

Item No.	Classification: Open	Date: 9 April 2019	Decision maker: Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities
Report title:		Burgess Park Sports Centre - Community Usage Principles	
Ward(s) or groups affected:		All residents and non-residents seeking to use Burgess Park Sports Centre for community purposes	
From:		Head of Parks and Leisure	

RECOMMENDATIONS

1. That the cabinet member for culture, leisure, equalities and communities approves the principles detailed throughout the report for the use of Burgess Park Sport Centre by community groups.
2. That the cabinet member for culture, leisure, equalities and communities approves the formalisation of the 'free hours scheme' for the benefit of identified 'partner clubs' (paragraphs 25 - 31).

BACKGROUND INFORMATION

3. Burgess Park Sports Centre is a council managed facility that sits within Burgess Park. Facilities include one full size 3G synthetic pitch, cricket table, cricket nets, grass rugby pitch, changing facilities and community room.
4. The site opened in 2005 and was jointly funded by the council and the Football Foundation under an agreement lasting until 2023. Part of the original agreement was an allocation of free hours to allow the objectives of the strategy at the time to be achieved through free access by activity coordinated by the council.
5. In 2014 the council undertook a Burgess Park master planning exercise which looked at the future development of Southwark's largest park and involved consultation with local residents, stakeholders and partner organisations. Feedback from this consultation highlighted the desire to enhance the sports facilities within the park.
6. In 2016 the council approved the allocation of £3 million towards improving and increasing the sports and physical activity offer within the park and one of the projects identified was the expansion and redevelopment of the football facilities to accommodate growing demand and future proof the facilities for a growing local population.
7. Since that time the council has been working with the London Football Association (London FA), The Football Foundation, local clubs and other National Governing Bodies of Sport to explore how best to take the facility forward and secure its future as a community sports facility.

8. In 2018 after a number of external funding routes had been explored the council decided to award an additional £4 million of council capital for the improvement of football facilities across the borough as part of the ongoing leisure investment programme. The initial focus of this funding is to be Burgess Park Sports Centre and a new Brimington Park Sports Facility.
9. The proposal for the new centre within Burgess Park is to relocate and rebuild the changing rooms and clubhouse to better serve the pitches, construct an additional full size 3G football pitch, include some traffic calming measures on the road that separates the grass pitches from the 3G pitches, and create a free to use multi-use games area which can support school and community recreational activities.
10. In preparation for the new centre and as a result of discussion with the sports groups that use the facilities the council is taking the opportunity of this new development to revisit and review the principles surrounding the use of the site by community clubs and groups which is important to the long term sustainability of the facility.
11. As part of the feasibility and background work leading up to the opening of the facility back in 2005, six preferred partner clubs were identified. Over the past 14 years some of these clubs are no longer in existence or have changed their names/reformed. These clubs were entitled to access the community rate for use of the site. These clubs were:-
 - Southwark Tigers Rugby Club
 - Bethwin Football Club
 - Southwark Caribb Football Club
 - Leyton Square Football Club
 - Universal Football Club
 - Southwark Town Women's Football Club
12. As part of the feasibility and background works for this redevelopment of the Burgess Park Sports Centre further consultation has been taking place with the clubs and organisations listed below.
 - Southwark Tigers (youth rugby club)
 - FC Jean Te Le (youth football Club)
 - All Stars Football Club (youth football club)
 - Burgess Park Cricket Colts (youth cricket club)
 - Creation Trust (charity supporting residents of Aylesbury estate)
 - Latin American Women's football (women's football league)
 - Southwark Lancers (adult rugby club)
 - Cobourg Primary School (local)
 - Walworth Academy (local secondary school)
13. Feedback from the organisations listed above during the consultation centred on concerns about the planned future use of the site and their need for assurances around their continued use at affordable prices. These concerns have been a catalyst for this paper and the principles are designed to help address these concerns.

14. The concerns of the current users focus around key areas of pricing, programming, and ensuring the site continues to be operated as a community facility.

Clubs are concerned that:-

- There is no security of tenure and that over time they will have no input into the usage of the site or be able to secure their future bookings.
- They will be priced out of using the site in the future. Groups currently pay the community rate at the site and are concerned that this may significantly increase meaning they will be priced out of using it.
- That the facility will encourage higher priced or commercial use from clubs or people who do not live in the borough and not leave enough space for local community bookings particularly for young people.

KEY ISSUES FOR CONSIDERATION

Community access

15. The new proposal is for the site to have three classifications of user in line with other Football Foundation projects;
- Partner clubs
 - Community clubs
 - Commercial users

Partner clubs

16. The partner club criteria are outlined below:
- A partner club is based and registered within Southwark.
 - Will represent the immediate local community meaning 80% of their current and future audience will reside within the SE17, SE15 postcode (i.e. within a 1.5km radius of Burgess Sports Centre. [This will be determined by clubs providing evidence, in future by uploading their monitoring details to an agreed Football Foundation online monitoring tool.]
 - Must meet the community club criteria outlined below in this document.
 - Must engage a minimum of 100 members within their club/activities.
 - Must commit to working with the council to delivering an annual centre open day linked to the development plan.
 - Must have been a user of Burgess Park for over two years continuously.
 - Must have no outstanding debts at the facility or any other facility in Southwark.
 - They must commit to attending quarterly site steering group meetings.
 - They will benchmark their fees to keep activities low cost and affordable.
 - Have a core purpose in the promotion of amateur sports participation.
 - Embrace the principles set out in the council's sports strategy.
17. There will be no more than six partner clubs at any one time and no more than three football clubs making up the partners club membership.

18. It is proposed that the benefits partner clubs receive are:
- Community rate prices
 - Access to use the new shared office space
 - Priority access to the community room
 - Priority access to storage space
 - Priority booking at the center annually, to help secure their usage for the following season.
 - Conditioned access to 'Free' after school pitch space (as set out in the guidelines below) which has been transferred from the last Football Foundation development plan.
 - Conditioned access to 'Free' holiday pitch space (as set out in the guidelines below) which has been transferred from the last Football Foundation development plan.
19. It is proposed that partners clubs will be required to;
- Input into the formulation of the site sports development plan
 - Deliver parts of the site sports development plan
 - Complete the monitoring and evaluation for their elements of the site development plan, submitting information via Upshot or similar.
 - Meet all sections of the community club and partner club criteria listed below.
 - Adhere to all guidelines for conditioned free and paid for pitch space.
20. The list of partner clubs will be reviewed annually as part of the site steering group and facility development plan annual review process.
21. Partner clubs will have an input into reviewing the site development plan and their partner club status being maintained will depend on their continuation to help meet the objectives year on year.
22. Clubs no longer helping to meet the site developments plans objectives may be replaced by an alternative club who match the criteria. This will be determined during the annual review and full five-year review within steering group meetings.

Community clubs

23. Community Clubs are all other clubs serving the local community and also meeting the community club criteria listed below, and in doing so will be eligible for the following;
- Community rate prices
 - Booking of the community space depending on availability

Commercial clubs

24. The commercial club is a group with a particular skill set, strategy, resources, or priorities in place designed to turn a profit, or not meeting the community criteria (see paragraphs 42 - 57). Residual income left over after expenses are available to be distributed to employees and shareholders or reinvested back into the company at management's discretion. Commercial clubs are those that do not meet the community rate criteria and will be charged a commercial rate for use of all the elements of the facility.

Conditioned free hours – during school holiday times

25. The new council sport and physical activity strategy has as a priority to improve the participation in physical activity by specific segments of the community, including children and young people. Therefore the council is formalising the previous 'free hours' agreement for partner clubs to apply to run programmes to reduce inactivity for this target group, with no facility cost. This will allow us to measure the impact of working with partner clubs with this approach.

Applications will be made under the following guidelines:

- Hours for the programme are between Monday and Friday, 9.00am-5.00pm.
- That the hours are for programmes catering for under 18's only.
- A partner club may apply up to a maximum of 27 hours per school holiday week.
- That a holiday week is defined as a Southwark state school holiday week, as detailed on the councils website.
- Programmes are registered with OFSTED, have policies in place in line with OFSTED guidelines or have agreed child protection policies in line with the NGB and Southwark Council guidelines.
- The event/holiday session can demonstrate clear exit routes through either club links, or player performance pathways;
- There is availability for the booking during the period required.
- Clubs will apply for the hours via an application process that will be reviewed annually.
[Note - The terms and conditions of hire are adhered to throughout the booking period.]
- Free holiday provision is restricted to one pitch at the site and can be allocated as one quarter pitch up to a maximum of the whole pitch for any individual partner club.
- Holiday provision will be reviewed at the end of each holiday period. Partner clubs that booked free hours but did not meet the guidelines for holiday provision will not be allowed to access further free holiday provision that season. This will be reviewed annually in line with all other reviews.

Conditioned free hours - After school programme

26. The new council sport and physical activity strategy has a priority to improve the participation in physical activity by specific segments of the community, including children and young people. Therefore the council is formalising the previous 'free hours' agreement for partner clubs to apply to run programmes to reduce inactivity for this target group, with no facility cost. This will allow us to measure the impact of working with partner clubs with this approach. Applications will be made under the following guidelines:

- Hours for the after school programme are between the hours of 3.30pm-5.30pm.
- After school programmes are registered with OFSTED, have policies in place in line with OFSTED guidelines or have agreed child protection policies in line with the NGB and Southwark Council guidelines.

- The after school club will provide sports activity at the centre and are not to be used for non-physical activities.
- Activities must be of a nominal/reasonable charge to local residents and should only cover the costs of running the session and not to create profit.
- Provide activities for children aged four to eighteen years old.
- Free after school provision is restricted to one pitch at the site and can be allocated as one quarter pitch up to a maximum of the whole pitch for any individual partner club.
- Partner clubs may apply for up to a maximum of four hours per school term time week, each week.
- After school free hours is to support additional after school programmes open to all, and not to be used as part of a sports clubs existing structure and restricted to club members only.
- That a school term week is defined as a Southwark state school term week as detailed on the councils website.
- Clubs will apply for the hours via an application process that will be reviewed annually.
[Note - The terms and conditions of hire are adhered to throughout the booking period.]

27. Partner clubs have a three-month booking period from the start of the season to book and secure the free hours for after school programmes.
28. After this three-month period, if partner clubs are unable to use these hours or do not meet the criteria then the hours will be released through the booking system for the council to work with community partners to create activities contributing to the site development plan / council physical activity strategy, or other community groups to hire at the community rate.
29. Free hours will be reviewed annually, clubs no longer meeting the after school or holiday free hours guidelines will lose their allocation.

Free hours monitoring

30. That the partner club accessing free hours shall report as follows:-
31. Provide a quarterly report providing attendance numbers, unique participants, social- demographic data and an update on the outcomes of the scheme as provided from the initial application form.

Facility development plan

32. The council and the partner clubs will create a site development plan with the help of the London FA and Football Foundation. The plan will cover areas such as broad objectives of the site, ensuring quality delivery and experiences, making the site inclusive by reaching a range of target groups. It will also seek to retain current participants and engaging new ones, evidencing its impact and reach, and can be delivered sustainably in the long term. The partner clubs have a key role in delivering the site development plan which will be reviewed annually by a centre steering group, with a comprehensive review every five years.

Booking and prices for all weather pitches (AWP's)

33. Subject to meeting the partner/community club criteria detailed below, partner clubs will be given a window of opportunity before the end of the season to confirm or decline their booking for the following season. This opportunity will be given before all other groups and will give the partner clubs the security to be able to protect their time slots for the following season.
34. A partnership service level agreement (agreed by the Football Foundation and London FA) will be signed by the council and all partner clubs.
35. The council commits to a discounted community rate for partner club and community club pitch bookings. The initial community rate at Burgess Park will be benchmarked with other similar sites and set with approval from the Football Foundation as appropriate for enabling the development of community sports activity. Once the site is open the fees and charges will be reviewed annually in line with the council process which benchmarks fees and charges against other similar inner London facilities and considers rises in line with inflation.
36. The fees and charges for the newly developed sports facility will be created for approval by cabinet in the 2019-2020 fees and charges process, ready for 1 April 2020 to ensure they are in place in advance of the new centre opening.
37. Local schools within a short distance of Burgess Park Sports Centre will also be given a priority booking period, and charged at a heavily discounted school rate, see table below.

	1/3 3G pitch	Full 3G pitch
Non-discounted rate	£73	£146
Community rate	-58% discount	-47% discount
School rate	-73% discount	-75% discount

38. The council will work with local schools to support them with making best use of the PE and school sport premium funding, and sharing details of other resources that can enhance their physical activity offer.
39. The council commits to drawing up a fair and transparent approach to the use of any on-site office, storage, and club room spaces. The office and storage space will be offered to partner clubs only.
40. The council commits to setting out a clear definition and criteria for community clubs (paragraphs 42 - 57) / with partner clubs additionally meeting the criteria in paragraphs 16 - 22.

Steering group

41. The council will set up a Burgess Park Sports Centre steering group to meet on a quarterly basis, with the aim of working collaboratively to review the operation of the site, the development plan, evaluate and measure impact. This group will be set up with terms of reference agreed by the Football Foundation.

Community club criteria

42. A Community Club is defined as “a group or organisation which works for the benefit of local people” and delivers sport and physical activity which brings about improvement in the social, physical and mental wellbeing of the local community.
43. In order to qualify for a community club rate at Burgess Park sports centre the council have produced a list of criteria that clubs and groups will have to meet. The criteria is as follows:-
44. Organised - A voluntary and community group has a structure with rules about how the group is organised and governed.
45. Voluntary - Voluntary and community groups are governed by a voluntary management committee and rely on the support of volunteers to carry out their activities.
46. Self-governing and independent - Voluntary and community groups are independent and are free to appoint their own management committee.
47. Meet Southwark Minimum Requirements – this includes supplying evidence of: Constitution, safeguarding policy, insurance, DBS, H&S Policy, Code of conduct, equity statement.
48. Not for Profit - No one from within the group will profit from the group. For example, committee members should not be paid for their work and any profits generated should be reinvested in the group.
49. Open to all - A community club is non exclusive and open to the whole community to access unless proving a need to accommodate a specific age group, gender or target group.
50. Public/community benefit - The group will carry out activities which benefit a particular group of people within the local community, and do not discriminate.
51. Pricing Policy - A club/group can charge different fees for different types of members / participants, like juniors or students, as long as they're not discriminating against particular groups or individuals.
52. Pricing cap - There will be a cap on what a community organisation can charge their participants to ensure that activity remains affordable. This ensures that no organisation is charging excessive fees to generate income. This will be reviewed annually and agreed in conjunction with the steering group, local authority and sport NGB's.
53. Evidence to prove an organisation meets these criteria will need to be supplied to the local authority in order to award the club partner/community club status. The evidence that is required will be outlined in publications prior to new criteria being implemented.

54. The sport and physical activity team will support community organisations to meet the criteria and supply the supporting evidence needed in order for them to gain community club status to access the community rate.
55. Clubs should already meet our minimum requirements in order to book the site and access the community rate. The new criteria for partner clubs will be helping to implement the objectives of the site sport development plan.
56. Partner clubs will be required to supply data collection on agreed time scales to help meet the local authority and Football Foundation required monitoring information. This information will be collated by the site operator.
57. The agreed future programme of use will be approved by the Football Foundation and will prioritise the development of community football, but will be subject to creating a financial model which protects the future sustainability of the site.

Policy implications

58. The provision of the community access principles supports the council's Fairer Future Promise Theme 5 to: "reduce health inequality so that whatever your background you can live a healthy life". The commitment to provide community organisations discounted access to Burgess Sport's facility enables them to provide low cost physical activity programmes for residents which contribute to improving health and wellbeing.
59. Ensuring priority booking is made available to key partners to hire facilities at an affordable rate. This sets a new precedent to secure community access at a site. This should increase Burgess Park and sports centre visitor numbers.

Community impact statement

60. As set out under the Equality Act 2010 and the Public Sector Equality duty (PSED) an equalities impact assessment has been carried out during the development of the IDM paper. Consultation has been carried out with internal providers, external groups, and the aims of the community usage principles are broadly inclusive, and should foster good relations between people from different communities as well as advancing equality of opportunity.
61. The IDM has no clear detrimental impact to any group or protected characteristic as outlined in the Equalities Act or the PSED, and the broad aims and actions programmed are likely to increase participation, representation and accessibility to sports and physical activity provision within the borough – including those not currently using the site.
62. Maintaining booking rates at benchmarked lower rates will help to keep the sports and physical activities at affordable levels.

Activation date

63. The principles outlined in this IDM will take effect on the day the redeveloped Burgess Park Sports Centre facility opens for community use.

Financial implications

64. There is no additional funding required to implement the recommendations of this report and the financial modelling undertaken by the leisure services indicates the proposals will not impact on the current fees and charges income received by the department.
65. There are currently council funding of £6.8m in the “Sports Pitches Provision – Parks” project in capital programme, cost code L-2340-0411. Management is also exploring the opportunity of additional funding of £2.4m from the Football Foundation to increase the total funds available in this programme. However, this grant funding may be subject to the conditions set by the Football Foundation and the council will need to assess if these condition are acceptable. This process will need to be captured as part of the Gateway 1 and 2 reports for the “Authorisation for the Application for External Funding “.
66. The recommendation for community access principles does not require any additional staffing resource.

Consultation

67. Consultation with local community and priority groups has been undertaken prior to approval of this report, and will be ongoing working towards Football Foundation project approval in May 2019.
68. Once approved, notifications will be sent to key stakeholders and priority groups and the community access principles will be publicised through appropriate channels.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

69. This report seeks approval of various principles relating to the use of the Burgess Park Sport Centre by community groups, as noted from paragraph 15 and the formalisation of a ‘free hours scheme’ for the benefit of identified ‘partner clubs’.
70. The approval sought in this report is one of a number of matters expressly reserved to the relevant cabinet member under Part 3D of the council constitution, which include the agreement of significant policy issues and key policy objectives, in relation to his/her areas of responsibility.
71. The report notes the nature of the consultation which has been carried out to date in relation to the planned future use of the new facility and officers should ensure that consultation is updated on a regular basis for the purpose of monitoring the effectiveness of the proposal and to assist future decision making in this area.
72. The cabinet member’s attention is drawn to the Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010, and when making decisions to have regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct, and to advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The report notes that an equality impact of the

assessment has been undertaken in order to demonstrate compliance with the PSED, and officers are advised to review and refresh that assessment periodically in order to be satisfied that the aims and objectives of the proposal (as summarised in paragraph 60) are achieved.

Strategic Director of Finance and Governance (EL18/055)

73. This report is requesting the cabinet member for culture, leisure, equalities and communities to approve the principles detailed throughout the report for the use of Burgess Park Sport Centre by community groups.
74. This report is also requesting the cabinet member for culture, leisure, equalities and communities to approve the formalisation of 'free hour's scheme' for the benefit of identified 'partner clubs'.
75. The strategic director of finance and governance notes that there are no financial implications arising from this report.
76. Staffing, subsequent maintenance and any other costs connected with this report to be contained within existing parks and leisure division revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No	Title
None	

AUDIT TRAIL

Lead Officer	Rebecca Towers, Interim Director of Leisure	
Report Author	Tara Quinn, Interim Head of Parks and Leisure	
Version	Final	
Dated	8 April 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		9 April 2019