

## **Scrutiny Task and Finish Panel Agenda**



### **Leisure Task and Finish Scrutiny Panel Tuesday, 23rd September, 2008**

**Place:** Waltham Abbey Sports Centre, Broomstickhall Road,  
Waltham Abbey, EN9 1LF

**Time:** 7.30 pm

**Democratic Services  
Officer:** A Hendry - The Office of the Chief Executive  
Email: ahendry@eppingforestdc.gov.uk Tel. 01992 564246

**Members:**

Councillors Mrs R Gadsby (Chairman), D Wixley (Vice-Chairman), A Boyce, Miss R Cohen, D Dodeja, Ms J Hedges, S Murray, G Pritchard, B Rolfe, H Ulkun and J M Whitehouse

MAP SHOWING THE LOCATION OF THE WALTHAM ABBEY SPORTS CENTRE IS ON  
PAGE 3

**1. TOUR OF THE CENTRE (Pages 3 - 4)**

To go on a guided tour of the Waltham Abbey Sports Centre.

**2. TO VIEW THE WALTHAM ABBEY SWIMMING POOL BUILDING (Pages 5 - 6)**

To go to the Waltham Abbey Swimming Pool and review the proposed area for the new sports hall.

The address of the Waltham Abbey Swimming Pool is:

Roundhills  
Waltham Abbey  
EN9 1UP

A map showing the location is attached to the agenda.

**3. APOLOGIES FOR ABSENCE**

**4. SUBSTITUTE MEMBERS (COUNCIL MINUTE 39 - 23.7.02)**

(Assistant to the Chief Executive) To report the appointment of any substitute members for the meeting.

**5. DECLARATIONS OF INTEREST**

(assistant to the Chief Executive). To declare interests in any items on the agenda.

In considering whether to declare a personal or a prejudicial interest under the Code of Conduct, Overview & Scrutiny members are asked pay particular attention to paragraph 11 of the Code in addition to the more familiar requirements.

This requires the declaration of a personal and prejudicial interest in any matter before an OS Committee which relates to a decision of or action by another Committee or Sub Committee of the Council, a Joint Committee or Joint Sub Committee in which the Council is involved and of which the Councillor is also a member.

Paragraph 11 does not refer to Cabinet decisions or attendance at an OS meeting purely for the purpose of answering questions or providing information on such a matter.

**6. TERMS OF REFERENCE / WORK PROGRAMME (Pages 7 - 8)**

(Chairman/Lead Officer) To note the attached Terms of Reference and associated Work Programme. The Panel are asked at each meeting to review both documents.

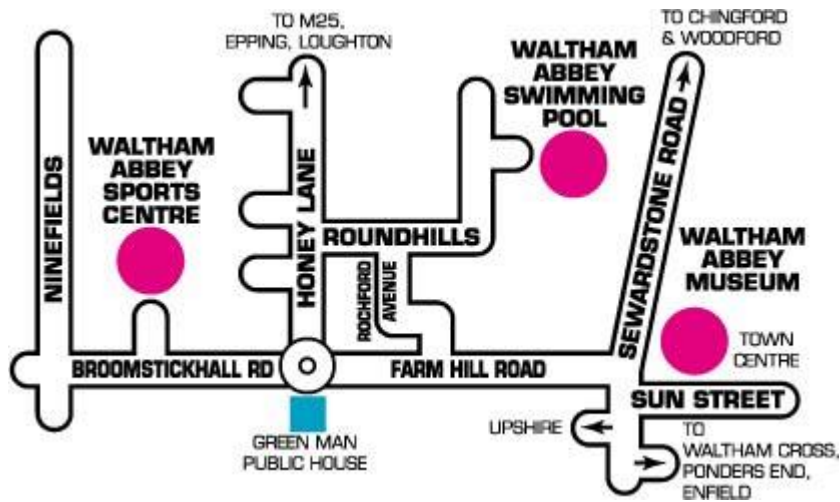
**7. RELOCATION OF SPORTS HALL FACILITIES FROM WALTHAM ABBEY SPORTS CENTRE TO WALTHAM ABBEY SWIMMING POOL (Pages 9 - 20)**

To consider the attached report.

**8. ANY OTHER BUSINESS**

**9. DATE OF NEXT MEETING**

To agree a date for the next meeting of the Panel.



map of location the Waltham Abbey Sports Centre.

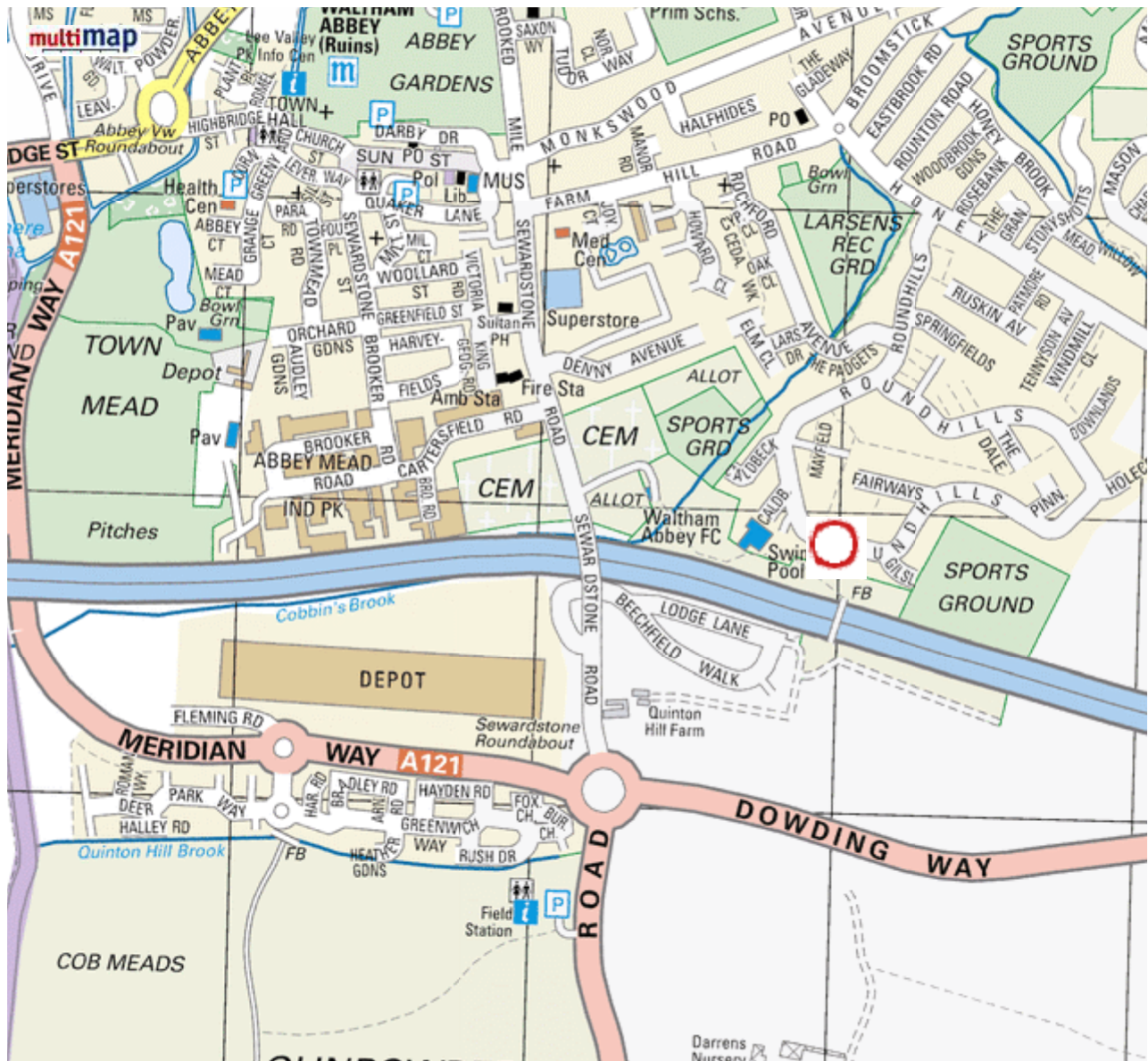
**Address:**

Waltham Abbey Sports Centre  
Broomstickhall Road  
Waltham Abbey  
Essex EN9 1LF

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## LEISURE TASK AND FINISH PANEL - TERMS OF REFERENCE

**Title:** Leisure

**Status:** Task and Finish Panel

**Terms of Reference:**

To consider the following issues as identified by Overview & Scrutiny Committee:

- (1) Waltham Abbey Sports Centre/Swimming Pool:
  - to assess the feasibility of providing a new sports hall at the Waltham Abbey Swimming Pool
  - to conclude the assessment commenced in 2007/08 of evaluating the current and potential future management arrangements at Waltham Abbey Sports Centre
- (2) The on-going monitoring of the Youth Initiatives Scheme
- (3) To evaluate, with the Epping Forest College, options for the provision of sports facilities as part of the development proposals for the College

**Aims & objectives**

**Waltham Abbey**

- (1) To determine the feasibility of constructing a new sports hall as part of the present swimming pool complex thereby providing more modern and acceptable facilities for the local community and if feasible:
  - (a) to discuss the management Options and management fee with SLM; and
  - (b) to cease the existing dual use agreement at Waltham Abbey Sports centre
- (2) To scrutinise the background to any negotiations with the King Harold School in respect of the future management of the existing dual use facility so that a recommendation can be made to Cabinet in respect of either:
  - (a) the cessation of the existing dual use arrangements due to the moving of the facility to Waltham Abbey swimming pool ; or
  - (b) additional investment into the existing sports centre with an on-going dual use agreement with the school for community use and a programme for the outsourcing of the facility management to a third party

**Youth initiatives**

- (1) To complete the monitoring of the 2007/08 youth initiatives and to report the outcome to Overview & Scrutiny Committee and the Cabinet by the autumn of 2008
- (2) To monitor the progress of the 10 year (2007 to 2017) Play Strategy and the application of the £244,000 capital funding over the next two years.

**Epping Forest College**

- (1) To work with the management of the Epping Forest College to explore, develop and bring forward proposals for the provision of community sports provision as part of the College expansion plans
- (2) As part of the evaluation and consideration of any proposals to consult with the Youth

Council and relevant town and parish councils

<b>TIMESCALE</b>	<b>ESTIMATED</b>	<b>ACTUAL</b>
<p>Outline of requirements and recommendations re funding of Design Proposals. Report on temporary agreement progress with school</p> <p>Feasibility, costs and planning issues of scheme at WASP reported back Report back on discussions with SLM re Management fee etc If new build recommended. report to Overview and Scrutiny Committee. If site remaining at WASC then propose future objectives of facility.</p> <p>If WASP project agreed by O&amp;S then report to cabinet re new build request for funding of scheme 2009/10 and future budgetary changes re closure of WASC If site remaining at WASC then report recommended programme and timetable for outsourcing and Tender process</p> <p>If WASP project agreed then get Cabinet confirmation of Capital Budget and SLM Management Fee</p>	<p><b>1<sup>st</sup> meeting - July 2008</b></p> <p><b>T&amp;F October/ November 2008</b></p> <p><b>O&amp;S</b></p> <p><b>December 2008</b></p> <p><b>January /February 2008</b></p>	<p><b>Completed</b></p>
<p><b>Chairman:</b> Councillor Mrs R Gadsby</p>		





## ***Leisure Task and Finish Panel***

***Date of meeting: 23 September 2008.***

**Portfolio: Leisure and Young People**

**Subject: Relocation of sports hall facilities from Waltham Abbey Sports centre to Waltham Abbey Swimming Pool**

**Responsible Officer: John Gilbert, (01992–564062).**

**Democratic Services Officer: Adrian Hendry, (01992–564246).**

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1. At its meeting on the 10<sup>th</sup> of March 2008, Cabinet considered the possible relocation of the Sports Hall and Changing Rooms at Waltham Abbey Sports Centre (WASC) to Waltham Abbey Swimming Pool (WASP). Report at appendix 1 for information. Cabinet resolved to request Overview & Scrutiny Committee to add this issue to the terms of reference of the Leisure Task and Finish Panel. This was agreed by Overview & Scrutiny, and the Panel at its meeting on the 8<sup>th</sup> of July 2008 agreed that an initial appraisal of the feasibility of the project should be undertaken.

2. Several possible locations for the extension have been examined and the plan at appendix 2 shows the preferred location in relation to the existing building. Planning Officers have been informally consulted in order to see whether there was merit in working up a more detailed proposal for Members' consideration. Their initial feedback is as follows:

(i) the area is within the Metropolitan Green Belt and therefore the proposal constitutes inappropriate development unless there are very special circumstances. However, it may be possible to argue special circumstances in this instance on the basis that:

- the site is bounded by the M25 motorway and a side extension between the building and the motorway would have little obvious impact, provided adequate space between the building and the motorway were retained;
- if the extension was enough from the existing tree screen to not cause damage and the scheme also included other landscape improvements to the site; and
- there are clear benefits from the provision, for the people of Waltham Abbey

(ii) the development at the side would obstruct a Public Right of Way which could be problematic. There would need to be a diversion, which can be lengthy and it is suggested that Essex County Council are approached regarding this issue.

(iii) there is a need to ensure that the extension is not in an area liable to flood

(iv) the parking requirement is 1 space per 22sq m. of floor space. However given the location in the urban area there may be flexibility. A small increase in parking area would probably not be problematic, but the impact could be reduced by landscaping improvements at the site.

(v) provided that the location is to side of pool, and away from the residential properties, there may be not too much harm to residential amenity.

(vi) the final design would need to cause limited affect to the trees and the linear greenway that can be seen from the aerial view (copy in appendix 3). Any landscaping completed would need to improve the area to compensate for any loss.

3. The County Council was also contacted in respect of highway related matters. Whilst they would require a transport assessment to accompany any planning application, their initial informal view is that they can see few problems as the site is well catered for in terms of access onto the highway and the capacity of the surrounding network. They also do not believe that there will be any issues associated with the motorway at this location, but it will be necessary to confirm this view with the Highways Agency.

4. The Panel is therefore requested to consider whether, in the light of this preliminary assessment, a formal design should be prepared and a planning application made. This would need funding for an architect to complete plans and the application to be presented. An estimate of this cost is £...[TO BE SUPPLIED]

5. If the new build concept is accepted, then the time line of the project will then include

- i) Discussions with Sports and Leisure Management Ltd, the present Leisure Management Contractor at WASP, on the Management arrangements for the extended facility at WASP and the financial impact on the contract.
- ii) The preparation of architect's drawings, the submission of a planning application and the detailed costing of the building (At present the building is estimated at £2.5 - £3 million.
- iii) Submission to Members for funding of the project.

6. If the project does not continue for whatever reason then there will be a need to address the Alternative Management Option. WASC cannot just be added to the present Leisure Management Contract but has to undergo a full tendering process. The timeline for this will include

- i) New Joint Use Agreement with the school.
- ii) The Full Tender Process

Depending on the timeline for the tender process

- a) if the ESC contract, which ceases in January 2009, needs to be tendered then WASC could be offered out at the same time. This would only happen if the present SLM new contract proposal is rejected

or

- b) if this coincides with the end of the present Leisure Management Contract 3<sup>rd</sup> January 2013 then it may be possible to put WASC out with all the other facilities.

or

- c) if either of these scenario are not appropriate then WASC will be offered out on a tendering basis as a stand alone contract.

7. In the meantime, the existing arrangements at the WASC continue, the King Harold School having recently signed a refreshed joint agreement which runs until the 31<sup>st</sup> of March 2010 unless terminated by either party with one year's notice.

### **Options**

1. To recommend to Overview and Scrutiny on the 29<sup>th</sup> September that the new build is an option and request they seek funding of £...[TO BE SUPPLIED] DDF to enable architect's drawing and a costed project to be created and a planning application be submitted.

or

2. To recommend to Overview and Scrutiny on the 29<sup>th</sup> September that the extension new build is not progressed and confirm that WASC will follow a programme to follow the Alternative Management option.

## **Report to the Cabinet**

**Report reference: C/nnn/200x-y.**

**Date of meeting: 10 March 2008**



**Portfolio: Leisure & Young Persons**

**Subject: Feasibility of Sports Hall provision and Waltham Abbey Swimming Pool**

**Officer contact for further information: Derek Macnab, Deputy Chief Executive (01992 – 564051).**

**Democratic Services Officer: Gary Woodhall (01992 – 564ext).**

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### **Recommendations/Decisions Required:**

#### **(1) Recommendation;**

That Cabinet request Overview and Scrutiny Committee to extend the Terms of Reference of the Leisure Task and Finish Panel to:

- (i) assess the feasibility of providing a new Sports Hall at Waltham Abbey Swimming Pool, and
- (ii) to evaluate the service and financial implications as opposed to entering into longer term Dual Use Management arrangements at Waltham Abbey Sports Centre.

### **Report:**

#### Background

1. Waltham Abbey Sports Centre (WASC) is a Dual Use Sports Centre, located adjacent to King Harold Secondary School, in Broomstick Hall Road, Waltham Abbey. The Council enjoys the right to use the premises for the benefit of the wider community by virtue of a joint agreement entered into with the Education Authority, i.e. Essex County Council. This dual-use agreement came into effect on the 1<sup>st</sup> October 1977 for a period of 30 years and formally expired on the 30<sup>th</sup> September 2007, although parties are holding over under the existing terms.

2. Over the years the District Council has provided additional facilities to the original sports hall and changing rooms, with the construction of two squash courts, a dance studio and bar area. With the exception of the dance studio and the bar (which is closed during the day) the school has exclusive use of the Centre during the day (8.30a.m. – 5.00p.m.) and priority use of the Centre, excluding the Squash Courts on Saturdays. This exclusive use arrangement covers the 40 weeks of the school term. The facilities are available to the District Council to organise holiday activities during the school holidays.

3. A critical appraisal of the operating costs of the Sports Centre was undertaken as part of the Best Value Service Review of Leisure Management. This highlighted that in comparison

to the Council's other leisure facilities, in financial terms, the Centre was performing significantly poorer. Despite a number of cost reduction initiatives undertaken as part of the Budget Process 2003/04, this position, largely due to the constraints of the joint use agreement and age, design/quality of the facilities, still pertains.

4. The long-term management of the Sports Centre was considered by the Ad Hoc working Group on Leisure, as part of the Alternative Management Review. The Working Group concluded that based on the Centre's potential, and given that the Joint Use Agreement, at the time, had only two years left to run, that the Centre be excluded from the Tender process. The Centre therefore has continued to be managed In-House, until any new arrangements are put in place at the expiry of the current joint-use agreement.

5. Historically it has been difficult to achieve high levels of use and participation by the local community. This can largely be attributed to the relatively utilitarian nature of the changing/toilet facilities etc., which have been designed with school use in mind (rather than the more discerning modern leisure customer), coupled with the irregular hours and the physical limitations of the facilities. In addition, there would appear to be a resistance from local young people to participate, who may have the impression that they are returning to school in their time off.

6. The programme delivered by the centre, whilst still offering some coaching courses, instructed sessions and holiday schemes, has tended, particularly since budget savings on staffing etc., in 2003/04, to be on a club hire or letting hall basis. The bar still meets the needs of sports users such as the 5 a side football and cricket leagues, as well as hosting functions such as birthday/anniversary parties.

7. Staffing levels are currently at the minimum level to cover the opening hours therefore, there is at risk of ad-hoc closure of the facility in the event of unanticipated staff absences. As part of the externalisation process of the Council's other four Leisure Centres, all the staff at WASC were offered the opportunity to transfer to the other centres, to be managed by SLM, the Council's Leisure Management Contractor. Despite the uncertainty of approaching the end of the current Dual Use Agreement, all the staff declined this offer.

8. Under the requirements of the Dual Use Agreement, in simple terms the District Council is responsible for meeting all expenses with the exception of 20% of the General Managers salary and, 50% of building maintenance costs. The Council meets 100% of the bar area and each respective party bears 100% of the costs of their own Public Liability Insurance. The Council retains all income from hire and use of the facilities and receives a contribution towards utility costs.

9. The Council also provides other Leisure Facilities in Waltham Abbey, at Waltham Abbey Swimming Pool. These are managed under contract by SLM, the Council's Leisure Management Contractor, who since being appointed have undertaken a major Capital Investment Programme, including changing room and fitness suite refurbishments, as well as an extension to provide a new Movement Studio.

#### **Task and Finish Panel Review:**

10. In March 2007, after a period of initial review, the Leisure Task and Finish Panel, which has been reviewing future management options for the Sports Centre, recommended the following course of action, which was subsequently agreed by Cabinet:

- (i) That the Council tries to ensure that Community use is retained at Waltham Abbey Sports Centre for the benefit of local people, and

- (ii) That the current management arrangements, (under the terms of the current Dual use Agreement) do not represent Value for Money in the longer term and as such the Council should be looking to achieve a reduction in risk and lower revenue consequences, in any future arrangements, which may include the involvement of a third party Leisure Management Contractor, secured by open competition.
11. As the Governing Body of King Harold School, at the time, had yet to identify a Preferred Management Option, the Leisure Task and Finish Panel has continued consideration of the issue in this municipal year.

Progress to date:

12. The Leisure Task & Finish Panel met on the 25 February 2008, and were advised that the school were now prepared to agree to an external contractor option being pursued, provided that the school did not have a direct interface with the contractor, who in effect would be the Council's appointed management agent. The school were also keen to ensure that no education funding was used to subsidise community use.
13. The Task and Finish Panel were also asked to recommend the following course of action to Overview and Scrutiny namely that:
- (i) A new Dual Use Agreement is entered into with King Harold School for the future management of Waltham Abbey Sports Centre.
  - (ii) That the Council seek an external management contractor to undertake their management responsibilities under the new Agreement.
  - (iii) That the Contract period be in line with the existing contract for the Council's other four Centres.
  - (iv) That the Council enter into a holding arrangement with King Harold School on the existing terms of the current Agreement, up until the 31 March 2009.

**Potential Alternative Re-provision Option:**

14. However, the Leisure Portfolio Holder has recently identified a potential alternative course of action outside of the current Scope and Terms of Reference, of the Leisure Task and Finish Panel, who have been focusing on options to manage the current facilities at the school site.
15. Given that the Council's Swimming Pool, located at Roundhills, Waltham Abbey, (approximately 1000 metres from Waltham Abbey Sports Centre – See Appendix 1) has already undergone significant refurbishment and extension to the swimming facilities, there could be scope to construct a new sports hall of the same dimensions as the sports hall at Waltham Abbey Sports Centre (36m x 18m), alongside and integral to the Swimming Pool complex.
16. The potential benefits to such a proposal would be:
- (i) That the Swimming Pool at Waltham Abbey would become a multi-use Leisure Centre offering a wide range of both wet and dry sports facilities;

- (ii) Public participation could be increased significantly, due to unrestricted opening hours and the effect of offering a wide range of sports and leisure options on one site;
- (iii) Management and revenue costs could be reduced significantly, as Waltham Abbey Pool, already as a core staff and management structure;
- (iv) The Sports Centre at King Harold School could still be made available by the school for community use on a hire basis outside of curriculum use, as is the practice of most other Secondary Schools.
- (v) There would be a significant net increase of provision in Waltham Abbey, which is an area of the District with some severe health inequalities.

17. At this stage no detailed feasibility work has been undertaken other than a few indicative estimates of construction costs. Clearly before the Cabinet would be in a position to agree any re-provision proposal, more detailed work will need to be undertaken. It is therefore proposed that the Cabinet request Overview and Scrutiny Committee to extend the Terms of Reference of the Leisure Task and Finish Panel to undertake the initial feasibility work, reporting their findings and recommendations back to Cabinet for consideration.

**Statement in Support of Recommended Action:**

An opportunity has been identified to enhance Sports and Leisure opportunities in Waltham Abbey, whilst at the same time achieve on efficiency in the way the Council delivers leisure provision. It would be desirable to explore this option before considering entering into a new longer-term arrangement with King Harold Secondary School for the future management of the existing Sports Centre.

**Other Options for Action:**

1. To continue with seeking new management arrangements for Waltham Abbey Sports Centre.

**Consultation Undertaken:**

1. No external consultation undertaken to date.

**Resource Implications:**

**Budget Provision:**

The 2007/08 total expenditure for Waltham Abbey Sports Centre is £472,920 (including salary costs of £245,000). The Operating Defect in 2007/08 at Waltham Abbey Sports Centre is projected to be £339,870.

Indicative costs for a new Sports hall in the range of £2 to £2.3M.

**Personnel:**

The current staffing establishment at Waltham Abbey Sports Centre is 1 General Manager, 2 Assistant Managers, 1 Admin/Duty Officer, 2 P/T Receptionists (19 hours and 16 hours) and 4 Leisure Attendants (2 x 36 hours and 2 x 24.75 hours).

**Land:**

There would appear to be sufficient space to construct the Sports Hall adjacent to the Swimming Pool, subject to all necessary planning approvals.

**Council Plan 2006-10/BVPP Reference:**

Key Aim – to enhance the quality of life of the Community by the provision of Accessible Leisure and Cultural Opportunities.

**Relevant Statutory Powers:** The Local Government Act 1974.

**Background Papers:**

Leisure Task and Finish Panel Minutes and Final Report 2006/07.

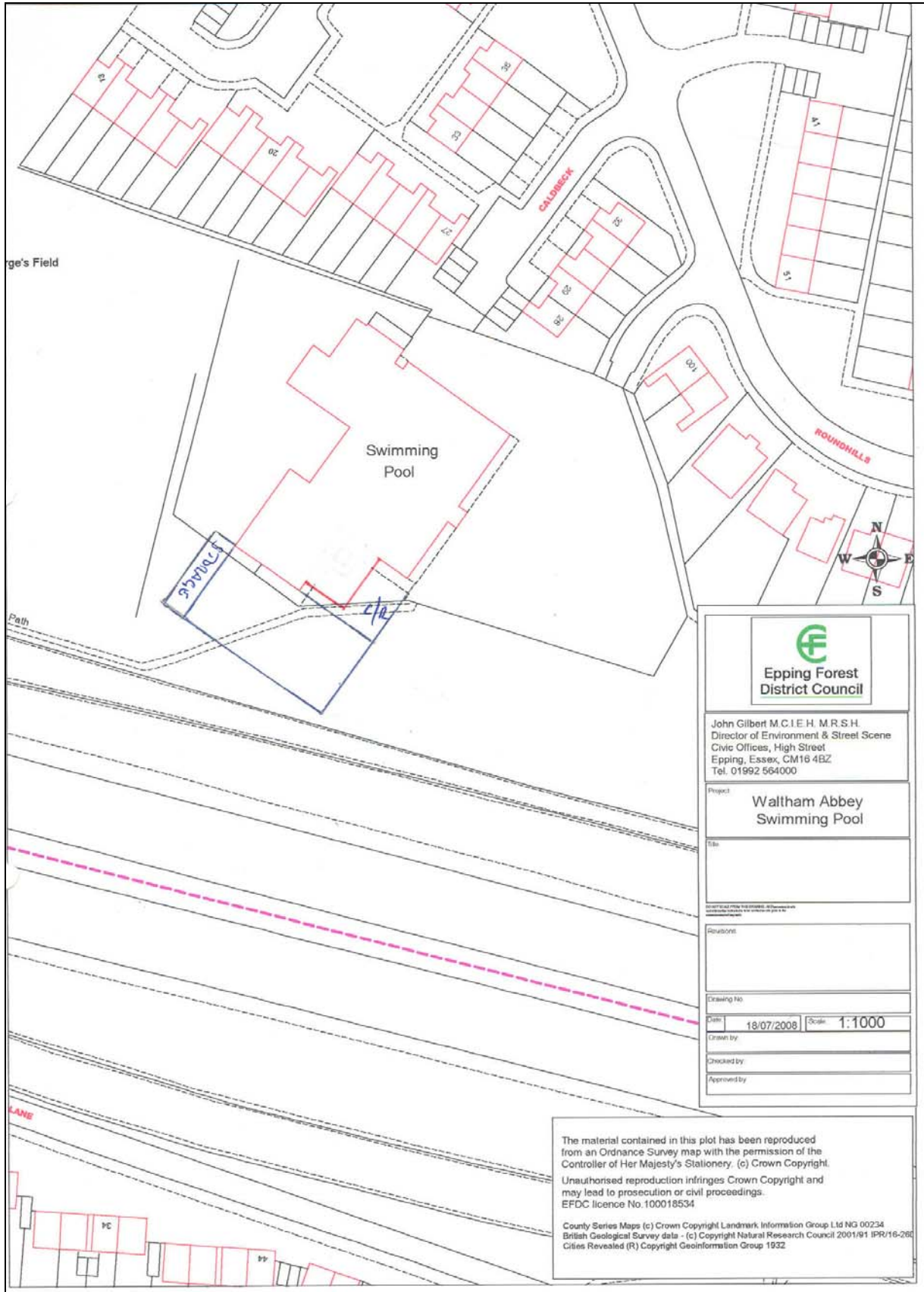
**Environmental/Human Rights Act/Crime and Disorder Act Implications:**

None identified.

**Equality Issues:**

Waltham Abbey has significant health Inequalities including the lowest life expectancy for adult males in the District. New Leisure Facilities could encourage healthier lifestyles. Facilities would be fully accessible, an improvement over the current facilities at Waltham Abbey Sports Centre.





 <b>Epping Forest District Council</b>	
John Gilbert M.C.I.E.H. M.R.S.H. Director of Environment & Street Scene Civic Offices, High Street Epping, Essex, CM16 4BZ Tel. 01992 564000	
Project	Waltham Abbey Swimming Pool
Title	
Revisions	
Drawing No	
Date	18/07/2008
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 High Street  
 Epping CM16 4BZ

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