

**The Executive on 12<sup>th</sup> September 2006**

Report title:

**White Hart Lane – Sports Facilities Redevelopment**

Report of: **Interim Director of Environmental Services**

Ward(s) affected: *All*

**Report for:** Non Key Decision

**1. Purpose**

1.1 To establish an approach to the redevelopment and provision of leisure facilities in White Hart Lane.

**2. Introduction by Executive Member**

2.1 Members are asked to accept the recommendations of this report as I believe that White Hart Lane will, in the future, fulfil its potential as a Haringey and London wide centre for sports development and the achievement of sporting excellence.

2.2 This will enable us to build upon the more than satisfactory interim results recently announced from the National Participation Survey for physical activity participation and volunteering in Haringey, and contribute fully to our aspiration of having residents from Haringey competing in the 2012 Olympic and Paralympic Games.

**3. Recommendations**

3.1 Members endorse the proposed approach to renewing provision of leisure facilities.

3.2 Members approve the actions set out in paragraph 8.3

**Report authorised by: Andrew Travers, Interim Director of Environmental Services**

**Signed** : \_\_\_\_\_

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#### 4. Executive Summary

4.1 An assessment of sports facilities provision, need and demand was undertaken in preparing the borough's Sports and Physical Strategy, which was adopted earlier this year. Whilst the audit concluded the need for some new facilities, it recognised the opportunities offered by the existing range and volume of provision of leisure facilities, and thus proposed an area based model.

- **Neighbourhood/ Local Activity** e.g. Primary Schools, local parks, kick about areas.
- **Area Assembly/ Children's Networks** e.g. Secondary School sports centre, district parks, voluntary sector clubs, Youth Centres.
- **Borough Wide Facilities** e.g. Multi purpose leisure centres, specialist PE schools, voluntary sector multi sports clubs.

4.2 Rationalising and improving existing facilities in White Hart Lane could make a significant contribution at all levels of the 'area offer'.

4.3 The relative importance of the Council's approach towards the provision of services to enable local participation in sport and physical activity has increased in the past twelve months via 4 principal drivers:

- "Every Child Matters" 5 key outcomes for young people.
- A new target issued by Government for 50% of the population to be achieving the recommended frequency of physical activity participation by 2020.
- The award of the 2012 Olympics and Paralympics to London.
- The introduction of a revised approach towards Comprehensive Performance Assessment (CPA), and development of the 'Cultural Block'.

4.4 In particular, improving the provision of sports facilities in White Hart Lane can contribute towards the following key policy areas:

- Improved financial performance and better value for money.
- Increasing participation in sporting activity and health related outcomes.
- Enabling local people to fulfil their sporting potential and, if sufficiently talented, to go on to represent and compete at national and international level.
- Meeting access targets by key target groups to leisure facilities.
- Contributing to the delivery of the PE and physical activity curriculum for schools and meeting schools sports facility needs.
- Developing stronger links between sport in schools and local sports clubs and organisations.
- Raising the sub regional and regional profile of the Borough.

4.5 There is clearly the need and case for developing a more inclusive approach to planning and redeveloping provision of leisure facilities in White Hart Lane.

#### 5. Reasons for any change in policy or for new policy development (if applicable)

N/A

#### 6. Local Government (Access to Information) Act 1985

Background papers

- Haringey High Performance Centre (2001)
- Atkins Strategic Open Space and Sports Assessment (2003)
- Haringey Sport and Physical Activity Strategy (2005)

## 7. **Background**

7.1 The Council has, over the past five years, sought financial investment from a number of sources with varying success, including :

- PFI contribution to the Woodside High (formerly White Hart Lane) School sports facilities.
- An application to Sport England as a High Performance Centre for Athletics.
- Via a partnership with Haringey Borough FC to generate a capital receipt from the redevelopment of Coles Park.
- From the tendering of a contract for the management of the Borough's leisure facilities.
- Via an application for Private Finance Initiative funding.
- Through Prudential Borrowing support to our current Leisure Investment Programme.
- Football Foundation investment in a new floodlit astroturf at St. Thomas More School.

7.2 However, the current facilities mix is the product of a somewhat fragmented planning approach, with a resulting duplication and under-use of assets, all of which are in the Council's portfolio, although subject to varying degrees of control:

- White Hart Lane Community Sports Centre, White Hart Lane Recreation Ground, and Perth Road Playing Fields – *Recreation Services*.
- Woodside High – *Children's Services/School/PFI*.
- Coles Park – *LBH lease / Haringey Borough FC*
- St. Thomas More – *Children's Services/School/Church*.

The different management arrangements also have a common challenge – the requirement to sustain (partly or wholly) provision of leisure facilities through direct income generation, but this is currently done largely in competition rather than collaboration, thus duplicating processes and limiting economies of scale.

## 8. **Report**

### 8.1 **The Case**

8.1.1 A combination of the key drivers referred to above, the voluntary sector capacity and commitment, and recent investment presents a strong case for securing the longer term future of leisure provision in the area.

#### 8.1.2 **Increasing physical activity participation**

- New indicator arises through concerns for increasing NHS costs associated with obesity / low physical activity levels.
- National participation survey currently being undertaken to establish national and local baseline figures.

- Council's approach towards meeting participation target to be based on:
  - Partnership working, particularly with PCT, Children's Services, Social Services and the voluntary sector, within our wider Wellbeing focus.
  - Much greater emphasis on enabling, as this will assist in obtaining the increased breadth of service required
  - Daily physical activity, particularly walking and cycling, will have much greater emphasis and importance.

#### 8.1.3 Award of 2012 Olympics and Paralympics

- Will provide a massive motivational factor in encouraging participation, competition and aspiring towards sporting excellence.
- WHLCSC, with its range of facilities and organisations and its proximity to St. Thomas More and Woodside High schools is best placed to capture this movement.
- The Centre has further been identified as an Olympics training venue and will attract future investment through this status.
- The Council is currently developing a sports scholarship programme linked to the Olympics which will involve the facilities and clubs based at White Hart Lane.

#### 8.1.4 New Sport and Physical Activity Performance Indicators

- Ten new indicators have been developed including increasing physical activity participation referred to in 8.1.2 above.
- Of the remainder, seven are specific to the performance of the three Borough leisure centres: WHLCSC, Tottenham Green, and Park Road. From these seven, WHLCSC scores well on access indicators, being in the upper quartile for visits by 11-19 year olds, from social classes 6 and 7, and by black, Asian and other ethnic groups, and in the middle quartile for visits by disabled people and by people aged 60+.
- However, the centre is in the lower quartile (indicating less satisfactory performance), for the indicators of subsidy cost per visit and the number of annual visits compared with the centre's overall capacity.
- The remaining two indicators are based on volunteering and the provision of quality assured facilities.
- WHLCSC has the greatest potential of the three Council leisure facilities to develop volunteering because of the large number of sports clubs who use the facilities and who are largely reliant on volunteer input.
- On the final indicator of quality assurance, the facility is working towards achieving QUEST in 2008, and is already ISO Accredited, and St. Thomas More has 'Sportsmark'.

### 8.1.5 School Needs

- Government has set targets for all school children to participate in 4 hours a week of physical activity, both within the curriculum and out of hours.
- The School Sports Coordinator programme, introduced in 2001, has enabled a structured and coordinated approach to be taken towards the delivery of PE and sport in every primary and secondary school in the Borough. However, the opportunities for young people to pursue activities out of school are limited by an overall lack of effective links between schools and local sports clubs.
- The Borough population is predicted to increase significantly up to 2016 with the development of new housing in the Borough. Schools are already under pressure to meet on site facility requirements both for classroom space and sport and PE facilities.
- Current development of youth sports scholarships and diversionary activity programmes.
- There is the potential to develop a geographical spread of facility provision which can meet both school and community needs across the Borough. WHLCSC is well placed to meet day to day school needs within the north and east of the Borough.

### 8.1.6 Sports clubs and other sports delivery organisations

There are a number of well established clubs and organisations based in the area, including:

- London Skolars Rugby League
- Haringey Rhinos Rugby Union
- Haringey Borough FC
- Haringey Borough Youth FC
- Haringey Youth Badminton Club
- Wood Green Weightlifting Club
- Enfield and Haringey Athletics Club
- Haringey Sports Development Trust
- Tottenham Hotspur Community
- Haringey Tennis
- Positive Futures

The above organisations use facilities in a number of ways, either as tenants, through Service Level Agreements or as hirers of the facilities. During previous consultation, they have expressed a desire to see changes, particularly in relation to facility improvements, which the Council has, in the main, been unable to progress due to limited capital resources.

## 8.2 The Way Forward

### 8.2.1 Work to Date

Previous reports have identified that in order to achieve its potential, a number of improvements were required at the centre. These were:

- Substantial investment to revitalise and improve existing facilities and provide new facilities which would be more attractive both to local schools and the wider community.
- Investment in additional sports development capacity to enable the current organisations based within the area to attract external funding, and increase management capacity in order to offer more and higher quality opportunities.
- Development of more effective mechanisms to ensure strategic coordination and quality control amongst the range of delivery agencies.

Subsequent to this, officers have explored potential options for securing investment. This has been partially successful with the £600k investment secured from Barclays Spaces for Sports at White Hart Lane Community Sports Centre. This partial success has achieved an overall increase in attendances at the centre and has highlighted the importance of securing further investment.

### 8.2.2 Current Position

A combination of current circumstances present a real opportunity to move forward and develop a new and more sustainable solution to provision of leisure facilities in White Hart Lane:

- The planned growth in school places is placing demands on land space on both the Woodside High and St. Thomas More sites.
- The White Hart Lane Community Sports Centre site has under-utilised space, with a built footprint that needs complete redevelopment, and is Metropolitan Open Land which restricts its use to leisure and recreation purposes.
- Coles Park is currently leased to Haringey Borough Football Club. The club is valued locally but struggling to survive, although they have ambitions to develop. This site also has redevelopment potential and value.
- White Hart Lane Community Sports Centre is recognised sub regionally as a potential 2012 Olympic training venue and Community Football Centre, and thus well placed for external funding support.
- The development of Children's Services Networks and the commissioning approach to leisure provision.
- The development and implementation of the borough's Building Schools for the Future programme.

### 8.2.3 Solution – Key Ingredients

- The stakeholders' needs for new and refurbished leisure facilities is largely accommodated on the Community Sports Centre site, and a plan developed accordingly.
- Binding 'Access Agreements' are developed to provide and protect schools curriculum and sports club use of facilities.

- Haringey Borough FC early vacation of Coles Park, and relocation to White Hart Lane Community Sports Centre.
- Secure better 'value for money' by matching Capital resources, pooling existing subsidies and increasing the utilisation of a single refurbished site.

#### 8.2.4 Facilities mix

4 options are potentially available. These are:

- a) Refurbish the existing facilities both indoor, stadium and outdoor,
- b) Refurbish existing outdoor and stadium facilities, demolish existing buildings and replace with a new build to form a sporting hub in, around and under the grandstand.
- c) Develop additional facilities with a more commercial orientation such as fitness, tennis and functions.
- d) A combination of b) and c).

Two key parameters in taking forward these options will be:

- Planning constraints as the site is designated Metropolitan Open Land.
- The potential to jointly plan future facility provision in conjunction with White Hart Lane and St. Thomas More schools. If a partnership approach could be agreed covering the 3 sites, this could free up land to develop additional facilities.

#### 8.2.5 Investment needs and funding opportunities

From the options identified at 8.2.4 above concerning the future facilities mix for the centre, the cost of redevelopment would be between £3.25m and £6m, although at this point it is not possible to put a cost estimate to option 3. Funding would need to be raised from 4 sources:

- The Council through capital receipts and/or Prudential Borrowing.
- From external funders such as Lottery or Football Foundation.
- From investment by an external partner organisation.
- The Building Schools for the Future programme.

### 8.3 Next Steps

8.3.1 Key actions to progress in order to secure the redevelopment of the centre are set out below.

- Market test the interest from suitably qualified leisure management organisations for the future management, investment in and development of the centre.
- Develop stronger working relationships with key provider organisations within the wider Community Sports Hub with a view to potentially establishing an independent charitable trust or empowered user group.
- Develop and strengthen existing links with Sport England and Sports national governing bodies to develop the sub regional role of the facility, and the potential to become a designated Community Sports Village [new Government programme].

- Seek to complement the redevelopment of Woodside High School, and influence the type, location, access and investment in new/ refurbished sports facilities within the Building Schools for the Future programme.
- Investigate the interest and potential for Haringey Borough FC to relocate from Coles Park to White Hart Lane CSC.
- Officers progress discussions with Sport England / Olympic Delivery Authority as to the role and requirements of a 2012 Training Venue.
- Further develop WHLCSC role as a Community Football Centre, as set out in the London FA Facilities Strategy, and establish the scope for Football Foundation investment.
- Develop plans in conjunction with the development of Children's Network provision, and the Youth Service Improvement Plan.

## **9. Comments of the Director of Finance**

- 9.1 A substantial capital investment programme for new health and fitness facilities and wider refurbishment of leisure centres was approved by members phased mainly over the three years 2005/06 to 2007/08, primarily funded via prudential borrowing. Phase 1 of the investment, affecting mainly Tottenham Green and Park Road leisure centres was successfully completed in 2005/06. The existing revenue base budgets for sports and leisure also reflect a level of investment funding aimed partly at enhancing management capacity.
- 9.2 The Council has also been successful in attracting external investment in improved leisure facilities, such as Barclays/ Football Foundation, Sports Lottery, Regeneration Programmes and the London Marathon Trust. Significant funding is also identified, in the Building Schools for the Future programme, for improvements to secondary schools' sports facilities.
- 9.3 Clearly the implementation of the proposed options for WHLCSC will raise specific additional demands for resources, which the Council will need to consider within its core planning and budget setting processes. The current Capital Strategy and Asset Management Plan encourage the pursuit of external funding, which will need to be a key feature of any funding package eventually developed to meet the cost of any agreed proposals. The availability of Council resources is limited and allocation will be on a priority basis between competing projects. Any further use of prudential borrowing will be subject to satisfying a stringent set of indicators and affordability criteria.

## **10. Comments of the Head of Legal Service**

- 10.1 The Head of Legal Services notes the content of this report, and should be consulted on the specific projects/ initiatives set out in the report.

## **11. Procurement Comments**

- 11.1 The Head of Procurement approves the approach taken to identify additional funding streams through partnering and collaboration with other bodies. It is



important that formal partnership contracts are put in place that set out responsibility for tendering and expected standards; this will avoid any conflicts on process at a later stage.

- 11.2 The Head of Procurement would recommend that they are consulted on procurement models and appropriate approaches once a decision has been taken on what option to pursue.

## 12. **Equalities Comments**

- 12.1 In the recent national benchmarking survey undertaken at the Centre, the User Profile was identified as being in the upper quartile for 3 target groups and middle quartile for 2 groups. These are the key access indicators recorded in the Comprehensive Performance Assessment for Cultural Services.

Upper quartile performance was achieved for usage by 11 – 19 year olds, visits by social classes band 7 and visits by black, Asian and other ethnic groups.

Mid quartile performance was achieved for usage by people aged 60+ and disabled people aged under 60.

- 12.2 From the more detailed breakdown of information forming these key access Indicators, there is a significant under usage by females compared with males. This issue will be addressed in taking forward the development proposals for the Centre.