



Haringey Council

[No.]

Agenda item:

**CABINET** **On 13 October 2009**

Report Title: Tennis Development Plan

Report of : **Mun Thong Phung, Director of Adult, Culture & Community Services.**  
Signed : \_\_\_\_\_

Contact Officer : Andrea Keeble  
Tel: 020 8489 5712 email: andrea.keeble@haringey.gov.uk

Wards(s) affected: All

Report for: **Key Decision**

**1. Purpose of the report (That is, the decision required)**  
1.1 The purpose of this report is as per the recommendations detailed in section 4.

**2. Introduction by Cabinet Member (if necessary)**  
2.1 I am pleased to be able to report that Haringey is well thought of by the Tennis Foundation and Lawn Tennis Association for the excellent work undertaken in the borough.  
2.2 Through the Council's own investment, the Tennis Foundation and other external sources, we have the opportunity to substantially improve facilities across the Borough enabling more people to play tennis in Haringey.  
2.3 We are also fortunate to have the Tottenham Hotspur Foundation, the community sports development vehicle for Tottenham Hotspur FC, located in the Borough as the Foundation is now one of the best sports development organisations in England.  
2.4 Through this report, I am seeking endorsement for the range of proposed investment across the Borough, for the Council to prioritise work to enable more effective use of facilities by the community, and for my colleagues' support in the Council increasingly looking to the Tottenham Hotspur Foundation to take on a commissioning role for tennis provision.

**3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**  
3.1 Key elements of the Council Plan relevant to the Tennis Development Plan are:  

- Improving the natural environment (2.1)
- Improved opportunities for leisure (3.3)

- Engaging citizens (5.1)

3.2 The National Performance Indicators that the Plan can most significantly contribute to are :

- NI 6 Volunteering
- NI 8 Adult participation in sport and active recreation (LAA target)
- NI 56 Obesity in primary school age children in year 6
- NI 57 Children and Young People's participation in high quality P.E. and sport
- NI 110 Young People's participation in positive activities
- NI 199 Children and Young People's satisfaction with parks and play areas.

3.3 There are also direct links with the Council's strategies for Sport and Physical Activity and Open Spaces.

#### **4. Recommendations**

4.1 Through this report, Cabinet is being asked to:

- 4.1.1 Endorse the proposed investment in tennis facility improvements across the borough set out in Appendix 2. This approach is consistent with the Council's Sport and Physical Activity Strategy and will support the achievement of our LAA target for increases in sport and physical activity participation.
- 4.1.2 Provide feedback to officers on the indicative priority rating given to the proposed improvement schemes identified in the Tennis Development Plan and summarised in Appendix 2
- 4.1.3 Provide in principal approval to the approach being recommended in the Tennis Development Plan of seeking to maximise opportunities for private investment subject to satisfactory agreement around the community programme.
- 4.1.4 Endorse the development of the relationship with the Tottenham Hotspur Foundation as set out in 6.4

#### **5. Reason for recommendation(s)**

- 5.1 There will be a need to select and prioritise which sites should receive investment because funding, including the availability of external funding, is limited and not all aspirations can be met.
- 5.2 The approach also recognises that where there is demand for better facilities allied to a locality with high levels of affluence, that commercial partnerships should be sought to try and achieve this.
- 5.3 There is limited availability of open space for recreational and other purposes within Haringey and the most effective and realistic approach is to seek to maximise the usage of existing assets rather than seek to develop new sites or duplicate existing assets.
- 5.4 A key part of the approach being recommended by officers is to seek to achieve better use of the council's physical assets – principally tennis courts. This can be achieved by facilitating greater community use of existing courts by wherever

possible locating storage, social and toilet facilities as close to the courts as possible and/or upgrading courts/facilities to ensure high quality tennis opportunities are more evenly available throughout the borough.

- 5.5 A change in the existing relationship between the Council and the Tottenham Hotspur Foundation should produce a better coordinated service delivering better outcomes for local residents.
- 5.6 The Tennis Foundation has indicated that it will invest £500K for capital projects in the borough with the potential to draw down match funding of £500K from the Greater London Authority (GLA ) linked to the GLA strategy 'A Sporting Future for London'.
- 5.7 Members have also agreed £275,000 of capital funding for 2009-10 to support the Plan. The approach being taken by officers is to seek to maximise external investment by utilising these monies. It should be also noted that £120,000 of capital has been allocated to Adult Services for a café at Downhills Park which can also provide a social area for the tennis programme.

## **6. Other options considered**

- 6.1 In respect of tennis facility developments, there is good provision in the west of the borough through private clubs but far less developed provision in the east. Thus the priority ratings reflect this.
- 6.2 Key to a successful tennis programme are in order of importance:
  - a) Good playing surfaces
  - b) Toilets nearby
  - c) Storage and shelter nearby
  - d) A social area
  - e) Floodlights

The Tennis Development Plan seeks to target investment to maximise these components focussing particularly on the east of the borough.

- 6.3 The Tennis Plan has been developed using Neighbourhood Management areas as the basis for a local approach. Utilising this geographical model, the proposed schemes are set out below including details of the proposed lead club and educational institution/s. The following is a brief description of each of the schemes:

- a) Albert Road Recreation Ground/Pavilion Tennis/Alexandra Park School  
Indicative scheme value £320,000 (priority rating 10/10)

The tarmac court area and the pavilion at the recreation ground are leased to Pavilion Tennis. Pavilion Tennis run a thriving tennis and general sports development programme at the park and have close links with the schools in the area. Their community programme is supported by customer receipts for courses/pay and play and the successful café operation run from the pavilion.

The scheme has been given very strong priority from the Tennis Foundation and will include: Refurbished courts (including realignment to meet regulations, mini tennis courts and basketball courts) new fencing and floodlights.

This scheme is given the equal highest priority rating (10/10) due to the success of Pavilion Tennis, their good school links particularly with Alexandra Park and the strong support from the Foundation.

- b) White Hart Lane Community Sports Centre/ White Hart Lane TC/Woodside High/ St. Thomas More/ Heartlands Indicative scheme value £2.5M (Tennis Dome and courts £485,000) (Priority rating 10/10)

This site is the principal community sports hub for Haringey. The proposed works (as part of the White Hart Lane Community Sports Centre redevelopment) include the construction of a new changing pavilion to provide changing space for all sports with a shared social/bar area. The specific tennis improvements proposed is the installation of a double skin 4 court tennis dome.

The upgrading of the tennis facilities alongside the provision of modern and fit for purpose changing and social facilities will do much to bolster the already considerable success of the new White Hart Lane Tennis Club. The dome will provide the only permanent indoor tennis facility in the borough and will be a resource used by the whole Haringey tennis community – particularly in the winter months. Having an indoor facility will greatly increase the club's chances of becoming a designated LTA High Performance Centre.

This scheme is given the equal highest priority rating (10/10) due to the success of the club, that it is the only tennis club in the east of the borough and the aspirations we have to achieve a vibrant multi sports hub at the site – with tennis provision as a key component of this vision.

- c) Bruce Castle Park/White Hart Lane Tennis Club/Northumberland Park/Haringey Sixth Form Centre Indicative scheme value £245,000 (priority rating 9/10)

The courts and surrounding fences at Bruce Castle Park are in an extremely poor condition hampering the development of a community programme at the park. The scheme includes refurbishments and realignments (to meet governing body regulations) for 5 courts and new fencing (hopefully storage and shelter can be provided in the nearby Bowls Pavilion).

The upgrading of the courts and fencing will be linked to the introduction of a tennis development programme which will work in conjunction with the 'Tennis for Free' project – and will be a satellite of White Hart Lane TC. The key schools are Northumberland Park where a community programme is already in place and the Haringey Sixth Form Centre. The court improvements and coaching programme will in turn encourage more casual use which will remain free.

This scheme has the third highest priority rating (9/10) due to the high need to improve the playing conditions, developmental plans to improve tennis participation in the east of the borough and the overall popularity of the park.

- d) Downhills Park/White Hart Lane Tennis Club/Park View Academy Indicative scheme value £225,000 (priority rating 8/10)

Like Bruce Castle the courts at Downhills are in a poor condition and do not meet governing body standards. The scheme proposes to upgrade the courts and link with the installation of a café near the courts (funded by capital allocated to Adult Services). Funding will be sought to extend the café to include a tennis office and storage. This development will ensure the viability of a community tennis programme which will be a satellite of the White Hart Lane TC.

This scheme has the 4<sup>th</sup> highest priority rating (8/10) due to the need to improve the playing conditions, developmental plans to improve tennis participation in the east of the borough, the overall popularity of the park and the opportunity to link with the Adult Services Café Project.

- e) Down Lane Recreation Ground /John Loughborough School/White Hart Lane TC Indicative scheme value £150,000 (priority rating 7/10)

The current approach towards this site is to undertake works to upgrade the two courts, add an additional court and provide basic storage and shelter. The works would be carried out as part of the wider regeneration of the park. Funding for this development is not yet clear, officers will explore various options such as private finance, additional Tennis Foundation funding etc.

This scheme is ranked 5<sup>th</sup> due to the need to improve the playing conditions, developmental plans to improve tennis participation in the east of the borough, the overall popularity of the park and the opportunity to link with the wider regeneration plans for the park

- f) Finsbury Park/White Hart Lane TC Indicative scheme value £160K (priority rating 6/10)

The courts at Finsbury Park have recently been refurbished and usage is good. However a common complaint is that there is no control of bookings and at times 'a survival of the strongest' mentality is apparent in terms of securing courts to play on. As well the council is concerned about reports of unlicensed coaches operating at the courts.

The scheme proposes that floodlights are installed (subject to planning permission) on four of the courts and that provision is made for a small storage and pavilion area. The capital for this scheme would come wholly from private sources (a number of companies have expressed interest). This type of scheme has very strong support from the Tennis Foundation and they would assist the council to broker a fruitful relationship with a private partner (with a strong community ethos) who would take responsibility for the courts and pavilion in terms of bookings, fee collection, courses etc. Lease conditions would stipulate a school and community programme, council controlled pricing, an element of free provision, links to local clubs in particular White Hart Lane LTC and maintenance responsibilities.

This scheme is only ranked 6<sup>th</sup> as the courts are already in good condition and attract good usage. Nonetheless the scheme has merit in that usage will substantially increase with floodlights, a more controlled environment and a coaching programme.

g) Priory Park/Highgate LTC/Highgate Wood/Grieg City/Hornsey Girls Indicative scheme value £380,000 (priority rating 5/10)

This scheme proposes to relocate three courts to the redundant bowls green and existing tennis court area on this side of the path (the current split location does not provide enough room to meet governing body dimension regulations). The area on the other side of the path which currently has two courts would be returned to general park space. The old bowls pavilion would be upgraded to provide an office, storage and social space. Floodlights would be installed (subject to planning permission).

The funding for this scheme would come principally from a private source (a number of companies have expressed interest) with smaller contributions from the Tennis Foundation, hopefully the GLA and the council. This type of scheme has very strong support from the Tennis Foundation and they would assist the council to broker a fruitful relationship with a private partner (with a strong community ethos) who would take responsibility for the courts and pavilion in terms of bookings, fee collection, courses etc. Lease conditions would stipulate a school and community programme, council controlled pricing, an element of free provision, links to local clubs in particular Highgate and maintenance responsibilities.

This scheme is ranked 7<sup>th</sup> as while playing conditions at Priory are poor the area as a whole is well served with tennis facilities. Nonetheless if private finance is available and planning permission granted the scheme would bring many benefits to the park and local residents.

- 6.4 The Tottenham Hotspur Foundation, the community sports development charity funded by the Football Club is now the major sports development organisation in Haringey. The Foundation is currently providing support to a range of Council service providers in delivering activity programmes. For example they currently employ the Tennis Development Officer for the borough; a post funded by the council and the Tennis Foundation.

Part of the added value offered by the Foundation is the ability to generate external match funding to enhance the value of Council funding.

The Haringey CSPAN has been established to provide an inter agency forum, linked to the HSP, to provide an overview and strategic commissioning role. The Tottenham Hotspur Foundation is seeking to move from its current focus on direct service delivery towards operational commissioning. This would mean that the Foundation could commission other local organisations for delivery and act as a commissioning agent on behalf of CSPAN.

Officers would recommend that this proposed change of role for the Foundation be explored and that the Tennis Plan outcomes should provide part of the basis for developing the relationship between CSPAN and the Foundation.

## **7. Summary**

- 7.1 The Council has previously approved an overall Sport and Physical Activity Strategy in 2005 (2005-2010).

- 7.2 A core component of this Strategy was to move towards a more localised approach for the provision of facilities and delivery of services that would better serve local residents, particularly younger residents, and improve service accessibility.
- 7.3 An audit of the number and quality of tennis courts has also previously been undertaken. This highlighted deficiencies in both aspects and officers' subsequent approach has been to seek to improve the quality and utilisation of existing courts.
- 7.4 In 2005 the courts at White Hart Lane Community Sports Centre were refurbished and floodlights installed as part of the Barclays Spaces for Sport capital programme.
- 7.5 Subsequently the council has sponsored the development of the White Hart Lane Tennis Club, the only club in the east of the borough. There is a long term vision for this club to become an LTA designated Satellite Club of a High Performance Centre serving the east of the borough. Ultimately with the proposed redevelopment of White Hart Lane Community Sports Centre including the installation of a tennis dome the aspiration is that the club will be a High Performance Centre in its own right.
- 7.6 There are 11 clubs in the west of the borough. The clubs located in the west of the borough are well supported with Highgate LTC having a performance academy and a school outreach programme. This club already has the status of a Satellite Club of a High Performance Centre and local clubs feed in their most talented players for development.
- 7.7 The Council has also been adopting an increasingly strategic approach towards service commissioning and introduced the Category Management system for procurement. In keeping with this approach, Recreation Services have established a Framework Agreement of approved organisations providing coaching and coach education services.
- 7.8 There have also been a number of developments in overall policy for sport and physical activity at a national level since 2005 that have resulted in the need for a revised approach at local level. These changes are set out below.
- 7.9 Overall participation in sport and physical activity has been broadly unchanged over the past 20 years. However, there have been changes both within the overall pattern of participation and for society's overall levels of fitness. The key changes are:
- Obesity levels have risen amongst the population as a whole with particular concern about the rise in obesity levels amongst children and young people.
  - The management, administrative and financial demands made on voluntary sector sports clubs has increased arising from both wider societal concerns to promote child protection and increasing insurance costs being incurred by clubs for public liability insurance.
  - There has been an overall decline in sports club membership and an increase in individual pursuits particularly gym membership.
- 7.10 In 2006, the results of the first ever 'Active People' survey were published. This survey was conducted nationally with over 360,000 adult respondents including over 1,000 from Haringey. The survey established that the factors most likely to support participation at the target level of 3 times a week were that participants were members of a sports club, received regular coaching or tuition and took part in competitive sport. In 2006, following publication of the survey results, the Haringey Strategic Partnership agreed a stretch target as part of its Local Area

- Agreement to seek to increase the percentage of adults participating three times a week at Government recommended levels, from 22.9% to 26.9%.
- 7.11 As part of a range of initiatives being implemented to assist in working towards this target, the Council has established the Haringey Community Sport and Physical Activity Network (CSPAN) and has launched the HARIACTIVE ('Make a Change') initiative designed to persuade people to become more physically active.
- 7.12 In 2008, Central Government agreed a revised approach towards overall sport and physical activity provision, with Sport England retaining the lead role for the coordination of sports provision and with the Department of Health taking on the lead role for increasing participation in physical activity. As part of this change, Sport England have altered their funding approach with the majority of funds now channelled through national governing bodies of sport.
- 7.13 Tennis nationally and regionally has in the last few years sharpened its approach to the development of grass roots tennis, this is particularly evidenced by the formation of the Tennis Foundation in response to the 'Community Tennis – Grassroots Review' January 2007. Additionally the Lawn Tennis Association's (LTA) Blueprint for Tennis and Places to Play Strategy are plans for tennis driven by aims of increasing the opportunities to participate, compete and get access to coaching at all levels.
- 7.14 The need to establish sustainable parks tennis programmes is paramount in the Tennis Foundation's and the LTA's vision and an example of a sustainable model is Pavilion Tennis here in Haringey. It is clear when examining this model that the combination of well located social, toilet and storage facilities is of vital importance. Likewise floodlighting and decent courts will ensure playability in winter and encourage players stay loyal to the location. The Pavilion model is what the Tennis Foundation would wish to replicate at every local authority park in the country.
- 7.15 Therefore a key part of the approach being recommended by officers is to seek to achieve better use of the council's physical assets – principally tennis courts. This can be achieved by facilitating greater community use of existing courts by wherever possible locating storage, social and toilet facilities as close to the courts as possible and/or upgrading courts/facilities to ensure high quality tennis opportunities are more evenly available throughout the borough.
- 7.16 In shaping the Tennis Development Plan, two further factors have been influential. These are:
- 7.16.1 To further develop the 'area based offer' using the 7 Neighbourhood Management administrative areas and 3 Children's Networks as the basis for this approach.
- 7.16.2 Seeking to better coordinate the relationship between the Council, the Tottenham Hotspur Foundation and voluntary/private sector providers.
- 7.17 The Executive Summary of the Tennis Development Plan is attached as Appendix 1 of this report. This plan sets out 5 overall aims. These are:
1. **Increase Participation:** To support existing players and introduce new male, female and disability players and diverse communities to tennis.
  2. **Raising standards and improve club sustainability:** To improve the quality of clubs, implement club links with public courts and assist clubs to promote for new members



3. **Developing better players:** To create a clear pathway for player progression and improve the standard of play across the borough
4. **Workforce development:** To increase the number of licensed coaches, tennis volunteers and tennis officials in the borough and retain the workforce within the borough
5. **Facilities development:** Develop a hierarchy of provision in line with the 'area-based offer' in *'The Haringey Sport and Physical Activity Strategy'*.

Key outputs and outcomes from the Plan are:

- To improve the facilities listed at Appendix 2
- To increase the number of club members
- To increase the number of British Tennis members
- To increase the number of quality assured clubs.
- To increase the number of qualified coaches and improve their standard.
- To create better links between local schools and clubs.
- To increase the number of competitive opportunities/events

7.18 Though Tennis Foundation funding will be available for facility improvement works, the Foundation will expect each scheme to support the achievement of improved outcomes against each of the aims. These outcomes will be delivered by a combination of local clubs, the Tennis Development Officer and private organisations

A key component of the approach being pursued by officers to support this work is to identify a core club for each of the proposed investment sites as the lead club for the local area. Clubs would be supported to achieve quality accreditation via officer support, grant funding and facility hire subsidy.

7.19 Appendix 2 sets out the proposed sites for investment in improved facilities in Haringey and provides an indicative funding plan. This has been considered in greater detail in section 6.3 of this report.

## **8. Chief Financial Officer Comments**

8.1 This report requests agreement to the proposals set out in appendix 2 detailing planned expenditure on improvements of tennis facilities in the borough.

8.2 Through the Pre Business Planning Review process Cabinet have agreed funding of £275k from Council resources specifically for this programme. A further £120k has also been agreed for Downhills Park Café

8.3 The Tennis Development project has been delayed pending firm agreement from the Tennis Foundation of their commitment. It is likely that the Foundation will confirm the funding allocation towards the end of the calendar year. The Foundation are also liaising with the GLA in a bid to secure additional match funding for this project.

8.4 No work should commence on schemes where funding allocations are awaited until funding streams are secure and confirmed.

## **9. Head of Legal Services Comments**

- 9.1 The Head of Legal Services notes that the recommendations in paragraph 6.4 of the report envisage a strategic commissioning role for CSPAN and an operational commissioning role for the Tottenham Hotspur Foundation (THF). THF would commission other organisations to provide service delivery of Tennis Plan Outcomes.
- 9.2 To give effect to the recommendations, it will be necessary for the Council to enter into grant and funding agreements and other contracts with the Tennis Foundation and other bodies, possibly including THF and service providers.
- 9.3 In as far as THF will be using external funding for which the Council is accountable or Council funding to facilitate service delivery, the Council's Contract Standing Orders (CSO) will apply to the process of procuring the providers of any works, goods and services to be delivered.
- 9.4 Legal Services should be consulted on the appropriate procurement processes and forms of contract or other agreement referred to in paragraphs 9.2 and 9.3 before they are entered into.

## **10. Equalities and Community Cohesion Comments**

- 10.1 The Tennis Development Plan contains targets to develop tennis for women, people from ethnic minorities and disabled people.
- 10.2 Recreation Services will also seek to facilitate tennis development in the east of the borough specifically working through White Hart Lane Tennis Club to achieve improvements in tennis take up generally and more specifically amongst those communities that traditionally do not take up tennis. The club has recently achieved Clubmark which will aid this process.

## **11. Consultation**

- 11.1 Consultation has been undertaken with relevant Council services, Haringey CSPAN and tennis clubs through the Haringey Tennis Forum.

## **12. Service Financial Comments**

- 12.1 Proposals for the expenditure of Council capital monies are set out in Appendix 2.
- 12.2 The capital cost estimates for each of the schemes are based on existing scheme briefs and other relevant information.
- 12.3 The cost of developing applications for Tennis Foundation funding forms part of the capital cost estimate. These development costs can be counted as match funding.
- 12.4 The private sector potential investment for Finsbury Park and Priory Park is based on preliminary discussions with a private sector tennis operator recommended by the Tennis Foundation
- 12.5 Any significant change in costs or funding would be reported through the relevant Programme or Project Board in accordance with Council wide arrangements for project management.
- 12.6 Any facility receiving funding from the Tennis Foundation will be required to demonstrate, through the funding application, the tennis benefit. Improvements in tennis take up are detailed in the Tennis Development Plan

### **13. Use of appendices /Tables and photographs**

13.1 Appendix 1 Tennis Development Plan: Executive Summary

13.2 Appendix 2 List of proposed facilities for improvement and indicative costs.

### **14. Local Government (Access to Information) Act 1985**

14.1 Tennis Development Plan files