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Council Meeting

WEDNESDAY 21ST DECEMBER 2011 AT 6.00 p.m.
COUNCIL CHAMBER, PARK NORTH, NORTH STREET, HORSHAM

To: All Members of the Council

You are summoned to attend the above meeting of the Council for the transaction of the following business (Prayers will be taken by Councillor David Sheldon immediately before the meeting commences).

Tom Crowley
Chief Executive

AGENDA

	Page No.
1. Apologies for absence.	
2. To approve as correct the record of the meeting of the Council held on 19 th October 2011	1
3. To receive any declarations of interest from Members.	
4. To receive any announcements from the Chairman of the Council, the Leader, Members of the Cabinet or the Chief Executive.	
5. To receive questions from the public.	
6. To receive any petitions, of which due notice has been given in accordance with Part 4J of the Council's Constitution.	
7. To receive recommendations from the meeting of Cabinet held on 24 th November 2011 in respect of: <ul style="list-style-type: none">• Leisure Futures Study – An Assessment of Horsham's Needs	15

(Please note that the report to Cabinet regarding this item may be viewed online with the Council agenda at:

<http://www.horsham.gov.uk/council/3015.aspx>

If required, hard copies are available from the Democratic Services Section.)



8. To receive questions from Members under Rule 10.2 (Questions by Members on notice)
9. To receive the minutes of the following Committees and, if approved, to adopt any recommendations contained therein:

	<u>Committee</u>	<u>Date</u> <u>2011</u>	
	(a) Licensing Committee	3 rd November	21
	(b) Employment Committee	30 th November	25
	(c) Standards Committee	7 th December	To follow
10.	To receive the minutes of the meeting of the Scrutiny & Overview Committee held on 7 th November 2011 and, if approved, to adopt any recommendations contained therein.		26
11.	To receive the following reports:		
	Report of the Cabinet Member for Efficiency & Resources on Horsham Town Hall		38
12.	To consider matters certified by the Chairman as urgent.		
13.	To consider the following exempt or confidential information:		
	(i) To receive the minutes of the meeting of the Employment Committee of 3 rd & 11 th November 2011	Reason for exemption Paragraph 1	49

**EXTRACT FROM THE COUNCIL'S CONSTITUTION REGARDING QUESTIONS
BY MEMBERS**

10. QUESTIONS AND STATEMENTS BY MEMBERS

10.1 On reports of the Executive or committees

A member of the Council may

- (a) ask the Leader, member of the Executive or the chairman of a committee any question without notice upon an item of the report of the Executive or a committee when that item is being received or under consideration by the Council;
- (b) make a statement on such an item as is referred to in Rule 10.1(a).

10.2 Questions on notice at full Council

Subject to Rule 10.3, a member of the Council may ask:

- the Chairman;
- the Leader;
- a member of the Executive;
- the chairman of any committee or sub-committee

a question on any matter in relation to which the Council has powers or duties or which affects the District.

10.3 Notice of questions

A member may only ask a question under Rule 10.2 if either:

- (a) he or she has given notice in writing of the question **no later than 12.00 on the last but one working day** before the meeting to the Chief Executive; or
- (b) the question relates to urgent matters, he or she has the consent of the Chairman to whom the question is to be put and the content of the question is given to Chief Executive by 12.00 on the day of the meeting.

10.4 Response to questions

An answer may take the form of:

- (a) a direct oral answer;
- (b) where the desired information is in a publication of the Council or other published work, a reference to that publication; or
- (c) where the reply cannot conveniently be given orally, a written answer circulated later to the questioner.

10.5 Supplementary question

A member asking a question under Rule 10.2 may ask one supplementary question without notice of the member to whom the first question was asked. The supplemental question must arise directly out of the original question or the reply.

10.6 Length of questioning

Unless the Chairman specifies otherwise, the time available to the questioner shall be limited to two minutes initially and one minute for supplementary questions. The time available to the respondent shall be limited to five minutes initially and to two minutes for supplementary questions.

10.7 Statement in response by questioner

A member asking a question or questions may make one statement in response to the answer or answers received and, unless the Chairman specifies otherwise, the time available to the questioner shall be limited to five minutes.

10.8 Statements under Rule 10.1b

Unless the Chairman specifies otherwise, the time available to a member making a statement under Rule 10.1(b) shall be limited to five minutes.

HORSHAM DISTRICT COUNCIL
19TH OCTOBER 2011

Present: Councillors: Claire Vickers (Chairman), Leonard Crosbie (Vice-Chairman), Roger Arthur, John Bailey, Andrew Baldwin, Adam Breacher, Peter Burgess, John Chidlow, Philip Circus, George Cockman, David Coldwell, Roy Cornell, Helena Croft, Malcolm Curnock, Ray Dawe, Laurence Deakins, Brian Donnelly, Andrew Dunlop, Duncan England, Jim Goddard, Frances Haigh, David Holmes, Liz Kitchen, Gordon Lindsay, Chris Mason, Sheila Matthews, Josh Murphy, Robert Nye, Brian O'Connell, Roger Paterson, Jim Rae, Sue Rogers, Jim Sanson, David Sheldon, Simon Torn, Tricia Youtan

Apologies: Councillors: Jonathan Chowen, Christine Costin, Ian Howard, David Jenkins, Christian Mitchell, Godfrey Newman, Kate Rowbottom, David Skipp

Also present: Eric Blackburn, Chairman of Standards Committee

CO/40 **MINUTES**

The minutes of the meeting of the Council held on 7th September 2011 were approved as a correct record and signed by the Chairman.

CO/41 **DECLARATIONS OF INTEREST**

Councillor David Sheldon declared a personal interest in the report of the Cabinet Member for Efficiency & Resources on a strategy to deal with budget challenges insofar as it referred to a possible reduction in the budget for discretionary rate relief due to his employment by and links with various community organisations that might be affected.

CO/42 **ANNOUNCEMENTS**

The Chairman of the Council:

- Advised Members of the recent death of Councillor Godfrey Newman's wife, Val Newman, and indicated that she had written on behalf of the Council to Councillor Newman, expressing her deepest sympathy.
- Reported that Councillor Christine Costin was making a good recovery following her recent accident and that she had sent flowers and get well wishes to Councillor Costin, on behalf of the Council.
- Reported that this was Tony Higgins' last Council meeting as Director of Corporate Resources, as he would be retiring from the Council at the end of November after a career in Local Government stretching back to 1972, twenty-six years of which had been with Horsham District Council. All Members joined with the Chairman in wishing Mr Higgins a long, healthy and happy retirement and thanking him for his long and devoted service.

CO/42 Announcements (cont.)

The Cabinet Member for the Local Economy reported that, following his question to the Leader at the last meeting of the Council, a letter had now been sent to NHS West Sussex regarding their policy on the thresholds for adult cataract surgery.

CO/43 **QUESTIONS FROM THE PUBLIC**

The Chairman advised that the following question for the Leader had been received from Mr Robert Mayfield, who was unable to attend the meeting and had therefore asked for a written reply:

"The Head of Scrutiny Committee informed us that there was another marketing exercise held for the Old Town Hall completing in July. I understand this exercise cost £7,500. What were the specific details and the outcome of this exercise please?"

The Leader, Councillor Robert Nye, indicated that he would reply as follows:

"Following the withdrawal of "Bill's Café and Produce Store" last November, we commissioned a commercial property agent, Davis Coffey Lyons, to undertake another marketing exercise in accordance with the Council's previous decision to let the building for use as a restaurant. The agents produced a new colour brochure and targeted specific operators who they considered would be interested in leasing the property and who would also meet the Council's brief for a quality operator. This exercise cost £3,000.

A number of interested parties arranged to view the property but no firm offers were received by the stipulated bid date of 1st July 2011. The property remains on the market and is also listed on the agent's website. The Council continues to receive expressions of interest in the building, the most recent viewing being held on 14th October 2011.

I have asked the Cabinet Member for Efficiency & Resources to review the matter and to consider options for the disposal of the building. A further update will be provided to Members in due course."

CO/44 **PETITIONS**

There were no petitions to be received.

RECOMMENDATIONS FROM CABINET

CO/45 **Purchase of Temporary Accommodation – Supplementary Estimate**

It was noted that the Council had a statutory duty to provide interim accommodation for people in urgent need of housing and, until 2010, the Council had been able to meet this duty through 49 temporary

CO/45 Purchase of Temporary Accommodation – Supplementary Estimate (cont.)

accommodation units that it owned and managed. Following a sharp and sustained rise in demand for short-stay accommodation, first noted in October 2009, the Council had set aside £1,000,000 in the capital budget in 2010/11 and a further £1,000,000 in 2011/12 for the purchase of additional properties for temporary accommodation purposes.

In the last 12 months, the Council had purchased six 3-bedroom homes on the open market, all of which were now occupied, and had had offers accepted on three more. However, the demand for interim accommodation had continued to rise and at the end of August the Council was accommodating 28 households in bed and breakfast, and in the last few weeks this had increased to a record high of thirty-one.

From 1st April 2011, reimbursement to the Council by the Government for bed and breakfast costs had been capped at the single room local housing allowance rate of £138 per week. As the cost of accommodating a four person household in bed and breakfast in Horsham could be as high as £875 per week, the use of such accommodation was placing a huge financial burden on the Council. Unless the numbers in bed and breakfast accommodation were reduced, the predicted additional cost to the Council as a result of the benefits cap would be in excess of £200,000 per year.

The differential between rental income from a purchased and fully occupied 3-bedroom property and the cost of placing a family in bed and breakfast could be as much as £36,000 per property per year, including capital financing costs if the Council borrowed the money to purchase the property. Therefore, the practice of purchasing properties on the open market and then letting them offered a more cost effective way of enabling the Council to meet its duty than placing households in bed and breakfast accommodation.

It was therefore proposed that the allocation of a further £2,000,000 should be sought for future purchases of temporary accommodation, to enable the continuation of the current practice.

RESOLVED

That a supplementary estimate to uplift the budget under code KJ01402 by £2,000,000 for the purchase of additional temporary accommodation be approved.

REASONS

- (i) To help the Council to meet its statutory responsibility to provide suitable short-stay temporary accommodation at a lower cost than

CO/45 Purchase of Temporary Accommodation – Supplementary Estimate (cont.)

the alternative of placing families in bed and breakfast accommodation

- (ii) It is anticipated that when the economy starts to recover the demand for temporary housing will reduce and house prices will recover. At that time, if these properties are no longer required, it is likely that the Council could then achieve a net profit through their disposal.

CO/46 Trade Recycling Pilot

The Council currently operated a limited trade recycling trial to approximately 40 businesses, collecting paper and cardboard only, using a small amount of spare resource within the trade collection service. Although this service had not been advertised, more than 80 enquiries had been received regarding trade recycling. This, taken together with survey data previously gathered, showed that there was a demand from businesses, particularly small to medium sized enterprises, for a recycling service.

A pilot scheme collecting glass only; paper and cardboard; and mixed dry recycling (as currently collected from householders in blue top bins) was therefore proposed. This would reduce the total amount of waste currently sent to landfill, thus reducing the overall carbon footprint of the Council's operations. Although the official recycling rate only included household waste, it was proposed that the proportion of trade waste recycled would be reported as a local performance indicator and used as one measure to evaluate the success or otherwise of the pilot.

Having introduced the new domestic collection fleet of side loading vehicles, there was some spare vehicle resource available as a number of the vehicles from the old fleet had been retained which, together with the ability to use agency drivers and loaders for one day at a time, would enable the tailoring of resources and expenditure to meet demand more closely than would usually be the case.

It was anticipated that the older retained vehicles would be able to support a recycling service for three years, after which it would be necessary to purchase new or second-hand vehicles to support the continuation of the service. However, prior to this, an evaluation of the scheme would be undertaken to determine if such investment was appropriate.

Supplementary estimates would be required to implement the pilot, although they might be under spent depending on the number of customers using the scheme. The estimates submitted were based on a total of 200 customers.

CO/46 Trade Recycling Pilot (cont.)

RESOLVED

That the following supplementary estimates be approved to enable the scheme to be adopted:

Item	Supplementary Budget £
Revenue	
Vehicle running costs (fuel, tyres etc)	6,500
Wages (Driver, Loader & admin support)	15,000
Set up costs (yr 1 only)	6,000
Loss of residual trade waste income	30,000
Contribution to Container replacement	5,300
Processing Costs	3,500
Income	(80,200)
Capital	
Bin Purchase	70,000

REASON

To approve the necessary budget changes to allow the scheme to be adopted.

CO/47 **Gatwick Diamond – Local Strategic Statement**

The Localism Bill currently before Parliament proposed, amongst other things, the abolition of regional strategies and the removal of ‘top-down’ policies and targets with which these had been associated. Instead, the Government believed that local authorities and other public bodies should work together on planning issues in ways that reflected genuine shared interests. To give effect to this, the Government was proposing a new ‘duty to cooperate’ on strategic planning and development issues. Guidance on the application of this new duty was given in the draft National Planning Policy Framework, published in July, which indicated that compliance with the ‘duty to cooperate’ would be part of the examination of Local Plans. The guidance also suggested that compliance could be demonstrated through “a memorandum of understanding or a jointly prepared strategy”.

Working against the background of this emerging legislation and under the umbrella of the ‘Gatwick Diamond Initiative’, the Gatwick Diamond Local Authorities had prepared a joint local strategic statement which set out a broad strategic direction for the Gatwick Diamond area and established a framework for cooperation between local authorities on planning and

CO/47 Gatwick Diamond – Local Strategic Statement (cont.)

development issues which crossed local authority boundaries. An associated Memorandum of Understanding set out the mechanisms through which future cooperation would take place.

The Council was an active member of the Gatwick Diamond Initiative, and officers and Members had worked closely with the other local authorities in preparing both the local strategic statement and the memorandum of understanding. Agreement to the outcome of this work would help to establish a broad strategic approach towards planning and development issues across the Gatwick Diamond area, supporting the Council's Core Strategy Review and demonstrating the Council's continued commitment to joint working on strategic issues which cross local authority boundaries.

RESOLVED

That the Gatwick Diamond Local Strategic Statement and the associated Memorandum of Understanding be approved.

REASON

To provide the evidence base to conform with the Government's emerging 'duty to cooperate', which forms part of the Localism Bill and draft National Planning Policy Framework.

CO/48 **QUESTIONS FROM MEMBERS UNDER RULE 10.2**

No questions had been received.

CO/49 **MINUTES OF COMMITTEES**

The following minutes were received:

Personnel Committee – 14th September 2011

Standards Committee – 21st September 2011

Accounts, Audit & Governance Committee – 29th September 2011

CO/50 **MINUTES OF THE MEETING OF SCRUTINY & OVERVIEW COMMITTEE OF 5TH SEPTEMBER 2011**

The minutes of the meeting of the Scrutiny & Overview Committee held on 5th September 2011 were received.

CO/51

UPDATE ON FINANCIAL PROJECTIONS IN THE MEDIUM TERM

The Director of Corporate Resources presented an update on financial projections in the medium term to enable the Council to assess its likely financial resources. In normal circumstances, financial forecasting over the medium term was difficult but at the present time there was a considerably higher level of uncertainty than usual, resulting from the Government's Resource Review and related ideas. It was noted that, from 2013 onwards, there were likely to be changes in the Revenue Support Grant system, the National Non-Domestic Rates system and the way in which the New Homes Bonus was funded. There was also likely to be a centralisation of the Housing Benefit system, the abolition of Council Tax Benefit and the localisation of support for Council Tax. The way these changes would impact upon the Council's financial position was impossible to forecast at this stage and undoubtedly there would be other, currently unforeseen, changes to take into account. In addition, the national and international financial climate was highly uncertain and would inevitably impact on the Council in unpredictable ways. Nevertheless, the Council needed to plan based on the best information available.

When the Council had agreed its budget for 2011/12 in February 2011, it had been in the knowledge that significant deficits would be likely in future years, thus requiring tough choices if budgets were to be balanced. At that time it was forecast that, by 2014/15, the Council would have to find a total of £1,805,000 in savings or increased income to balance its budget of £12,801,000 (a reduction of around 14%), which would be achieved by service cuts, efficiency savings, increases in income or a combination of these.

Since the budget had been set in February, a number of factors had arisen that resulted in an increased forecast deficit over the period of the current Medium Term Financial Strategy (MTFS) (i.e. until 2014/15). These included the Administration's intention to seek approval to a 0% Council Tax increase in 2012/13, whereas the MTFS had assumed 2.5% (this would be partly mitigated by the Government's decision to finance the freezing of Council Tax for 2012/13, although it was unclear for how many years this payment would be made and eventually the loss of income would have to be offset against the budget) and the increased cost of fuel, energy and insurance premiums. It was therefore now anticipated that the deficit by 2014/15 would be £2,229,000.

It was noted that this item would be followed by a report by the Cabinet Member for Efficiency & Resources, which provided ideas for partially closing the forecast budget gap of £1,264,000 in 2012/13, together with an early opportunity for Members to contribute to the development of a new MTFS. However, in the event that Council agreed the proposals from the Cabinet Member, there would still be a gap to be filled in the budget, a summary of which was submitted.

CO/51 Update on Financial Projections in the Medium Term (cont.)

Whilst it was not expected that Council would agree budgets beyond 2012/13 in February 2012, it would need to agree the principal elements and a timetable for the delivery of a revised Medium Term Financial Strategy by that time, so that there was a clear strategy on how a balanced budget would be achieved over the next few years.

It was reported that the Capital programme agreed by Council was on target and there were no significant variations to report. In addition, the current projection on usable reserves was slightly improved on the position reported in February and it was not anticipated that the level would go below the Council's target of £4,000,000 in the period of the MTFs, provided a strategy was developed to deal with projected budget deficits not relying on the continued use of reserves.

RESOLVED

That the report be noted.

REASON

It is incumbent on the Director of Corporate Resources (the statutory Section 151 Officer) to keep the Council informed of the financial position of the Council. That position has worsened since the current budget was approved in February 2011 and Members need time to consider appropriate action before the 2012/13 budget is finally approved in February 2012.

CO/52 **STRATEGY TO DEAL WITH BUDGET CHALLENGES**

Following on from the report of the Director of Corporate Resources on the financial challenges facing the Council in achieving a balanced budget and maintaining a healthy level of reserves during the period of the current Medium Term Financial Strategy, the Cabinet Member for Efficiency & Resources reported that it was important the Council had an early opportunity in the budget cycle to examine proposals and offer ideas on how it could achieve these aims.

The Council had saved over £7,000,000 in the last five years. The net budget in 2005/6 had been £12,830,000 and in the current year was £12,800,000, all of which had been achieved with minimal impact on service provision. However, given the enormous pressures on all local authority budgets at the present time, it was becoming increasingly difficult to maintain this position.

CO/52 Strategy to Deal with Budget Challenges (cont.)

Over the last few months, therefore, Cabinet Members had been working with the Management Team to identify means of closing the deficit in the budget for 2012/13. This had led to a list of proposed savings/additional income, details of which were submitted. While it had not been possible to maintain all services and grants completely, efforts had been made to limit the impact on services as much as possible. It was also important that the Council maintained its income streams, particularly given the cuts in Government grant. It was noted that, even if the submitted proposals were all adopted, a gap would remain in the budget for 2012/13 and Cabinet Members would continue working with the Management Team to see how this could be closed. Further ideas would be brought forward in time for adequate consideration by Council.

The Cabinet Member stressed that while Members might have individual preferences as to the manner of closing the gap in the Council's finances, any diminution of saving or gain in a particular suggested area meant that an alternative would need to be found.

It was also noted that, by the time the 2012/13 budget was agreed in February 2012, it would be necessary to have in place a strategy for balancing future years' budgets and, in this respect, a number of ideas were being developed that it was anticipated would lead to savings in future years. These would be outlined as part of the 2012/13 and medium term budget processes.

Members welcomed the early reporting of the proposals, which gave an opportunity to comment, request further information and suggest alternatives.

RESOLVED

- (i) That the proposals to date to deal with the budget challenges be noted.
- (ii) That it be noted that the results of consultation with stakeholders will be considered and reported back to Cabinet.

REASON

The Council needs to determine how it will close the budget gap in 2012/13 and beyond.

CO/53

PARKING STRATEGY FOR HORSHAM TOWN CENTRE

The Cabinet Member for the Local Economy reminded Members that, in November 2009, the Council had commissioned a review of the use and operation of the Council's car park portfolio. The strategy now submitted sought to build upon this review and significantly change the Town Centre car park operation. It also sought to establish an adequate rate of return from current and future investments in Town Centre car parks, to be able to provide the highest quality of user experience for shoppers and visitors.

The Cabinet Member's report detailed the short term issues that had to be addressed in the current year and a programme of works that needed to be carried out.

In order to fund the improvements and contribute towards the Council's medium term financial strategy, changes were proposed to the pricing structure, including:

- The introduction of a further half hour parking opportunity
- The creation of differential pricing allowing the customer choice
- Season ticket differential pricing to create choice for users
- Holding the prices of some long term parking options for the benefit of town centre workers.

The Cabinet Member gave a full presentation on the proposed strategy referring to:

- The need to get the correct balance in the strategy for the four categories affected (i.e. visitors to Horsham town; people who worked in the town; those who lived in the town; and Council Tax payers generally)
- Surveys that suggested that the price of parking was not as important to users as the provision of good, high quality parking
- Changes in shopping habits, including an increase in internet shopping, so that town centre shopping now needed to be based more on a quality leisure offer
- Technological changes in parking control and payment
- Consultations which indicated that retailers wanted the car parking offered to be of good quality
- Price comparisons with other local shopping centres which indicated that, even with the proposed increases in charges, car parking in Horsham would compare favourably with its peers.

Overall, Members welcomed and supported the report and the Cabinet Member's presentation, although some considered that the proposal was premature and that further information was required.

An amendment was therefore moved by Councillor David Holmes and seconded by Councillor David Sheldon that the debate be adjourned to allow time for further consideration of the proposals.

CO/53 Parking Strategy for Horsham Town Centre (cont.)

On being put the amendment was declared **LOST**.

The substantive motion was then put and it was:

RESOLVED

- (i) That the parking fee structure, changes to season ticket prices and the principle of seven day and evening charging be agreed, as submitted.
- (ii) That a budget of £130,000 be established to carry out improvements to the parking machines in Piries Place and Swan Walk, to carry out a detailed customer survey, to improve the cleaning regime and to improve signing and lighting in Swan Walk Car Park.
- (iii) That the proposal to withdraw the direct subsidy to Park and Ride be agreed, subject to the outcome of detailed discussions with West Sussex County Council and Metrobus.

REASONS

- (i) The recommendations seek to establish a new approach to Town Centre parking management aimed at improving the customer experience and ensuring that the Council has an adequate rate of return on its assets to finance further investment.
- (ii) The cost of the Park and Ride service is unsustainable considering the current financial climate and the low usage.

CO/54 **PROPOSED PARLIAMENTARY CONSTITUENCY BOUNDARY CHANGES**

The Chief Executive reported that the Boundary Commission for England was an independent body which advised the Cabinet Office and had a legal requirement to review Parliamentary boundaries every five years. The proposals for the current review were on deposit with the Council and the consultation period would close on 5th December 2011.

The new rules meant there would be substantial changes to Parliamentary constituencies in England, including reducing the total number of constituencies from 533 to 502 and making sure that each constituency

CO/54 Proposed Parliamentary Constituency Boundary Changes (cont.)

contained a similar number of registered electors. The number of constituencies in the South East region was being reduced by 1 to 83, although in West Sussex the overall number of constituencies would remain the same.

As the authority with the largest number of wards/electorate in each constituency, Horsham District's Returning Officer was responsible for the administration of Parliamentary elections in two constituencies: Horsham and Arundel & South Downs.

The only change proposed for the Horsham constituency was the transfer of Copthorne and Worth ward of Mid-Sussex Council from Horsham to the Crawley constituency.

In the Arundel and South Downs constituency the Boundary Commission was proposing that the Easebourne and Plaistow wards of the District of Chichester and the Bolney ward of the District of Mid-Sussex be moved into the constituency and that the Barnham and Walberton wards of the District of Arun be moved out of the constituency into the Bognor Regis and Littlehampton constituency. This would result in the Arundel & South Downs Constituency covering a larger geographical area as the western boundary would now stretch to just outside Midhurst. Planning for the counting of votes would therefore have to take into account that the ballot boxes will be coming long distances.

These proposals would result in the Horsham constituency having an electorate of 73,259 (77,564 in 2010) and the Arundel & South Downs constituency having an electorate of 75,453 (76,835 in 2010) (based on 2011 electoral data).

Members made no comments on the proposed boundary changes.

RESOLVED

That the report be noted.

REASON

To ensure that the Council's views are taken into account in the final proposals.

CO/55 **REVIEW OF POLLING DISTRICTS, POLLING PLACES AND POLLING STATIONS**

The Chief Executive reported that, under the Electoral Administration Act 2006, local authorities had a duty to review polling districts, polling places

CO/55 Review of Polling Districts, Polling Places and Polling Stations (cont.)

and polling stations in their area at least every four years. The previous review in Horsham District had taken place in 2007, so a review had been carried out commencing on 22nd July and closing on 26th September 2011. Consultation letters had been sent to District and County Councillors, Parish and Neighbourhood councils, party agents and the Access Forum. Notice of the review had also been published on the Council's website.

A schedule of polling districts and the buildings in each area that provided the best accommodation that was available for use as polling stations at an election was submitted. Suggested changes from individuals, parishes, councillors and the Returning Officer had been incorporated into the schedule where practicable and details of proposed changes were reported. It was also noted that the use of these buildings was under constant review.

RESOLVED

That the proposed schedule of polling districts and polling places be accepted, as submitted.

REASON

To ensure that appropriate arrangements are in place in respect of polling districts and places.

CO/56 **APPOINTMENT OF INTERIM CHIEF FINANCE OFFICER (SECTION 151 OFFICER)**

The Chief Executive reported that councils were required by statute to employ a qualified accountant as a Section 151 Officer (Local Government Act 1972) and the appointment of that officer had to be ratified by full Council. The current incumbent, Tony Higgins, would be retiring from the Council on 30th November 2011. Whilst the recruitment process for his replacement had recently commenced, it was unlikely that any appointee would be able to commence work by the 1st December 2011. Given this position, it was necessary for the Council to approve an interim Section 151 Officer.

RESOLVED

- (i) That Susan McMillan be appointed as Chief Finance Officer (Section 151) of the Council with effect from 1st December, 2011 until such time as a replacement for Tony Higgins is in post.
- (ii) That the Chief Executive be authorised to award the appropriate remuneration to Sue McMillan for the period these arrangements cover.

CO/56 Appointment of Interim Chief Finance Officer (Section 151 Officer) (cont.)

REASON

The Council is required by statute to employ a Section 151 Officer who is a qualified accountant.

CO/57 **URGENT MATTERS**

There were no urgent matters to be considered.

The meeting closed at 8.30pm having commenced at 6.00pm.

CHAIRMAN

**COUNCIL
21ST DECEMBER 2011
CABINET RECOMMENDATIONS**

Details of Recommendations to Council made at the Cabinet Meeting held on 24th November 2011 are set out below.

RECOMMENDATIONS TO COUNCIL

REPORT BY THE CABINET MEMBER FOR ARTS, HERITAGE & LEISURE

EX35 **Leisure Futures Study – An Assessment of Horsham’s Needs**

Three members of the public addressed the Cabinet in opposition to the proposals, indicating that: there was no justification for the recommendation to disperse leisure facilities; the argument for the Broadbridge Heath Leisure Centre being surplus to requirements failed as a considerable percentage of users had not been consulted; there was no indication that the private sector was likely to provide core leisure facilities and a sports development role for local communities; the closure of the Leisure Centre might have a disproportionate impact on older people, children and teenagers due to transport and cost implications; there was a groundswell of public opinion across all age groups against the proposal to demolish the Leisure Centre; the day-time facilities currently enjoyed by the 50+ age group were unlikely to be re-provided at other venues, such as schools; it was not possible to put a monetary value on the health and wellbeing of local people; since the proposal had been made public, more than 1,000 people had already signed a petition against the closure of the Leisure Centre; the study did not take account of the level of day-time activities, the Leisure Centre was not surplus to requirements when there was no other facility that offered the same facilities; and attempts should be made to seek sponsorship and volunteers to fund/undertake the required works.

The Cabinet Member for Arts, Heritage & Leisure presented his report which indicated that the Leisure Futures Study (LFS) – an Assessment of Horsham’s Needs had been designed to provide the Council with a rational and evidence based approach to meeting the four needs of:

- Continuing to provide excellent leisure services;
- Providing improved value for money in a difficult economic climate;
- Ensuring that existing and new communities had access to a range of core leisure facilities while rationalising existing supply where it was no longer sustainable; and
- Identifying the Council’s longer-term future provision of leisure facilities.

The LFS provided a summary of the current levels of public and private leisure facility supply, identified the geographical distribution of leisure facilities across the District (including significant provision in neighbouring authority areas such as Crawley and Worthing) and identified whether the provision of sport and leisure infrastructure was sufficient to meet demand or whether there was an oversupply or shortfall.

In order to develop a more equitable Council provision of leisure infrastructure both now and in the future, which addressed the needs of the whole District community a 'dispersed model' of leisure infrastructure was proposed, which would counterbalance the over provision that had been identified in the north of the District, particularly Horsham town and its surrounding areas.

The LFS would aid the Council in developing future provision across the District and ensure that, where deficits had been identified, the focus of the overall leisure strategy targeted these areas. Also, the identification of oversupply would enable the Council to make informed decisions as to the best use of public funds to provide leisure facilities. Data produced from the study and the refreshed Planning Policy Guidance 17 assessment would also be used to inform the evidence base required for the forthcoming Community Infrastructure Levy scheme which would be introduced from 2014.

The study also provided the evidence needed to inform decisions about the specification for the new Leisure Management Contract, which would run from December 2012, particularly whether the Broadbridge Heath Leisure Centre should be considered to form part of the new contract.

The LFS had identified a number of key issues which would be important in determining the Council's ability to respond to the policy priorities it had set for itself, including:

- The level of participation was holding up despite the economic downturn and there was some evidence of trading down from private to public sector leisure facilities, particularly fitness gyms
- The growth of leisure related businesses in Horsham was higher than the national average
- Some facilities were ageing and there was a need for significant re-investment in some areas to maintain facility quality/ integrity, with withdrawal in some cases being justified where the cost of re-investment exceeded demand
- Addressing over (Broadbridge Heath Leisure Centre) and under (allotments, indoor tennis) supply in provision.
- The need to plan for the impact of an ageing population and to give consideration to changing needs, such as a greater shift to using outdoor environments
- The justification for a policy of more dispersed provision and re-balancing
- The need to plan for possible participation growth in both public and private sector provision as a result of the Olympic legacy
- The need to ensure that provision is made for population growth
- Provision for young people, including opportunities to provide for constructive leisure to counter obesity/anti-social behaviour/technology related issues.

With regard to the Future of Broadbridge Heath Leisure Centre (BBHLC), it was noted that this was a complex building that had not been designed as a conventional leisure centre, but as re-provision for previous users of the site when it had been acquired by Tesco in the 1980s. A large proportion of the building was leased for exclusive use to private organisations and did not constitute the

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offer of a public leisure centre. There was an urgent need to decide on the future of BBHLC due to: the age and cost of repair of the building, estimated at approximately £1.3-1.5 million based on a recent stock condition survey; significant Council investment in the provision of new facilities in the last ten years coupled with a significant growth in the private/community sector; the centre not meeting current community needs; the overprovision of sports hall/gym facilities in the Horsham/Broadbridge Heath areas; the need to re-let the leisure management contract with certainty and to secure the best financial deal for residents; the leases for some users having expired or being due to expire; and the West of Horsham development, which would provide some re-provision of the current offer and possible opportunities.

It was therefore proposed that BBHLC should not be included in the new leisure contract and that appropriate steps should be taken to decommission the site with the aim of securing a vacant site for demolition. Clearing the site would reduce any future financial burden in respect of the payment of business rates on an empty building. It was likely that, subject to the outcome of discussions with the leaseholders/preferred users of the BBHLC site, it would be necessary to vacate the site on a phased basis. As part of the decommissioning arrangements, the Council would work with existing groups to find viable alternative options or re-provision elsewhere where practical and affordable. Discussions as to the future use of the athletics track and football pitch would also be undertaken with user groups to determine future provision. Leaseholders and core users of the BBHLC facilities had all been informed of the proposal to decommission the Broadbridge Heath Leisure centre site and further detailed consultation and dialogue would be undertaken if the recommendations were agreed.

The Cabinet Member referred to the financial reasons for both undertaking the study and for proposing the decommissioning of the Broadbridge Heath Leisure centre site. In particular, he referred to the routine maintenance work that had been carried out at BBHLC over the years, indicating that the major work now required was not due to lack of maintenance but as a result of the age and construction of the building. Also, all the Council's leisure facilities throughout the District were subject to routine maintenance and would, in time, require more substantial levels of work, at a cost to the Council tax payer. Much of the evidence in the study relating to the level of provision of leisure and sports facilities was based on the recommended levels of provision by Sport England and National Governing Bodies of Sport.

The decommissioning of BBHLC should not be looked at as a loss of service but as a redeployment of resources to where they were now needed, rather than where they were needed 25 years ago.

The Leader stated that the report before Cabinet was not a business case for closing BBHLC, it was a planning document. In terms of closure, Cabinet was only seeking tonight and at the Council meeting in December to take BBHLC out of the specification for the leisure management contract. There was a commercial aspect to the proposal insofar as, if BBHLC were decommissioned, it would make sense to use the land for the benefit of the whole community by using any income received for much more than could be achieved if the Council continued to

operate the current facilities, with the major expenditure that that would entail. The Leader also emphasised that no deal had been done nor were there any current negotiations with any particular company in respect of the site. If the decision to decommission BBHLC was agreed, it would be a phased process in consultation with the leaseholders and users and all residents of the District. If the commercial potential of the site was realised it was likely that, whilst it was accepted that some residents might be inconvenienced by the closure of this facility, the Council would be able to provide the types of facilities that residents would prefer where they were needed. In the longer term, therefore, this was the best option. Also, if the commercial potential of the site was realised, it was likely that there would be sufficient funds to build a replacement running track possibly in partnership with another organisation.

Other Cabinet Members also commented on the proposal, indicating that they understood the apprehension felt by the current users of the site; that there would be opportunities for relocation; that the report was a success story in that it showed the spread of leisure facilities that had been provided throughout the District since the building of BBHLC; and that BBHLC was at the end of its useful life and needed to be removed.

Other Members addressed Cabinet, thanking the Cabinet Member for Arts, Heritage & Leisure for the opportunity to attend his recent Advisory Group meetings. Some expressed disappointment with the report currently before Cabinet, considering it to be lacking in detail and premature.

RESOLVED

- (i) That the draft Leisure Futures Study (LFS) be adopted as guiding policy which will provide the evidence base for future leisure planning across the District.
- (ii) That a dispersed approach to future leisure provision across the District be adopted.
- (iii) That underprovided facilities be prioritised when seeking to infill facilities for current residents (e.g. allotments, indoor tennis provision).
- (iv) That the proposed ratio/provision standards for planning, as detailed in the LFS, be adopted to determine the need for core and secondary facilities to serve new communities and respond to population growth.
- (v) That all new education facilities be encouraged to make their leisure facilities openly available to the community and that existing education providers be supported in making their facilities available for community use.

- (vi) That future options for the provision of bowls facilities in the District be investigated in consultation with local clubs, with a view to establishing the provision of appropriately sized affordable facilities which meet local demand.

RECOMMENDED TO THE COUNCIL

- (i) ***That a phased approach to the closure of Broadbridge Heath Leisure Centre from December 2012 be agreed in principle and that current leaseholders and core users of the Centre be consulted about alternative arrangements prior to the demolition of the building.***
- (ii) ***That, subject to recommendation (i), the relocation of current lease holders and the replacement of/provision of alternative facilities where viable and affordable, to serve local community needs be pursued.***
- (iii) ***That, subject to recommendation (i), the Director of Community Services, in consultation with the appropriate Cabinet Member, be authorised to commence the necessary permissions in order to decommission the site and secure vacant possession of the facility.***
- (iv) ***That, subject to recommendation (i), Broadbridge Heath Leisure Centre, currently managed by an appointed contractor, be excluded from the new Leisure Management contract.***

REASONS

- (i) ***To provide the Council with a framework for long-term strategic provision of leisure facilities which will enable informed decisions to be made about supply, location and demand.***
- (ii) ***To provide the evidence base of community need/provision and ensure the Council provides leisure facilities in the most efficient and cost effective manner in a difficult economic climate.***
- (iii) ***To recognise where under/over supply exists and aim to address issues identified which will ensure that Council's resources are spent on essential leisure facilities rather than those which are***

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considered (based on evidence) to be over supplied.

Report to Cabinet

24th November 2011

Report of the Cabinet Member for Arts, Heritage and Leisure

DECISION REQUIRED/ RECOMMENDATION TO COUNCIL REQUIRED

Not exempt



Leisure Futures Study - an Assessment of Horsham's Needs

Executive Summary

The Leisure Futures Study (LFS) – an Assessment of Horsham’s Needs’ is a study designed to provide the Council with a rational and evidence based approach to meeting the four needs of:

- Continuing to provide excellent leisure services;
- Providing improved value for money in a difficult economic climate;
- Ensuring that existing and new communities have access to a range of core leisure facilities while rationalising existing supply where it is no longer sustainable.
- Identifying the Council’s longer-term future provision of leisure facilities.

The LFS captures a summary of the current levels of public and private leisure facility supply, identifies the geographical distribution of leisure facilities across the district (including significant provision in neighbouring authority areas e.g. Crawley, Worthing) and identifies whether the provision of sport and leisure infrastructure is sufficient to meet demand or whether there is an oversupply or shortfall.

In order to develop a more equitable Council provision of leisure infrastructure both now and in the future, which addresses the needs of the whole Horsham District community a ‘dispersed model’ of leisure infrastructure is proposed . This is to counterbalance the over provision which has been identified in the north of the District, particularly Horsham town and its surrounding areas.

The LFS will aid the Council in developing future provision across the district and ensure where deficits have been identified that the focus of the Council’s overall leisure strategy should be targeting these area. Where oversupply has been identified, this enables the Council to make informed decisions as to the best use of public funds to provide leisure facilities. Data produced from this document and the refreshed PPG17 assessment will also be used towards informing the evidence base required for the forthcoming Community Infrastructure Levy (CIL) scheme which is being introduced from 2014.

The study also provides the evidence needed to inform decisions about the specification for the new Leisure Management Contract which will run from December 2012. Specifically it informs whether the Broadbridge Heath Leisure Centre should be considered to form part of the new contract.

Recommendations

The Cabinet is recommended to:

- i) Adopt as guiding policy the draft Leisure Futures Study (LFS) which will provide the evidence base for future leisure planning across the District.
- ii) Agree that a 'dispersed' approach to future leisure provision across the District is adopted by the Council;
- iii) Prioritise underprovided facilities when seeking to infill facilities for current residents e.g. allotments, indoor tennis provision;
- iv) Adopt proposed ratio/provision standards for planning as detailed in the LFS to determine the need for core and secondary facilities to serve new communities and respond to population growth;
- v) Encourage all new education facilities to make their leisure facilities openly available to the community and support existing education providers in making their facilities available for community use;
- vi) Investigate future options for the provision of bowls facilities in the District in consultation with local clubs and look towards establishing the provision of appropriately sized affordable facilities which meet local demand.
- vii) **Recommend to Council** to agreement in principle to decommission and close Broadbridge Heath Leisure Centre from December 2012, with a view to demolish the building and consult with current Leaseholders/Core users of the site as to how their needs might be met through alternative arrangements and report progress back to Cabinet.
- viii) **Recommend to Council** - subject to recommendation vii, to pursue the relocation of current lease holders and the replacement/alternative of facilities where viable and affordable, to serve local community needs.
- ix) **Recommend to Council** -subject to recommendation vii, to agree to delegate authority to the Director of Community Services in consultation with the appropriate Cabinet Member, to commence necessary permissions in order to decommission the site and secure vacant possession of the facility.
- x) **Recommend to Council** -subject to recommendation vii, to agree that Broadbridge Heath Leisure Centre, currently managed by an appointed contractor, is excluded from the new Leisure Management contract.

Reasons for Recommendations

- i) To provide the Council with a framework for long-term strategic provision of Leisure facilities which will enable informed decisions to be made about supply, location and demand;
- ii) To provide the evidence base of community need/provision and ensure the Council provides leisure facilities in the most efficient and cost effective manner in a difficult economic climate;
- iii) To recognise where under/over supply exists and aim to address issues identified which will ensure that Council's resources are spent on essential leisure facilities rather than those which are considered (based on evidence) to be over supplied.

Background Papers As listed in Leisure Futures Study

Consultation

Leaseholders and core users of the Broadbridge Heath Leisure facilities have all been **informed** about the proposal to decommission the Broadbridge Heath Leisure centre/site and further detailed consultation and dialogue will be undertaken with them as referred to in recommendation vii if agreed. These include:

- DC Leisure (contractor operating the leisure centre aspects),
- Horsham Amateur Operatic & Dramatic Society (HAODS)
- Theatre 48
- Horsham Arun Badminton Club,
- Broadbridge Heath Football Club
- Blue Star Harriers Athletic Club
- Horsham Joggers
- Horsham Hockey Club
- Tanbridge House School
- Horsham District Indoor Bowls Club
- Broadbridge Heath Parish Council

- Councillors on the Sports and Leisure Advisory Group
- Councillors on the Leisure Management Contract Task & Finish Group

Wards affected – All

Contact - Natalie Brahma –Pearl, Director of Community Services,
natalie.brahma-pearl@horsham.gov.uk tel. 01403 241250

Background Information

1. Introduction

- 1.1 This report submits to the Cabinet a Leisure Futures Study (LFS) of leisure needs for the District based on evidence of supply, demand and need as identified by relevant agencies and authoritative sources.

Background/Actions taken to date

- 1.2 The LFS is “evidence based” - Three primary sources of data have been used to inform it, including:
- 2005 Horsham PPG 17 Assessment (for facility supply/ accessibility information, although this is being updated to include additions since 2005).
 - Sport England “Active People Survey 2011” (for demand/ potential use information)
 - Sport England “Active Places Power” / Facilities Planning Model (for supply / planning need information)
- 1.3 As well as a number of supplementary sources including –
- Business in Sport and Leisure (for economic impact assessment)
 - Leisure contractors usage data (for Council owned sites)
 - Council District Plan Priorities (for strategic context)
 - West Sussex Cultural Strategy (for strategic context)
 - Cabinet Office – “The Gameplan” (for strategic context)
 - LOCOG (for Olympic legacy data)
 - Council residents’ satisfaction surveys
 - National Governing Bodies of Sport and others providing guidance on facility requirements
 - Census Data

2 Statutory and Policy Background

Statutory background

- 2.1 The powers of the Council to provide sports, leisure and recreational facilities are principally contained in Section 19 of the Local Government (Miscellaneous Provisions) Act 1976 and there are other powers contained in the Public Health Act 1936. Section 19 states that the Council **may** provide such recreational facilities as it thinks fit and has a power to do something rather than an obligation to provide such facilities. It is therefore open to the Council to determine not to exercise such powers and decide on the permanent closure of BBHLC. This primary legislation has no specific provision for winding up or decommissioning leisure facilities.

Relevant Government policy –

- 2.2 “The Gameplan” (National Strategy for Sport)
Olympic Legacy Planning

Relevant Council policies include -

- 2.3 District Plan Priority No.3 “Build an arts, leisure and culture reputation that also supports our economy”
- Maintain the excellent range of quality and value for money of our leisure services,
 - Carry out a full review of district-wide provision of leisure planned to enable all residents to enjoy access to local facilities.

The LFS has an important relationship to the Horsham District Planning Framework (HDPF)

3.0 Details

3.1 The draft Leisure Futures Study is attached for Members consideration. Based on analysis of the evidence set out in sections 1.2 and 1.3 of this report; it is possible to come to some broad conclusions about overall provision for leisure in the District and in some cases to be specific at local or site level about current and future provision. Facilities have been divided into “Core”; “Secondary Strategic” and “Specialist” based on industry practice and according to the extent of public sector involvement in their provision and recommendations on the former two categories are provided.

3.2 The main conclusions of the LFS are:

- i) Overall the Horsham District is well provided with a range of both public and private “core” facilities and “strategic” facilities. There are very few areas of the district which cannot access such facilities and in most cases where access is limited this is due to scattered low levels of population which would not justify further provision.
- ii) Provision for current residents (including provision made in West Horsham developments) is therefore adequate for most facility types and in most areas (see below for exceptions).
- iii) There is also recognition that there is a geographical skewing of provision in the north of the District, particularly in and around the vicinity of Horsham town, and that for some facilities there is an overprovision e.g. BBHLC. This supports a dispersed approach.
- iv) There is a strong local demand for leisure services and participation rates are above the national average. Current facilities are well appreciated by residents and make a contribution to the local economy and quality of life.
- v) Provision to meet the needs of new and expanding populations will however continue to be needed and this will be negotiated with developers as opportunities arise.
- vi) The LFS suggests ratios of facilities to population for core and strategic facilities to meet these needs. The Community Infrastructure Levy (CIL) will help to meet these needs but specific requirements will need to be drawn up to support the allocation of the levy. These will need to be built into the HDPF.
- vii) The only significant shortfalls identified are:
 - a. Allotments – due to growth in demand mainly due to environmental considerations (but a refreshed Planning Policy Guidance Study 17 assessment currently underway is likely to identify additional supply since 2005).
 - b. Indoor Tennis – there is no current provision to meet Sport England/ Lawn Tennis Association (LTA) standards.

3.3 **Core Facilities** - Core facilities include Sports Halls/Centres; Swimming Pools; Synthetic Turf Pitches; Playing Fields and Outdoor Hard Play Areas (Multi-Use Games Areas - MUGAs) in summary the needs in this category are:

- i) Sports Halls/ Centres – Overall supply meets requirements. Over supply in the North of District; particularly Horsham/ Broadbridge Heath area. Impacts of facilities outside the District (K2 (Crawley) and Triangle (Burgess Hill)) are significant.
- ii) Swimming Pools – Overall supply meets requirements and these are well distributed to meet population demand and access.
- iii) Synthetic Turf Pitches – Overall supply meets requirements; however provision is slightly unbalanced to north of district.
- iv) Playing Fields/Open space – Overall supply meets requirements but it is important to retain all existing sites for environmental/ and amenity space requirements, as well as leisure needs. It is important to retain these sites to meet new/expanding populations.
- v) Community use of educational facilities already provides a considerable contribution to meeting local sport and leisure demand and should be encouraged wherever possible.

3.4 **Secondary/ Strategic Facilities** include Indoor Bowls Centres; Athletics Tracks; Indoor Tennis Centres; Golf Courses and Fitness Gyms. In summary the LFS identifies:

- i) Indoor Bowls Centres – Overall supply is marginally below Sport England standard but local evidence suggests demand is falling and recruitment of members to existing clubs is challenging. It is proposed to undertake a strategic approach to bowls provision (indoor and outdoor) across the district, with particular emphasis on the needs/provision in the Horsham town vicinity. This may lead to a possible relocation/ replacement of ‘right sized’ facilities which are affordable to operators. This will require the co-operation of providers.
- ii) Tennis Courts (outdoor) - Overall supply meets requirements, but it has been identified that there is no indoor tennis provision in the Horsham District area, thus not meeting governing body standards.
- iii) Athletics Tracks - Overall the supply exceeds UK Athletic requirements. There are currently two in the district. The opening of the K2 facility in Crawley has now downgraded the BBHLC facility from a sub-regional facility to local facility, although the indoor athletics ‘tube’ may still be regarded sub-regional. Detailed analysis of use will need to be undertaken. It will be important to consider the future of the track given local use and possible Olympic legacy issues.
- iv) Golf Courses – Overall supply exceeds requirements due to falling levels of demand for club play. Largely private /voluntary sector issue but important shift to “pay and play” in public sector.

4.0 Key Issues – Summary

4.1 The LFS has identified a number of “Key Issues” which will be important in determining the Council’s ability to respond to the policy priorities which it has set for itself. These include -:

- i) The Economy. Participation is holding up despite the downturn. There is some evidence of “trading down” from private to public sector leisure facilities particularly fitness gyms.
- ii) The “Birth rate” of leisure related businesses in Horsham higher than national average.

- iii) It is recognised that some of the facilities are ageing and there is a need for significant reinvestment in some areas to maintain facility quality/ integrity. Withdrawal in some cases is justified where the cost or reinvestment exceeds demand. See Broadbridge Heath Leisure Centre (BBHLC) below.
- iv) Addressing over/under supply in provision. These fall into three areas, Allotments, Indoor tennis and the future of BBHLC.
 - a) **Allotments**- overall deficit in supply of c.166 plots but geographically variable, sites for further provision identified. Need to be considered for CIL in new developments; Garden sharing and management options also considered.
 - b) **Indoor tennis** – Four courts required; The most appropriate solution is not Council provision but support for voluntary club(s) to provide up to four “bubble” type structures. Planning facilitation may be needed.
- iv) Demographic Change. The impact of ageing population needs to be planned for and consideration given to changing needs, such as a greater shift to using outdoor environments.
- v) Dispersed provision. There has for some time been a perceived geographical bias in the provision of leisure infrastructure towards Horsham Town, until the LFS was undertaken the evidence to substantiate this had not been available. This is certainly the case for some facility types e.g. sports halls, gyms. A policy of more dispersed provision and re-balancing is justified. Access to countryside balances open space needs in more rural areas.
- vi) Olympic Legacy. There is a strong Government commitment to the Olympics with the aim of increasing participation rates in sport. This may have some local impacts. It will be necessary to plan for possible participation growth in both public and private sector provision.
- vii) Planned Development. It will be necessary to ensure that provision is made for population growth.
- viii) Provision for young people. It is essential that opportunities for constructive leisure are provided to counter obesity/ anti-social behaviour/ technology related issues. The proposed closure of West Sussex County Council run Youth Centres may impact on these opportunities.

4.2 Future of Broadbridge Heath Leisure Centre (BBHLC)

BBHLC is a complex building which was not designed as a conventional leisure centre, but as re-provision for previous users of the site when it was acquired by Tesco's in the 1980's. A large proportion of the building is leased for exclusive use to private organisations and does not constitute the offer of a 'public leisure centre'. There is an urgent need to decide on the future of BBHLC due to the following:

- a. Age and cost of repair of the building. There are significant capital costs required now and further preventive maintenance costs required over the next five years which are estimated to be in the region of £1.3-1.5 million. This is based on a recent stock condition survey of the centre. Furthermore there are pressures on service continuity as the leisure centre operator tries to balance maintenance works with the provision of services on the site.
- b. There has been significant Council investment in to the provision of other new facilities in the last ten years coupled with a significant growth in the 'private/community' sector.

- c. The centre does not meet current community needs. A considerable proportion of the building is not deemed to be offering 'leisure centre activities' i.e. there are exclusive rights to areas of the centre to activities which are not connected to the leisure centre. The building is compromised as a result.
 - d. Overprovision of sports hall/ gym facilities in Horsham / Broadbridge Heath areas
 - e. Need to re-let leisure management contract with certainty and to secure the best financial deal for residents. It is highly likely that inclusion of this site in the leisure contract will compromise the best financial return to the Council, given the significant capital and ongoing maintenance investment required.
 - f. Leases for some users, i.e. those with exclusive use of areas have expired (holding over) or due to expire.
 - g. Counterbalanced by West of Horsham development which will be providing some re-provision of the current offer and possible opportunities.
- 4.3 Considering the above points it is proposed that BBHLC should not be included in the new leisure contract which commences 1st December 2012 and that appropriate steps are taken to decommission the site with the aim of securing a vacant site for demolition. Clearing of the site is proposed to reduce any future financial burden on Council tax payers paying full business rates (£63K) on an empty building. Subject to outcomes of discussions with leaseholders/preferred users of the BBHLC site, it may be necessary to vacate the site on a phased basis.
- 4.4 It is acknowledged that there are several leaseholders/preferred core users and activities which will be impacted by the closure of the site and that it is important that a dialogue is entered into with these organisations to identify alternative provision. As part of the decommissioning arrangements the Council will work with existing groups to work up viable alternative options or re-provision elsewhere where practical and affordable. Discussion as to the future use of the athletics track and football pitch will need to be undertaken with user groups to determine future provision.

5.0 Next Steps

- 5.1 The strategic proposals contained within the LFS if agreed, will bring about a significant change and focus in how the Council will deliver its leisure provision in the future. The issues identified in the LFS will also be used to support future investment into leisure provision i.e. recognition of geographical deficit which will be used as the evidence base to secure developer contributions through the Community Infrastructure Levy 2014.
- 5.2 This revised approach will ensure that a dispersed model of provision supports the requirements of the District as a whole, moving away from a concentration of leisure facilities in the Horsham town vicinity.
- 5.3 Whilst it is recognised that the proposed closure of a leisure centre will be sensitive, the evidence contained within the LFS has identified an oversupply of provision, which stretched Council resources are unable to justify. In order to minimise the negative impacts of such a decision, Officers will explore alternative options with existing leaseholder/preferred user groups.

- 5.4 The Council has recently commissioned a “refresh” of the Council’s Planning Policy Guidance Assessment 17 (PPG 17). This is a requirement for the Council’s Horsham District Planning Framework (HDPF). Information contained in the LFS will contribute towards this. The identification of additional infrastructure which has been delivered in the last six years will also be captured. This work has started with a planned completion date of February 2012. The PPG refresh may update some of the data currently used for the LFS but is highly unlikely to affect the main decision points listed above, if anything it is likely to emphasise the overprovision issue. Minor adjustments to the LFS may be required as a result of the PPG 17 refresh.
- 5.5 If the decision is made to decommission the BBHLC site in Dec 2012, necessary steps will need to be taken to manage this process and work with stakeholders.

6.0 Outcome of Consultations

- 6.1 It is essential that formal discussions and consultation is entered into with leaseholders and preferred users of the BBHLC site.

7.0 Other Courses of Action Considered but Rejected

- 7.1 Not carrying out a Leisure Futures Study would result in the Council not having the sufficient robust evidence base on which to support future strategic decision making.

8.0 Staffing Consequences

- 8.1 Depending on the decision to decommission and close BBHLC, some temporary additional support to the Leisure Services Manager will be required.

9.0 Financial Consequences

- 9.1 Some potential for revenue savings if BBHLC closed and likely to attract a more competitive tender through the leisure contract as the site requires considerable on-going maintenance and a significant capital investment to keep the site compliant (circa £1.5million).
- 9.2 There will however be costs associated with decommissioning the site (see 8.1 above) and in the longer-term to demolish the site. These are likely to consist of works to shutting down services, termination of utilities and security measures. Some systems may need to be maintained and monitored until the site is cleared.
- 9.3 There may be additional contractual disengagements costs of decommissioning the site which have yet to be established and due to contractual confidentiality agreements these cannot be referred to in a public report.
- 9.4 Significant capital savings on not refurbishing BBHLC could be used to enable some re-investment in alternative provision.

- 9.5 The Council needs to identify how it can best maintain our other facilities referred to in the LFS which over the next few years will also require significant capital investments, which is essential if the Council is to continue delivering excellent facilities.

Appendix 1

Consequences of the Proposed Action

<p>What are the risks associated with the proposal?</p> <p>Risk Assessment attached Yes/No</p>	<p>Not adopting a leisure needs assessment would leave the Council without a supportable evidence base for some of its strategic actions.</p> <p>Decommissioning a leisure site- contractual and disengagement issues and impact on users over the next 12 months.</p> <p>Risk to HDC reputation</p>
<p>How will the proposal help to reduce Crime and Disorder?</p>	<p>Leisure provision, particularly for young people, may help to divert potential anti-social behaviour</p>
<p>How will the proposal help to promote Human Rights?</p>	<p>Council leisure facilities and opportunities are open to all.</p>
<p>What is the impact of the proposal on Equality and Diversity?</p> <p>Equalities Impact Assessment attached</p>	<p>Levels of women’s participation in the District are higher than national average; planning future provision will continue to encourage such participation.</p> <p>(i) Support for disabled people & groups will still be maintained.</p> <p>(ii) Uptake amongst age groups and BME (Black & minority ethnic people) will also be monitored.</p> <p>yes</p>
<p>How will the proposal help to promote Sustainability?</p>	<p>Replacement facilities for BBHLC can be planned with improved environmental performance and improved access for communities.</p>

HORSHAM DISTRICT COUNCIL

LEISURE FUTURES – AN
ASSESSMENT OF HORSHAM'S NEEDS
2011

Cabinet – 24th November 2011
Agenda Item 6(b)(i)

*“Leisure consists in all virtuous activities
by which a man grows morally,
Intellectually and spiritually – it is that
which makes life worth living.”*

Cicero (B.C. 106)

Cabinet – 24th November 2011
Agenda Item 6(b)(i)

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SECTION 1

INTRODUCTION AND BACKGROUND

Why a Leisure Futures Study?

District Plan Priorities

The Council has adopted a series of 6 key priorities as guiding principles for its work (“Our District Plan Priorities 2011 -2015”). One of these is concerned with leisure:

*“Build an arts, leisure and culture reputation
that also supports our economy.”
(District Plan Priority No. 3)*

The Council, therefore, understands the importance of leisure in maintaining its reputation and the need to strive for quality in building and maintaining such a reputation. The issue of economic benefit will be discussed further.

Under this headline priority, two sub-clauses are also relevant to the drive to produce a leisure futures study:

- *“maintain the excellent range of quality and value for money of our leisure services”,*

and

- *“Carry out a full review of our district-wide provision of leisure planned to enable all residents to enjoy access to local facilities”.*

The last clause suggests the need to address issues related to the accessibility of leisure on a district-wide basis and to consider a more dispersed approach to provision. This issue is also discussed in more detail in the sections below.

It is important that public bodies such as Local Authorities understand and plan for their involvement in and provision of leisure opportunities in order to ensure that the quality of life for their communities is enhanced by creating a balance between the health, economic, social and cultural needs of their communities.

This is particularly important at a time when resources are increasingly under pressure and Local Authorities are no longer able to meet all of the needs of their communities through their own efforts alone.

*“Planning is the rational distribution of shortage.”
(J. Wilkinson)*

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There is, therefore, a need to understand the role of the District Council in relation to the leisure aspects of the quality of the life equation and to understand how that role may need to change in response to changing economic and social circumstances.

It is also important to understand the existing balance between the District Council as a provider of leisure opportunities and other partners in the leisure industry and others involved in the process of providing opportunities for life enhancement and economic benefits in the Horsham area.

However, it should always be remembered that this balance has to be driven by the expressed needs of the community, the latent needs of those not currently enjoying these benefits and the future needs of the residents in the developing communities in and around Horsham.

The Department of Culture Media and Sport (DCMS) in its guidance to Local Authorities emphasises the need for Local Authorities to produce strategic guidance for leisure and culture because:

- such strategies create an awareness of the cultural identity of the area and the importance of culture to communities;
- they draw to public attention the importance of cultural provision for their intrinsic value, as well as their contribution to social, environmental and economic well being;
- they enable local cultural provision to be set in the context of regional and national policies and provision;
- they allow Local Authorities to take decisions within a known framework when allocating resources and priorities;
- they contribute to wider Community Strategies, other policies and the process of continuous improvement,
- they allow local communities to make their views known on cultural issues;
- they help to encourage equity and access to culture for all;
- they act as a lever for external funding.

Although this report does not attempt to update the Council's local cultural strategy (*"A Vision for Culture 2002" Horsham District Council*), the justification for its production in relation to leisure facilities and services is in many ways reflective of these aspirations. By substituting the word "leisure" for "culture" the above justification for the assessment is equally valid.

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Among the other reasons for carrying out a leisure futures study at this time include -

The Economic Benefits of Leisure

Sport England suggests that there were over 80 “sports related” businesses in Horsham District in 2009 (the latest year for which figures are available) and that they employed over 1,100 people directly. Although, this represented only 1.22% of all business activity (1.7% of employment) in the District; one significant feature is that the “birth rate” of new sports related businesses in Horsham between 2006 and 2009 at 18.7% of all new businesses is higher than the average for both the South East (17.8%) and England as a whole (18.2%) (*Source Business IDBR – 2006-2009*).

However, there are also indirect economic benefits which, although unquantified, can provide significant local benefit. These include day visitor tourism to events such as the annual Horsham Cricket Festival or the Steyning Bank Holiday Walking Races.

Another indirect benefit is the increased Quality of Life benefits produced by participation in leisure which contribute to a healthy and happy workforce which is likely to contribute to greater productivity. This in turn contributes towards Horsham’s standing as one of the most desirable communities in which to live and work and which improves the attractiveness of the area for business relocation.

Sporting Participation in Horsham District Council

Participation in sporting activities in Horsham is already higher than the national average. In 2010, the Sport England “Active People” Survey showed that 25.5% of Horsham’s population participated regularly in sport (“regularly” is defined as at least 3 x 30 minutes of medium intensity sporting activity per week) compared with 23.2% in the South East and 22.0% in England as a whole. Female participation in Horsham District is particularly high at 25.4% compared with 20.9% for the South East and 19.0% for England. This is significant as women and girls are often classed as a “hard to reach” target group by many sporting bodies.

People in Horsham are also generally satisfied with the levels of sporting provision in the district. Sport England’s Active People Survey Key Performance Indicator (KPI) 6 measures satisfaction with local provision. The proportion of people in Horsham satisfied with local provision stood at 77.2% in 2009/10 although this had fallen slightly from 80.6% in 2005/6. However, this still compares favourably with the South East level of 71% and the England average of 69%.

These figures are also borne out by the Council’s own surveys of resident satisfaction levels with local leisure facilities. The Council’s “Best Value” survey showed that in 2003/4 satisfaction with the Council’s leisure services stood at 65% compared with a national average of 55%. By 2006/7 with the

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opening of several new facilities, this level of satisfaction had risen to 74% and was well into the top quartile of Local Authorities. Satisfaction with parks and open spaces was also high rising from 84% in 2003/4 to 87% in 2006/7.

By the 2008 “Place” Survey, 55.7% of the local population expressed themselves “Very Satisfied” or “Satisfied” with leisure facilities or services and 80.3% were “Very Satisfied” or “Satisfied” with parks and open spaces. The differences in these figures may be partly accounted for by the different samples and questioning techniques used in the surveys, but may also be attributed to rising expectations and the ageing of some of the Council’s facilities which will be discussed in more detail later.

Figures provided by the Council’s Leisure Management Contractor, D.C. Leisure, continue to show strong attendance at the Council’s directly managed facilities at The Pavilions in the Park, Broadbridge Heath, Steyning and Billingshurst. In 2009/10 there were almost a million (969,704) attendances of which almost half a million was swimmers (442,228). This represented an increase of 100,000 uses or a 12% increase since 2006/7. If attendance at community managed facilities such as Chanctonbury and Henfield leisure centres are included, then participation at the District’s built facilities alone would well exceed a million visits a year.

Leisure and Health

The World Health Organisation (WHO) defines “health” as
“a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.”

There is a commonly accepted consensus that participation in leisure, sport and exercise have a beneficial impact on the health of individuals and communities. Studies such as the U.S. Surgeon General’s report to the U.S. Dept. of Health (1996); the European Heart Network Study for the European Union (1999) and the U.K. Chief Medical Officer’s report (2004) have established beyond doubt that exercise and sports participation contributes to:-

- lower mortality rates for younger and older adults;
- decreased risks of cardio-vascular disease;
- decreased risk of coronary heart disease;
- prevention of high blood pressure;
- reduction of hypertension;
- decreased risk of colon and some other cancers;
- lower risk of type 2 diabetes;
- lower levels of obesity.

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However, there is a lesser level of consensus over the level and intensity of exercise required to achieve these benefits and the advice of the Dept. of Health has varied over time from promoting high to medium intensity exercise and varying advice on type, duration and regularity of exercise.

Studies by Fox (1999); Taylor (2000) and others have also identified growing evidence that exercise can be effective in improving mental wellbeing through improved mood and self-perception and that there is good evidence that exercise is an effective treatment for clinical depression.

According to Dept. of Health figures for 2011, the levels of adult obesity in the PCT's covering Horsham District are slightly lower at 23.3% than the average of both the South East at (23.7%) and England (24.2%), In 2011 15.2% of year six pupils were classified as obese compared with an England average of 18.7%.

According to the Council's Health Profile 2011 the health of people in Horsham is better and life expectancy greater than the England Average. Deprivation is also lower than average but life expectancy is lower (4.1 years for men and 5.9 years for women) in the most deprived areas of the District compared with the least deprived. Early death rates from heart disease and stroke have fallen over the last 10 years and have fallen at a similar rate to England as a whole. According to the NHS –

“The priorities in Horsham include reducing premature mortality and alcohol related harm and increasing adult participation in physical activity.”

(Source “Horsham Health Profile 2011” – NHS West Sussex)

The fact that G.P.'s are increasingly prescribing exercise as part of palliative and recuperative care demonstrates the established link between exercise and health. Many Local Authorities are working closely with local health providers to encourage such G.P. referral schemes.

The availability of a wide range of good quality leisure facilities as well as low levels of deprivation may be a contributing factor to the generally high levels of physical and mental health in Horsham District.

Olympic Legacy

As part of the successful bid to host the Olympic Games in London in 2012, the Government, the British Olympic Association and the London Organising Committee for the Games (LOCOG) promised to deliver an ambitious package of increased participation in sport and improved community facilities as a “legacy” of the 2012 games. Such a legacy goes beyond anything achieved by any previous host city and only time will tell if it was a realistic aim.

However, Horsham has entered enthusiastically into the spirit of the Games achieving “host town” status for the preparation camp for the team from the

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Caribbean nation of Grenada. The range of facilities locally for training in the main Olympic sports, and proximity to the main Games venues were contributory factors in Horsham attracting interest from visiting nations.

Horsham will need to have plans and strategies in place to help to achieve the anticipated increase in participation as a result of the Games and to benefit from the various legacy funding streams recently announced by Sport England and the Government under the heading of “Places, People, Play.” These include the “Iconic Facilities Fund” and the “Inspired Facilities Fund”. This is in addition to funds which will continue to be made available through the Sports Lottery Fund, Sportsmatch, The Foundation for Sport and Arts and other funding streams.

Community Infrastructure Levy

The Department of Communities and Local Government has recently issued information (“Community Infrastructure Levy- an Overview” May 2011 DCLG) on the proposal introduce a new system known as the “Community Infrastructure Levy” (CIL) on new developments, which will to a large extent replace the use of planning obligations once CIL is adopted by an authority.

The purpose of the CIL is to encourage Local Authorities and developers to co-operate to provide facilities for new and growing communities as a result of housing and other forms of development. CIL contributions may be sought for:

- new infrastructure;
- increasing the capacity of existing infrastructure;
- repairing failing existing infrastructure;
- the ongoing costs of providing infrastructure;

This is a considerable extension of the types of planning obligations which have, up until now, been negotiated under Section 106 agreements between developers and Local Authorities.

The Levy is expected to raise an additional £1 Billion a year by 2016 and Local Authorities will be expected to mix Levy contributions with other capital and revenue funding streams to improve local infrastructure.

Among the infrastructure projects specifically identified in the guidance on the CIL (“*Community Infrastructure Levy, an overview*” DCLG May 2011) are:

“.....Park improvements, Open Spaces and leisure centres”

(CIL Overview Para 3)

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However, the guidance requires a Local Authority to publish a list of projects, or “types” of project on which it intends to spend CIL contributions. The Leisure Futures Study will support this process.

Horsham is planning to introduce a CIL scheme as part of the Horsham District Planning Framework in 2014. The Council has in the past, benefited greatly in the provision of leisure, play and open-space infrastructure as a result of planning obligations and needs to have in place an evidence based justification for the continuation of such investment through the CIL if it is to continue benefiting in this way.

Financial and Other Pressures

Local Authorities including Horsham are increasingly coming under pressure to achieve more and better outcomes from their communities with less resources. Reductions in financial and manpower resources are forcing the Council to reconsider its role as provider and manager of community assets and consider the delivery of services in new and innovative ways. Such an approach; sometimes known as a “Big Society” model; requires the Council to reconsider and possibly renegotiate its relationships with external partners and other public providers, be they neighbouring authorities, third sector organisations or private sector providers. This requires sometimes difficult decisions and reconsideration of many traditional approaches, but the focus must be based on achieving the best outcomes for communities;

Why Leisure?

In order to understand “leisure needs” it is necessary to understand the contribution which leisure makes to the quality of life of individuals and communities and understand the need for a balance between the priority needs of work and leisure.

Such “work life balance” is not a simple equation as leisure is not merely the antithesis of work. The lack of work can often destroy rather than create the circumstances in which leisure can be enjoyed. The economist’s view of work as a non-pleasurable activity which attracts monetary compensation cannot be fully sustained, since the work ethic is so deeply engrained in most western societies that it has acquired a value in itself, creating many of the social and personal links on which leisure thrives.

*If work was such a good thing, the rich
would have found a way of keeping it
to themselves (Haitian Proverb)*

People’s rising aspirations for personal wealth, and more recently an awareness of the impact of man’s activities on the environment have led to more of the benefits of work being taken in improving or upholding a standard of living or investing in one’s family or surroundings than being sought in more

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leisure. Electronic communications have also blurred the boundaries between work and leisure.

However, the basic trends of the late 20th century:

- a shorter working life
- a shorter working week
- more paid holidays
- leisure travel and foreign visits

have all been realised since the Second World War. But the prediction of the 1960's and 70's of a reversal in the respective importance of work and leisure by the early 21st century have not materialised.

What has happened, however, is that people have become conscious that, even if they are not to enjoy more leisure, they will enjoy their leisure more. Hence there has been an increasing trend towards more quality in the leisure experience.

*“The important thing is not adding years to life
– but life to years.” (President John F Kennedy)*

This trend has made an impact upon public provision with the demand for quality being increasingly one of the main aspirations of users of Local Authority facilities and services.

It has equally been recognised that the availability of unstructured and misdirected leisure can, in itself, be a disadvantage, both to those who suffer rather than enjoy it and to society itself. Lord Scarman in his report on the Brixton riots in the early 1980's recognized that large numbers of people with undirected spare time was one of the principal causes of social unrest in cities. Although the recent urban riots have not been subject to the same research scrutiny, anecdotally many have attributed them to economic rather than social factors. However, it is clear that many of those involved have experienced enforced and undirected leisure time.

*“Leisure, once the wistful dream of nearly all
of the world's people can become first a bore
and then a problem, if not an actual danger.”
(J. and H. Shane)*

Although the link between the enjoyment of leisure and cultural activities and improved mental health is not as well proven and documented as the link to physical well-being; the fact that many hospitals and health providers invest in public art or music, demonstrates a belief that the calming effect of cultural activities can benefit those suffering from stress and other mild mental syndromes.

The impact of technology has meant that home and computer based individual leisure pursuits are growing to challenge collective and out of home leisure, so that the importance of social interaction and social responsibility encouraged by leisure participation is increasingly under threat.

Section 1 Summary

Leisure is an important component of the services which Horsham District Council provides for its community. The Leisure Futures Study 2011 is designed to provide the Council with a rational and evidence based approach to meeting the three needs of

- Continuing to provide excellent leisure services
- Providing improved value for money in a difficult economic climate
- Ensuring that existing and new communities have access to a range of leisure facilities while rationalising existing supply where it is no longer sustainable.

SECTION 2

STRATEGIC CONTEXT

Any plan or strategy needs to be set within the context of existing national, regional and local policy. This section of the assessment, therefore, looks at the strategic context within which leisure and cultural services are delivered to Horsham residents.

Existing Policy – National

The current “head line” policy for sport in England was published under the title “The Game Plan – A strategy for delivering the Government’s sport and physical activity objectives” (Cabinet Office 2002).

The “Game Plan” set two overarching objectives:

- a major increase in participation in sport and physical activity, primarily because of the significant health benefits, and to reduce the growing cost of inactivity;
- a sustainable improvement in success in international competition, primarily because of the “feelgood factor” associated with winning in major sports;

In order to achieve these objectives, it recommends development in four main areas:

- Increasing grass roots participation, particularly among young people, economically disadvantaged groups, women and older people by breaking down the barriers to participation, believed to be lack of time, cost, information and motivation, as well as improving facilities, both human and physical.
- Prioritisation of investment in high performance sport by targeting specific sports and improving the development of talented sports people.
- A more cautious but benefits driven approach to bidding for mega sporting events.
- Organisational reform to improve delivery, reduce bureaucracy and encourage better joint working between the voluntary, public and private sectors.

The Game Plan set ambitious targets for Sport England, particularly in the area of increasing participation in grass roots sport. This Government aspiration was developed by the Government and Sport England into a target of getting 1 million more people participating in sport by 2011-12. Unfortunately, Sport England has failed to deliver the annual increases required to achieve this target since it was introduced in 2008, and with the

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change in government there are indications that these targets have been dropped, although there has been no formal announcement to this effect. The latest DCMS annual report for instance makes no mention of increasing participation and concentrates instead on delivering an excellent Olympic Games in 2012 and ensuring a sustainable legacy.

It might be considered, therefore, that there is currently a policy vacuum at national level with regard to sport. However, many of the broad objectives of the “Game Plan” remain valid and Sport England has announced that it is extending the life of its “Strategy for Sport in England 2008 – 2011” to cover the period up to 2013. As this strategy is largely based on “Game Plan” principles, it can be assumed that the overall strategic objectives of Government remain as set out in the “Game Plan” with the addition of an increased focus in the Olympics and their legacy. As mentioned earlier one of the hoped for legacies of the Games is an increase in participation in sport particularly among young people.

Existing Policy – Regional and County

The regional body with responsibility for leisure planning in the South-East is the South-East Cultural Observatory or “Culture South-East”.

The observatory notes that the leisure, creative and cultural industries account for over 560,000 jobs in the region and have a total annual turnover of about £46.5 billion. The cultural industries are amongst the fastest growing sector of the S.E. economy showing growth of 28.4% in employment between 1995 and 2000.

The Observatory has identified a number of “challenges” and opportunities in the coming months and years which need to be planned for and addressed. These can be summarized as:

Challenge 1: Access and Diversity – spread the benefits

Challenge 2: The 2012 Olympic Games – ensuring the legacy

Challenge 3: Sustainable Communities – access to high quality leisure
Opportunities for developing communities.

Challenge 4: Creative Industries – sustaining growth

Challenge 5: Developing education and training in the leisure and cultural
industries.

Many of these are consistent with the District Plan Priorities already identified by the Council and which are developed in this report.

It should be noted that, as a result of a review to the Government’s regional infrastructure review programme, Culture South East closed in 2009, but its policies are still current and its role being carried forward on a voluntary basis by the “South East Cultural Partnership” led by Arts Council England, South East.

West Sussex Cultural Strategy 2009-2014.

West Sussex County Council has updated its original cultural strategy. The strategy claims that the cultural industries in West Sussex employ more than 16,000 people and have an annual turnover of over £200million.

The strategy identifies 5 priorities and 2 cross-cutting themes:

- Priority 1: Access and Participation – aiming to increase participation and access for all cultural activities.
- Priority 2: Learning and Skills – to improve opportunities for our access to creative learning.
- Priority 3: Built and Natural Environment – to contribute to a high quality environment by promoting sound economic and cultural regeneration.
- Priority 4: Creative and Cultural Sector – to contribute to the development of the infrastructure and capacity of the creative cultural sector.
- Priority 5: Advocacy and Partnership – make the links between people and organisations.

Cross cutting – Theme 1: Young People and Culture

Cross cutting – Theme 2: Older People and Culture

The County Council recognises in its strategy that the majority of cultural provision in the County is made by District Councils and particularly in its Priority No. 5, it recognizes the need for co-operation; in particular between the functions and services of all parts of the public sector and the communities they serve.

The strategy also identifies the importance of leisure and culture in the social development of the youth of the County and their role in promoting social engagement and physical well-being.

By selection “Older People” as one of its cross-cutting themes the County Council also recognises what is often termed the “Demographic time-bomb” of an ageing population, an issue of greater significance in West Sussex and particularly its coastal settlements than in many other parts of the County and the Country.

Existing Policy – Local

Reference has already been made to the Council's District Plan Priorities 2011-2015 and their inclusion of a priority for leisure and culture.

However, many of the Council's other strategic documents which underpin its leisure role are either unadopted, uncompleted or out of date.

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The Council's overall Local Cultural Strategy, "*A Vision for Culture – Life, Leisure and Recreation in the Horsham District*", was published in 2002 and is now largely time expired.

However, the objections of the strategy remain valid. These are summarised below:-

Objective 1: To enhance the quality of life and well being of individuals living in, working in and visiting the Horsham District.

Objective 2: To build stronger communities.

Objective 3: To make sure that cultural activity and our local culture are good for business and the local economy.

Objective 4: To make sure that everyone can use our cultural facilities and participate in cultural activities.

Objective 5: To help people who develop and deliver cultural activity work more closely together.

Objective 6: To make the cultural sector more able to deliver to District key priorities.

Objective 7: To promote the cultures and cultural identities of the Horsham District.

The means by which the Cultural Strategy saw these objectives being delivered as set out in Appendix 1

PPG 17 Assessment

In 2002, the Government required all Local Authorities to carry out an assessment of provision for Sport, Recreation and Open Space in their local area. This process became known as a "PPG17 Assessment" (after, "*Planning Policy Guidance Note 17 Planning for Open Space, Sport and Recreation.*") An assessment was carried out in Horsham in 2005 and was used to inform the Council's Local Development Framework (LDF). As part of the current exercise, an update of the PPG17 Assessment has been commissioned and the results of the exercise will need to be assessed to update/ revise, if appropriate, the current exercise. The update will also support the LDF review to be carried out in the coming years.

The 2005 PPG 17 assessment carried out an extensive analysis of the provision of a range of facilities in the district and carried out considerable public consultation. The database of results from these exercises was presented in the PPG assessment report. The lists of facilities available are not repeated in this exercise for the sake of brevity but they can be viewed by reference to the Council's Leisure or Planning Depts. An updated database will be produced as a result of the 2011 update.

Other Local Plans and Strategies

As has been noted, many of the Council's plans and strategies in the leisure area are either unadopted or out of date.

Some documents and reports which have been identified and used to inform this report include:-

- Horsham District Swimming Strategy 1995 (dated but still valid)
- Draft Allotments Strategy (2011)
- Horsham District Play Strategy (2009)
- "All our Futures" Sustainable Community Strategy for Horsham District

It may be that the Council in responding to its District Plan Priority 3 may wish to consider updating its overall cultural strategy and formally adopting some of the internally proposed strategies that underpin it.

Section 2 – Summary

This section summarises National, Regional, County and local policies and strategies for leisure and therefore provides the policy framework which underpins the remaining sections of the document.

SECTION 3

DEFINING PROVIDERS

Traditionally, Local Authorities have been the major providers of certain types of leisure facilities for their communities. These include sports/leisure centres; swimming pools; sports pitches (grass and synthetic); tennis courts (outdoors); and athletics tracks.

However, increasingly in recent years, other providers have moved into the sector, partly as a result of the separation of the provision and management functions in leisure management resulting from the introduction of Compulsory Competitive Tendering (CCT) in the late 1980's; partly as a result of pressures on other suppliers to "commercialise" their assets and partially by the developing profitability of certain leisure markets, particularly health and fitness gyms, which has drawn private sector suppliers into the market.

The segmentation of the supply side of the market is, therefore, now broadly subdivided into five broad categories:-

- Direct Public Provision
- Private Sector Provision
- Education Sector Provision
- Social Enterprise Provision
- Voluntary/Third Sector Provision

The nature of these providers and their changing relationship with "traditional" public sector providers is discussed in more detail below.

Direct Public Provision

Local Authorities remain the majority providers of leisure services to their communities and in certain parts of the market remain the only suppliers in many areas.

There are 3,386 public leisure facilities in England. Of these, 2,110 are managed in-house by local authorities (63%, previously 62% in 2005 and 73% in 2002), 25% are managed by leisure trusts (up from 21% in 2005 and 12% in 2002) and 12% are managed by private sector contractors (down from 17%). The balance of the total of over 7,500 public sector venues are managed by schools and colleges, sports clubs, community organisations and so forth. (*Source – The Leisure Database Company Ltd.*)

Sport England defines "core" facilities which should be provided in any Local Authority area as:-

- Sports Halls
- Swimming Pools
- Synthetic Turf Pitches
- Indoor Bowls Centres
- Tennis Courts

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- Athletics Tracks
- Playing Fields
- Golf Courses
- Indoor Tennis

However, it is clear that not all of these facilities are largely the responsibility of Local Authorities as providers, and of these, only athletics tracks are now almost exclusively provided by Local Authorities.

This report will discuss the relevance of the Sport England “Core” classification later following an explanation of the changing role of other providers.

With the advent of CCT the role of local authorities as providers and managers changed in many areas to that of owners and enablers with the management role externalised to third parties. This has also allowed local authorities such as Horsham to concentrate on other avenues of developing sport, such as the development of coaching, providing opportunities to those disadvantaged by access or economics from traditional built facilities and working with clubs and other voluntary sector partners to develop pathways into sport and on to higher levels of performance.

Private Sector Provision

The private sector broadly fulfils two roles in leisure; facility management and direct provision.

With the introduction of CCT, private sector companies were encouraged to become involved in the management of Local Authority leisure centres. As a result of this management role, the private sector brings forward the provision of new commercial provision within Local Authority owned buildings either by converting existing facilities or (to a far lesser extent) providing new facilities. The main focus of this investment for commercial return was in the areas of health and fitness gyms and children’s soft play. Many previously under-used squash courts or multi-purpose halls were converted to gyms and play areas and this had a significant impact on reducing the overall operating cost to the public sector provider.

In Horsham, D.C. Leisure has invested extensively in health and fitness facilities, although these have not created an overall fiscal surplus to the Council in most facilities; this is not an uncommon position for such facilities.

The major area of private sector involvement has been in the provision of stand alone Health and Fitness Gyms. Large chains such as Esporta, David Lloyd Leisure and Virgin Active have developed large facilities generally in “out of town” or “urban fringe” locations; these are often supplemented by smaller local operators catering for local or “niche” markets. Such facilities operate on an open access membership basis.

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Currently none of the larger gym chain operators are present in the Horsham District but the facilities at:

- Slinfold Golf and Country Club (Ensign Leisure)
- Horsham Golf and Fitness
- Bluecoat Sports Health and Fitness (Christ's Hospital)
- The Holbrook Club

Amongst others, provide membership based opportunities for residents in addition to the gyms which form part of the Council's owned leisure centers.

Larger chains operate in adjacent areas such as Crawley (Virgin Active and Nuffield) and Worthing (David Lloyd and Esporta)

Traditionally the role of the private sector in relation to Local Authorities has been to compete at the more well off part of the market and to accept a subsidy from the public sector to provide opportunities for the less well-off. The role has changed to some degree in that private sector operators are increasingly willing to invest in building and providing profit orientated elements and profitable programming within facilities owned by the public sector. However, there is no indication that the private sector is willing and likely to move into the area of direct provision of "core" facilities for local communities and to take on a sports development role in encouraging participation among disadvantaged groups.

However, the decision of Ensign Leisure to include a 20m x 8m swimming pool at their Slinfold facility shows that these distinctions are blurring at the edges as public expectation increases and "loss leader" elements are built into private sector gyms to meet family expectations. Other traditional private sector facilities such as ten-pin bowling are also present in Horsham.

The other important area where the private sector has been and will continue to be an important provider of facilities for leisure and sport is through meeting planning obligations to provide facilities for new communities. The role of the Community Infrastructure Levy has been discussed above, but it is important to recognise it as part of the ongoing relationship between the public and private sectors in the provision of leisure opportunities. Developer contributions, planning obligations and the CIL tend to operate at a local level, but it is also important to consider capital raised from the sale of land for development which may be re-invested in leisure facilities for the benefit of the wider community.

Educational Provision

Traditionally access to school sports and leisure facilities have been secured for communities by "Joint Provision" (facilities jointly funded by Local Authorities and education bodies and located on school sites) or "Dual Use" (negotiated access agreements whereby Public Authorities finance community use of education provided facilities on school sites). Examples of dual use in Horsham district include the Sports Hall at Steyning Leisure

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Centre while the swimming pool at the same site is an example of joint provision.

Existing joint provision or dual use arrangements in Horsham District include:-

Steyning Grammar School / Steyning Leisure Centre
Billingshurst Leisure Centre/ The Weald School
Forest School, Horsham (now managed by the school)
Tanbridge House School - (Sports Hall managed by the school; ATP managed by Broadbridge Heath Leisure Centre).
Millais School (access agreement managed by the school)

Such arrangements have worked well in that they recognise that the peak period for school use (termtime, daytime) and community use (evenings, weekends and holiday periods) are broadly compatible and that the problems associated with access (e.g. security, cleaning, caretaking) can be largely overcome by co-operation and pro-active management.

As schools have become increasingly responsible for their own budgeting and independent of Local Authority control, they have also come to understand the benefit in making facilities available to the wider community outside of school hours and are increasingly offering opportunities for clubs and organisations to use their facilities; often in competition to traditional providers. The changing relationship in this case is, therefore, moving from one of co-operation to competition. However, as this can provide managed opportunities for the community, it should not be considered as a negative as part of competition.

The Council's role in this case would be to act in an enabling or intermediate role between schools as providers and potential users.

As new communities develop the Council should seek further opportunities to work in partnership with education providers to meet the leisure needs of local areas.

Social Enterprise Provision

The Social Enterprise or "Trust" sector has been active in leisure for many years (the first community sports centre at Harlow in Essex was "Trust" managed from its inception in 1966) but recently Trust management of public sector facilities has risen significantly. These "new" leisure trusts have commonly grown out of "management buy-out" style arrangements which have seen former Local Authority management staff externalise the management of services into single-focus, customer-driven social enterprises. Another social enterprise route has been the establishment of local charitable boards to operate publicly provided facilities.

There are currently no examples of the former approach in Horsham District although neighbouring facilities in Crawley and Mid-Sussex are managed by a leisure trust (Freedom Leisure) and facilities in Adur and Arun are also managed by trusts (Impulse and Inspire Leisure respectively).

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Like private sector leisure contractors, leisure trusts are generally involved in the management rather than the provision of leisure facilities. Also, like private sector operators, they have invested in more commercially orientated adaptations to public sector owned buildings. However, unlike commercial sector operators, their “not for profit” ethic means that they re-invest all of the surpluses generated by such investment back into the facilities and services which they operate.

Examples of community driven or managed leisure facilities exist in the District at Storrington (Chanctonbury Sports and Leisure) and Henfield (Henfield Leisure Centre) where facilities largely funded by the District Council are managed by local voluntary boards independently of the Council.

The development of the “Big Society,” provides a significant impetus to social enterprise management in the leisure industry. The Council will consider social enterprise bidders in re-letting its leisure management contract in 2012. As yet social enterprises have mainly been responsible for the management and adaptation of facilities rather than direct provision. However, social enterprise can access capital and revenue funding not available to public or private sector organisations, and with the advent of the Big Society Bank and other social enterprise funding streams, they may in future be able to play a more significant role.

Voluntary/Third Sector Providers

Voluntary clubs and societies have been a traditional provider of sports and leisure facilities and activities:

*“Voluntary clubs are the third leg of
the tripod of sports facility provision”
(Emlyn Jones former CEO Sport England)*

This is particularly true of Horsham District Council where the voluntary sector has provided some excellent facilities and produced some leading performers in their particular sport. Examples include Horsham Sports Club which annually hosts a full scale County Cricket Festival; Horsham Blue Star Harriers who have produced a number of international standard athletes and in more specialised fields such as Steyning Athletic Club in race walking.

Some voluntary clubs rely on the Council for the provision of facilities for their sport particularly in the “core” facilities areas such as athletics, football and other pitch sports, badminton, swimming and bowls. Other voluntary clubs provide their own facilities to members and sometimes to the wider community.

The Council's role in relation to sports clubs with their own facilities is one of providing support and encouragement and occasional finance and advice and this is unlikely to change in the near future except at the request of individual clubs. However, in the area where clubs are reliant on the Council as a facility provider, the relationship may need to become more flexible with clubs taking

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on greater responsibility in line with the “Big Society” philosophy for the funding and management of facilities and maybe the provision of services to the wider community in return for continuing support.

Summary – Providers

The role of the Council is and will continue to change from the primary and sometimes only provider of facilities for sport and leisure to one which recognises that there are important roles to be played by the Educational, Private, Social Enterprise and Voluntary Sectors.

The relationship with each of these sectors will change in different ways depending upon the challenges faced by and the opportunities available to both sides. A partnership orientated role may be required in some case recognising that the Council will no longer be able to sustain previous levels of commitment.

However, as well as retrenchment, such an approach may provide new opportunities to serve the needs of the community in innovative ways. The “Big Society” model is one familiar in type, if not in name, to many sports clubs and organisations and their input will be vital in ensuring that relevant facilities and opportunities continue to be available to the community.

In addition, the private sector may find that as the economy tightens, the disposable income available to generate the “leisure pound” will become more difficult for some customers to afford. In these circumstances, the Council may be in a position to either compete on price or to offer partnership support to allow greater community access to otherwise more “closed” facilities.

In all of these circumstances, the Council will need to be aware of its role across the whole geographical and social spectrum and may need to re-focus on communities and groups whose needs it is perceived not to be serving at present. The Council also has an indirect role in helping to raise standards in sport and recreation as high performance and quality coaches can often act as role models and leaders to encourage greater participation by young people in particular.

SECTION 4

DEFINING FACILITY TYPES AND COMMUNITY NEEDS

As referred to in Section 3, Sport England recognizes certain facility types as “core” to local provision. These core facilities are:-

- Sports Halls
- Swimming Pools
- Synthetic Turf Pitches
- Indoor Bowls Centres
- Tennis Courts
- Athletics Tracks
- Playing Fields
- Golf Courses
- Indoor Tennis

However, they do not represent the only types of facilities provided in communities for sport and recreation. Facilities such as health and fitness gyms provide non-sport specific opportunities for exercise while more specialist facilities such as, for example, shooting ranges, sailing lakes or boxing gyms provide specialist facilities for individual sports.

Although allotments do not come under the purview of Sport England, they are considered to be part of core provision for the purposes of this document.

For this reason, this assessment seeks to re-classify “core” provision in light of the developing and changing relationships with other providers already outlined in Section 3 above. It will, therefore, look at facility provision in the following categories or facility types:

1. Core facilities – those primarily provided by the Council and serving the multiple needs of the widest sector of the community.
2. Secondary or Strategic facilities – those in whose provision the Council has a key interest but of which it will not always be the main or sole provider.
3. Specialist facilities – those which are generally relevant only to individual sports and whose provision will rarely be the remit or responsibility of the Council.

In addition to the above classification of facilities by provider type, Sport England also recognises that there is a hierarchy of facilities which is determined by the geographical and sporting reach of certain facilities and facility types. The generally accepted hierarchy of sporting facilities is:-

National facilities – those recognized by the national governing body of the sport as providing the primary competition or training base for elite athletes in

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a particular sport. Facilities such as Wembley, Wimbledon and more locally Worthing (Bowls) and Hickstead (Equestrian) are examples of such facilities.

Regional or Sub-Regional facilities – facilities recognized by regional or national governing bodies as providing training bases for developing athletes and which hold competitions at regional level; examples include the athletics track at K2 Crawley, and various County Cricket grounds. Other facilities become regionally significant as a result of their scarcity, for example, Guildford Spectrum ice rink or Southdown Gliding Club at Parham.

District Level facilities – facilities which serve the needs of the majority of residents of a district or area. Example in Horsham includes The Pavilions in The Park and the Broadbridge Heath Athletics Track.

Local Facilities – facilities which serve the needs of individual towns or settlements. Examples include Billingshurst Leisure Centre, Henfield Leisure Centre and many local sports clubs.

Neighbourhood facilities – facilities which serve the needs of small communities or individual neighbourhoods within larger communities, examples include football pitches, hard courts and play areas in neighbourhoods.

NB The Council's 2005 PPG Assessment also identified a "sub-district" level of facilities serving an area or group of parishes.

This assessment therefore looks at not only facility types in Horsham District but also considers how any gaps or surpluses in the existing hierarchy should be considered both within and outside the district.

Reclassifying "Core facilities

Of the 9 types of core facilities identified by Sport England, this assessment adopts only:

- Swimming Pools
- Sports Halls
- Playing Fields
- Outdoor Hard Courts or Multi Use Games Area (Tennis/Netball/Basketball/Five-a-side etc)
- Synthetic Turf Pitches
- Allotments

as essentially "core" to provision in Horsham District. This is based on - Swimming pools - due to their multi-purpose nature, their contribution to public safety and their contribution to general aerobic fitness and health.

Sports Halls, - due to their multi-purpose nature meaning that they rarely serve a single activity or club and contribute to aerobic fitness.

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Playing Fields – due to their ubiquitous nature and their contribution as open space to the environmental as well as sporting needs of local communities as well as being literally the “grass roots” of sport.

Hard Courts – due to their multi-purpose nature and their role in introducing young people to sport.

Synthetic Turf Pitches – due to their multi-purpose uses and the need to balance their provision with that of playing fields.

Allotments – not classified by Sport England but provide important leisure, amenity and ecological resources; normally provided by district and parish councils.

It, therefore, follows that:

- Indoor Bowls Centres
- Athletics Tracks
- Golf Courses
- Indoor Tennis Courts

should be classified as either “secondary/strategic” or “specialist.” This is based on

Indoor Bowls Centres – provide for a single activity of a specialist nature but serve a strategic role due to their relevance to older members of the community.

Athletics Tracks – provide for a single activity of a specialist nature but serve a strategic role due to their rarity and their provision by local authorities as a general rule.

Golf Courses – provide for a single specialist activity but have a strategic relevance due to the large areas of land involved in their provision.

Indoor Tennis Courts – provide for a single specialist activity but have a strategic relevance due to the requirement to construct buildings of substantial volume and which are generally planned with the support of the LTA’s national strategy.

In addition, golf, indoor tennis and indoor bowls have secondary means of financial support either through catering income, membership fees or commercially driven investment which would make them of lower strategic priority but which might be financially important to the Council.

In addition to these, fitness gyms will also be considered as secondary/strategic for the purpose of the assessment due to their health benefits and their revenue generating potential.

Specialist Facilities

Specialist facilities include those facilities which are specific to a particular sport and do not have a multi-use purpose, e.g. an equestrian centre, dojo or velodrome. They can also include the adaptation of a multi-purpose facility for a specific sport e.g. a sports hall specially adapted for badminton or a hall equipped for boxing training. Such facilities are normally the domain of the voluntary sector or sports clubs; although there may be rare exceptions such as the specialist gymnastics hall provided at the Pavilions.

Hierarchies of Provision in Horsham

“The Sussex Cultural Matrix” (*Sussex Leisure Officers Association 2003*) classified all leisure facilities in the County according to facility or activity type and geographical importance and thus produced a hierarchy of facilities for the County.

Horsham does not have any facilities which serve as “National Centres” for specific sports neither at present does it have any aspirations to do so. According to “Golf World” magazine the West Sussex Golf Club near Pulborough is ranked 83rd in the “World’s Top 100 Golf Courses”

According to the cultural matrix, the athletics facilities at Broadbridge Heath serve a “region wide impact”, although as mentioned earlier, this has now been largely overtaken by the facilities at K2 in Crawley which did not exist in 2003. Southdown Gliding Club is also classified in this category.

At a “District and County Level” the matrix notes that Broadbridge Heath Leisure Centre and The Pavilions in the Park both serve such a need and are located in close proximity. Other facilities with a wider than local catchment are considered to be Knepp Castle Polo, Horsham Cricket Ground, Steyning Athletic Club (in race walking), the Gymnastics facilities at The Pavilions and Horsham Table Tennis Club.

The majority of facilities in the district, apart from those mentioned above, therefore meet a predominantly local need and serve the leisure requirements of residents in local towns and villages. The matrix notes that the district is well provided with facilities at a local and neighbourhood level.

Horsham compares well with the other Sussex districts for local provision and the only anomaly at District and County level is the proximity of two relatively large scale facilities at Broadbridge Heath and The Pavilions in the Park. This issue is discussed in greater detail later.

SECTION 5

MEETING COMMUNITY NEED - A DISPERSED APPROACH TO PROVISION

One commonly held view of leisure provision in Horsham District is that it is geographically unbalanced with much of the District's facilities concentrated in or around Horsham Town.

While this situation largely reflects the population distribution of the District, the impression can be exacerbated by the ease of access for people in the north and east of the District to high quality facilities outside the District such as the Triangle at Burgess Hill and K2 in Crawley; as well as facilities in Horsham Town. The South Downs provide more of a barrier to people in the south and west of the District to access facilities in Worthing, Brighton and Arun District.

As a counterbalance to the accessibility of built facilities, residents in the more rural areas will have greater access, via the rights of way network, to the recreational opportunities offered by open space and the countryside and some areas will lack the overall population numbers to justify additional spaces or facilities.

As the Council's PPG17 Assessment (2005) rightly said
"Everywhere cannot have everything if provision is to be affordable and financially sustainable."
(Horsham PPG17 Assessment 2005 p 66)

The PPG17 Assessment looked at how accessible certain types of facilities were to the population as a whole. These "thresholds" defined accessibility on foot and car or cycle to a specific range of facilities. The PPG17 also looked at the quantity of provision in Horsham against established quantity standards.

Table 1 below summarises the accessibility thresholds determined by the PPG 17 Assessment as well as the quantity standard for each type of facility and shows what proportion of households fall within these thresholds.

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Table 1

Accessibility Thresholds and Quantity Standards by Facility Type¹

Facility	Walk Threshold¹	Cycle/Drive Threshold	% Households within threshold	Quantity Standard
Allotments	1000m	3000m	64	1 plot/100 people
Artificial Turf Pitch		5000m	60 ²	1/20,000 people
Bowling Green (outdoor)	1000m	5000m	92	1 green/16,000 people
Community/ Village Halls	1000m	3000m	72	0.15m ² /person
Equipped Play Areas			99	
Local	200m	N/A		0.25m ² /person
Neighbourhood	350m	N/A		0.25m ² /person
Sub District		3000m		0.25m ² /person
Natural Greenspace	1000m	5000m	90	N/A
Parks and Recreation Grounds	1000m	N/A	99	N/A
Sports Pitches	1000m	5000m	100	14m ² /person
Sports Halls	1000m	5000m	94	1 badminton Crt/3,200 people
Swimming Pools ³	1000m	5000m	61	0.01m ² water/person
Hard Courts – MUGA	1000m	3000m	99	0.2-0.4m ² /person

Note¹, these thresholds and standards were based on research by Sport England and others in the absence of local data, but would be valid in association with assessments of quality in determining the need for facilities across the District.

Note ²

This proportion will have increased following the provision of an ATP at Steyning Grammar School.

Note³: The number and distribution of swimming pools in the District was determined by the “Horsham District Swimming Strategy” adopted by the Council in 1995/6 which led to the replacement of the Park Swimming Centre with The Pavilions complex and the creation of pools in Steyning and Billingshurst to serve the rural areas of the District. The current provision of water space in the district at 1552 m² exceeds the Sport England Facility Planning Model recommendation of 1232.79 m² and the PPG 17 recommendation of 1308m²

As can be seen from the table and the maps in Appendix 2; a large proportion of households in the Horsham District area are within the nationally

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recognised thresholds for most major or core facilities. The only exceptions are allotments where further provision may be required and swimming pools where the current strategy is based on a balance between accessibility and cost, although swimming pools do exceed the “quantity” standard.

The PPG17 did not assess quantity and accessibility standards for other strategic types of provision. However, based on other sources, the following may be considered to be acceptable standards.

Athletics Track – 1 x 6 lane synthetic track with floodlighting per 250,000 population within a 20 mins. drive time (45 mins in rural areas).
(Source: UK Athletics, *Facilities Planning and Delivery 2009-2012*)

Athletics Indoor Training Centres – One indoor training centre per 500,000 people living within a 30 minutes drive (45 minutes in rural areas) (Source - as above.)

Tennis – (For all tennis players) “A Club mark accredited place to play within 10 mins. drive of their home”.

“Indoor courts within a 20 mins. drive of their home”. (Source *Lawn Tennis Association (LTA) “Places To Play Strategy”*)

Sport England data suggests that the England average is one indoor court per 30,000 population. (Source- *Sport England Active Places Power*)

“A performance programme for 11-15 year olds within a 45 mins. drive time of their home (High Performance Centre.”
(Source: LTA – “Places to Play Strategy”)

Fitness Gyms – Sport England’s “Active Places” calculator shows that there are 5.28 fitness stations (“Stations” = an individual piece of training equipment or “work-out station”) per 1,000 population across Horsham District. This compares with an average of 5.71 for the South East Region and 5.93 for England as a whole.

However, the distribution for the district is very highly skewed towards the north of the district with Horsham, Broadbridge Heath, and the Slinfold/ Itchingfield/ Warnham areas having an average of 19 stations per 1000 population while areas in the south and west of the district have an average between 0 and 4 stations per 1000. (Source: *Sport England Active Places Power*)

Golf Courses – Sport England data shows an average of one 18 hole golf course equivalent per 26,460 people for England as a whole; the South East average is 19,565 and for Horsham District, 12,852. (Source: *Sport England Active Places Power*)

However, the English Golf Union membership survey 2010 shows a significant decline in club play including:

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- the only age band to show growth in membership was the 71+ age group, all other age bands showed a decline.
- 60% of clubs have seen a decrease in membership (2008/10)
- 90% of clubs have no waiting list for membership
- 97% of clubs in Sussex have membership vacancies

(Source: "Golf Club Membership Survey Results – 2010" - English Golf Union)

These figures do not include pay-and-play and non- club affiliated golfers. Data from courses suggests that there has been a shift from club membership towards unaffiliated or "pay and play" golf in recent times as people have come under increasing financial and time pressures. The Council's pay and play golf course at Rookwood has consistently accommodated an average of 40,094 recorded rounds per annum since 2005 with only slight variations probably due to annual variations in weather patterns, suggesting that pay and play golf is meeting the challenges of recession rather better than club golf.

Community Needs – Summary

Based on surveys of existing facilities the 2005 PPG17 Assessment Survey concluded that

- There is likely to be a need for more **allotments** in many of the Category 2 settlements across the District.
- There are only scattered instances of any shortfall in the provision of **amenity greenspace** against the quantity standard.
- There is a need for an additional **artificial turf pitch** in the south-eastern part of the District and possibly an artificial turf training and mini-soccer area in Horsham town.
- The overall provision of **equipped play areas** exceeds the quantity standard, but accessibility is more important than size or quantity.
- The supply of **grass pitches** meets the provision standard only if continued access to joint use school pitches can be guaranteed and in most areas the Council should resist the loss of community pitches. There is a particular need for more pitches – and better changing – in Horsham town.
- There appears to be a need for more **outdoor sports facilities** such as bowling greens and/or tennis and multi-courts across the District.
- There is a significant shortfall in the provision of **youth activity areas** across the District, but especially in the category 1 settlements.

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- The provision of **community halls** appears to be lower than the quantity standard, but the database of provision is incomplete.
- The provision of **sports halls** closely matches the quantity standard although distribution is skewed towards the north of the district.
- **Swimming pools** – see note 3 to table 1.

Since 2005

- The demand for **allotments** has increased due to environmental and economic concerns and waiting lists have increased significantly, and, therefore, the shortfall is likely to have increased.
- An additional **artificial turf pitch** has been provided at Steyning Grammar School thus meeting the shortfall in the south east of the District.
- More complete data on **community halls** suggests that the quantity standard is met in most areas. Parish Councils are more likely to identify and rectify need in this area.
- Some of the **sports halls** have fallen below the acceptable quality standards due to age and maintenance considerations.

Community needs – a dispersed approach - Conclusion

Although in most cases provision in Horsham meets the standards identified by the relevant agencies and the 2005 PPG17 Assessment, there is a need to address the perception that most built facilities are available in the north and east of the District and as a result adopt a more dispersed model of future provision.

Added to this, the accessibility of high quality facilities in neighbouring areas tends to accentuate this perception and the location of two “District Level” facilities in close proximity and with overlapping catchments at Broadbridge Heath and The Pavilions in Horsham, suggests that some rationalisation is required and a policy shift to favor the distribution of facilities in other parts of the District.

Appendix 3 provides a summary of the national and local data used for comparative purposes.

SECTION 6

LEISURE FUTURES STUDY KEY ISSUES

The background information set out above raises a number of key issues which will require policy development to support the planning of leisure services for the future.

Some of the issues include –

- The National and local economy
- Ageing leisure facilities
- Demographic change
- Planned development and population growth
- Olympics 2012 and their legacy
- Provision for young people
- A more dispersed approach to provision
- Allotments
- The future of Broadbridge Heath Leisure Centre

The following sections examine these issues in greater detail.

The National and Local Economy

No reader of this document will need reminding of the problems which have beset the National economy in recent years and it is not the place or intention of the author to analyse or speculate on the overall economic outlook.

However, one of the expected impacts of the recession has been a reduction in the disposable income available to individuals and families. As leisure is one of the areas which relies on available disposable income, any decrease in spend by households, as well as local authorities would be cause for concern. It would be expected that the recession would, therefore, have a significant impact on the leisure sector.

This appears to be confirmed by figures recently published for the first quarter (Q1) of 2011.

“Those industries associated with discretionary spending suffered most in Q1. Recreation and culture, which includes spending on entertainment such as cinema, theatre and sports tickets as well as entertainment related durables such as TV’s, declined by 5.1%”
(Source - Visa/Markit - UK Consumer Expenditure Index)

However, in contrast with the more passive forms of leisure associated with cinema, theatre and spectating, participation in active pursuits appears to have been maintained at previous levels and there is evidence of growth in some sectors.

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Membership of gyms remained largely unchanged in 2011 compared with previous years at 7.35 million and total sales reached £3.81 billion. The best performing part of the market was in the public sector which saw growth of almost 2% to more than 2.9 million. Some reasons for these changes may be due to substantial investment in public sector gyms (estimated at £250 million in 2010); the growth of “budget gyms” (which has grown to £37 million or 4% of the market) and a tendency for people facing financial pressures to “trade down” to lower cost public sector facilities from higher cost private gyms. (Source Leisure Database Company/Fitness Industry Association, “2011 State of the UK Fitness Industry”)

It would appear that recognition of the health benefits of exercise has encouraged people to continue to invest in their personal fitness and active participation in sport and leisure.

These issues represent the short term impact of the recession. In planning future provision, the Council will need to be aware that the facilities and services to be provided will need to reflect peoples’ changed financial as well as social circumstances.

As a direct result, expectations of increased income at leisure facilities may need to be downgraded, although if people continue to “trade down” there may be a beneficial shift from the private to the public sector where prices are traditionally lower. Expectations on the re-let of contracts may also need to be re-examined.

There may be pressure due to the reduced financial circumstances of local authorities to reduce expenditure on maintenance and re-investment leading to long term degradation of facilities. This should, if possible, be avoided if the quality of the facilities and therefore their income generating potential is to be maintained.

On a positive note, the cultural industries continue to be a growth area for private sector investment, as illustrated by the high “birth rate” of new leisure related businesses in Horsham District. The Council is well-placed to take advantage of this trend as its leisure and economic development portfolios are inter-related.

There may also be opportunities as people turn to domestic tourism and more local and free attractions, such as the countryside, country parks, and open spaces to generate “secondary” spend from cafes, gift shops, artists and craft maker sites, etc.

At a time of recession, it is also important to maximise the benefits of existing facilities and find innovative ways to use under-utilised spaces by developing partnerships with private and voluntary sector organisations.

Ageing Leisure Facilities

Many public sector leisure facilities owe their initial development to initiatives arising from the reorganisation of local government in 1974 and as a result may now be reaching the end of their economic life.

The Carter Report (*“Report of National Sports Effort and Resources” Carter 2005*) identified that due to a long history of reactive maintenance rather than proactive repair and renewal, local authority facilities have been left with a maintenance backlog of at least £550m in England.

Horsham DC is fortunate that its major build facilities are relatively modern; Pavilions in the Park (2002), Billingshurst Leisure Centre (2008) and Steyning Swimming Pool (2000). However, some elements of these facilities, such as the Sports Hall at Steyning Leisure Centre, are reaching a critical age.

The Local Government Act of 2003 allowed local authorities access to low risk prudential borrowing for income generating activities which saw considerable growth in “spend to save” style investments. The results of this can be seen in the growth in the provision of income generating fitness gyms mentioned above.

The Community Infrastructure Levy will allow local authorities to allocate funds from the levy for :

“repairing failing existing infrastructure”
(CIL Overview DCLG 2010)

The Council should consider adding specific renovation needs at its built facilities to its list of projects for CIL investment.

The Council has commissioned a condition survey of all of its built leisure centres as part of the process of re-letting the leisure management contract in 2012 and this process should be used to inform the development of a list of reinvestment needs which could be supported by the CIL.

Of particular concern is the deterioration of the Broadbridge Heath Leisure Centre and this is considered as a separate key issue below.

Demographic Change

The West Sussex Cultural Strategy referred to above identifies the importance of the changing demographics of the County and the impact of the ageing population on leisure and culture. “Older People and Culture” is identified as one of the two “Cross Cutting Themes” of the strategy, because

“soon over 50% of the population of West Sussex will be over 50”
(West Sussex Cultural Strategy 2009-2014).

The community strategy also prioritised this age group.

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Table 2 below shows the impact of an ageing population on Horsham District.

Table 2 Population in Horsham District aged 50+

<u>Population</u> <u>Age</u>	<u>2001</u>	<u>%</u>	<u>2011</u>	<u>%</u>	<u>2026</u> <u>Projected</u>	<u>%</u>
50 +	43,300	35	51,900	40	61,300	42
80 +	5,700	5	7,000	5	8,800	6
<u>Total</u>	122,300		130,800		144,800	

(Source West Sussex County Council)

The table shows that while Horsham will have a lower proportion of its population in the older age group than the rest of the County, by 2026, 42% of residents will be over 50 and 6% over 80.

As people live longer and health levels improve, people of 50+ are unlikely to regard themselves as “old” and a new generation of “the active elderly” has been recognised by leisure planners as continuing to need levels of provision previously made for younger age groups. The development of “Masters” (“Seniors” or “Veterans”) competitions in many sports is indicative of longer participation at a competitive level in sport as well as increasing exercise and recreational demands upon existing facilities often at times previously regarded as “off peak” (i.e. mid-week daytime).

Some marketing organisations have used the term “grey panthers” to describe this group as they are active, economically advantaged and vocal about their needs and demands.

Horsham is also likely to show a marginal (1%) increase in the “old elderly” (80+) which may require some palliative health interventions such as low impact exercise, safe fall training etc.

Planned Development and Population Growth

As can be seen from Table 2, the overall population of Horsham is expected to grow from 130,800 in 2011 to 144,800 in 2026, an increase of 11%.

Some of this growth will be due to demographic change arising from within the existing population but much of it will arise from the planned development of strategic housing sites in the District.

Plans already exist for over 2,000 new properties to the west of Horsham Town and to the south of Broadbridge Heath, and the planned growth of Southwater is expected to create a further significant increase in the District’s population.

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The leisure needs of this growing population will need to be considered, particularly if Horsham is to maintain its position as one of the most desirable areas of the County in which to live and work.

Developer contributions to some of the leisure infrastructure for the site to the west of Horsham have been agreed under the existing planning obligations system and Horsham has in the past done well in negotiating requirements for new leisure provision based on the guidelines set out in the 2005 PPG17 assessment. However, in considering the future of the Broadbridge Heath Leisure Centre site, it will be important to ensure that the needs of the existing and new communities in this area are considered.

Any significant population growth in the Southwater area will also need to be addressed under the Community Infrastructure Levy scheme as informed by the updated PPG17 assessment, the need to secure community access to education provision and the views of the local community.

The Olympic Games 2012 and their Legacy

The London Olympic Games 2012 will be a once in a lifetime sporting and leisure experience for the residents of Horsham and the nation as a whole.

As mentioned earlier, the Government has set ambitious legacy targets covering increased interest and participation in sport and physical recreation as a result of the Games.

In addition to the additional participation arising from the inspiration provided by watching some of the world's greatest sporting performances and the role model benefits arising from home success, the Games are also expected to generate a significant economic benefit.

As well as the building costs of £7.26 billion (est. May 2011) covering the venues, athletes village and infrastructure, which is expected to contribute to the regeneration of parts of East London and provide significant new housing and retail opportunities as well as a legacy of high class sporting venues in the area.

It has also been estimated that during the seven week period of the Olympic and Paralympic Games the UK's economy will show a net increase in economic activity of £1.4 billion and a pre-tax increase in growth of £229 million.

It is further estimated that the three year legacy impact from 2013 to 2015 will provide an annual stimulus to the UK economy worth £1.37 billion per annum or 3.5% of the overall expected growth of the national economy.

(Source: "London 2012 Olympic and Paralympic Games Expenditure and Economic Impact", Visa Europe 2011)

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Clearly the majority of these benefits will accrue in London and particularly around the Games venues. However, all parts of the country are expected to see some benefit from the Games and with its proximity to the venues and one of the main points of entry at Gatwick, Horsham is well placed to enjoy some of these benefits.

It is anticipated that the private sector will maximise the market opportunities presented by the Games, but it is also likely that there will be short term growth in the use of the Council's facilities in sport associated with the Games. These could include the athletics track at Broadbridge Heath, the Council's swimming pools and sports halls and activities such as canoeing or cycling which may not be provided for directly but which may create demand pressures on sites or venues across the District.

The Council's venue managers and development staff are likely to be aware of these opportunities which will provide significant short term benefits. However, the challenges will be to ensure that the short term interest is turned into long term participation and economic benefits.

Provision for Young People

At the other end of the demographic spectrum from the elderly, young people are also seen as a priority in the West Sussex Cultural Strategy as young people are the participants and customers of tomorrow. There is also a risk, if young people's needs are disregarded, that they may become disaffected and will use their leisure time in negative and destructive ways.

The population of Horsham District is projected to show very little change in the age group 0 – 19, with the 2026 projection at 30,400 being only marginally lower than the 2001 figure of 30,600. Therefore, there is no pressing need to make additional provision for reasons of volume, growth or decline.

However, there is a need to inspire young people towards constructive activities in their leisure time and targeted activities, special facilities, the London 2012 legacy and positive role models all play a part in attracting this age group. This is also the age group which is most likely to turn to home-based digital media for their leisure needs, which makes them less accessible to conventional leisure development methods. There is, therefore, a greater need to involve this age group in the decision making processes around their leisure needs as they are more likely to understand the pressures and issues which are of concern to their contemporaries.

A More Dispersed Approach to Leisure Provision

As mentioned earlier, one of the perceived issues surrounding leisure provision in the Horsham District is the view held in some parts of the District that provision is biased towards Horsham Town and the west of the District.

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The maps in Appendix 2 show the distribution of core and secondary facilities in the District. These tend to suggest that, except in a very few cases, the perception is not supported on the ground in relation to the general geographical spread of facilities related to the distribution of the population. No part of the District appears to be significantly deprived of access to a core range of facilities.

However, when accessibility to facilities in other areas and the level of provision are considered, it could be argued that the population in Horsham Town and the surrounding area has a more generous level of provision in some facilities than the remainder of the District and that some facilities such as sports halls/ centres are oversupplied.

Some of this is due to historical factors such as the co-location of facilities with centres of population or of the availability of development opportunities. Another factor previously mentioned is the accessibility from the north and east of the District to high quality facilities in adjacent areas, such as K2 in Crawley and The Triangle in Mid Sussex.

It would be appropriate to address some of these issues, although certain factors militate against major change. These include:

- “We are where we are” – the historical location of some facilities cannot easily be addressed as many of the facilities are relatively modern or have had recent investment.
- The “gravitational pull” of Horsham as a population centre meaning that facilities which require larger populations to service the catchment will inevitably be attracted to more densely populated areas.
- The dispersal of “Category 1 and Category 2” settlements, which means that :

“Everywhere cannot have everything if provision is to be affordable and financially sustainable”.
(Horsham PPG17 Assessment)

However, the Council could adopt a policy of positively encouraging leisure provision in other parts of the District and could set about the rationalisation of some of the provision in the north of the District by judicious withdrawal and redevelopment of some sites and re-investing the capital and revenue benefits in other areas.

Allotments - The 2005 PPG17 Assessment identified that there was likely to be a shortfall of allotments in the District and identified locations in Billingshurst, Amberley, Ashington, Broadbridge Heath, Bucks Green, Rudgwick, Mannings Heath, Partridge Green and Slinfold as areas in need of further provision. Since 2005 only one additional site in Partridge Green has been provided and a further site in Billingshurst is planned.

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However, since 2005, demand for allotments has grown at a much faster pace than anticipated. In 2011 the Council identified 26 allotment sites with 1,142 plots, with waiting lists at 11 sites. Waiting lists can only be a snapshot of demand as many potential allotment users are discouraged by long waiting lists from applying and therefore latent demand is probably much stronger.

A survey by the National Society of Allotments and Leisure Gardens (NSALG) in May 2011 found that there were 3,546 allotment sites in England with a total of 152,442 plots, at this time there were 86,767 people on waiting lists or 57 people waiting for every 100 plots.

The NSALG claims that the demand for allotments remains high because:

- They provide a sustainable food supply in times of economic constraints
- They give a healthy activity for people of all ages
- They further community development and cohesion
- They act as a resource for biodiversity and encourage wildlife
- They provide open space in communities
- They reduce carbon emissions by reducing food miles and contribute to a greener low-carbon economy
- The popularity of gardening programmes on TV and other media remains high
- Local Authorities have a statutory duty to provide sufficient allotments. (The Smallholding and Allotments Act 1908, Allotments Acts 1922, 1925 and 1950 make “sufficient” allotment provision mandatory.)

The 2005 PPG17 Assessment recommended a level of one allotment plot per 100 people for the District. In 2011 District supply is 1,142 plots, or one plot per 114.5 people. Assuming that the 2005 level of demand remains unchanged (which is debatable) a further 166 plots would be required in the District as a whole. A lack of suitable land in existing settlements is generally the reason why allotment needs have not been fulfilled. However, in addition to the overall shortage there are geographical variations which produce accessibility shortages in certain areas.

Allotments plots are rarely considered as part of the open space components required of developers for new housing. This situation should be reviewed in light of the environmental, leisure and economic benefits from providing allotments and CIL contributions towards new and expanded allotment sites should be encouraged. Parish and Town Councils are also key providers of allotments and partnerships with them and local allotment associations should be encouraged.

While land availability continues to be an issue, alternatives such as “garden sharing schemes”, could be considered. Garden sharing is a system which enables people, often older members of the community, to have other people who want allotments but cannot obtain one, to cultivate their gardens in return for a share of the produce. In addition to providing the benefits of allotments,

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this scheme also improves community cohesion and allows people who are unable to look after their gardens, to enjoy the benefit of tidier spaces and the visual amenity of a well kept garden. Schemes such as “Land Share” operate on a national level with over 64,000 members, while other more local schemes exist , such as “Grow your Neighbour’s Own” which operates in Brighton.

The Council could encourage the creation of a local scheme or encourage people to participate in one of the national initiatives.

Another managerial solution in areas where there are waiting lists would be to reduce the size of individual plots as the traditional 10 rod plot can be too big for some users. Subdividing plots into 5 rod units can reduce waiting lists in some cases; although this does not overcome local shortages due to accessibility.

Many allotment sites are already managed by local allotment associations which manage sites for the benefit of users or under lease from parish or town councils. Such a “Big Society” approach to allotment management should be encouraged and the Council should consider transferring the management of its own allotment sites to such voluntary organisations.

The Future of Broadbridge Heath Leisure Centre Site

One example of facility rationalisation would be a reconsideration of the number of “District Level” built facilities in or close to Horsham.

The PPG17 Assessment classifies both The Pavilions in the Park and Broadbridge Heath Leisure Centre as “Strategic” or “District” level facilities. It found that there were seven sports halls serving the Horsham/Broadbridge Heath area. (See map 12 in Appendix 2.)

In 2010, the Central Council for Physical Recreation (CCPR) supported an independent enquiry into the provision of sports facilities in the UK. The review was carried out by a panel of experts and well known sporting personalities and, although its conclusions and recommendations were not taken up as policy by Government or any other representative body, they do make some interesting observations on the provision and condition of sports facilities in the lead up to the Olympics.

One recommendation is of particular interest to this issue:

“Local Authorities must not be afraid to rationalise facilities where they are no longer fit for purpose or located in the wrong place”.
(Facilities Inquiry Recommendation No. 1 –
Source: www.facilitiesenquiry.org.uk)

Another of the panel’s recommendations is:

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“Schools must be obliged to open their premises for out of hours sporting usage”.

(Recommendation No. 2 Ibid)

Broadbridge Heath Leisure Centre was built in association with the Tesco development at Broadbridge Heath and more recently an athletics track, indoor bowls centre, and synthetic turf pitch (located on the other side of the A24) have been added to the site.

The main leisure centre building is reaching the end of its economic life and in many aspects it is not fit for current purpose, having been designed for a different era and not specifically for community leisure needs. Many of the spaces in the building are unavailable to the community due to leases held by specialist groups, e.g. 2 x theatre groups. The main sports hall is also leased exclusively to the Horsham Arun Badminton Club and therefore not available to the wider community. Other spaces within the building have been adapted from their original uses to serve changing needs, e.g. the gym facilities were previously meeting or snooker rooms. The space utilisation is wasteful and badly planned, management supervision is difficult due to the intricacies of the building and different user aspirations.

The centre is managed under the Council’s leisure management contract by DC Leisure, who have invested in health and fitness facilities but whose ability to manage the whole site effectively is compromised by the varying interests involved in the site.

The building has also suffered from long term maintenance issues, partly due to its original construction and a recent estimate has suggested that the cost of repair of the roof alone would be in the region of a third of a million pounds. The overall investment need based on a recent condition survey is estimated to be in the region of £1.3 - £1.5 million over the next five years.

However, the area surrounding the site is a major redevelopment area with an expected population growth of some 4,400 people in the next ten years. The leisure needs of this growing community will need to be considered as well as those of existing users and the existing local community.

Indoor Bowls - The current indoor bowls club is managed by Horsham District Bowls Club under a lease which is due to expire in 2015.

It is understood that the club has experienced a fall in membership and has had difficulties meeting the terms of the lease leading to a negotiated reduction in the rental in the recent past.

The indoor green has 8 rinks, which is high compared with other clubs in West Sussex. For example; Worthing Pavilion (6), Worthing Field Place (5), K2 Crawley (2), Adur (6), Arundel (6), Grattons, Crawley (6) and Southwick (6). The building is generously proportioned and has ample social facilities. Despite the problems with declining membership, the centre does provide for the needs of predominantly older members of the community on a district

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wide basis and consistent with other key issues, efforts to maintain participation by this age group should be encouraged. However, opportunities to reduce the scale of the facility to make it more economic to operate and maintain should be considered. Its replacement with a 6 rink green to a more manageable scale in another location should be considered.

The Bowls Centre is overlarge for current demand and does not serve a predominantly local need. However, the need to provide for older members of the community and to consider their well-being would suggest that this facility should be replaced or relocated.

Broadbridge Heath Leisure Centre – Specific Issues:

Theatre Groups - The two theatre groups currently enjoy generous space which in some cases is largely under-used. One of the groups has already reduced its space requirements and it is understood that both may be experiencing problems with falling membership, increasing costs and maintenance responsibilities. Both groups serve District wide rather than local needs.

The Council could encourage the groups to consider amalgamation as a possible route to strengthening their operations. Failing this, the Council may wish to consider relocating these groups to another site, possibly an under-used industrial unit, as currently the technical space available at Broadbridge Heath Leisure Centre (scenery construction, set painting etc) seems to be the most well used area. Some rehearsal space could be found in the Drill Hall if required, although this would require significant accommodation works. Alternatively the use of school drama facilities in the Horsham area could be negotiated. Such a model works well in other communities e.g. the use of the Drama hall at Steyning Grammar School by community theatre groups. There is no continuing financial or recreational logic to the Council providing bars or other social amenities to such groups. The Council could also terminate the leases and take no further action.

Horsham Arun Badminton Club - The club is a progressive and well-supported organisation designated by Badminton England as a “Performance Centre” (the first in the Country) which aims to “increase competitive opportunity and raise standards for all players”: (Badminton England). Performance Centres are part funded by Badminton England. The club has an excellent developmental record and a good reputation locally and nationally for coaching and excellence. The club enjoys exclusive access to specialist facilities within an otherwise deteriorating environment.

The club has aspirations to increase the number of courts available to its members from the current three to four. As with the theatre groups, the club’s leases are being “held over” and are due to expire in the near future. The club serves a District and sub-regional rather than a local catchment.

The Council’s officers have already held discussions with the club and a local school about the possibility of the club relocating to a school sports hall

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providing four courts to meet the club's aspirations. Such an option may also be attractive to the school as it provides an out of hours use of their sports hall and a guaranteed income from a well-established and responsible partner. These negotiations should be encouraged and brought to fruition if possible.

Fitness Gym - The gym facilities at BBHLC are well used and produce a substantial financial benefit to DC Leisure (and therefore the Council). The gym is well equipped and has modern equipment but is located in an ad hoc arrangement throughout the building; largely by colonising rooms which had previously been used for other purposes. The gym is therefore not well planned and provides management challenges. In addition to local public provision the development of the Slinfold Golf and Country Club which provides a membership gym with access to 40 gym stations, studios, spa facilities and a 20m x 8m swimming pool within 11 mins driving time (3.9 miles) of BBHLC has increased the available gym provision in the BBHLC catchment to a level well above the District and National average.

The Council could consider, for economic reasons, either providing a new gym facility in association with Tanbridge House School, or with Broadbridge Heath Football Club to enhance the potential viability of the existing school facilities or the proposed football club facilities located as part of the new development. This would also offer lower cost alternative provision for existing and new residents of the area (see below).

Athletics Facilities - The track and indoor training facilities at BBHLC provide facilities for the two athletics clubs based at the site. BBHLC's role as a sub-regional and county venue has largely been overtaken by the new facility at K2 Crawley, which provides 8 lanes as opposed to the 6 at BBHLC and the other local track at Worthing. There is also an additional local track at a private boarding school in the district.

However, the track meets an important local need for clubs and junior county athletics and any attempt to close it, particularly in the run up to and the legacy period after London 2012, at which athletics is likely to be a major attraction, would cause significant reputational damage to the Council. Relocation could be considered in the medium term.

The Council's Event and Town Centre team has also suggested that there may be some interest in using the track as an enclosed outdoor event venue, particularly for live music. Such a use may require significant investment in demountable support facilities and would need further careful evaluation.

The provision of the indoor facilities is, however, largely linked to the future of the built facility as the current structure, like the rest of the building is in very poor condition and the pole vault squad which previously made extensive use of it has relocated to Crawley. The cost of maintenance and refurbishment is likely to exceed the marginal benefit of retention and repair although there is also some reputational risk associated with the closure of such a facility.

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Broadbridge Heath Football Club - currently use the pitch in the centre of the athletics track for home fixtures. There are also 4 x synthetic surface Multi-use games areas (MUGAs) located on the site. As part of the development of land south of the site, the Council has agreed with the developers to relocate the club to a new site within the housing development providing a full size competitive pitch, clubhouse and floodlit training areas for the use of the club and MUGA facilities for the wider community.

It may be possible to re-locate a small gym to serve club training and community needs as part of the changing room/clubhouse development.

There may be some options to transfer some management responsibilities for the track and centre pitch to voluntary management by a consortium of user clubs in the short term or until the football club is relocated.

Artificial Turf Pitch - The ATP is located on the other side of the A24 from the leisure centre and is located on part of the Tanbridge House School site. Changing facilities are located in the main leisure centre. The pitch is well used and should be retained. However, it may be that the management of the pitch would be better transferred to Tanbridge House School, subject to an agreement to promote and develop community use. The provision of a small gym and community changing rooms may enhance the opportunities for community use of the overall site which is well located to serve the needs of the developing communities in the area.

Catering and Ancillary Areas -

These are supplementary to the main purpose of the building and therefore their future would be linked to any overall decision about the continued need for and viability of the centre overall. Some provision for catering, meeting rooms, crèche facilities etc could be provided within the overall community facilities planned for the new housing development.

Broadbridge Heath Leisure Centre Site – Summary and Conclusions - The main BBHLC building is in poor condition and has reached the end of its economic life, it does not serve a predominantly local need, therefore, it will not be overly detrimental to existing and new communities if it were removed. The needs of existing users could be met by relocation to other sites and the needs of the existing and new communities could be met by supplementing existing or planned facilities on adjacent sites in the local area.

The Athletics Track and indoor facilities also serve a district wide need and do not necessarily need to be located at the current site. However, the cost and timescale of removal or relocation, as well as the Olympic legacy issues involved, would suggest that the track and its direct support facilities should be retained at present and consideration should be given to alternative management options in the short term. Medium term relocation possibilities for the track will also need to be considered. The indoor athletics facilities are in poor condition like the rest of the building and are overlarge for the current

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levels of use; they should therefore be removed as part of the removal of the main structure.

SECTION 7

POLICY OPTIONS

The preceding sections have set out the evidence base for the provision of leisure opportunities in Horsham District and have examined some of the key issues which will determine current and future leisure needs.

This information, though useful in itself is only a tool to be used as the basis for the formulation of policy and strategy.

This section, therefore, considers some of the options available to the Council in meeting the challenges and opportunities presented by these issues.

The policy options considered are set out in four broad categories:-

- | | | |
|------------------------------|---|---|
| “Provide/Facilitate” | - | covers the provision of new facilities and services either directly by the Council or by facilitating provision by others. |
| “Retain/Refurbish/Re-invest” | - | covers those facilities and services which the Council will retain and invest in their future development. It also covers the Council’s support for reinvestment by external third parties by means of grants or other support. |
| “Replace/Relocate” | - | covers facilities not currently meeting community needs but which could be replaced by more appropriate facilities or relocated to other areas. This also covers the Council’s role in assisting third parties to relocate or take management involvement in existing facilities. |
| “Reduce/Withdraw” | - | covers those facilities or services no longer meeting a “core” or “strategic” need from which the Council will withdraw or reduce support. In some cases others may be encouraged to take on provision if this is in their direct interests. |

The following section will consider which of the core and strategic facilities identified above should be considered against each of these policy options. In

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some cases more than one option may be considered dependent upon finance and timescale.

Provide/Facilitate

As can be seen from table 1 and the maps in appendix 2 a large proportion of the households in Horsham District are within acceptable accessibility thresholds of most core facilities. Some infilling may be required in specific areas. Those which have been identified are shown in Table 3 below.

Table 3 can also form the basis (subject to any revision as part of the 2011 PPG 17 update) of a “wish list” of facilities which could be provided as part of any CIL negotiation for future investment in leisure infrastructure with developers. Giving priority to these facilities is also consistent with a more dispersed approach to leisure provision across the District.

Table 3 Core Facility Deficiencies – Specific Locations

Settlement Type	Settlement	Provision	Evidence/Comment
Category 1	Billingshurst	Allotments Play area, Station Road Y.A.A. North of Town	Population/quantity standard not met. Accessibility standard not met. Accessibility standard not met.
	Bramber, Steyning and Upper Beeding	Local play area, east part of Upper Beeding Skateboard facility (close to Leisure Centre?)	Accessibility standard not met. Local consultation.
	Henfield	Allotments Equipped play area, east of Henfield	Population/quality standard not met, but land availability may be difficult. Accessibility standard not met.
	Horsham	Amenity green space, Oakhill area Neighbourhood play centre, south-east Horsham Neighbourhood play area, south west Horsham Y.A.A. north of Horsham	Accessibility standard – land availability may be an issue. Accessibility standard not met. Accessibility standard not met. Existing facilities very small.
	Pulborough	Neighbourhood play area east of Pulborough	Accessibility standard not met.
	Southwater	Equipped play area south of Country Park Equipped play area west of Country Park BMX track	Accessibility standard not met. Accessibility standard not met. Local consultation.
	Storrington & Sullington	Neighbourhood play area north central Storrington Y.A.A. Sullington	Accessibility standard not met. Accessibility standard not met.

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Settlement Type	Settlement	Provision	Evidence/Comment
Category 2	Amberley	Allotments	Population/quantity standard not met.
	Ashington	Allotments Equipped play area north of Ashington	Population/quantity standard not met. Accessibility standard not met.
	Barns Green	Y.A.A. recreation ground	Improvement required.
	Broadbridge Heath	Allotments Local amenity green space west and central Broadbridge Heath Equipped play areas east and west of Broadbridge Heath	Population/quantity standard not met. Accessibility standard not met. Accessibility standard not met.
	Bucks Green & Rudgwick	Allotments	Population/quantity standard not met.
	Christ's Hospital	None	
	Coldwaltham	Y.A.A.	Accessibility standard not met – may be site problems.
	Cowfold	None	
	Faygate	None	
	Lower Beeding	None	
	Mannings Heath	Allotments Y.A.A.	Population/Quantity standard not met. Accessibility standard not met – site may be problem.
	Partridge Green	Local equipped play area west part of Partridge Green	Accessibility standard not met.

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Settlement Type	Settlement	Provision	Evidence/Comment
	Rusper	None	
	Slinfold	Allotments Neighbourhood play area north of Slinfold Y.A.A.	Population/quantity standard not met. Accessibility standard not met. Population/quantity standard not met – land availability may be an issue. Accessibility standard.
	Small Dole	None	
	Street & High Bar Lane	None	
	Warnham	None	
	Washington	None	
	West Chiltington Common/ West Chiltington Village	Local play area West Chiltington Village	Accessibility standard.

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Table 3 will need to be updated following the Council's current PPG17 update but generally shows a very satisfactory situation with only limited shortages of core provision which can be rectified by planning over the next few years.

However, with the growth in Horsham's population expected in the near future, it will be necessary to plan provision for new and expanding communities, particularly in the Broadbridge Heath and Southwater areas.

Table 4 provides guidelines for further provision based on PPG 17 and national standards of provision and are show recommended standards of quantity and accessibility required to meet the needs of new and expanding populations.

Table 4 – Standards of Provision to meet Population Growth

<u>Facility</u>	<u>Quantity</u>	<u>Walk Threshold</u>	<u>Drive Threshold</u>
Allotments	1 plot/100 people	1000m	3000m
Artificial turf pitches	1/20,000 people	N/A	5000m
Bowling Green (outdoor)	1 green/16,000 people	1000m	5000m
Community/Village Hall	0.15 ² m/person	1000m	3000m
Local play area	0.25m ² /person	200m	N/A
Neighbourhood play area	0.25 ² /person	350m	N/A
Sub-District play area	0.25 ² /person	N/A	3000m
Parks & recreation grounds	Site dependent	1000m	N/A
Sports pitches	14m ² /person	1000m	5000m
Fitness Gyms	6 "stations"/ 1000	1000m	5000m
Sports halls	1 badminton court/ 3,200 people	1000m	5000m
Hard courts/MUGA	0.2 – 0.4m ² /person	1000m	3000m

Dual Use of School Facilities

The Council should seek to ensure that any new school leisure facilities provided in the area should be open to the wider community when not in use by the school and that all existing school premises should be encouraged to continue to make their facilities available to the community and to expand access wherever possible. The Council should consider how, through co-operation with schools, modifications to buildings or access might help to overcome security or other barriers to community access.

Secondary/Strategic Facilities

Indoor Bowls - Sport England's sports facilities calculator suggests that for its current population Horsham has a requirement for 9.37 indoor rinks. Current provision is 8 rinks, leaving a theoretical shortfall of 1.37 rinks. However, based on local experience, the current facility at Broadbridge Heath appears to be exceeding demand as membership levels are reported to be falling.

There does not, therefore, appear to be any justification for further new provision. The viability of the current facilities is discussed further in the "Replace/Relocate" section below.

Athletics Tracks - The recent provision of an 8-lane regional facility at K2 Crawley, which complements the current local facility at Broadbridge Heath, would suggest that there is unlikely to be a need for further provision to meet expected population growth.

Golf Courses - Horsham District is well provided with golf courses and demand for club play in Sussex is falling. However, as unaffiliated or "pay and play" golf is maintaining and growing its interest, the "municipal course" at Rookwood will be continue to be required and should be adequate to provide opportunities for people to gain access to the game. There are ample opportunities in the voluntary and private sector for progression to higher standards of play. The Council should therefore not make any plans for further courses but rely on demand being satisfied in the private and voluntary sectors.

Indoor Tennis Courts - There are currently no indoor tennis courts in Horsham District. The LTA standard "Indoor court within 20 minutes drive of their home" is vague and difficult to interpret. However it would cover access to courts in Worthing and Mid Sussex for parts of the South of the district.

A more realistic assessment is based on the Sport England average of 1 court/30,000 population. On this basis there would be a need for 4.36 indoor courts in the District. There are a few alternative facilities outside the District serving the north of the district, with only the air-supported structure covered courts at Crawley Lawn Tennis Club within 10 miles of Horsham Town. Residents in the

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south of the District have access to 15 indoor courts (four of which are air halls) within approx. 10 miles. These include David Lloyd Worthing (5), West Worthing Club (3), Withdean (3), Wickwoods (2), Hove (2.)

It is unlikely that the Council will in the near future or medium term have the resources of finance or land to provide the extensive investment required. Private sector investment is unlikely given the population of the District.

The Council could alternatively look at facilitating provision of up to 4 covered courts to serve the north of the district in the voluntary sector; possibly by means of floodlit air-supported structures or lightweight frame supported structures.

Examples of lightweight frame structures include West Worthing Tennis and Squash Club and air-supported structures include Chichester Racquet and Fitness Club both located in sensitive areas for the purpose of planning. Facilitation through planning support may allow a club in the area to provide such facilities. The LTA offers financial support for indoor courts and the Council could identify an appropriate partner and if appropriate assist the application process and consider small scale loans or grant aid support if required.

Health and Fitness Gyms - As shown in Section 3, the provision of health and fitness gym stations across the district is marginally below the national average for England. However, the distribution is highly skewed towards the north of the District where provision substantially exceeds the national average. A policy of supporting provision in the south of the district would be consistent with a more dispersed model of provision.

Given this situation, the Council should aim at a level of provision of six stations per 1000 population across the District and that provision in any new development should aim to achieve this figure. In order to address the current imbalance, this issue is discussed further in the “Replace/Relocate” policy section below

Specialist Facilities - Some specialist clubs and organisations use the Council’s facilities, e.g. soccer clubs, swimming clubs, badminton clubs etc. The needs of these organisations are covered within the consideration of the need for core or strategic facilities.

Outside of the core facilities, such facilities are generally the domain of the voluntary sector to provide on land or in buildings owned by themselves. Individual clubs will be aware of their own needs. These will reflect the aspirations of their members rather than the wider community.

The Council would, therefore, only become involved in such provision if it satisfies another strategic need, for example a club might be supported through

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grant aid to provide facilities which assist in distracting at risk young people from anti-social behaviour.

Retain/Refurbish/Reinvest

This policy option deals with the Council's role in maintaining the quality of its existing infrastructure, it covers; changing the use of parts of existing infrastructure to meet changing needs or investing in the improvement of existing infrastructure where improved revenue benefits justify sound investment.

Core Facilities

As part of the re-let of its leisure management contract, the Council has commissioned a condition survey of those of its built facilities subject to contract. Such a survey will inform the refurbishment needs of these facilities and should be the basis of future maintenance or investment programmes.

The Council should retain existing open space, playing pitches and parks and recreation grounds as these contribute not only to leisure needs but enhance the environment of the District, provide differentiation between settlements, contribute to ecological and habitat needs and enhance local amenity which is reflected in improved quality of life.

Facilities for play are constantly in need of replacement and renewal in order to maintain their safety standards and their play value. As well as providing new play facilities in the areas identified in the "Provide/Facilitate" section above, the Council should reinvest in maintaining the quality of its play facilities. The Council is currently working towards implementing the recommendations of its approved Play Strategy (2009) which identified priority needs for investment in new and replacement play facilities and this should continue.

The conversion of squash courts, for which demand was in decline, into health and fitness and soft play areas was an example of reinvestment which has brought about financial benefits to the Council by reducing the cost of contracted leisure management services and which have improved customer satisfaction by the provision of facilities which meet evolving community needs.

As such trends are of necessity responsive to the changing market, it is often difficult to predict and plan for them.

The Council may also support education and other providers to add financially viable elements to their leisure offer in order to make more facilities available to the wider community. For example, the addition of a gym may make it attractive for a school (e.g. Tanbridge House) to make its sports hall more widely available for community use as a combined package would be more viable than any single facility.

Secondary / Strategic Facilities

The Council obtains significant financial benefit from its golf course at Rookwood and should retain it and work with Ensign Leisure to seek reinvestment to enhance the viability of the site. The addition of fitness facilities, such as at Slinfold Golf and Country Club or Horsham Golf and Fitness, could be an example, although such provision would be justified on revenue rather than “need” criteria..

However, it is clear that the strength of the fitness market and the regular cyclic changes of emphasis within it, as to what constitutes the current best way to achieve health through exercise, will mean this regular reinvestment in this area will be required.

The Council should support the efforts of its leisure management contractor to innovate and/or respond to market change and seek to share the risks and rewards for such investment.

The Council could help to rebalance the distribution of health and fitness facilities in the District by supporting its leisure contractor to invest in gyms at Steyning and Billingshurst and it could further support the community managed facilities at Chanctonbury and Henfield to expand and reinvest in their current gym facilities.

“Replace/Relocate”

This policy option deals with those facilities which are not currently meeting demands or which due to historic reasons are in the wrong location to serve current community needs.

“Core” Facilities - Of the “core” facilities, the users of the sports hall at Broadbridge Heath are in need of relocation due to the age and state of the current building. The Council should work with the Horsham/Arun Badminton Club to find a suitable relocation for the club’s activities preferably on a school site. The same can be said of all of the other existing facilities at Broadbridge Heath site where a current demand can be demonstrated.

Some of the Council’s play areas are no longer meeting community needs and are being replaced or relocated in accordance with the Council’s Play Strategy.

Secondary/Strategic - It is understood that the Horsham Bowls Club is looking for an opportunity to relocate its current green at the Bishopric close to the Town Centre to another location in order to realise the value of the current site and to improve facilities for its members. The Council should work with the club and consider a relocation to an existing Council managed location, possibly with the addition of some indoor facilities. A site adjacent to the Pavilions in the Park might be such a location.

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The Horsham Indoor Bowling Club facility at Broadbridge Heath is currently too large for the needs of the club, which has been forced, due to the decline in membership, to renegotiate the terms of its lease with the Council. The Council should consider relocating the club to a smaller facility (6 rink) and disposing of the current site when the club’s lease expires in 2015 or sooner if the opportunity arises.

In view of the current shortfall against the Sport England recommended level of provision, further discussion with both clubs and wider bowls interests to explore options at a local level should be considered.

“Reduce/Withdraw”

This policy option deals with those facilities or services which are no longer meeting community needs or are reaching the end of their economic life and from which the Council should consider withdrawing or reducing support. The option of transferring ownership or management responsibilities to third parties is also considered under this option.

“Core” Facilities - As has been stated earlier, the facility at Broadbridge Heath is reaching the end of its economic life, does not meet local community needs and exceeds the recommended level of local provision. The option of relocating the current badminton and theatre users has been set out above. However, with an imminent need to re-let the contract for the management of the overall site, the Council will need to make an urgent decision on the future of the current facilities.

The current built facilities, sports hall, gym and community halls exceed the levels of provision recommended earlier in the report. However, there is likely to be demand pressure from the existing community and from the increase in housing to be provided south and east of its site for continued access to some facilities.

The Council should decide in the short term to close the Broadbridge Heath Leisure Centre and consider the options summarised in the following table:

Table 5 – Future of Broadbridge Heath Leisure Centre

<u>Existing User/Facility</u>	<u>Policy</u>	<u>Options</u>
Theatre Groups	Relocate	<ul style="list-style-type: none"> i) Consider amalgamation. ii) Relocate “technical” functions to an industrial unit. iii) Relocate rehearsal facility to school or council owned site. iv) No further action by HDC.
Badminton Club	Relocate	<ul style="list-style-type: none"> i) Negotiate relocation to

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existing school sports
hall.

Indoor Athletics	Withdraw	i) Over-provision, building in poor condition. ii) Consider small scale replacement if track relocated.
Athletics track/ (short term)	Retain	i) Consider transferring management to clubs. ii) No further action by HDC
Gym	Withdraw or relocate	i) Over-provision in the area. ii) Provide small gym(s) in association with Tanbridge House School or Broadbridge Heath F.C. to serve local need.
Main Football Pitch	Relocate	i) Already agreed with BBH FC as part of S106 for development to south of site.
Indoor Bowls	Relocate	i) Current facility overlarge consider relocation
ATP	Withdraw	i) Transfer ownership/ management to Tanbridge House School with community use conditions.
MUGA/Hard Courts	Relocate	i) Some provision already agreed at BBH FC site.

The provision of allotments has been discussed in detail in preceding sections and the need to rectify existing deficiencies and plan future provision has been identified. However, the management of allotment sites is carried out in a number of ways and these vary from site to site. For historic reasons, some sites are managed by the Council while others are managed by Parish and Town Councils and yet others by local allotment associations.

Such associations are generally closer to the communities that they serve and have a single focus on maximising the benefit of the allotment site for plot holders. The Council should therefore consider withdrawing from the management of allotment sites and while retaining the freehold ownership of the sites, to ensure their continuation, transfer the role of day to day site management and supervision to locally formed allotment holder groups and allotment associations. Such an approach would be consistent with a “Big

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Society” approach to placing control in the hands of local communities at a manageable level and where current good practice guidance and support is available from the National Society of Allotment and Leisure Gardeners among others.

Secondary/Strategic and Specialist Facilities

There are no issues in relation to these activities in this section.

Specialist Facilities

There are no issues in relation to these activities in this section.

SECTION 8

CONCLUSIONS

Based upon an analysis of the supply of leisure facilities in the Horsham District, carried out as part of the Council's PPG17 exercise and by comparison with recommended levels of provision either by Sport England, National Governing Bodies of Sport and others it can be concluded that Horsham District is well provided for in most "core" leisure facilities.

However, the geographical distribution of such facilities is uneven, particularly where facilities accessible to Horsham residents but located outside the District are also taken into account. The perceived imbalance in favour of the north of the District is confirmed for some facilities, such as sports halls and fitness gyms, but access to the countryside and open space provides some compensation to residents in the more rural locations of the District. A more dispersed approach to future provision of some built facilities is, however, justified by the current pattern of provision. Table 3 suggests where some infilling of provision is required.

The evidence base for the conclusions set out in this report is drawn from accepted national standards of provision and standards adopted from the Council's local PPG17 assessment. The update of the PPG17 is currently underway and some of the detailed assessments may change marginally. The figures in this report may therefore need to be updated when the 2011 PPG17 assessment is complete and any consultation based upon it should await the outcome of this update. Table 4 and the subsequent paragraphs suggest recommended levels of provision to meet the needs of new and expanding communities.

Urgent decisions are required over the future of the Broadbridge Heath Leisure Centre site due to it's condition and the need to provide certainty for potential management contractor partners. In view of the over-provision of facilities in the area and the overlap with the catchments of other existing facilities, the poor condition of this building and the fact that many of its elements do not serve a local community need; the closure of the main leisure centre and the relocation of some of the existing users is recommended. Table 5 sets out options for the relocation of certain users/ facilities and withdrawal from the provision of other elements.

Other areas of shortfall identified include allotments, which have increased in popularity for environmental and economic as well as leisure reasons, and provision of allotments should be considered as part of the open space element of future planning briefs. Where land can be identified, the Council should also work with Parishes and local interested groups to set up local allotment societies to develop and manage local sites.

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The District also does not have any indoor tennis facilities. Direct provision is not a recommended option, but the facilitation of voluntary clubs to provide floodlit air-supported structures through planning support and assistance in securing funds from the LTA or others could provide for such needs.

The Council, through its District Plan priorities, has recognised the importance of leisure as a component in the social, economic and health provision for the local community and as a major contribution to the quality of life for its residents. This report provides a rational, evidence based assessment of current provision and future need to ensure that these services continue to provide a value for money service to enhance the lives of the residents of Horsham District.

APPENDIX 1

Delivery methods identified by the Horsham Cultural Strategy 2002

3.2.1. Objective 1

To enhance the quality of life, and well being, of individuals living in, working in and visiting the Horsham District by:-

- making sure that our cultural activities, cultural facilities and cultural education are used to improve everybody's quality of life;
- continuing to improve the cultural facilities and activities on offer to local people and visitors;
- ensuring cultural development is environmentally sensitive and sustainable;
- developing cultural services and activities which meet the needs of minority groups and interests as well as those of the majority.

This is the most important objective of this strategy, and should focus us all on thinking about new and better ways in which we can use sport, art, play, parks and open spaces, village halls, festivals and so on to make our lives better, whilst also ensuring that we protect our environment. It should focus our energy and attention on thinking about the needs of those who are least advantaged in our communities, and it should ensure that the quality of the activities and facilities available in the District are second to none.

3.2.2 Objective 2

To build stronger communities by:

- investing in projects and buildings which bring people together in shared, locally based activities;
- investing in cultural activities which encourage us all to be good neighbours and active citizens;
- helping local voluntary sector organisations to develop projects which involve local people in strengthening their communities.

By doing this, we can work together towards resolving some of the tensions and concerns which exist between different groups within our communities, we can celebrate and promote the identity of each of our communities and we can encourage local people to do their bit to maintain community life.

3.2.2 Objective 3

To make sure that cultural activity and our local culture are good for business and the local economy by:

- improving our understanding and knowledge of the local cultural sector;
- using our culture to attract potential inward investors;
- investing in public art, street art, local festivals and other cultural activity which takes place in public spaces, in order to keep our town and village centres lively and attractive;
- developing specific strategies to grow the number of jobs available locally to those who want to work in the cultural industries.

Our economy is already very strong, but we can do more to grow cultural sector businesses – for example by encouraging rural tourism, creating more overnight accommodation for visitors, supporting the creation of small studios and galleries and investing in activity and artworks which will enhance our image and environment.

3.2.3 Objective 4

To make sure that everyone can use our cultural facilities and participate in cultural activities by:

- working to ensure that all our cultural buildings are compliant with access legislation;
- helping our cultural organisations to get better at marketing, audience development and outreach;
- developing the quality, range and reach of cultural activity which can happen on people's doorsteps;
- investing in innovative and appropriate transport schemes;
- working to make sure that we provide services that are relevant and accessible to those in our community who need support or special provision to get the most out of life.

Lots of people would like to do more sport, go to the cinema more often, play in a band or participate more often in village life. The kind of things which stop them are being dependent on others for transport, being isolated and lonely, not being

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able to afford to go out, not being physically able to participate in what's on offer, and not finding anything of interest to them on offer locally. We can and should do more to help people overcome these difficulties so that ALL of us can enjoy ourselves more, and enjoy ourselves more often, and everybody's quality of life is improved.

3.2.5 Objective 5

To help the people who develop and deliver cultural activity work more closely together by:

- making it easier for the people who work in each cultural sector in the District to meet and talk about what they do with their colleagues;
- making it easier for people working in one part of our cultural sector (e.g. artists) to meet, talk to and learn from people who work in another (e.g. sports people);
- working with others to help the people who run our cultural facilities to meet, talk to, and learn from their colleagues in the county and the SE region.

This is the most effective way for us to improve the quality and efficiency of our cultural services, and to respond to the sense of isolation that some of those people who work in our cultural sector experience.

3.2.6 Objective 6

To make the cultural sector more able to deliver the District's key priorities as expressed in the Visions document by:

- making sure that the people who run our sports, arts, play, heritage and other cultural services are familiar with and understand the Visions document priorities;
- investing in the training and development of professional and voluntary cultural sector workers;
- developing effective and productive partnerships between the cultural, education, health, planning, environment, housing, community development and local government sectors;
- targeting investment and support towards cultural organisations and activities that will specifically contribute to the delivery of the Local Authority's core objectives.

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The Visions document sets out the priorities for the District, it has been widely consulted on and we have all agreed that the issues it presents are the things that it is most important for us to do something about. All the Local Authority's resources will be directed at delivering the targets it sets. It is therefore vital that those responsible for the cultural life of the District have the resources and information they need to enable them to play their part in realising its objectives, so that they can play their part in enhancing the quality of life of all our citizens.

3.2.7 Objective 7

To promote the cultures and cultural identities of the Horsham District by:

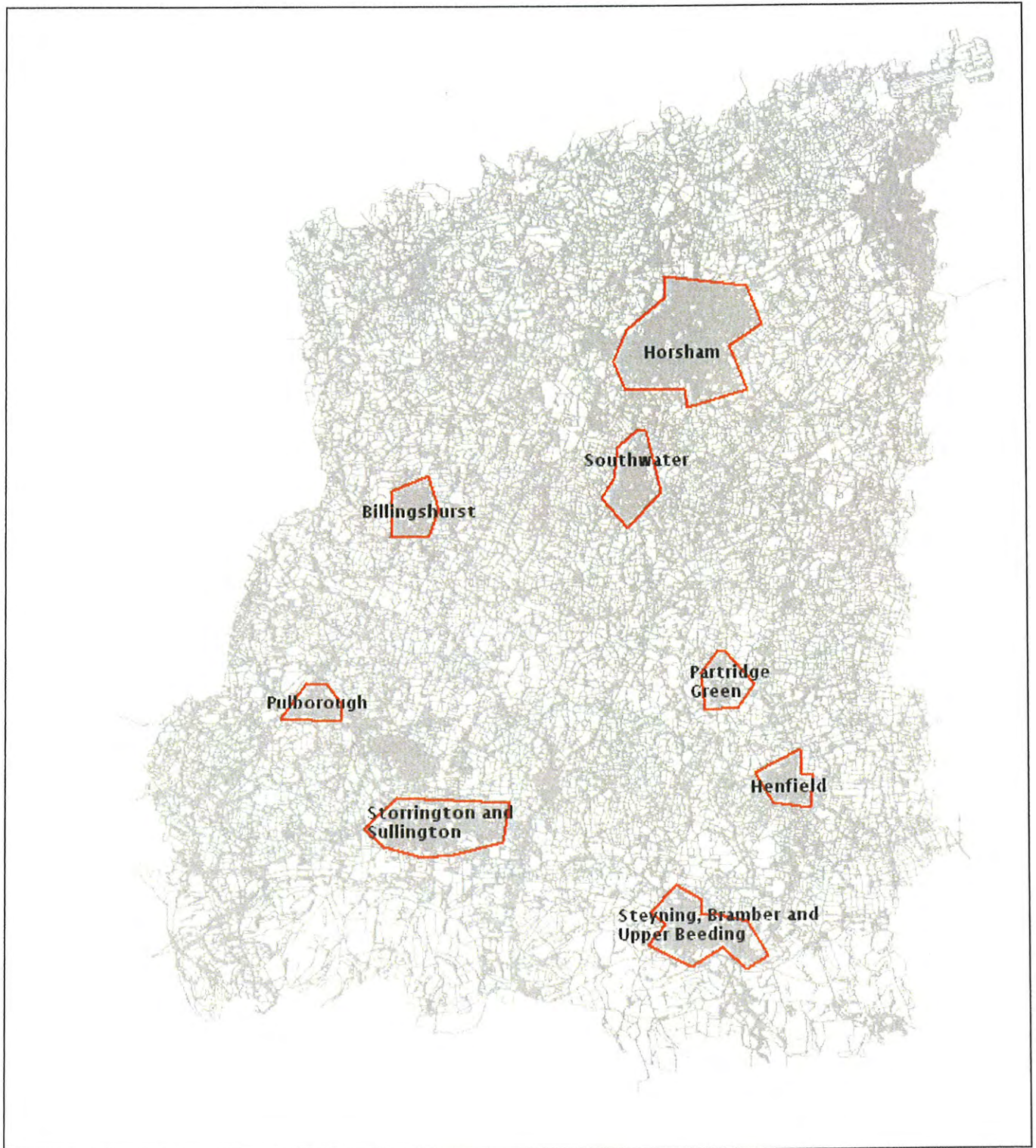
- investing in the generation and growth of cultural activity which helps to express, communicate and celebrate local identities;
- marketing and promoting the distinct cultures which exist within the District, and the District itself;
- advocating for the cultures of Horsham District and the communities within it;
- exploiting opportunities, such as that potentially presented by the National Park, to market and promote local culture in sustainable and effective ways.

The Horsham District is a great place to live and work, a good place to do business, and an important component in the West Sussex tourism offer.

Its attractiveness and success is, at least in part, built on the many different cultural identities of its communities. This patchwork of strongly defined villages and towns needs to be protected. But, the rich variety of cultures hidden within the District boundaries also needs to be promoted in ways that encourage sustainable and environmentally sensitive economic growth and a greater awareness in the rest of the county and country about what the Horsham District has to offer.

Appendix 2 Leisure Needs Assessment Key Maps

(as follows)



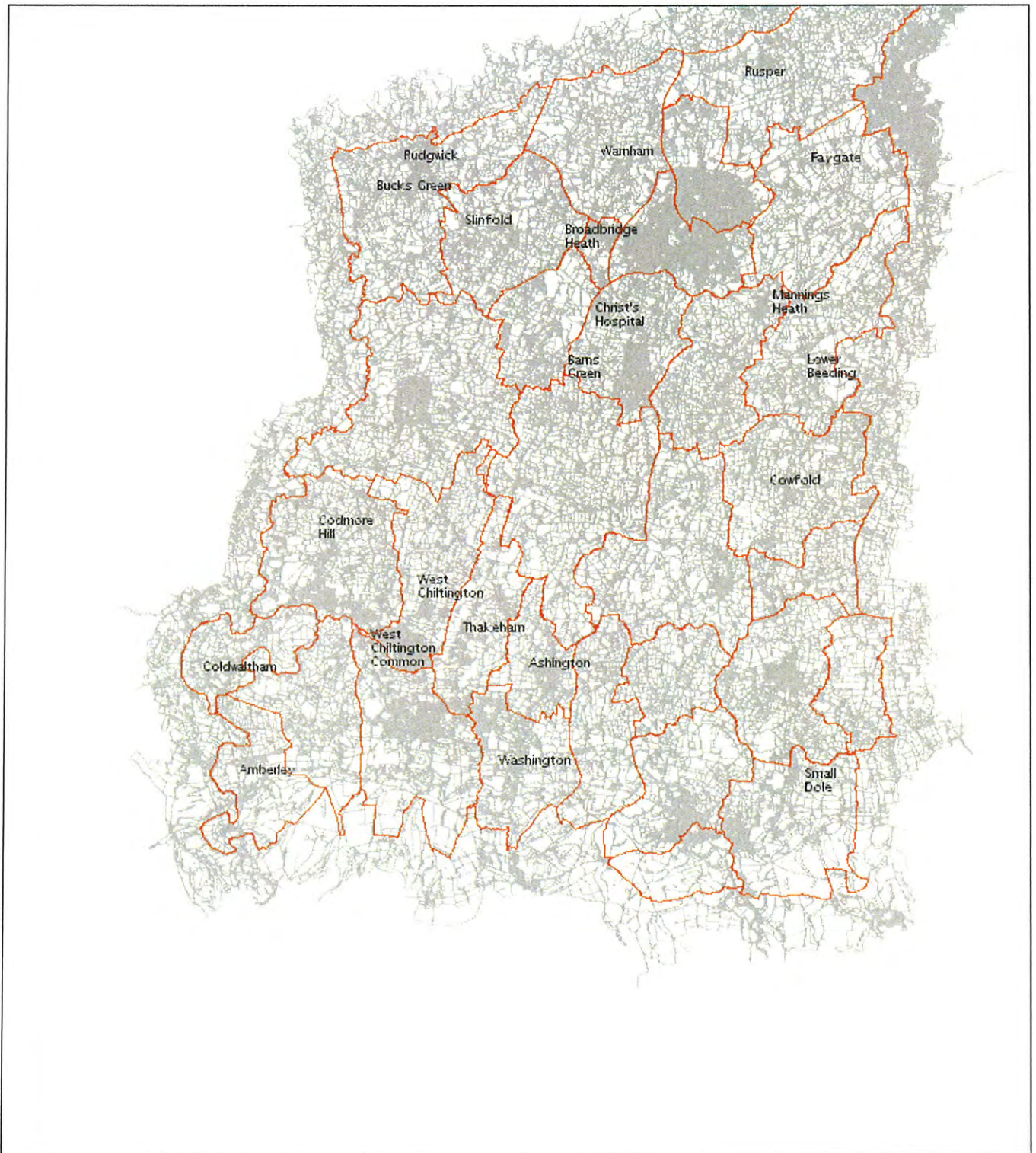
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**Map 2
Settlement Hierarchy:
Category 1 Settlements**

Kit Campbell Associates, Edinburgh

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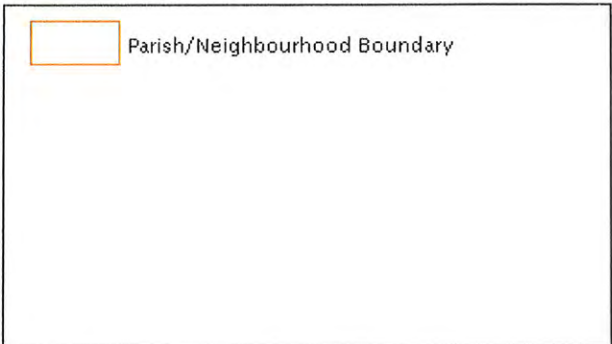


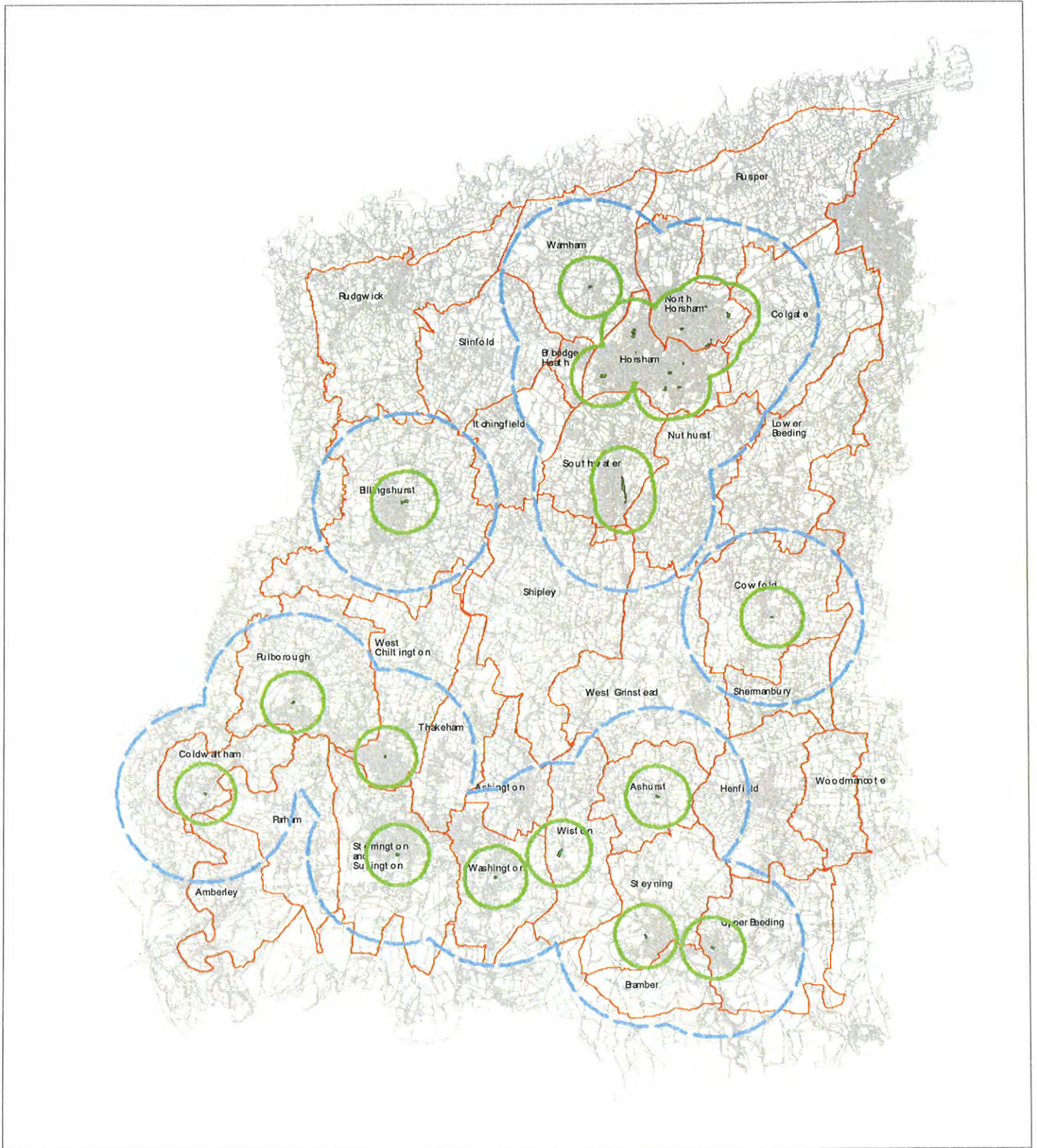
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**Map 3
Settlement Hierarchy:
Category 2 Settlements**

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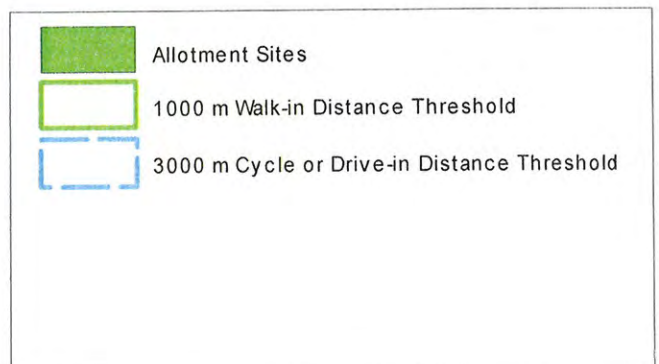


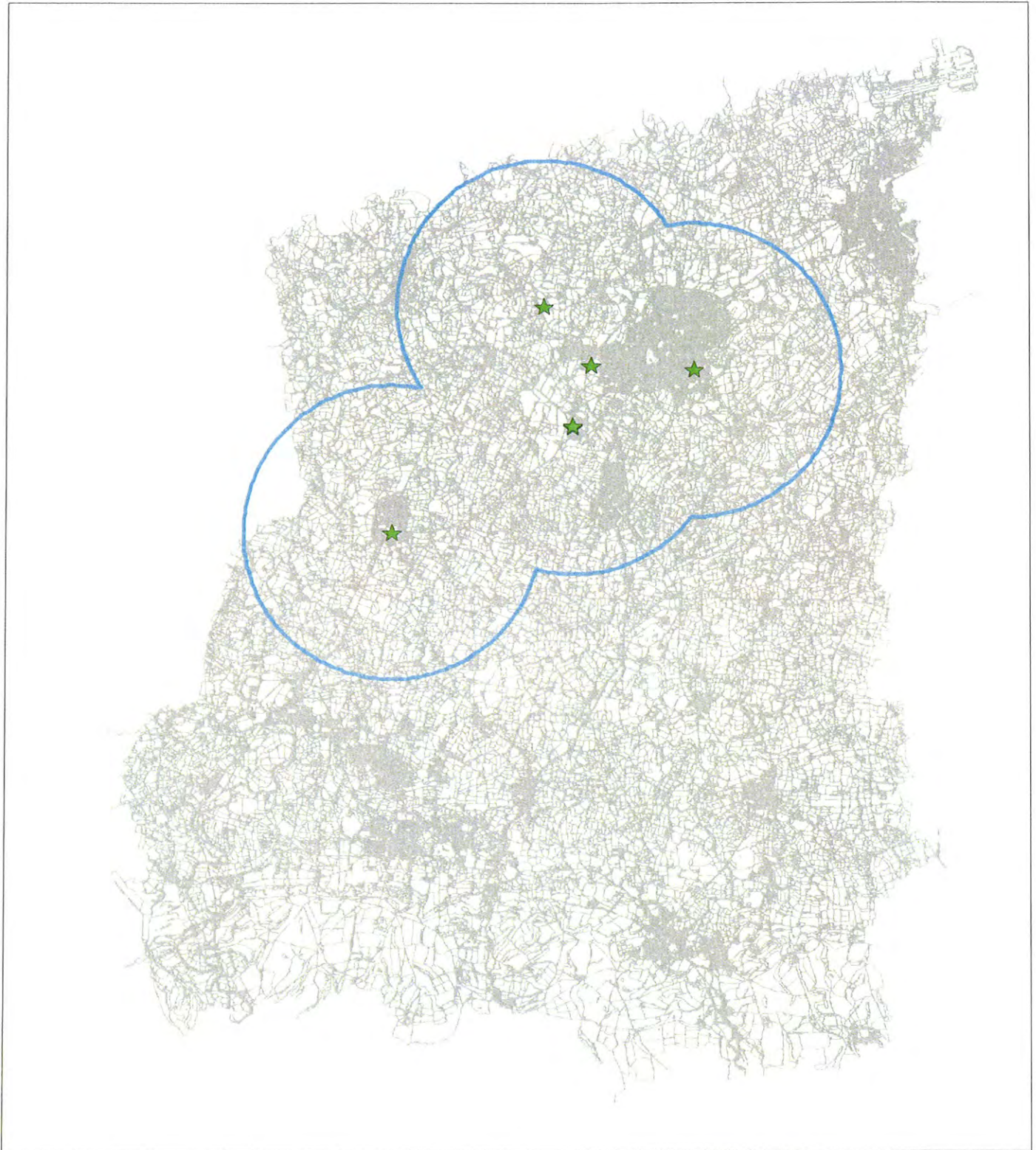


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**Map 4: Allotments
District-wide Overview**

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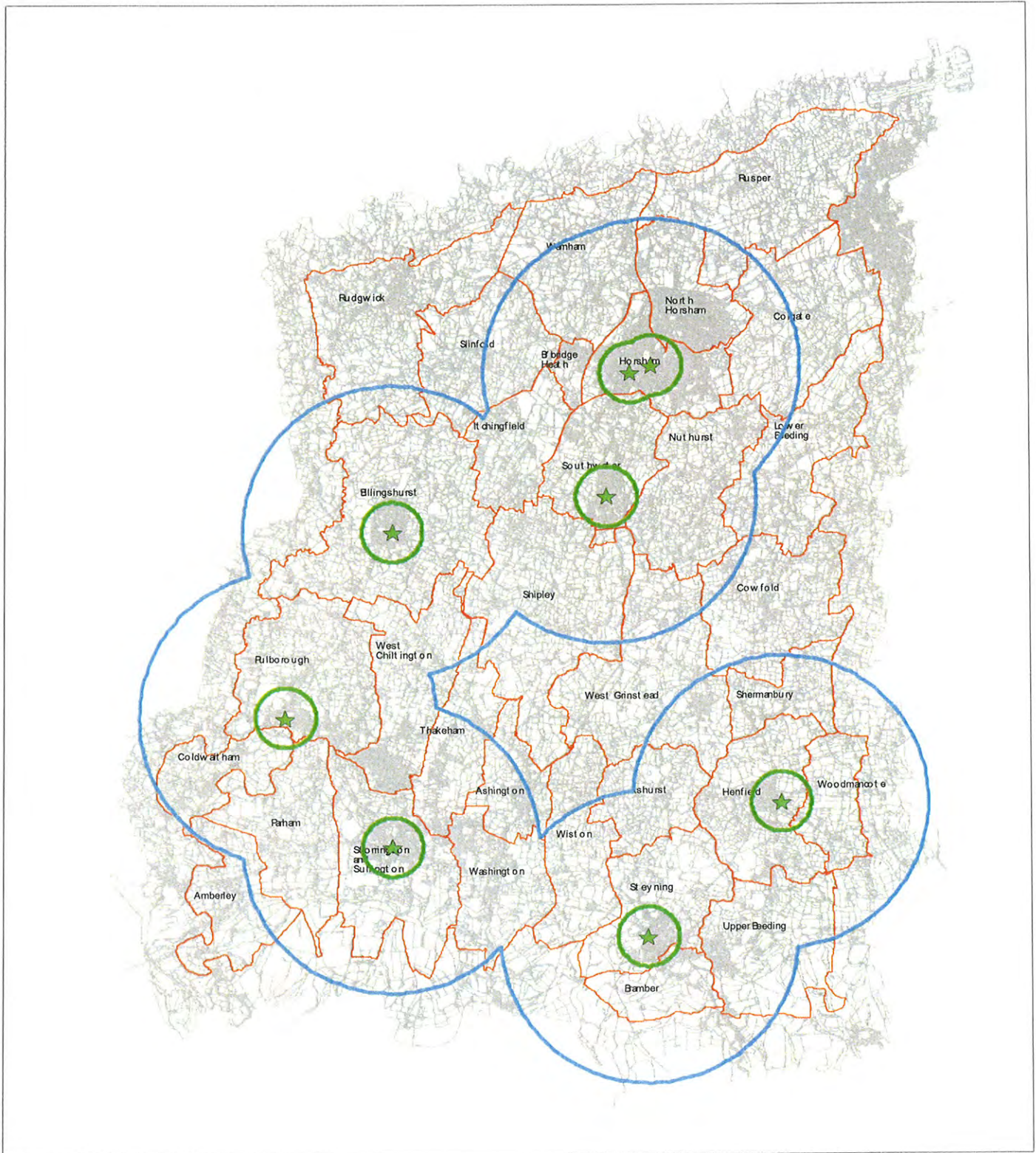




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Map 5: Artificial Turf Pitches
District-wide Overview

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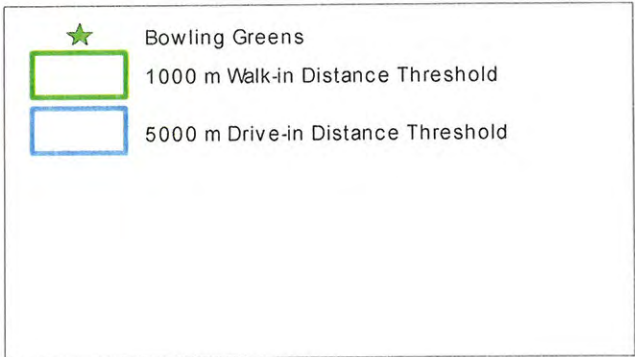


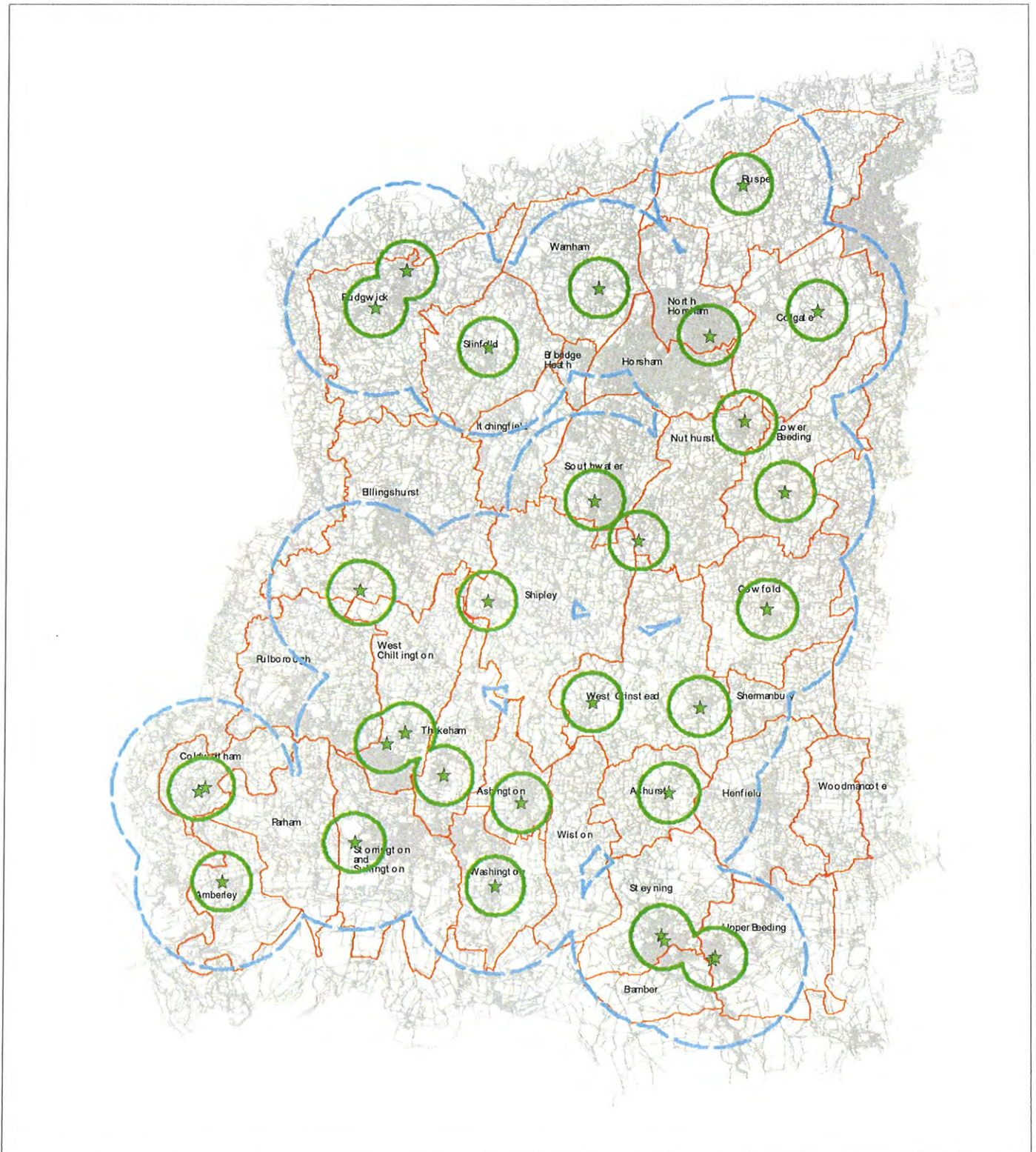


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**Map 6: Bowling Greens
District-wide Overview**

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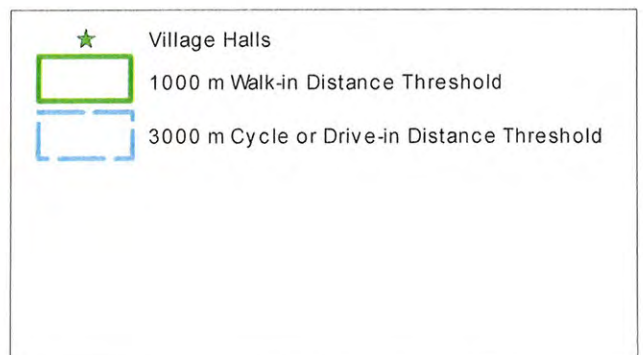


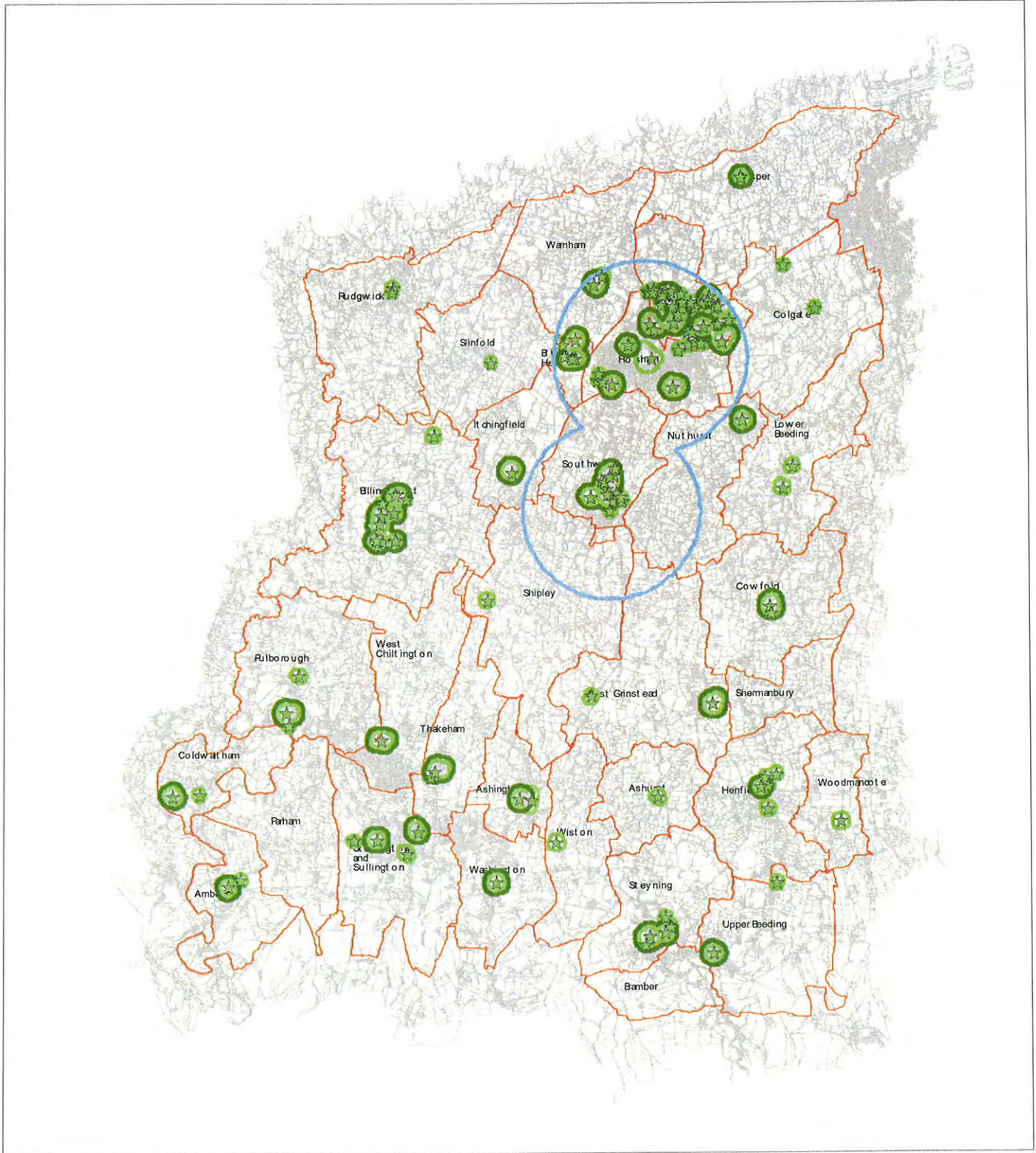


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**Map 7: Village Halls
District-wide Overview**

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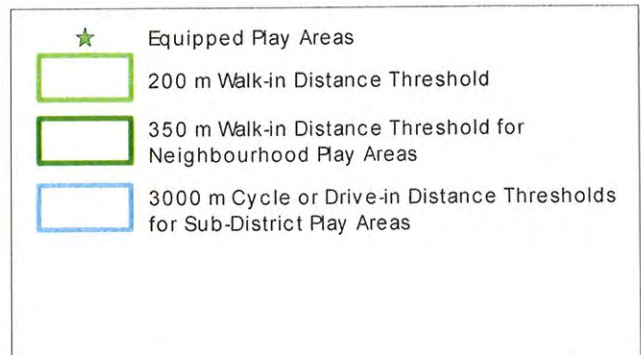


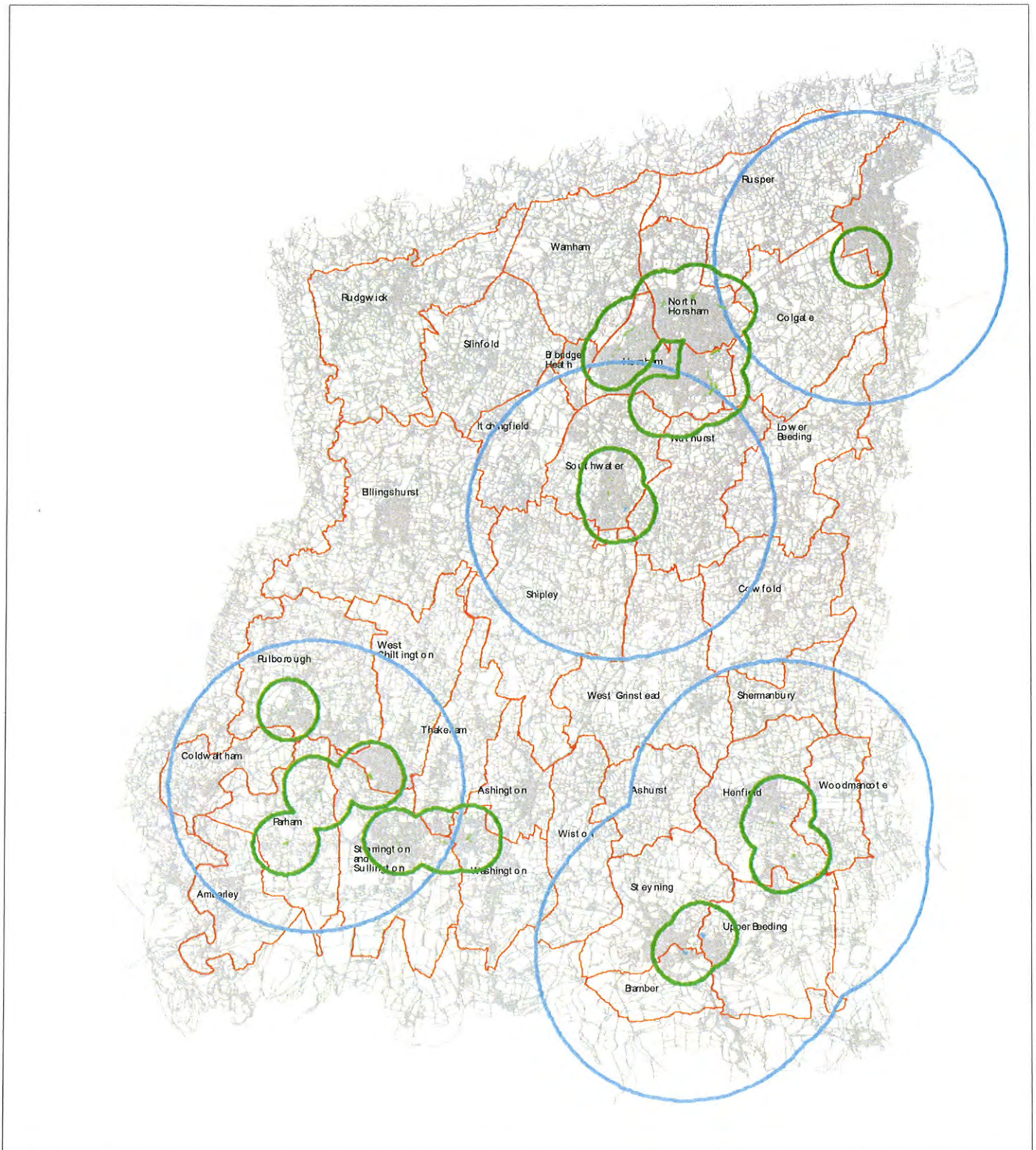
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**Map 8: Equipped Play Areas
District-wide Overview**

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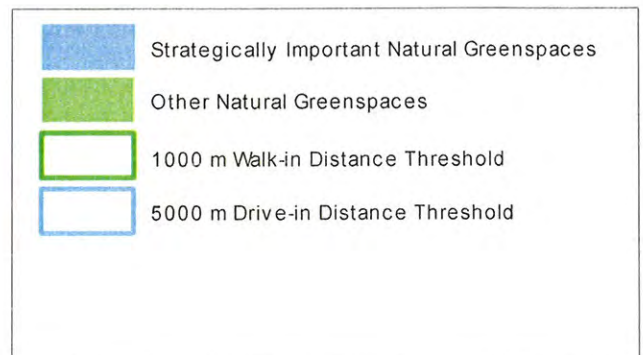


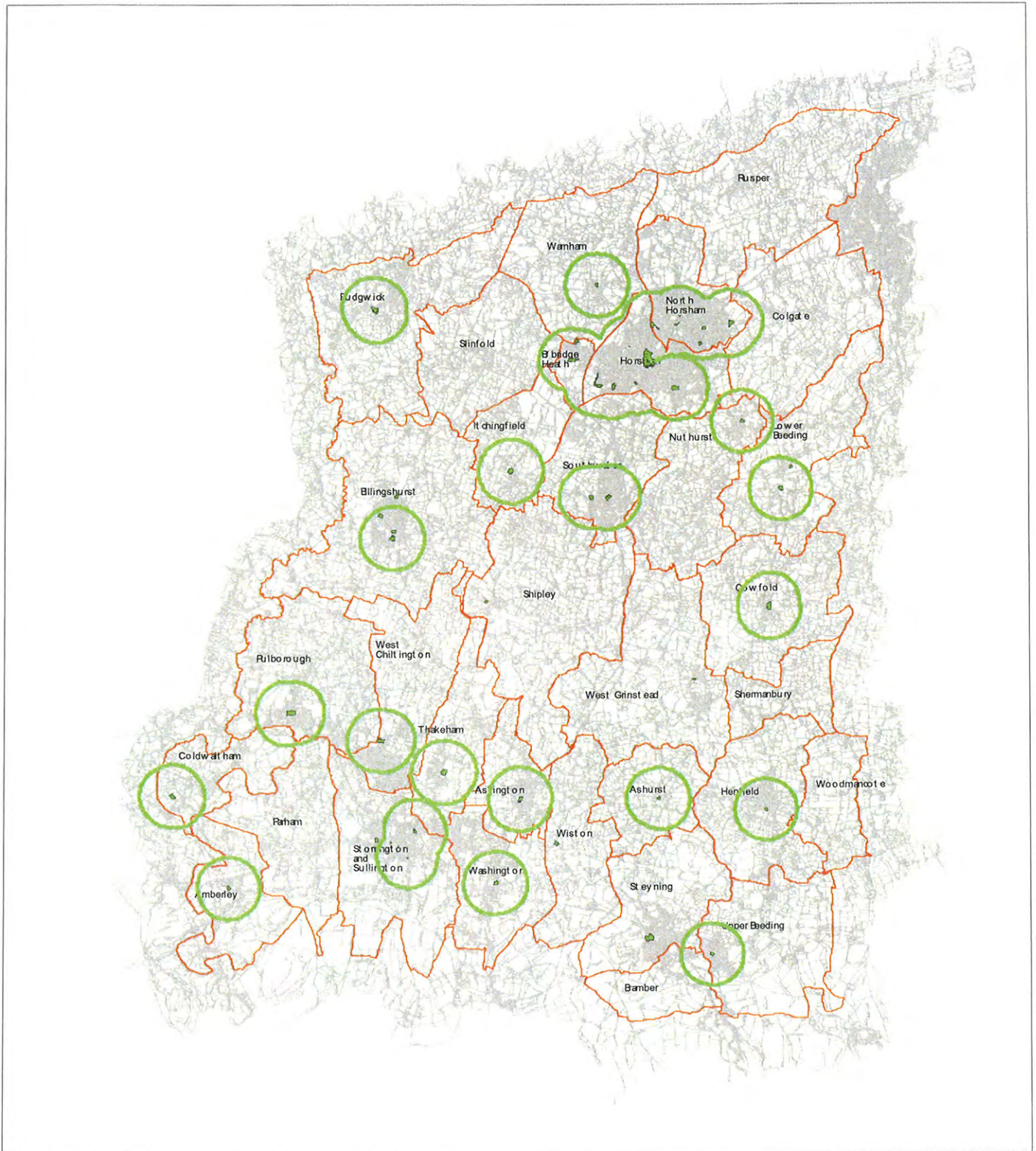


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**Map 9: Natural Greenspaces
District-wide Overview**

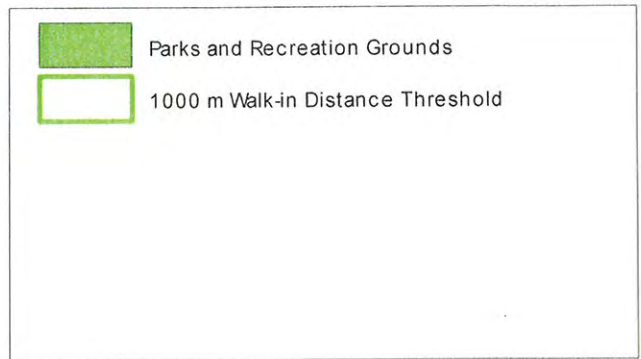
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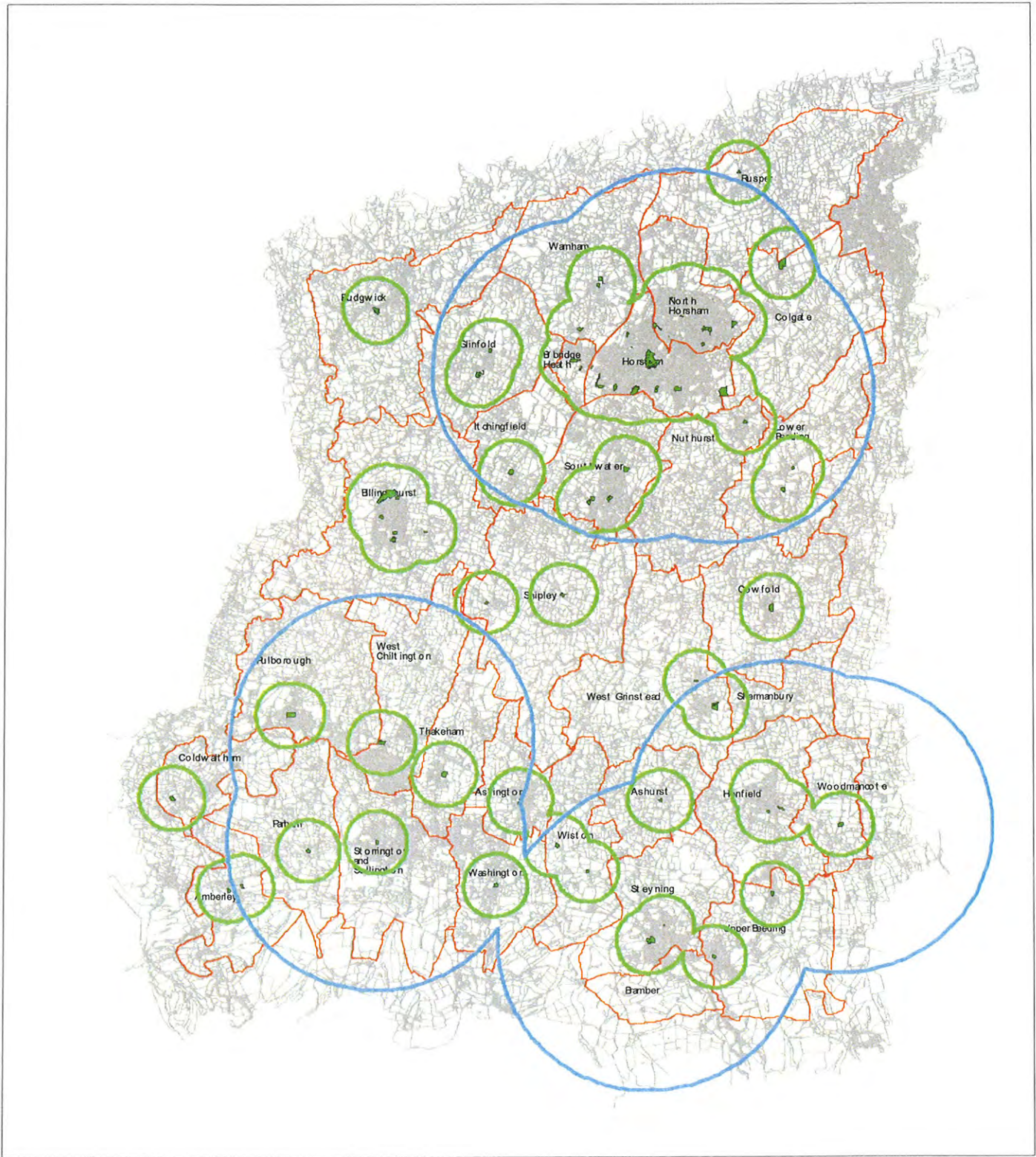




The Horsham District : PPG17 Assessment
Map 10: Parks and Recreation Grounds
District-wide Overview

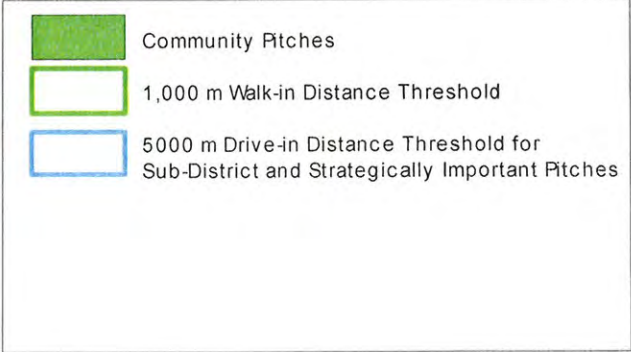
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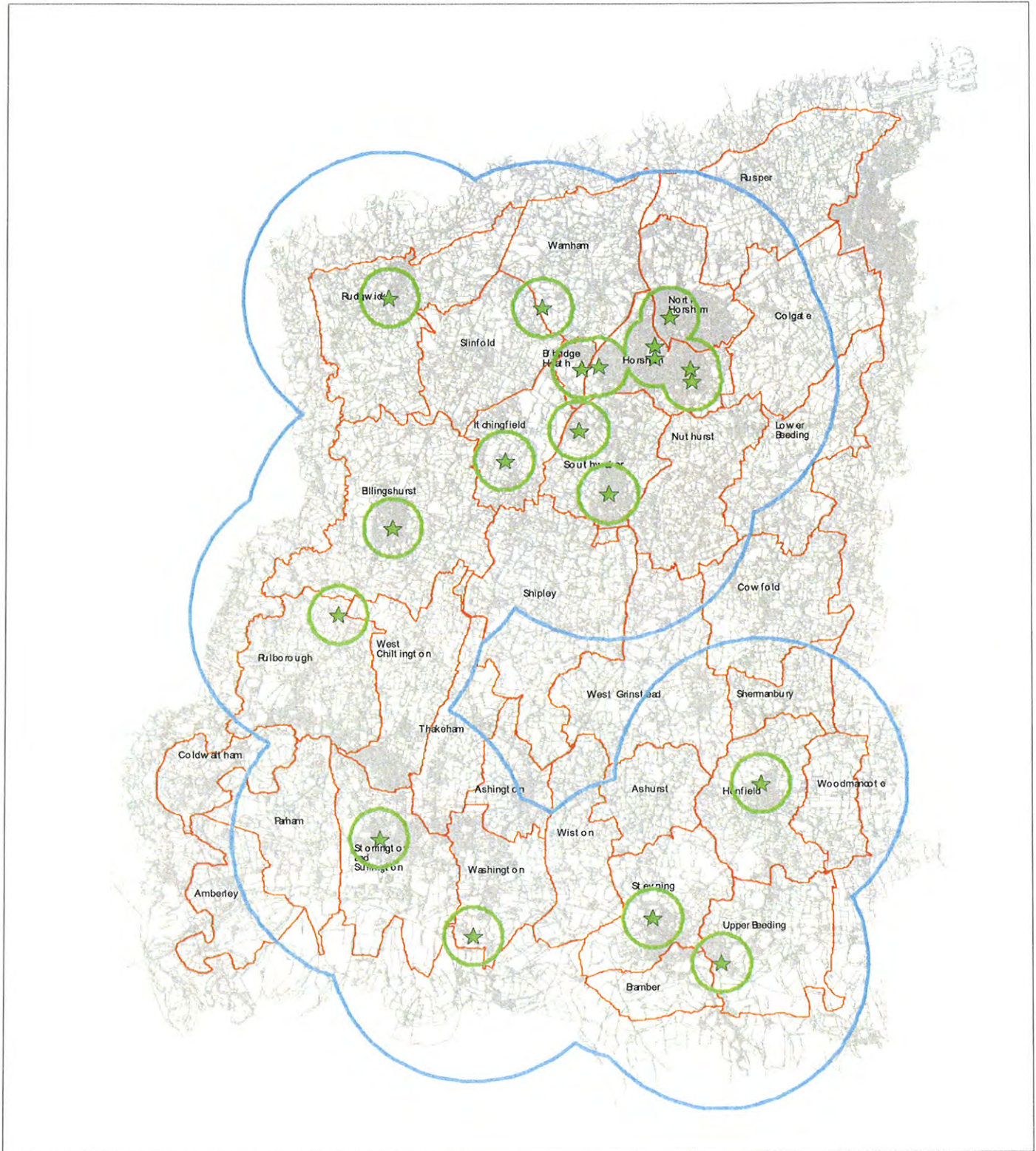




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Map 11: Community Pitches
District-wide Overview

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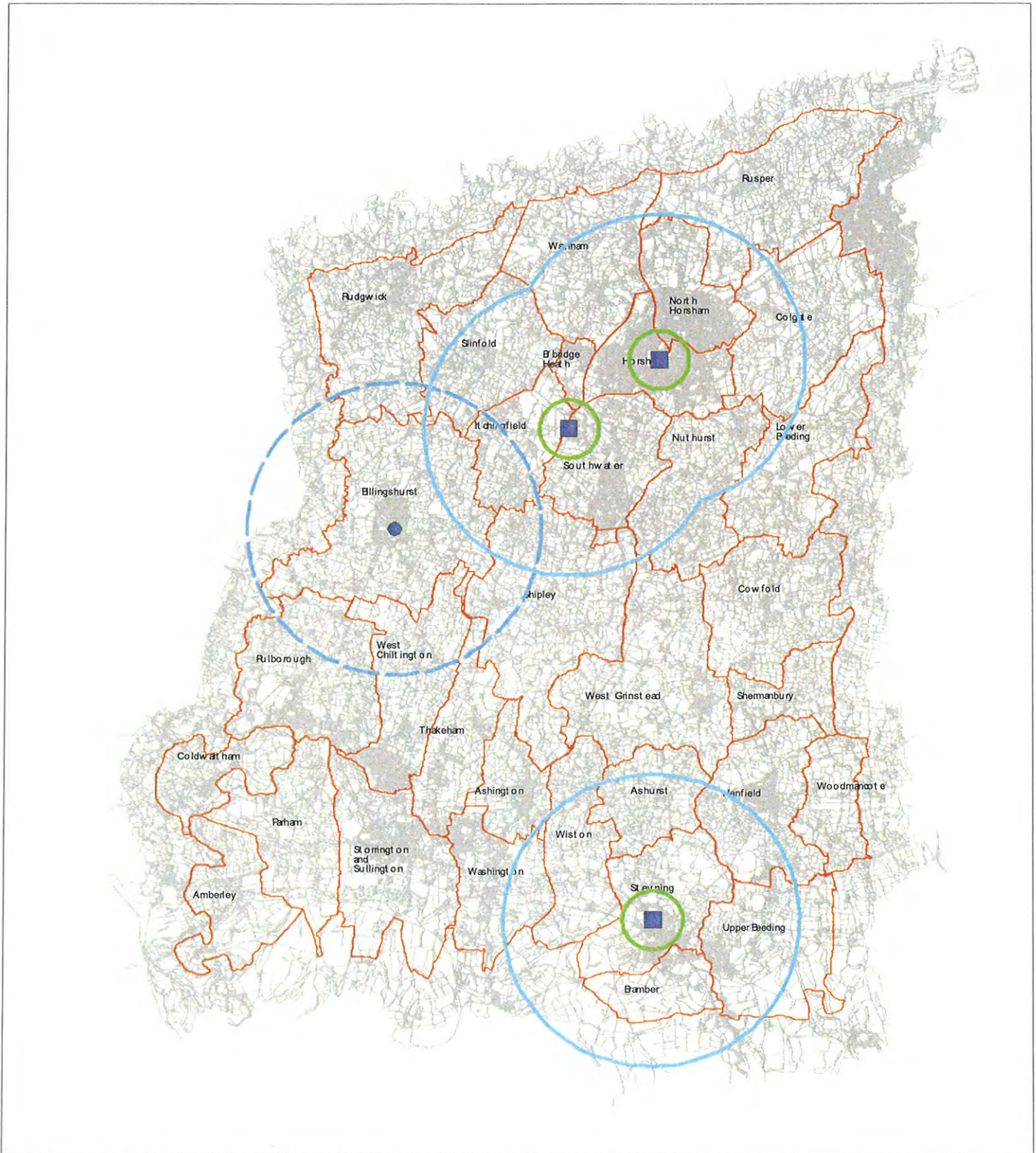


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**Map 12: Sports Halls
District-wide Overview**

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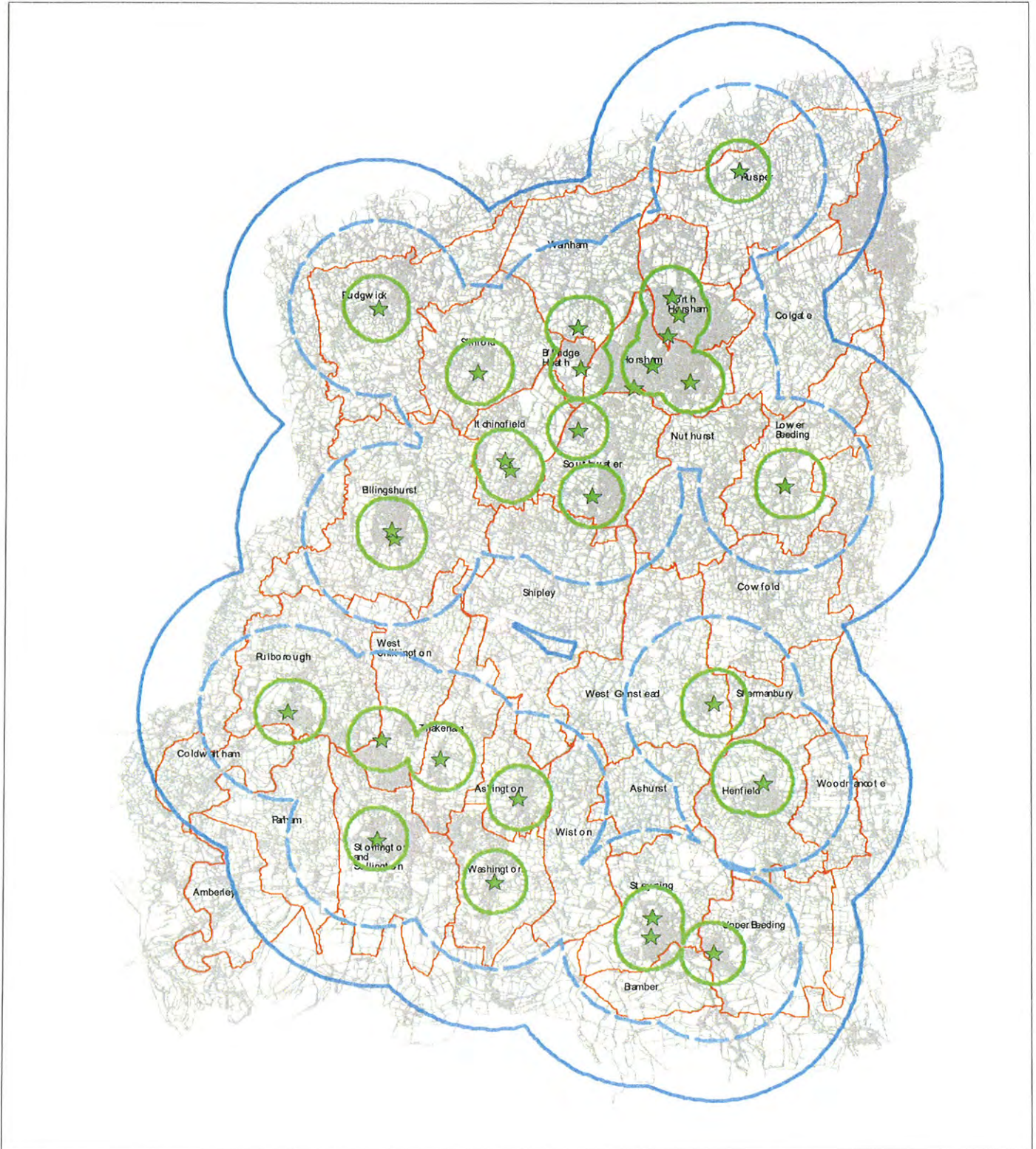




The Horsham District : PPG17 Assessment
Map 13: Swimming Pools
District-wide Overview

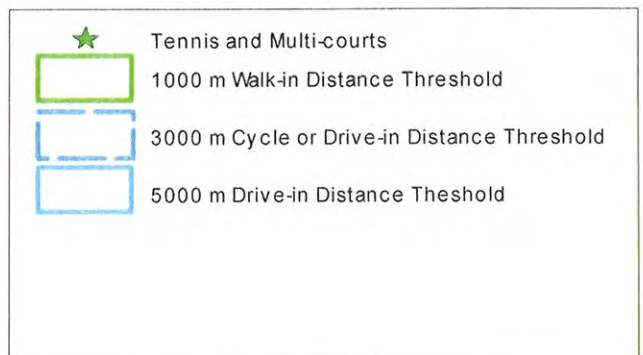
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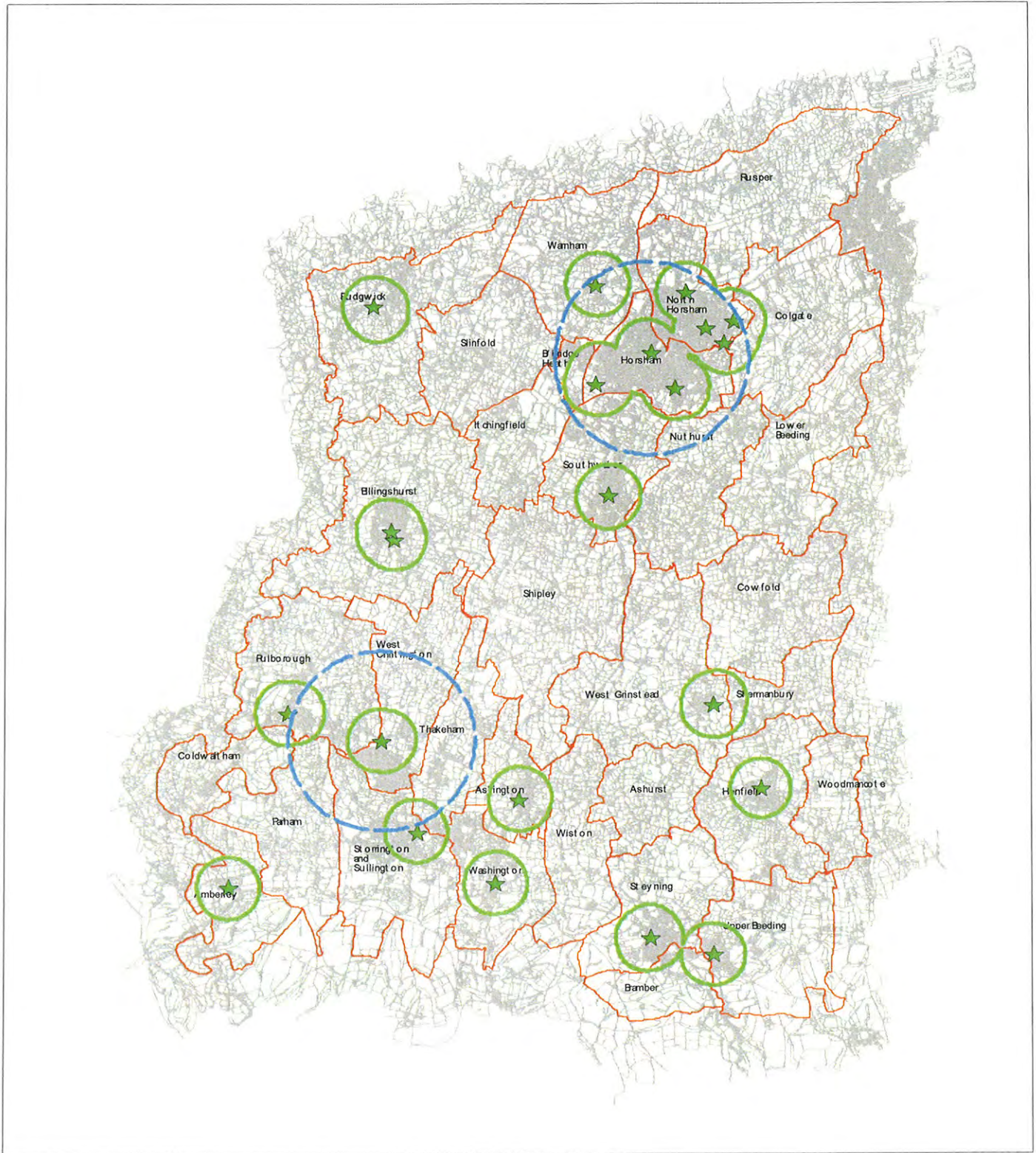




The Horsham District: PPG17 Assessment
Map 14: Tennis and Multi-courts
District-wide Overview

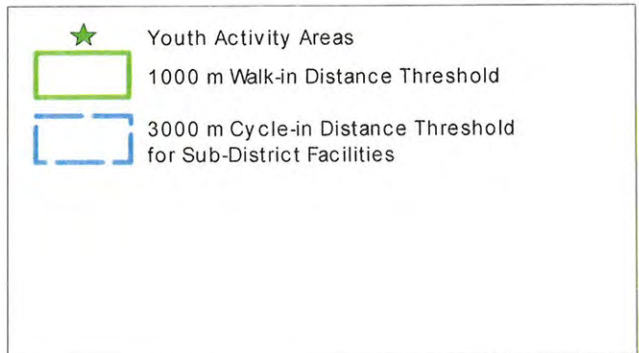
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Map 15: Youth Activity Areas District-wide Overview



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APPENDIX 3

Supply/Needs Data Summary

Facility Type	Quantity		Accessibility Standard	National Governing Body Standard	% Households within accessibility threshold	Status	Target	Comment
	Horsham	Sport England						
Swimming Pool (Indoor Water Area)	1552m ²	1232.79 m ²	1000m walk 5000 metres	N/A	61 ²	A	No further provision	¹ Calculation based on Sport England facility calculator for current popl (130,800) ² 2005 figure will increase following Billingshurst provision.
Athletics Tracks Outdoor	2	N/A	20 mins drive (45mins rural)	1 x 6 lane track per 250,000 popl (UKA)	N/D	A/L	No further provision	Possible relocation of BBHLC track. Localised in North of District.
Athletics Facilities Indoor	1	N/A	30 mins drive (45 mins rural)	1/500,000 (UKA)	N/D	A/O	No further provision	Possible over provision for District Population.
Tennis Courts (Outdoor)	As Map 14	N/D	10 mins. drive (LTA)	(LTA)	99	A	Target of local provision 0.2-0.4 m ² /person	
Tennis Courts (Indoor)	0	4.56 recommended	20 mins. drive (LTA)	1/30,000 (Sp. England)	0	U	4 courts	Possible partnership with clubs for air structure.
Bowling Green Outdoor	As map 6	N/D	1000m walk 5000m drive	N/A	92	A	1 green/ 16,000 popl.	
Bowling Green (Indoor) Facilities Rinks	1 8	1.57 9.4 recommended	N/A N/A	N/A N/A	N/A N/A	A A	Relocation of current facilities over sized?	Falling demand locally suggests S.E. figure is too high.
Sports Pitches	Various As Map 11	Various	1000m walk 5000m drive	N/A	100	A	14 m ² / person	Retain all existing or replace

Facility Type	Quantity		Accessibility Standard	National Governing Body Standard	% Households within accessibility threshold	Status	Target	Comment
	Horsham	Sport England						
ATP	6	3.2 recommended	5000m drive	N/A	60 ¹	A/LO ²	1/20000 popl	¹ Proceeds Steyning Provision ² Adequate but localised in N of district.
Sports Halls halls Badminton Crts	24 62	8.64 34.56 recommended	1000m walk 5000m drive	N/A N/A	94	O/L	1 badminton Crt/3,200 popl	Over supply localised in North of District.
Fitness Gyms (Stations/1,000 popl)	5.28	5.71 (S.E. region Av) 5.93 (England Av)	1000m walk 5000m drive	N/A	Variable	U/O/L	6 station/ 1000 popl	Local overprovision e.g 19 stations/1000 in Horsham/Broadbridge Heath/ Itchingfield/Warnham Ward
Golf Courses/popl	12,852	19,565 (S.E. region Av) 26,460 (England Av)	N/A	N/A	100	O	No further provision	Oversupply in voluntary commercial sector
Allotment (plots)	1142	N/A	1000m walk 3000m drive	N/A	64	U/L	1 plot/100 popl	Localised undersupply.
								For standards for Play Areas/Community Halls/ Natural Greenspace/Parks and Recreation Grounds/ See main report Tables 1 and 4.

Key

- A Provision Adequate
- O Over provision
- U Under Provision
- L Local variations affect provision
- N/D No Data
- N/A Not Applicable

Equality Impact Assessment (Horsham District Council) – Policy/Procedure/Strategy/Function

Please fill in as many of the boxes as possible (on Microsoft Word or preferred format if you have a disability which means you cannot use Word) and be aware that written information/evidence may be asked for, to back your comments. If you need further assistance or training on filling this template, please contact the Equalities Officer on 01403 215574 damian.brewer@horsham.gov.uk

Names of Team members (min of 2 – Author, manager and or staff member/equality lead) and Lead Officer/Director	Author: Hywel Griffiths Lead Officer / Director: Natalie Brahma-Pearl Lead Designated Officer / Director:
Consultation mechanism (names of equality groups liaised with)i.e. Access Forum, Staff Group	Director of Community Services Cabinet Member Councillors on the Sports and Leisure advisory Group Councillors from the Leisure Management Contract Task and Finish Group Dialogue with leaseholders and preferred users of BBHLC.
Date Equality Impact Assessment submitted to ratifying committee	Delegated Authority
Are there resource implications to deliver actions from this EIA? If yes, please detail	As identified in Leisure Futures Study
Name of policy/strategy	Leisure Futures Study
Aim of policy/strategy (maximum 100 words)	The Leisure Futures Study is designed to provide the Council with a rational and evidence based approach to meeting the three needs of <ul style="list-style-type: none"> - Continuing to provide excellent leisure services - Providing improved value for money in a difficult economic climate - Ensuring that existing and new communities have access to a range of leisure facilities while rationalising existing supply where it is no longer sustainable. The Study captures provision delivered by the Council and also that

provided by private and voluntary sector organisations.

Impact Assessment

<p>Does the policy/strategy target or exclude a particular equality groups listed?</p> <p>(Consider Direct Discrimination)</p>	Race	No	<p>The Council's Leisure Services are available to all. Specific policies aimed at older people and youth are identified</p>
	Disability/carer	No	
	Gender/gender identity	No	
	Age	Yes	
	Sexual orientation	No	
	Religion & Belief	No	
<p>Does the policy/strategy affect any of the equality groups listed disproportionately?</p> <p>(Consider Indirect Discrimination)</p> <p>(List all negative and positive impacts)</p>	Race	Yes	<p>Positive impact</p> <p>National data suggests participation by women in sport in Horsham district is already higher than the national average.</p> <p>Extensive provision made for disabled people and groups within the district.</p> <p>The Study acknowledged the changing demographic profile of the Horsham district and also how older and younger people access leisure facilities and opportunities.</p> <p>Negative Impact</p> <p>Demographic section of study focuses mainly on age (children and adults). Other data is available through the annual Sport England Active People Survey</p> <p>Neutral Impact</p> <p>It was felt that there was neutral impact on this study on people of different sexual orientations or religion and beliefs.</p>
	Disability/carer	Yes	
	Gender/gender identity	Yes	
	Age	Yes	
	Sexual orientation	No	
	Religion & Belief	No	

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What evidence has been used to make these judgements? Please tick one or more	Demographic data and other statistics, including census findings	X	Department of Health Sport England Active People Survey HDC PPG17 (2005)
	Information from groups/agencies/consultation/research outside and within Horsham District	X	
	Comparisons between similar functions / policies either internally or with other District Councils/ agencies	X	
	Analysis of complaints/public enquiries information/audits or reviews		

How is the effect of the policy/strategy on different equality groups going to be monitored? Please specify for each equality group	Race		The Council's leisure services are not monitored according to these categories. Some participation data on age/ gender are used from national data.
	Disability/carer		
	Gender/gender identity	X	
	Age	X	
	Sexual orientation		
	Religion & Belief		

Does the document have an access statement offering the document in alternative formats for disabled people? The document is aimed at all sectors of the community If no, please add to action plan as evidence that this assessment has assisted.	Do staff dealing with this document know where to get alternative formats if a request is made? Larger scale copies can be provided on request If no, please add awareness training needed to action plan (Equalities Officer can provide)	Does the document need to be translated into key locally used languages? n/a If yes, how will this be distributed and funded?
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Action Plan (to reduce or eliminate any adverse impacts)

Equality Strand	Action and Resources	Lead Person	Timescale
Gender	National data suggests participation by women in sport in Horsham District is already higher than the national average. Gender specific activities are provided as appropriate	Council Management Contractor Leisure Development Team	Annually monitored through the Sport England Active People Survey.
Race	Participation in sport is available to all. All activities are equally accessible to all racial/ethnic groups.	Leisure Development	Annually monitored through the Sport England Active People Survey.
Disability	Council facilities comply with the Equality Act 2010 which has now superceded the Disability Discrimination Act where reasonable. Continuation of targeted programmes for disabled sportspeople are provided in a range of centres HDC will signpost to alternative suitable facilities.	Council Management Contractor Leisure Development Team	Annually monitored through the Sport England Active People Survey.
Belief and Religion	N/A – facilities and services available to all. Bookings by belief groups accepted/ encouraged.		

<p>Age</p>	<p>High level monitoring of ages of service users is carried out.</p> <p>Closure of BBHLC may have a disproportionate impact on older people/children and teenagers as they may have to travel further to access leisure provision and may have limited access to transport.</p> <p>There may be additional cost incurred to access alternative leisure provision.</p> <p>Targeted outreach of leisure provision through Leisure Link may address some of these issues.</p>	<p>Council Management Contractor Leisure Development Team</p>	<p>Annually monitored through the Sport England Active People Survey.</p>
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Please send draft version to Equalities Officer at Horsham District Council 01403 215574 or Damian.brewer@horsham.gov.uk, once a version of this assessment has been approved, it will be uploaded onto the website for public scrutiny/viewing and actions will be added to a spreadsheet/calendar for monitoring.

LICENSING COMMITTEE
3rd November 2011

Present: Councillors: Christian Mitchell (Chairman), Jim Sanson (Vice-Chairman), Peter Burgess, Helena Croft, Leonard Crosbie, David Jenkins, Gordon Lindsay, Chris Mason, Sue Rogers, David Skipp.

Apologies: Councillors: George Cockman, David Coldwell, Christine Costin, Brian Donnelly, Josh Murphy.

Also present: Councillor Roger Arthur.

LI/7 **MINUTES**

The minutes of the meeting held on 9th June 2011 were approved as a correct record and signed by the Chairman.

LI/8 **MINUTES OF LICENSING SUB-COMMITTEE**

The minutes of the meeting of the Licensing Sub-Committee held on 25th July 2011 were received.

LI/9 **DECLARATIONS OF INTEREST**

There were no declarations of interest.

LI/10 **ANNOUNCEMENTS**

The Chairman announced that the next meeting of the Committee would be held on Thursday 2nd February 2012.

LI/11 **PUBLIC HEALTH & LICENSING – LICENCE FEES FOR 2012/2013**

The Head of Planning & Environmental Services reported on the proposed fees for various licences issued by the Public Health & Licensing Department. The fees, if approved by the Committee, would take effect on 1st April 2012.

The individual licence fees were calculated to recover the cost of issuing the licence and enforcing the requirements of the legislation. There were other licenses issued by the Public Health & Licensing Department, the fees for which were set by statute and could not be changed.

The fees were calculated taking into account officer time, transport and any external costs that the Council incurred. The Council had determined that where possible fees and charges should go up by a minimum of 3% for the financial year commencing 1st April 2012.

LI/11 Public Health & Licensing – Licence Fees For 2012/2013 (cont.)

RESOLVED

That the fees for licences issued during 2012/13 be agreed, as submitted, to take effect from 1st April 2012.

LI/12 HACKNEY CARRIAGE AND PRIVATE HIRE LICENCE FEES

The Head of Planning & Environmental Services presented a report of proposed fees for hackney carriage and private hire licences for the three financial years 2012/13 to 2014/15. Fees for Hackney Carriage and Private Hire Licences had last been set in 2009. Setting fees for a period of three years at a time allowed the trade to be able to plan their business development and be certain of their fees over that period.

Legislation required the Council to consult on the proposed fees and to take into account any comment received before reaching a final decision.

RESOLVED

- (i) That a fees advert as set out in the report be placed in the West Sussex County Times on Thursday 17th November 2011 for consultation purposes with a reply deadline of 14th December 2011.
- (ii) That a report setting out any representations received and making recommendations on fees to take effect on 1st April 2012 be submitted to the Committee meeting at its next meeting.

REASONS

- (i) To ensure compliance with legislative requirements.
- (ii) To ensure transparency and openness in decision making.

LI/13 REVIEW OF PET SHOP LICENCE CONDITIONS

The Head of Planning & Environmental Services presented a review of pet shop licence conditions for the consideration of adopting new licence conditions for Pet Shop Licences as recommended by the RSPCA.

LI/13 Review Of Pet Shop Licence Conditions (cont.)

The Council had adopted standard conditions for Pet Shop Licences in 1992 and revised guidance and model conditions for the licensing of pet shops had subsequently been issued in 1998 and incorporated into the Council's Pet Shop Licence Conditions. The model conditions had been drafted prior to the introduction of the Animal Welfare Act 2006. Anyone running a pet shop also had to comply with the Animal Welfare Act and ensure that the welfare needs of animals in their care were met.

Whilst the RSPCA appreciated that local authorities could not control where pet shops sourced their puppies, they had developed a set of model pet shop licence conditions which would make it difficult for pet shops to sell puppies that were not fit for sale, details of which were submitted. These conditions, developed with Chelmsford Borough Council, had been adopted by other local authorities and the RSPCA had requested that this Council also considered adopting them.

The suggested new licence conditions were based on the existing model conditions but included additional conditions aimed at safeguarding the health of the animals sold from pet shops, particularly puppies and kittens.

RESOLVED

- (i) That the proposed licence conditions for Pet Shop Licences be approved, as submitted.
- (ii) That the new conditions be applied to all Pet Shop Licences issued with effect from 1st January 2012.

REASON

- (i) To protect the welfare of animals whilst on the pet shop's premises

LI/14 **CONSULTATION PROPOSAL TO EXAMINE THE DEREGULATION OF SCHEDULE ONE OF THE LICENSING ACT 2003**

The Chairman of the Committee certified that this item was urgent due to the timescale for the receipt of consultation responses.

The Head of Planning & Environmental Services reported that the Government was in the process of consulting on a proposal to remove licensing requirements for most activities currently defined as regulated entertainment in Schedule 1 of the Licensing Act 2003. The closing date of the consultation was 3 December 2011.

Agenda Item 9(a)

Licensing Committee

3rd November 2011

LI/14 Consultation Proposal To Examine The Deregulation Of Schedule One Of The Licensing Act 2003 (cont.)

General comments with regard to the proposal, as well as a draft consultation response had been circulated to the Members for their consideration. Members considered that the Council should respond to the consultation and supported the comments as drafted.

RESOLVED

That the proposed responses to the consultation be approved.

The meeting ended at 6.30pm having started at 5.30pm

CHAIRMAN

EMPLOYMENT COMMITTEE
30TH NOVEMBER 2011

Present: Councillors: David Holmes, Liz Kitchen, Robert Nye, Ray Dawe (co-opted Member)

E/1 **APPOINTMENT OF CHAIRMAN**

Councillor Robert Nye was appointed Chairman for the purposes of the meeting.

E/2 **DECLARATIONS OF INTEREST**

There were no declarations of interest.

E/3 **ANNOUNCEMENTS**

There were no announcements.

E/4 **EXCLUSION OF THE PRESS AND PUBLIC**

RESOLVED

That, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business, on the grounds it involves the likely disclosure of exempt information, as defined in Part I of Schedule 12A of the Act, by virtue of the paragraph specified against the item.

E/5 **INTERVIEWS FOR THE APPOINTMENT OF DIRECTOR OF CORPORATE RESOURCES (PARAGRAPH 1)**

RECOMMENDED

That Katharine Eberhart be offered the appointment of Director of Corporate Resources and Chief Finance (s151) Officer, with effect from a date to be agreed.

The meeting started at 8.30am, adjourned between 1.00pm and 1.45pm, and closed at 4.30pm.

CHAIRMAN

SCRUTINY & OVERVIEW COMMITTEE
7TH NOVEMBER 2011

Present: Councillors: David Sheldon (Chairman), Brian Donnelly (Vice-Chairman) John Chidlow, Philip Circus, George Cockman, Leonard Crosbie, Andrew Dunlop, Jim Goddard, Jim Rae, Kate Rowbottom, David Skipp, Tricia Youtan

Apologies: Councillor: Laurence Deakins, Josh Murphy, Brian O'Connell,

Also present: Councillors: Duncan England, David Holmes, Sue Rogers, Claire Vickers

SO/49 **MINUTES**

The minutes of the meeting of the Committee held on 5th September 2011 were approved as a correct record and signed by the Chairman.

SO/50 **DECLARATIONS OF INTEREST**

There were no declarations of interest.

SO/51 **ANNOUNCEMENTS FROM THE CHAIRMAN OF THE COMMITTEE OR THE CHIEF EXECUTIVE**

The Chairman of the Committee announced that there would be an informal Scrutiny and Overview training session taking place on Thursday 1st December 2011.

The purpose of the session would be to discuss how Scrutiny operated at Horsham District Council, whether the process could be improved and whether there were any training requirements. Members noted that Scrutiny officers from West Sussex County Council and Worthing and Adur District Council would be attending to help facilitate the session.

The Chairman also welcomed the Director of Community Services who would be taking over the role of Scrutiny champion at the Council, following the retirement of the Director of Corporate Resources.

SO/52 **MATTERS CALLED IN ACCORDANCE WITH RULE 14**

There were no matters called in accordance with Rule 14.

SO/53 **REPORT FROM THE CHAIRMAN OF THE COMMITTEE ON THE USE BY THE EXECUTIVE OR AN OFFICER OF RULE 15 (URGENT POWERS) OR RULE 16 (SPECIAL URGENCY POWERS) OF THE ACCESS TO INFORMATION PROCEDURE RULES**

There were no matters called in accordance with Rule 15 or 16.

SO/54 **MATTERS IN ACCORDANCE WITH CRIME AND DISORDER UNDER THE POLICE & JUSTICE ACT 2006**

There were no matters in accordance with the crime and disorder under the Police & Justice Act 2006.

SO/55 **ITEMS UNDER COUNCILLOR CALL FOR ACTION**

There were no items under Councillor Call for Action.

SO/56 **BUDGET REVIEW WORKING GROUP – CHAIRMAN’S UPDATE AND NOTES OF THE MEETING HELD 13TH OCTOBER 2011**

The Chairman of the Budget Review Working Group presented the notes of the meeting held 13th October 2011.

At its meeting the Working Group considered the budget proposals. Members noted that the budget deficit was increasing year on year and other sources of income would need to be identified in order to bridge the gap.

Members noted that, per resident, the Council spent less compared to other local authorities.

The Working Group had also requested that the format in which the budget report was usually presented, be altered, in order to provide Members with a more detailed breakdown of the budget figures to help identify variances.

The Working Group also received the Parking Strategy for Horsham Town Centre, in advance of its presentation to Council. The Group felt that it had not had sufficient time to analyse the information in great detail but noted the proposals.

The Committee noted the update and questioned when the Council could expect to receive information on any funding from central Government, i.e. in relation to maintaining weekly bin collections or retaining low Council Tax. Members stressed that if there was money available then this should be used to maintain the Council’s services for the resident.

The Chairman of the Working Group explained that there was no firm information on subsidies from central Government at this stage, and therefore provisions could not be built into the Council’s budget.

A suggestion had arisen from the Performance Management Working Group to review the weekly waste collection service and charge for the Council’s green waste service, Members expressed some concern and sought reassurance that this would not be reviewed until 2015.

The Chairman of the Budget Review Working Group explained that all elements of the Budget 2012/13 would be considered carefully by the Group.

SO/56 Budget Review Working Group – Chairman’s update and notes of the Meeting held 13th October 2011 (cont.)

RESOLVED

That the notes of the Budget Review Working Group meeting held 13th October 2011 be received

REASON

All notes of Working Group meetings are to be received by the Committee.

SO/57 **BUSINESS IMPROVEMENT WORKING GROUP – CHAIRMAN’S UPDATE AND NOTES OF THE MEETING HELD 11TH OCTOBER 2011**

The Chairman of the Business Improvement Working Group presented the notes of the meeting held 11th October 2011.

At the informal planning meeting of the Working Group the new Members had agreed that the Group would address the outstanding issues from the previous Working Group.

At its last meeting the Group considered the lessons learned from the Acorn Plus overspend, focusing mainly on the project management. The Members received the report from the Chief Internal Auditor and details of the establishment of the Project Assurance Core Team and the Tracked Projects List in order to help monitor the Council’s projects in the future.

The Working Group agreed that one of the main problems had been the failure in the initial budgets for the project. However the Working Group was reassured that there was now training in place to ensure effective budgeting across the Council for project management. The Committee felt that it was important that Working Group continue to review this to ensure it was effectively implemented and monitored.

At the meeting the Working Group also received a briefing note on Section 106 and Open Spaces. Members were satisfied that a strategy was being developed to distribute the funding and help identify the needs and opportunities in the District. The Group had requested an early draft of the strategy.

Members noted that the new Community Infrastructure Levy (CIL) would be different from the S106 procedure. The Council was producing an infrastructure list and once CIL was adopted the list would be fixed subject to the Council’s review every four to five years.

Agenda Item 10

Scrutiny and Overview Committee

7th November 2011

SO/57 Business Improvement Working Group – Chairman's update and notes of the meeting held 11th October 2011 (cont.)

Members wanted to ensure the parish councils fully understood the new CIL system and pulling together their lists of infrastructure projects for the forthcoming years to submit to the Council. A spreadsheet had previously been circulated but the Head of Planning and Performance would re-circulate the information and communicate with parishes and provide them with some advice on how to complete the lists, the parish clerks would be briefed and some follow up work would take place.

RESOLVED

That the notes of the Business Improvement Working Group meeting held 11th October 2011 be received

REASON

All notes of Working Group meetings are to be received by the Committee.

SO/58 PERFORMANCE MANAGEMENT WORKING GROUP –CHAIRMAN'S UPDATE

The Committee received an update on the meeting held 2nd November 2011; the notes of the meeting would follow.

The Group had had requested the total cost of waste collection and the cost per household in the District, compared to other districts and boroughs in the County.

Arising from discussions at the meeting the Working Group suggested that the Cabinet Member for the Environment consider collecting green waste on a monthly basis through the winter months, when naturally less garden waste was produced, this would help reduce costs to the Council. It was also suggested that the Cabinet Member for the Environment give consideration to charging for the green waste service as from the comparison with neighbouring districts and boroughs, Horsham had the most expensive collection service per property and was the only Council in the County which did not already charge for its green waste collection service.

The Group had received the Complaints, Compliments and Suggestions – Monitoring and Learning report for the quarter. There was some frustration amongst Members at the meeting as there continued to be a delay each quarter in the production of the Operational Services Refuse and Recycling etc. compliment and complaint data, Members agreed that it was important for the Group to be able to review these figures.

The Working Group received the Report on the Use of the Regulation of Investigatory Powers Act 2000 (RIPA) and suggested that the quarterly

SO/58 Performance Management Working Group – Chairman’s update (cont.)

reports to the Working Group on the use of RIPA be verbal updates, and that a written report be presented only on an annual basis.

Members received the District Plan Priorities and Performance Indicators for Quarter 2 at the meeting, the percentage of planning appeals allowed was discussed and Members requested further details for further analysis.

The Group also suggested that there be a presentation to the Committee on homelessness as there had been a noticeable increase in the figures.

The Committee noted the update, there was some concern regarding the suggestions from the Group to the Cabinet Member for the Environment on the changes to the waste collection service. Members were concerned that making savings here could have a negative effect on 100 percent of residents in the District. However, the Group stressed that this was merely a suggestion for the Cabinet Member to consider in an attempt to make some savings across the Council.

In reference to the presentation on homelessness figures under the Key Performance Indicators, it was agreed that instead of a presentation, the Cabinet Member would be invited to a future meeting of the Committee in order to address the issues and answer questions.

RESOLVED

That an update be given in respect of the Performance Management Working Group

REASON

All Working Group updates are to be received by the Committee.

SO/59 **SOCIAL INCLUSION WORKING GROUP – TO RECEIVE THE FINAL REPORT ON THE REVIEW OF HORSHAM DISTRICT COMMUNITY PARTNERSHIP AND NOTES OF THE MEETINGS HELD 12TH SEPTEMBER AND 6TH OCTOBER 2011**

The Head of Strategic Planning & Performance provided a short presentation for the Committee on the Horsham District Community Partnership (HDCP), its purpose, partners and how it operated.

Members noted that accountability of the HDCP was delivered through this Committee, and reviews were carried out by the Social Inclusion Working Group.

The Chairman of the Social Inclusion Working Group presented the report on the Review of the Horsham District Community Partnership. The Group tried

SO/59 Social Inclusion Working Group – To receive the final report on the Review of Horsham District Community Partnership and notes of the meetings held 12th September and 6th October 2011 (cont.)

to focus on where the HDCP added value and made a contribution to local services.

The strengths of the HDCP had been identified by the Working Group.

A key part of the review was the meeting with the Chairman of the HDCP Board and four of the HDCP Goal Group Chairmen. The Working Group wanted to express its gratitude for the devotion of the Chairman of the HDCP towards the partnership.

Members also wanted to note thanks to the HDCP Chairman and the Goal Group Chairmen for attending the meeting of the Working Group.

The Working Group congratulated the HDCP on its annual conferences and was keen to encourage all district and parish councillors to attend this conference. The date would be circulated to all Members by the Community Planning Manager later this year.

Better publication of the HDCP was recommended. A vast number of people in the community knew little about the Partnership and its value and how it brought together the community. It acted as an umbrella for all community groups in the District. It was suggested that the involvement of representatives of churches in moving forward with the work of the Partnership, such as through Churches Together.

Members noted that the HDCP was the Council's Local Strategic Partnership and was complimentary to the delivery of the District Plan.

The Chairman of the Working Group also presented the notes of the meetings held 12th September and 6th October 2011.

RESOLVED

- (i) That the Committee reviews the work of the Horsham District Community Partnership every two years rather than annually, but that an annual meeting be held with the Chairman of the Partnership to review progress against the action plans and to track progress of the recommendations of this review
- (ii) All notes of Working Group meetings are to be received by the Committee

SO/59 Social Inclusion Working Group – To receive the final report on the Review of Horsham District Community Partnership and notes of the meetings held 12th September and 6th October 2011 (cont.)

RECOMMENDED TO THE HORSHAM DISTRICT
COMMUNITY PARTNERSHIP

That the Partnership:

- (i) Consider the involvement of representatives of local churches and small businesses in taking forward its work as appropriate
- (ii) Engage with Council's Communications Manager in sharpening the Partnership's publicity including better promotion of its annual conference; and encourages all partners to work on maximising publicity
- (iii) Move forward with fewer, sharper objectives.
- (iv) Invite a senior business figure to join the HDCP Board.
- (v) Ask members of the Board to appoint Board deputies so as to ensure consistent representation of all interests at quarterly meetings.

RECOMMENDED TO COUNCIL

That the Council encourage each District Councillor to invite representatives of their local parish councils to Horsham District Community Partnership annual conferences as a first step towards greater engagement of parish councils.

SO/60 **PROGRESS ON CLIMATE CHANGE WORKING GROUP – CHAIRMAN'S UPDATE AND NOTES OF THE MEETING HELD 5TH OCTOBER AND 2ND NOVEMBER 2011**

The Chairman of the Progress on Climate Change Working Group presented the notes of the meeting held 5th October and 2nd November 2011.

The Committee noted the progress of the Group and it was anticipated that the review would soon be finalised and the report would be presented to the Committee at its meeting on 16th January 2012.

The next meeting of the Group would be held on 28th November 2011 when the Group would consider the draft report.

One suggestion arising from the review was to change the name from global warming to make it more constructive and to encourage those who were sceptical about climate change.

Agenda Item 10

Scrutiny and Overview Committee

7th November 2011

SO/60 Progress on Climate Change Working Group – Chairman’s update and notes of the meetings held 5th October and 2nd November 2011 (cont.)

RESOLVED

That the notes of the Progress on Climate Change Working Group meeting held 5th October and 2nd November 2011 be received

REASON

All notes of Working Group meetings are to be received by the Committee.

SO/61 ACORN PLUS WORKING GROUP - CHAIRMAN’S UPDATE AND NOTES OF THE MEETINGS HELD 14TH SEPTEMBER AND 3RD OCTOBER 2011

The Chairman of the Acorn Plus Working Group presented the notes of the meetings held 14th September and 3rd October 2011.

The Committee noted that the Group had agreed new terms of reference for Cabinet Members.

The Group then went on to suggest additional clauses to the terms of reference for Directors at the Council. There was some discussion as to whether this was within the remit of the Working Group, the Group agreed there was a definitive link between the portfolio holder who was responsible for the budget who then transferred the budget with the services to the Director to be produced through the course of the year and therefore this should be reflected in the terms of reference for the Director.

These would be subject to agreement by the Committee when the final report was presented.

The Council’s Solicitor was in the process of reviewing the work by the Group and integrating the terms of reference into the Council’s Constitution for the Group to consider at the next meeting.

The Group also agreed that, although logical, it was outside the remit of the Group to review the role of the Leader of the Council and the Chief Executive. However, as the model councils had already carried out this Solicitor would make observations and report back to the Group.

The Group was also awaiting guidance on the financial roles of the Cabinet Member and Director from the Solicitor, based on the statutory and technical aspects.

The final stage of the review would be to review and analyse all the documents on the Acorn Plus project in order to identify the processes and where the project went wrong.

SO/61 Acorn Plus Working Group - Chairman's update and notes of the meetings held 14th September and 3rd October 2011 (cont.)

The Committee noted the update; Members discussed the responsibility of the Leader in relation to the appointment of the Cabinet Members and their roles.

Once the Group had completed its review it would present the Committee with the final report and the role profile for the Cabinet Member for the Committee to comment and approve.

RESOLVED

That the notes of the Acorn Plus Working Group meetings held 14th September and 3rd October 2011 be received

REASON

All notes of Working Group meetings are to be received by the Committee

SO/62 **TRAFFIC IN VILLAGES WORKING GROUP – CHAIRMAN'S UPDATE AND NOTES OF THE MEETINGS HELD 20TH SEPTEMBER 2011**

The Committee received the notes of the meeting held 20th September 2011.

Members noted that there had been active participation from the parish councils during this review.

The objective of the review was to produce a reference guide for parishes to access, consider the options enabling them to make their own informed decisions about suitable traffic calming measures, the range of tools available to them to deal with traffic problems, including costs, benefits and procedures and the technical support they can expect.

The Group would not be providing specific solutions to individual traffic problems.

The Committee noted that the Working Group had received excellent support from West Sussex County Council.

The Working Group also noted the lack of consistency in the speed limits across the District, and had written a letter to the Local Government Association regarding the promotion of national speed limit policy.

It was anticipated that the final report of the Working Group would be presented to the Committee at its meeting on 16th January 2011.

SO/62 Traffic in Villages Working Group – Chairman’s update and notes of the meetings held 20th September 2011 (cont.)

The Committee noted that there would be a public consultation in Chichester over plans for a 20 mile an hour restriction following a petition and this may be useful for the review by the Group.

RESOLVED

That the notes of the Traffic in Villages Working Group meetings held 20th September 2011 be received

REASON

All notes of Working Group meetings are to be received by the Committee

SO/63 **ANTISOCIAL BEHAVIOUR WORKING GROUP – CHAIRMAN’S UPDATE AND NOTES OF THE MEETINGS HELD 25TH OCTOBER 2011**

The Chairman of the Antisocial Behaviour Working Group presented the notes of the meeting held 25th October 2011.

The Working Group learnt that there would be cuts to frontline neighbourhood policing going forward, this would have an impact on antisocial behaviour levels in the District along with the cuts to youth services.

The Group would be looking at community support as a result of the cuts.

The Group was in the process of gathering information from the parish councils on the situation in their areas, and would be looking at the results with data already available from the officers.

Questionnaires had been sent out to all parish councils.

The Committee noted that the little funding that would be available would be directed to places such as Brighton and Crawley where the crime rates were higher.

Chief Inspector Mark Trimmer from the police attended the meeting of the Working Group and was keen to be involved with the review.

The Director of Community Services stressed the importance of tackling antisocial behaviour; supporting vulnerable people and early intervention were recognised as key to prevent antisocial behaviour.

RESOLVED

That the notes of the Antisocial Behaviour Working Group meetings held 25th October 2011 be received

SO/63 Antisocial Behaviour Working Group – Chairman’s update and notes of the meetings held 25th October 2011 (cont.)

REASON

All notes of Working Group meetings are to be received by the Committee

SO/64 **TO RECEIVE ANY SUGGESTIONS FOR THE SCRUTINY & OVERVIEW WORK PROGRAMME**

There were no suggestions for the Scrutiny & Overview work programme.

The Chairman encouraged Members to work with the parish councils and community groups for suggestions for the work programme.

SO/65 **REPLIES FROM CABINET/COUNCIL REGARDING SCRUTINY AND OVERVIEW RECOMMENDATIONS**

(a) The Committee received an update on the proposed service merger between parking and street scene officers, following the review by the Enforcement Working Group.

The Committee noted that, following three trials, the report detailing the proposed model to combine the services would be presented to Cabinet at its next meeting on 24th November 2011 and if adopted, launched in April 2012. The recommendation to Cabinet would be to retain approximately six Civil Enforcement Officers to retain the parking enforcement functions, along with approximately six Street Scene Wardens.

The Chairman of the Enforcement Working Group was concerned about changes for existing officers and whether the full implications for the staff had been taken into account.

The Director of Development & Environment advised the Committee that staff had already been involved but formal consultation would be carried out following an agreement in principle by Cabinet, this would also require approval by the Personnel Committee.

The Chairman of the Enforcement Working Group would meet with the Director of Development & Environment to discuss this in more detail.

Some Members were concerned that service efficiency would be halved by implementing the new proposals. The Members were keen to compare end result in budget terms once the proposals were put forward.

(b) The Committee received an update on the severe weather equipment requirements following the review by the Severe Weather Working Group.

SO/65 Replies from Cabinet/Council regarding Scrutiny and Overview recommendations (cont.)

The Committee discussed the central equipment store which was proposed for the town centre and Members were concerned about the smaller surrounding villages, Members wanted reassurance severe weather plan contained details of local volunteers i.e. farmers and local contractors and people with equipment to clear the snow quickly and how the severe weather plan would be triggered.

The Emergency Planning Officer would be asked to email the Chairman of the Severe Weather Working Group with details of the severe weather plan.

The Committee also sought reassurance that the actions would be addressed before the winter, for that the example the equipment store was ready and that funding for snow plough attachment was addressed.

(c) The Committee received an update on the progress made following the recommendations arising from the Flooding & Drainage Working Group which were agreed by Cabinet in September 2010.

A Member of the former Working Group was pleased to see the progress that had been made and that the recommendations had come to fruition.

The meeting finished at 8.10pm having commenced at 5.30pm.

CHAIRMAN

Report to Council

21st December 2011

By the Cabinet Member for Efficiency & Resources

DECISION REQUIRED

Not exempt



Horsham
District
Council

servicing our towns and villages

Horsham Town Hall

Executive Summary

The future of Horsham Town Hall has been the subject of considerable interest in recent years. The building's use for civic purposes ceased in 1988 when the Council Chamber was moved from the former Court Room on the first floor to the offices at Park North. In February 2008 Council decided that the building should be marketed for use as a quality restaurant. There was initial interest and an offer for use as a restaurant but delays and changing economic circumstances led to the offer being withdrawn. Despite extensive marketing it has not proved sufficiently attractive for potential offers.

The building has been vacant since September 2009. It is a drain on resources and there would be significant cost to bring the building to appropriate standards (including the need to meet the requirements of the Disability Discrimination Act if the building remains in use as a public building.) It would be very difficult for the Council to justify such expenditure in the current financial climate.

It is proposed, therefore, that Horsham Town Hall is re-marketed without prescribing the use to which it should be put other than to require that the use should be suitable for the Town Hall's status as a Listed Building and its location in the Horsham Town Centre Conservation Area. In addition, rather than only offering the building on a leasehold basis it is proposed that bids for freehold sale should also be entertained.

If offers for uses other than the existing authorised uses (including the A3 (restaurant) use that was permitted in 2009) are put forward, and if they are considered suitable in terms of the proposed disposal, the agreement with the successful bidder would need to be made subject to the necessary planning approvals being obtained.

Recommendations

The Council is recommended:

- i) To agree that Horsham Town Hall is remarketed and that offers are invited for leasehold or freehold disposal
- ii) To delegate to the Cabinet Member for Efficiency and Resources the preparation of the sales particulars and agreement and publication of the evaluation criteria for any bids, taking into account the building's status as a listed building and its location within the Town Centre conservation area.

- iii) To agree that following completion of the marketing exercise, and the evaluation of bids, the Cabinet Member for Efficiency and Resources will recommend the most beneficial bid to Council for decision.

Reasons for Recommendations

- i) - iii) To maximise the chances of securing an appropriate, beneficial and viable use for the Town Hall.

Background Papers:

Consultation

Wards affected

Contact

Horsham Denne

Peter Dawes Extn. 5406

Background Information

1 Introduction

The purpose of this report

- 1.1 The purpose of this report is to update Council on the position regard Horsham Town Hall and to make recommendations for future remarketing of the building. It is not the purpose of this report to revisit or review past decisions or to consider current or recent expressions of interest in the building.

Background/Actions taken to date

- 1.2 In his written reply to a question to Council on 19th October 2011, the Leader summarised the background and current situation regarding Horsham Town Hall.

“Following the withdrawal of "Bill's Café and Produce Store" last November, we commissioned a commercial property agent, Davis Coffey Lyons, to undertake another marketing exercise in accordance with the Council's previous decision to let the building for use as a restaurant. The agents produced a new colour brochure and targeted specific operators who they considered would be interested in leasing the property and who would also meet the Council's brief for a quality operator. This exercise cost £3,000.

A number of interested parties arranged to view the property but no firm offers were received by the stipulated bid date of 1st July 2011. The property remains on the market and is also listed on the agent's website. The Council continues to receive expressions of interest in the building, the most recent viewing being held on 14th October 2011.

I have asked the Cabinet Member for Efficiency and Resources to review the matter and to consider options for the disposal of the building. A further update will be provided to Members in due course.”

- 1.3 The building no longer has, and is not likely ever to have an operational purpose for Council business. It is currently vacant and is therefore a drain on resources. A new use must be found for this reason and also because it is only through achieving an appropriate, beneficial and viable use that the Town Hall's status as a Grade II Listed Building can be safeguarded in the longer term.
- 1.4 In considering options for disposal the Council is required to ensure it achieves best value for the asset. Previous attempts to dispose of the Town Hall have been on the basis of limiting the exercise to restaurant operators and only offering leasehold disposal. Although there continue to be expressions of interest from restaurant operators seeking a lease, in view of the fact that nothing conclusive has materialised to date, this report seeks the Council's agreement to broaden the basis of marketing both in terms of use and the nature of the disposal (i.e. to consider bids for freehold sale as well as leasehold disposal).

2 Statutory and Policy Background

Statutory background

- 2.1 The Local Government Act 1972 section 123 places an obligation on Councils to dispose of land at the best price reasonably obtainable unless Secretary of State specific consent is obtained or disposal at an under-value can be justified under local economic, social or environmental well-being circumstances.
- 2.2 The Localism Act 2011 introduces a new “Right to Bid”, which will give residents the opportunity to take over local assets like shops and pubs and keep them part of local life. This will ensure that before such assets (which could include the Town Hall) are disposed of, communities will be given the opportunity to submit bids for their acquisition. Before this part of the Act comes into force a register of community assets has to be compiled. Therefore, although these provisions are not yet in force the proposal contained in this report is not inconsistent with the spirit of the Act because it will allow local groups to bid at the same time and on the same terms as potential commercial operators.

Relevant Council policy

- 2.3 The proposal is consistent with District Plan priorities 1, “Economic Development” and 2, “Efficiency and Taxation” in that it will help secure a beneficial use for the Town Hall which should make a positive impact on the town centre economy. It will also help realise value from this currently unused asset.

3 Details

- 3.1 The future of Horsham Town Hall has been the subject of considerable interest in recent years. The building’s use for civic purposes ceased in 1988 when the Council Chamber was moved from the former Court Room on the first floor to the offices at Park North. Until September 2009 part of the building was occupied by West Sussex County Council’s Registry service and the Court Room was used for storage by a local drama group. Part of the ground floor was used for sales and exhibitions and meetings.
- 3.2 In February 2008 the Council decided that the Town Hall should be marketed as a quality restaurant. Subsequently applications for planning permission for A3 (restaurant) use and Listed Building consent were granted. The initial marketing exercise for restaurant use secured an offer from a restaurant and produce store and a conditional lease was agreed.
- 3.3 There were a number of subsequent delays in finalising the agreement caused in part by an unsuccessful attempt by a local organisation to challenge the council’s planning decisions in the High Court. Eventually, due to these delays and changing economic circumstances, the intended lessee withdrew its offer. The building has since been remarketed on the same basis as before but despite a number of viewings nothing of substance has emerged.

- 3.4 Prior to the Council decision in February 2008 it had been estimated that it would cost at least £750,000 to bring the building to appropriate standards (including the need to meet the requirements of the Disability Discrimination Act if the building were to remain in use as a public building.) It would be very difficult for the Council to justify such expenditure in the current financial climate.
- 3.5 It is proposed, therefore, that Horsham Town Hall is re-marketed without prescribing the use to which it should be put other than to require that the use should be suitable for the Town Hall's status as a Listed Building and its location in the Horsham Town Centre Conservation Area. In addition, rather than only offering the building on a leasehold basis it is proposed that bids for freehold sale should also be entertained.
- 3.6 This approach should mean that a wider range of proposals and offers should be attracted and this will give the Council greater choice in deciding which offer to accept. If offers for uses other than the existing authorised uses (including the A3 (restaurant) use that was permitted in 2009) are put forward and if they are considered suitable in terms of the proposed disposal, the agreement with the successful bidder would need to be made subject to the necessary planning approvals being obtained.

4 Next Steps

- 4.1 If Council agrees the recommended approach, the detailed sales particulars, marketing strategy and the evaluation criteria for bids will be prepared, approved and published by the Cabinet Member for Efficiency & Resources. The criteria will have to have regard to the building's status as a Grade ii Listed Building and its location in the Town Centre Conservation Area. The normal process for the disposal or lease of an asset will be followed and the evaluation of bids will be on a best value basis.
- 4.2 The Cabinet Member for Efficiency & Resources will subsequently recommend to Council the most economically advantageous bid based on the agreed evaluation criteria and, subject to the Council's decision on the recommended bid, will agree the details of the sale or lease agreement.

5 Outcome of Consultations

- 5.1 There has been extensive debate within and outside the Council about this building in recent years which has shown very clearly the different views that exist. Whilst there has not been consultation on this report, it proposes a way forward that should give an opportunity to all interested parties to put forward their bids for acquiring and using the building and for those bids to be evaluated against a published set of criteria.

6 Other Courses of Action Considered but Rejected

- 6.1 Disposal on a more restricted basis was considered but as this has not succeeded a more flexible approach is now proposed.

7 Staffing Consequences

- 7.1 There are no staffing consequences arising from this proposal

8 Financial Consequences

- 8.1 The remarketing exercise will cost approximately £5000. This cost can be met from within existing budgets.
- 8.2 The rent or capital receipt that will be secured will make a contribution to addressing the council's future budget requirements at a time when government grant and other sources of income are under severe pressure.

Appendix 1

Consequences of the Proposed Action

<p>What are the risks associated with the proposal?</p> <p>Risk Assessment attached Yes/No</p>	<p>1. The remarketing exercise provides no financially viable offers or options 2. Further delays to the process making the building unattractive to potential bidders</p>
<p>How will the proposal help to reduce Crime and Disorder?</p>	<p>Occupied buildings enhance the appearance and vitality of Town Centres and this in turn will help support an environment that looks and feels safer.</p>
<p>How will the proposal help to promote Human Rights?</p>	<p>There are no direct impacts on the promotion of Human Rights.</p>
<p>What is the impact of the proposal on Equality and Diversity?</p> <p>Equalities Impact Assessment attached Yes/No/Not relevant</p>	<p>There are no adverse impacts on Equality & Diversity. No group or individual will be prevented from submitting a bid on an equal basis.</p>
<p>How will the proposal help to promote Sustainability?</p>	<p>The three “pillars” of sustainability are:- (i) social equity and community cohesion, (ii) economic opportunity for all, (iii) and environmental protection and use of resources. These are reflected in the six priorities of the District Plan.</p> <p>Marketing the building for a range of uses could ensure that it contributes to the economy of Horsham town; though the final use will determine the extent of this contribution and also the extent of public access to the building. The alternative of continuing the community use of the building would contribute to the social and well being aspects of sustainability.</p> <p>Securing its continued use would ensure that the fabric of the building does not deteriorate and, therefore, promotes environmental sustainability. This is likely to be dependant on ensuring an economically viable use of the building. As this is a Listed Building planning constraints would ensure that the heritage of the building will be retained and that there is no detrimental impact on the street scene. When detailed Consent is sought for alternations to the building, consideration should be given to energy efficiency and the materials used.</p>

Horsham Town Hall - Equality Impact Assessment

Names of Team members (min of 2 – Author, manager and or staff member/equality lead) and Lead Officer/Director	Author/Manager – Peter Dawes Key officer – John Loxley
Consultation mechanism (names of equality groups liaised with)i.e. Access Forum, Staff Group	<p>There has been extensive debate within and outside the Council about this building in recent years which has shown very clearly the different views that exist. Whilst there has not been consultation on this report it proposes a way forward that should give an opportunity to all interested parties to put forward their bids for acquiring and using the building and for those bids to be evaluated against a published set of criteria.</p> <p>The Localism Act 2011 introduces a new “Right to Bid”, which will give residents the opportunity to take over local assets like shops and pubs and keep them part of local life. This will ensure that before such assets (which could include the Town Hall) are disposed of, communities will be given the opportunity to submit bids for their acquisition. Before this part of the Act comes into force a register of community assets has to be compiled. Therefore, although these provisions are not yet in force the proposal contained in this report is not inconsistent with the spirit of the Act because it will allow local groups to bid at the same time and on the same terms as potential commercial operators.</p>
Date Equality Impact Assessment submitted to ratifying committee	December 21 st 2011 (Full Council)
Are there resource implications to deliver actions from this EIA? If yes, please detail	No
Name of policy/strategy	Horsham Town Hall – Marketing Proposal

Aim of policy/strategy (maximum 100 words)	The report is to update Council on the position regard Horsham Town Hall and to make recommendations for future remarketing of the building. It is not the purpose of this report to revisit or review past decisions nor consider bids or interest in future use. The report proposes that the building is offered for sale or lease on a broad basis (i.e. not restricting use to restaurant as previously).
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Impact Assessment

<p>Does the policy/strategy exclude a particular equality group that listed?</p> <p>(Consider Direct Discrimination)</p>	<table border="1"> <tr><td>Race</td><td>No</td></tr> <tr><td>Disability/carer</td><td>No</td></tr> <tr><td>Gender/gender identity</td><td>No</td></tr> <tr><td>Age</td><td>No</td></tr> <tr><td>Sexual orientation</td><td>No</td></tr> <tr><td>Religion & Belief</td><td>No</td></tr> </table>	Race	No	Disability/carer	No	Gender/gender identity	No	Age	No	Sexual orientation	No	Religion & Belief	No		<p>Whatever the outcome of the disposal the building will be open to all people irrespective of their diversity.</p>
Race	No														
Disability/carer	No														
Gender/gender identity	No														
Age	No														
Sexual orientation	No														
Religion & Belief	No														
<p>Does the policy/strategy affect any of the equality groups listed disproportionately?</p> <p>(Consider Indirect Discrimination)</p> <p>(List all negative and positive impacts)</p>	<table border="1"> <tr><td>Race</td><td>No</td></tr> <tr><td>Disability/carer</td><td>Yes</td></tr> <tr><td>Gender/gender identity</td><td>No</td></tr> <tr><td>Age</td><td>Yes</td></tr> <tr><td>Sexual orientation</td><td>No</td></tr> <tr><td>Religion & Belief</td><td>No</td></tr> </table>	Race	No	Disability/carer	Yes	Gender/gender identity	No	Age	Yes	Sexual orientation	No	Religion & Belief	No		<p>Positive impact</p> <p>Whatever the outcome of the disposal the building will be open to all people irrespective of their diversity.</p> <p>Negative impact</p> <p>Due to the age of the building, the accessibility of the venue is poor (steep steps and no lift) and can be problematic for older people with reduced mobility, disabled people with mobility issues, and those with young children. Resources will be needed to improve the accessibility of the venue. Provision of full accessibility to both floors will be a statutory requirement of the DDA if the building is used for public or community purposes in future.</p> <p>Neutral impact</p>
Race	No														
Disability/carer	Yes														
Gender/gender identity	No														
Age	Yes														
Sexual orientation	No														
Religion & Belief	No														

			It is felt there is neutral impact of this proposal for people of different ethnic backgrounds, sexual orientations, religion and belief and genders/gender identity.
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What evidence has been used to make these judgements? Please tick one or more	Demographic data and other statistics, including census findings	<input type="checkbox"/>	Previous assessment in 2007 of alterations needed to make building DDA compliant for community use.
	Information from groups/agencies/consultation/research within Horsham District	<input type="checkbox"/>	
	Comparisons between similar functions / policies either internally or with other District Councils	<input type="checkbox"/>	
	Analysis of complaints/public enquiries information/audits or reviews	<input type="checkbox"/>	

How is the effect of the policy/strategy on different equality groups going to be monitored? Please specify for each equality group	Race	<input type="checkbox"/>	If change of use in future requires a Building Regulation Approval , a qualified building control officer will be able to see if the venue meets criteria set out in the Building Regulations (with regards to accessibility)
	Disability/carer	X	
	Gender/gender identity	<input type="checkbox"/>	
	Age	<input type="checkbox"/>	
	Sexual orientation	<input type="checkbox"/>	
	Religion & Belief	<input type="checkbox"/>	

Does the document have an access statement offering the document in alternative formats for disabled people? No – not needed	Do staff dealing with this document know where to get alternative formats if a request is made? No – not needed	Does the document need to be translated into key locally used languages? No – not needed
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If no, please add to action plan as evidence that this assessment has assisted.	If no, please add awareness training needed to action plan (Equalities Officer can provide)	If yes, how will this be distributed and funded?
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Action Plan (to reduce or eliminate any adverse impacts)

Equality Strand	Action and Resources	Lead Person	Timescale
All	Marketing exercise and evaluation criteria will make plain that all potential users may bid and uses will not be prescribed except to ensure that future use is compatible with buildings listed status and location in conservation area.	P Dawes	2012
Disability	Ensure that any changes to the building conform to current building control regulations (with regards to access for disabled people)	P Dawes	2012