



Title	Warwick District Sports & Leisure Vision & Principles
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Wards of the District directly affected	All
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?	No
Date and meeting when issue was last considered and relevant minute number	
Background Papers	

Contrary to the policy framework:	No
Contrary to the budgetary framework:	No
Key Decision?	No
Included within the Forward Plan? (If yes include reference number)	Yes 527
Equality & Sustainability Impact Assessment Undertaken	No

Officer/Councillor Approval		
Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	12/09/2013	Chris Elliott/Bill Hunt/Andrew Jones
Head of Service	12/09/2013	Rose Winship
CMT	12/09/2013	Chris Elliott, Bill Hunt, Andrew Jones
Section 151 Officer	12/09/2013	Mike Snow
Monitoring Officer	12/09/2013	Andrew Jones
Finance	12/09/2013	Jenny Clayton
Portfolio Holder(s)	12/09/2013	Cllr Stephen Cross
Consultation & Community Engagement		
N/A – to follow approval		
Final Decision?		No
Suggested next steps (if not final decision please set out below)		

1. SUMMARY

This report builds on the work which has been undertaken over the last 18 months to inform the future plans for sports and leisure provision in Warwick District. It references several studies and assessments which can be drawn upon to provide evidence to support a strategic approach to the maintenance, development and modernisation of facilities. It also outlines the value of the evidence base and modelling which form a key component of the Infrastructure Delivery Plan / Local Plan.

2. RECOMMENDATIONS

- 2.1 That members note the comprehensive evidence base and modelling which has been undertaken and published as part of the council's Infrastructure Delivery Plan and ongoing preparation of the emerging Local Plan; www.warwickdc.gov.uk/sports-studies
- 2.2 That members approve the high level vision and principles for the provision of sports and leisure facilities (built facilities and playing pitches) managed by Warwick District Council.
- 2.3 A maximum of £30,000 be appropriated from the Service Transformation Reserve to conduct an Options Appraisal on the future provision of Sports and Leisure Services in the District.

3. REASONS FOR THE RECOMMENDATIONS

3.0 PREAMBLE

- 3.0.1 The recommendations bring together the work which has been undertaken since October 2012 which has developed a clear understanding of the sports and leisure provision currently provided and needed in the district going forwards. It suggests an approach to the agreement of a Vision and set of Principles to guide the next stages of work which includes undertaking an options appraisal which will examine the choices the council has in the ways the service may be delivered in future to achieve its agreed vision and principles.

3.1 Evidence Base

- 3.1.1 The National Planning Policy Framework (NPPF) states that local planning authorities must ensure "...planning policies are based upon robust and up-to-date assessments of needs for open space, sport and recreation facilities and opportunities for new provision.."
- 3.1.2 The evidence base prepared for Warwick District has been gathered in accordance with Sport England approved methodology and provides a robust analysis of provision in the district. This has been modelled against planned growth and can be used to determine the impact of developments as they are approved within the district and the level of contribution which is appropriate.
- 3.1.3 The evidence base, published on the WDC website, is a key component of the data supporting the Infrastructure Delivery Plan (IDP) which sits alongside the emerging Local Plan. These key documents will have a significant impact on the district over the long term and therefore the inclusion of comprehensive and current data and analysis of demands and needs is essential.

3.2 Draft High Level Vision and Principles

- 3.2.0 A set of four high level principles have been developed to encapsulate the vision proposed for the District. These are summarised below in section 3.2.2, but described more fully in sections 7.3 which follows. These principles have been based on the findings of the evidence base work and the stock condition work which is also described further below.
- 3.2.1 The findings of the independent audit and assessment of demands and needs has confirmed Warwick District has population demographics which are predisposed to physical activity across the district now and into the future. It has also confirmed that the current supply of built facilities (available for community use from all providers) is sufficient to meet demand currently and will not fall significantly short during the next 10 years. Finally the mapping of demand and provision has confirmed that there is a suitable spread of facilities, within 20 minute drive time, for almost the entire district.
(See Appendix 1 – Indoor Sport and Leisure Strategy)
- 3.2.2 Providing a Sports and Leisure service which is committed to delivering:
- Local Facilities, (built and playing pitches), for all sectors of the community.
 - Modern Facilities, fit for purpose, with flexible spaces
 - Value for Money, fair pricing, and long term financial stability
 - Sustainable model for provision
 - Promoting the service to current and new users
 - Engaging current and new users in healthy lifestyle choices
 - Supporting continued attendance and commitment
 - Developing opportunities to advance and compete.
- 3.2.3 The drafting of the strategic vision and principles for guiding future proposals for council managed assets has been informed by the study referred to in 3.2.1. This has been combined with the recent Stock Condition information relating to Council owned assets, review of leisure centre programming, staffing, and demands on space.
- 3.2.4 It should be noted that the Council does not operate within the Sports and Leisure sector in isolation, but is one of a variety of contributors. These include the local PCT, Local Education Authority, Local Academies, Voluntary sector, National Governing Bodies / Sports England, local clubs, societies and private sector providers. To fulfil the Council`s Community Leadership role effectively it is proposed that strategic stakeholders be consulted on the draft Vision and Principles prior to adoption to ensure it supports a broad consensus.

3.3 Options Appraisal - for future delivery methods.

- 3.3.1 The Executive asked the council`s Corporate Management Team, in February 2013, to undertake work to consider options for the future delivery of Cultural Services. The establishment of a robust evidence base and the drafting of a vision and set of principles as referenced above have been key steps in supporting the commissioning of this piece of work.
- 3.3.2 The council has now collected together the necessary data regarding its assets, their investment liabilities, the local population and their demands and needs now and into the future. The question around the best way to deliver this remains; how to fund investment needs; how to ensure management is lean

and effective; how to offer an appropriate mix of choices and facilities to the local communities and visitors.

- 3.3.3 The final ingredient required to enable this piece of work to be commissioned is to reach agreement on a vision and set of guiding principles to set the direction the council wishes to pursue through the options developed. This will ensure that the options offered are suitable for the aspirations of this council and therefore of value.
- 3.3.4 The commissioning of an independent and objective options appraisal is recommended as an effective way to bring forward the choices that the council has in deciding the best route for progress.

4. POLICY FRAMEWORK

4.1 Policy Framework

- 4.1.1 **Policy Change;** the recommendations of the report do not conflict with any of the current statutory policies within the council`s policy framework.
- 4.1.2 **Policy Development;** the recommendations proposed strengthens the evidence base for Infrastructure Development which is a key component of the emerging Local Plan.

4.2 Fit for the Future(FFF)

- 4.2.1 **Aligning Strategies;** the development of a clear Vision and Principles for the district for Sports & Leisure which is aligned with the FFF Vision for the district ensures the council`s role and investment in this area is appropriate and supports future progress.
- 4.2.2 **Sustainable Community Strategy (SCS);** the proposed Vision and Strategy will directly support the delivery of the emerging refreshed Sustainable Community Strategy priorities and actions;
- Prosperity Theme;**
- Ensuring the right infrastructure is available.....
 - Making better use of public sector assets
 -use of cultural activities and events..
 - ..attract visitors to spend within the district...
- Health & Wellbeing Theme;**
- Increasing opportunities for everyone to engage in sports...
 - Reducing obesity
 - .. introduce a new leisure centre programme...
 - .. implement our new arts strategy, indoor sports strategy and playing pitch strategy
- 4.2.3 **Compliance with FFF;** the proposals within the report are fully in support of the strategic direction set out within FFF by supporting the SCS as noted above. They do not represent a conflict with this document in any area.
- 4.3 **Alignment with Warwickshire Health & Wellbeing Board`s Strategy;** These principles and actions align with the Warwickshire Health & Wellbeing Board`s Strategy 2012-15 and The Warwickshire Shadow Health and Wellbeing Board Interim Strategy update.

Health and wellbeing should be included as core considerations in every planning and transport policy in Warwickshire and as part of the district and borough councils' Core Strategies and Neighbourhood Plans

We shall maintain and increase the number and quality of green spaces and leisure facilities especially in more deprived areas.

- 4.4 **Alignment with Corporate Asset Management Plan;** The interdependencies and relationships between the strategic management of the Sports & Leisure built assets and the council's wider portfolio will be referenced in a subsequent report detailing the council's Corporate Asset Management Plan

5. BUDGETARY FRAMEWORK

- 5.1 The Options Appraisal will cost a maximum of £30,000 to commission. It is recommended that this be funded from the Service Transformation Reserve. This Reserve currently has a balance of £1.895 million, before taking into account any other reports on this Agenda. After funding this appraisal, there will be a balance of £1.865 million uncommitted.
- 5.2 In November, Members will receive a Report on the future Asset Management and maintenance liabilities on both the Council's Operational and Non-Operational Properties. Clearly the outcome of this Options Appraisal will be akin to the future property management of the cultural assets in the Council's Asset Management Plan. This will impact upon the Council's Finances and be reflected in the Medium Term Financial Strategy and beyond
- 5.3 The comprehensive evidence base prepared in relation to sport & leisure provides the robust justification for contributions from new development to be calculated and secured as the district grows. A clear strategic direction on how contributions are spent will help shape the medium and long term financial plan.
- 5.4 The net cost of operating the Council's 4 Leisure Centres is £450,000. The tables below show the 2013-14 latest budgets gross operating costs (excluding Support Service charges and Capital Charges) and associated income, as well as net cost, broken down by Leisure Centre.

	Gross Expenditure £1,000	Income £1,000	Net Cost £1,000
St. Nicholas Park Leisure Centre	676.0	-574.3	101.7
Abbey Fields	454.7	-239.3	215.4
NewboldComyn Leisure Centre	936.0	-849.9	86.1
Castle Farm	206.2	-159.0	47.2
Total All Sites	2,272.9	-1,822.5	450.4

The options appraisal will consider various future delivery models for Sports & Leisure services, some of these could potentially yield efficiencies on the existing figures.

6 ALTERNATIVE OPTION(S) CONSIDERED

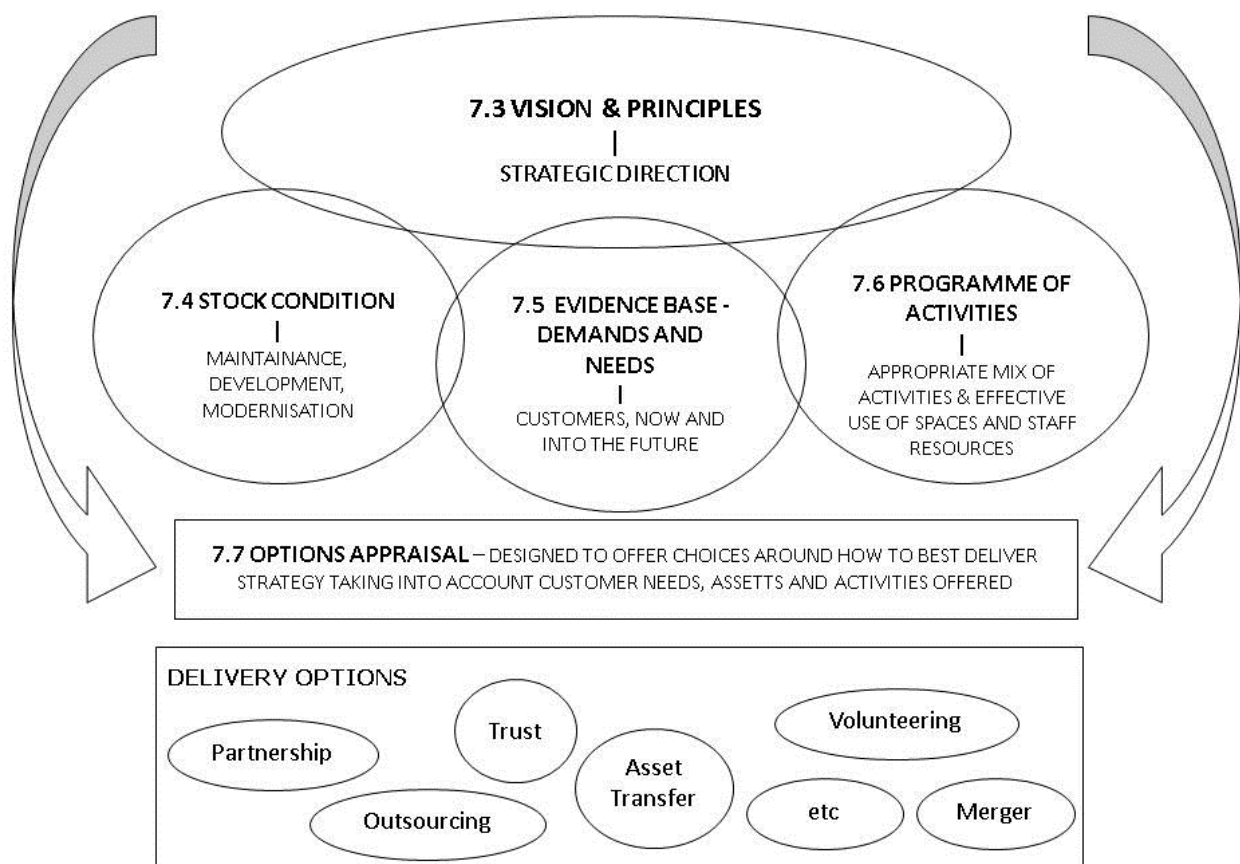
- 6.1 The development of a robust evidence base, gathered, modelled and calculated in accordance with NPFF and Sport England guidance is essential to ensure the Infrastructure Delivery Plan (IDP) stands up to scrutiny and challenge. Alternative options were not therefore considered.
- 6.2 Alternatives to the development of a draft Vision and set of Principles to lead strategy development are many. It is entirely possible to take an ad-hoc approach, repair items as they break, develop schemes in an opportunistic manner and work with a service which “evolves” as it ages. However, this has been discounted on the basis of the need to develop clear plans and an approach with purpose and rationale to support the growth agenda and ensure limited resources are used effectively.
- 6.3 Alternatives to the preparation of an independent and objective Options Appraisal have been discounted on a similar basis to the reasons in 6.1 above. The Executive requested in February 2013 that options for the future delivery of Cultural Services be considered and this piece of work directly links to that request.

7. BACKGROUND

7.1 Context

- 7.1.1 The benefits of an active lifestyle for individuals, local communities and the services which serve them are well documented. In striving to ensure Warwick District is a great place to live, work and visit, along with a strong commitment to growth in the local economy and housing market, it is appropriate that a strong commitment to Sports & Leisure runs through the council’s corporate and strategic aspirations.
- 7.1.2 In its community leadership role the council has an important part to play in working with strategic partners from all sectors to build a broad consensus and ensure all communities are able to access opportunities appropriate to their needs. A proposed consultation on the Vision and Principles will provide a framework around which this wider policy conversation can begin to take place.
- 7.1.3 The evidence base, conditions surveys, programme review and management overview has confirmed the Council is operating a service which meets current needs. However, this work has also identified that there are opportunities to do more, to do better, and to improve our facilities.
- 7.1.3 The information relating to the assets makes it clear that significant spend is required to maintain current provision. This will be reported in detail via a subsequent reports detailing the council’s Corporate Asset Management Plan. Demands and needs analysis highlights the diminishing “pull” of facilities which are allowed to age without periodic refurbishment and modernisation.
- 7.1.4 The activity programme review, undertaken in association with the ASA, has helped identify opportunities to re-programme and reposition activities to better meet the needs of our communities. Along with data from the needs analysis it is also clear that the changing demographics over time present opportunities to increase certain areas of provision, e.g. Health & Fitness.

7.2 Interlinked Work Areas



7.2.1 The above diagram demonstrates how the interlinked work streams relate to one another and will be fed into the Options Appraisal.

7.2.2 The following sections below, 7.3 – 7.7 outline the content of each area and how they relate to each other.

7.3 Draft Vision and Principles

7.3.1 Providing a sports and leisure service which is committed to delivering:

- Local Facilities, (built and playing pitches), for all sectors of the community.
- Modern Facilities, fit for purpose, with flexible spaces
- Value for Money, fair pricing, and long term financial stability
- Sustainable model for provision
 - Promoting the service to current and new users
 - Engaging current and new users in healthy lifestyle choices
 - Supporting continued attendance and commitment
 - Developing opportunities to advance and compete.

7.3.2 Local Facilities

The facility audit and assessment work and facility planning modelling has confirmed we have facilities which are geographically accessible to our population, now and in the future. The draft Vision and Principles propose local facilities retains centres in each of three larger towns; seeks ways to improve accessibility via all modes of transport; understand demands and needs for playing pitches and associated buildings; seek ways to secure provision for new housing areas as they develop.

7.3.3 Modern Facilities

The facility audit and assessment work and stock condition surveys have confirmed the fabric of the buildings is sound, but they are aging and becoming less attractive to users and less practical to maintain. The draft Vision and Principles propose we seek to invest in our facilities to develop contemporary appearance, welcoming reception and circulation spaces, well lit, energy efficient, versatile and flexible spaces, low running costs, easy to clean, maintain, repair and upgrade. Specifications which cater for National Governing Bodies requirements, but are also social and flexible for community use should be used, appropriate vending & catering opportunities developed. Further ahead an ongoing funded programme of maintenance, refurbishment and replacement will be required.

7.3.4 Value for Money

The programme review work and an evaluation of fees and charges has brought into focus some areas where value for money can be improved and pricing structures revised. The draft Vision and Principles propose the service offers opportunities at a fair price, offers support and concessions where appropriate to encourage participation, but also uses profitable cost centres to offset subsidised elements of the service. The service must be underpinned by a sound business case committed to its long term future and clear about levels of subsidy required.

7.3.5 Sustainable model for provision

Demands and needs analysis plus a programme review have helped identify the need to ensure the sports and leisure provision is sustainable over the long term. The draft Vision and Principles propose a model which includes Promoting, Engaging, Supporting, and Developing to ensure all sectors of the community have access to opportunities.

Promoting – the service is identifiable and visible in the market; local residents are aware of the service offer, locations and opportunities to get involved are understood; promotions and campaigns are received by the right people and success stories are shared; more people are more aware

Engaging– The service understands its current and potential customers; offers them tailored support; engages them in active lifestyle choices as part of their routine; participation rates increase

Supporting– Customers are supported to continue and develop their physical activities, coaching, training, supervision and motivation is provided; health and fitness improves

Developing – Skills and potential are encouraged, talent and opportunities are understood; competition and signposting is offered in association with local clubs and NGBs

- 7.3.6 The above draft Vision and Principles in 7.3.1 – 7.3.5 will need to be consulted on with strategic stakeholders and used to guide and influence the development of the Options Appraisal referred to in 7.7 below.

7.4 Stock Condition

- 7.4.1 The Stock Condition surveys and related investment requirements to maintain current levels are detailed further within a subsequent report detailing the council's Corporate Asset Management Plan. That report, combined with the related work streams noted in this report, will highlight the need to seek further investment for refurbishment and improvement in order to deliver the strategic aims of the service.
- 7.4.2 The draft Vision and Principles, combined with the condition survey data, will be used to develop an asset investment plan for each individual facility for the medium term, each of which will be subject to the development of a business case to support the investment required. It is proposed that the high level investment priorities be fed into the Options Appraisal brief in order that the magnitude of potential development can be encompassed within it.

7.5 Evidence Base (Demands and Needs)

- 7.5.1 The built facilities evidence base is published via the WDC website at www.warwickdc.gov.uk/sports-studies and will shortly be joined by a similar piece of work for Playing Pitches. Combined, the two pieces of work provide a robust and complete picture of current provision and the impact of planned changes over the lifespan of the emerging local plan.
- 7.5.2 The benefit of this work has already been seen via the successful negotiation of developer contributions for sports facilities as part of the S106 agreement for the development of land North of Harbury Lane. It is also being used as part of further ongoing negotiations with developers on current large scale planning applications.
- 7.5.3 The completion of this work will lead to the development of planning policy in the Local Plan relating to the provision of sporting facilities and the method for the calculation of contributions. This work alongside the council's strategy for sport will inform the Infrastructure Delivery Plan.

7.6 Programme of Activities

- 7.6.1 Following analysis of the current wet and dry activity programmes with support and proposals from the ASA a number of potential changes to the current programme are being developed. The proposals for the revised programme will result in changes for some users and hirers which require a period of consultation and feedback prior to implementation.
- 7.6.2 To guide the development of the revised programme and in order to check back the impact of any proposals for change a set of operating principles for the centres has been developed. These cover times of operation, availability of certain opportunities and consistency across sites.
- 7.6.3 The proposed timeline for the implementation of a revised programme has been developed for implementation in January 2015.

7.6.4 Alongside the review of the programme of activities noted above work is being undertaken to align staff resources to meet the requirements of the revised service. This is involving; the adjustment of shift patterns and rotas; refocusing and reviewing certain job descriptions with possible re-evaluations; seeking to reduce reliance on casual workers; and introducing modern apprenticeships to bring and train new recruits into the industry. Where required these measures will be brought before the HAY evaluation panel and employment committee for approval.

7.7 Options Appraisal - for future delivery methods.

7.7.1 The strategy, proposals and findings above in 7.2 – 7.6 will be fed into the brief for the Options Appraisal proposed via recommendation 2.3 of this report.

7.7.2 The Options Appraisal will be tasked to consider the data available, the stated aspirations of the Council and strategy for sports and leisure to prepare choices for consideration.

These choices shall be required to include;

- Reference to current and potential levels of subsidy required for the continued operation of the service
- Reference to the potential to invest in the service and seek expansion; also opportunities for divestment or service reductions
- Reference to management options and contractual arrangements within the context of risk and liability.

Appendices

Appendix 1 Indoor Sport and Leisure Strategy