommissioning swimming pools with chlorinated water.</p> <p>Some of our leisure centres have renewable energy infrastructure/decentralised heat installed which has a positive impact on alternative energy production, reducing our energy costs in the leisure service. Closure of a leisure centre with this infrastructure would reduce the benefit currently seen to the council. We will need to understand any impact on the existing energy networks and will consult with Gateshead Energy Company.</p>	<ul style="list-style-type: none"> • We will analyse this to assess impact on climate change and environmental sustainability • Understanding means of transport to our remaining leisure facilities. • Understanding and potential to promote active travel options to remaining leisure facilities. • Installation of renewable energy and connection to decentralised heat/energy in any remaining facilities should be explored.
<p>Cumulative impact: (consider impact based on successive budgetary decisions relating to the proposal or is the proposal part of wider budgetary considerations that may collectively have an impact on service users, and is potentially at odds with the Thrive agenda)</p> <p>Potential for negative impact on delivery of our Thrive vision, to be fully understood once consultation is analysed and future operating model of a reduced number of leisure centres is developed.</p>	<ul style="list-style-type: none"> • Impact on Thrive to be modelled and analysed using our Local Index of Need and considered as part of future decision making once specific proposals to reduce leisure centres are brought forward after



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INTEGRATED IMPACT ASSESSMENT TEMPLATE

<p>Potential cumulative impact on service users during the current cost of living crisis. Potential additional costs in accessing leisure centres such as transport costs may impact on affordability and be a barrier to using an alternative site.</p>	<p>consultation and the final evaluation exercise.</p>
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<p>Summary of consultation/data/research undertaken to inform the assessment: (eg feedback and engagement with service users, trade unions, employees, partners, public, benchmarking, case studies) <u>Phase 1 leisure survey undertaken in February 2022.</u> The survey was carried out to help develop options to reshape our future leisure offer through gaining insight into the use of our facilities across Gateshead. Findings include:</p> <p>The biggest factor in choice of leisure centre is proximity to home</p> <p>The majority of respondents used leisure centres weekly or more often</p> <p>When asked about activities used at leisure centres, almost three quarters of responses indicated swimming (swim for all/lanes) just over half used the gym and a third participated in fitness classes. A third said swimming lessons.</p> <p>A summary report on this leisure survey is available at www.gateshead.gov.uk/leisureconsultation</p> <table border="1" data-bbox="212 933 739 1380"> <thead> <tr> <th colspan="3">Age</th> </tr> </thead> <tbody> <tr> <td>Under 16</td> <td>25</td> <td>0.6%</td> </tr> <tr> <td>16 to 24</td> <td>121</td> <td>3.0%</td> </tr> <tr> <td>25 to 34</td> <td>495</td> <td>12.2%</td> </tr> <tr> <td>35 to 44</td> <td>1024</td> <td>25.1%</td> </tr> <tr> <td>45 to 54</td> <td>890</td> <td>21.9%</td> </tr> <tr> <td>55 to 64</td> <td>822</td> <td>20.2%</td> </tr> <tr> <td>65 to 74</td> <td>540</td> <td>13.3%</td> </tr> <tr> <td>75 to 84</td> <td>97</td> <td>2.4%</td> </tr> <tr> <td>85 or over</td> <td>7</td> <td>0.2%</td> </tr> <tr> <td>Prefer not to say</td> <td>52</td> <td>1.3%</td> </tr> </tbody> </table>	Age			Under 16	25	0.6%	16 to 24	121	3.0%	25 to 34	495	12.2%	35 to 44	1024	25.1%	45 to 54	890	21.9%	55 to 64	822	20.2%	65 to 74	540	13.3%	75 to 84	97	2.4%	85 or over	7	0.2%	Prefer not to say	52	1.3%
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INTEGRATED IMPACT ASSESSMENT TEMPLATE

Sex		
Male	1444	35.6%
Female	2514	62.0%
Prefer not to say	99	2.4%
Gender identity same as at birth		
Yes	3917	97.2%
No	4	0.1%
Prefer not to say	109	2.7%
Ethnicity		
White British	3806	93.6%
White Other	80	2.0%
Mixed	23	0.6%
Asian	28	0.7%
Black	5	0.1%
Other	9	0.2%
Prefer not to say	115	2.8%
Limited by physical or mental health condition		
Yes, a lot	292	7.2%
Yes, a little	610	15.1%
Not at all	2934	72.5%
Prefer not to say	210	5.2%
Children living in household		
Yes, aged 0 to 4	515	13.2%
Yes, aged 5 to 8	607	15.5%



Tackle inequality so people have a fair chance

INTEGRATED IMPACT ASSESSMENT TEMPLATE

Yes, aged 9 to 11	556	14.2%
Yes, aged 12 to 15	600	15.3%
No	2271	58.0%
Prefer not to say	101	2.6%

Receiving means tested benefit

Yes	253	6.2%
No	3628	89.5%
Prefer not to say	172	4.2%

A public online consultation for all service users, residents, stakeholders and employees will run for 6 weeks from **Wednesday 2 November until Tuesday 13 December**.

In addition to the online survey, we will plan to hold drop-in events covering a range of times and in different leisure centres. We will also hold some targeted focus groups for different types of stakeholders and communities of interest. A dedicated leisure consultation enquiries mailbox will be available for queries and comments on the consultation process.

Analysis of this consultation will be used to give insight into impact of any proposal to reduce the number of council operated leisure centres, particularly on those individuals and groups who share protected characteristics, to ensure we meet the requirements of the Equality Act. The outcomes and analysis of this consultation will be reported to Cabinet in January 23 to be given due regard as part of decision making on which Leisure centres should remain open.

Signed: (completing officer) Andrea Tickner, Service Director – Corporate Commissioning and Procurement
Date: 13 October 2022

Service Director: (approved) Alice Wiseman, Strategic Director – Public Health and Wellbeing
Date 13 October 2022