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Bridgend County Borough Council
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Our ref / Ein cyf:
Your ref / Eich cyf:

Date / Dyddiad: 27 August 2015

Dear Councillor,

CABINET

A meeting of the Cabinet will be held in Committee Rooms 1/2/3, Civic Offices Angel Street Bridgend CF31 4WB on **Tuesday, 1 September 2015 at 2.30 pm.**

AGENDA

8. Sports Pavilions Caretaking Review 2015 3 - 16
To present to Cabinet the outcome of consultation conducted on proposals for changes to the current management and caretaking arrangements for sports pavilions, and to seek Cabinet approval for the implementation of changes to the current management and caretaking arrangements for sports pavilions in light of the outcomes of consultation.

Yours faithfully

P A Jolley

Assistant Chief Executive Legal and Regulatory Services

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Assistant Chief Executive Legal & Regulatory Services and Monitoring Officer

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

1 SEPTEMBER 2015

REPORT OF THE CORPORATE DIRECTOR COMMUNITIES

SPORTS PAVILIONS CARETAKING REVIEW 2015

1. Purpose of Report.

1.1 The purpose of the report is :

- i. to present to Cabinet the outcome of consultation conducted on proposals for changes to the current management and caretaking arrangements for sports pavilions, and
- ii. to seek Cabinet approval for the implementation of changes to the current management and caretaking arrangements for sports pavilions in light of the outcomes of consultation.

2. Connection to Corporate Improvement Objectives/Other Corporate Priorities

- 2.1 The proposals for changes to the management and caretaking arrangements for sports pavilions, embrace and recognise the objectives detailed in the Corporate Plan under Priority 5 - (Working Together to Tackle Health Issues and Encourage Healthy Life Styles), to maintain, healthy living and vibrant places.
- 2.2 The parks pavilions review forms part of the Communities Directorate response to reconciling the current financial settlement with operational levels of service. This proposal is in accordance with the improvement priorities detailed in the Corporate Plan under Priority 6 - (Working Together to Make Best Use of Our Resources).

3. Background.

- 3.1 As part of the Council's response to the cuts to public service funding, measures to achieve savings against the provision of the Council's Parks and Playing Fields Service have been included in the Medium Term Financial Strategy (MTFS). COM7 identifies a saving of £100k for 2016/17. In order to achieve part of these savings, it has been deemed necessary to review the current operational arrangements for opening, closing and cleaning of the Council's sports pavilions.
- 3.2 The Council at present manages and operates 80 individual outdoor sports facilities, which are serviced by 34 pavilions. These facilities are used by 65 clubs for a range of winter and summer sports and also by a variety of non-sporting groups, such as pre-school playgroups and craft groups.
- 3.3 The £100k annual saving for 2016/17 is the element of saving expected to be made from the review of the pavilion arrangements. The total annual cost of managing and operating these pavilions is in excess of £400,000, this figure includes £188k for caretaking services, the remainder being the costs attributed to holding and

maintaining the fixed assets. The annual income taken for hire of these buildings is around £32,000. The Council is, therefore, significantly subsidising the use of these facilities - in excess of 90% of the 'running costs'.

- 3.4 In order to reduce the current level of expenditure, the changes proposed involved the delivery of a basic level of pavilion cleaning through the use of mobile teams rather than the 'static' caretaking arrangements currently operated. Any additional cleaning required over and above that provided through the amended level of service would be a user responsibility. Opening and closing would also have to be a user function.
- 3.5 Any proposals to amend the operating arrangements for parks pavilions need to take into account the views of the community and users of the facilities. To accommodate this Cabinet at its meeting on the 9th December 2014 approved proposals to formally consult with the public and users of the facilities on the arrangements for servicing the pavilions. At the same time, pavilion caretakers were advised, through an informal engagement exercise, that this consultation would be taking place.

4. Current Situation

- 4.1 Consultation on the proposed changes commenced on the 16th February 2015, and was available to the public on and off line for a period of eight weeks. Comments were also invited via letter, email and phone calls. The Council tweeted its 5100 @BridgendCBC followers and posted to the 800 users who have liked our Facebook page to raise awareness of the consultation.
- 4.2 The consultation consisted of three elements; section one sought information on the demographics of respondents; section two related directly to the proposals, and section three provided respondents with the opportunity to elaborate on their responses and also included standard equalities questions suggested by Welsh Government. A total of sixty responses were received.
- 4.3 The headline figures from the consultation were:
- 57 per cent disagreed with the introduction of a mobile cleaning team.
 - The most supported proposal was users being responsible for the opening and closing of facilities.
 - Users being responsible for cleaning over and above the basic level of service received the highest level of 'strongly disagree' responses. The most popular qualitative response, however, was that clubs should be more responsible.
 - Cost saving suggestions received the lowest level of responses - the most popular answer was to allow users / partners to take over the pavilions.
 - Respondents wanted more clarity on the proposals stating that this will have a large impact on their level of support for any potential changes.
- 4.4 A significant outcome of the consultation was the overall acceptance at club level that pavilion users should be more responsible for the facilities in which they operate. An increase in user participation in service delivery was acknowledged, however, that said, there was a clear concern expressed about users carrying out any additional cleaning required. The consultation also appeared to demonstrate a level of acceptance and understanding by users of the financial pressures and the

difficult decisions facing the Council. A full copy of the final report is provided as **Appendix 1.**

- 4.5 While the principle of mobile cleaning did not appear to be too contentious, there was some concern expressed by users with regard to the self-cleaning implications of the proposals. This view seemed to conflict with the support expressed by users / partners to take on more responsibility for the pavilions, which would involve a more substantive cleaning role. In light of this, Cabinet are asked to give their approval to the introduction of mobile cleaning teams to replace the current caretaking arrangements and subject to compliance with appropriate agreements to be drawn up, that users become key holders to the facilities and take on responsibility for the opening and closing of the pavilions when being used. It should be noted that under this arrangement, users of the pavilions will be expected to carry out some cleaning of the pavilions following their use.
- 4.6 Replacing the resources attached to the opening, closing and cleaning of the pavilions with two mobile facility cleaning vehicles manned with two operatives in each vehicle and equipped with appropriate cleaning materials, will result in each pavilion being cleaned on a rotational basis once or twice a week depending on the overall usage of individual pavilions.
- 4.7 The cost of this service will be approximately £88k and will generate the saving of £100k identified in the MTFs when set against the staffing budget of £188k for the provision of caretaking services. Utilising this staffing arrangement will also allow some flexibility with regard to the deployment of the resources and any future need to make budget savings. The introduction of this change will be subject to the outcome of appropriate formal staff consultation, which will take place if Cabinet is minded to approve the recommendations of this report. It should be noted that informal engagement with staff and union representatives has already been undertaken to ensure staff are aware of the consideration being given to the proposed change.

5. Effect upon Policy Framework & Procedure Rules.

- 5.1 This report has no effect on Policy Framework and Procedure Rules.

6. Equality Impact Assessment

- 6.1 The consultation referred to in this report discharged the Council's commitment and duty under the provisions of the Equality Act 2010 to consult with appropriate groups and individuals on proposed changes to service provision. The initial screening EIA identified that although a large group of people could potentially be affected by the policy change, the change will impact in the same way on groups with 'protected characteristics, and the need to carry out a full EIA was, therefore, deemed of a low priority i.e. a full EIA to be conducted within three years of the introduction of any service changes.

7. Financial Implications.

- 7.1 The current staffing budget for the provision of caretaking services is £188K. The proposals identified above would cost approximately £88k to implement and would

therefore result in a saving of £100k against the Communities Directorate MTFS savings set against the service area for 2016/17.

8. Recommendations.

Cabinet is recommended to:

- 8.1 Note the outcomes of the consultation;
- 8.2 Subject to the outcome of appropriate consultation with caretaking staff, approve the introduction of mobile cleaning operatives in place of the existing caretaking arrangements;
- 8.3 Subject to the outcome of appropriate consultation with caretaking staff, approve users of pavilions becoming key holders for outdoor sports pavilions, in accordance with agreements to be developed in consultation with the Assistant Chief Executive Legal and Regulatory Services.

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Corporate Director Communities

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Background Papers: None

Sports Pavilions Caretaking Review 2015 Consultation report



Date of issue: 30 April 2015

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1. Overview

A public consultation reviewing Bridgend County Borough Council's sports pavilions caretaking review was undertaken on 16 February 2015 and 13 April 2015. The consultation collated results gathered from a traditional eight-week consultation period.

In total, 60 responses were gathered. More specifically, 56 responses were received from the online survey, three email responses and one telephone response were also gathered. This report details the analysis associated with the consultation.

2. Introduction

A public survey inviting views on the potential changes to the current management and caretaking arrangements for sports pavilions in Bridgend County Borough was made available to the public from 16 February 2015 to 13 April 2015. An eight-week survey was made available online and offline. The local authority outlined that the council manages and operates 80 individual outdoor sports facilities including football, rugby and cricket pitches, which are serviced by 31 pavilions across the county borough. The survey asked questions based upon the proposal.

The eight-week survey consists of three sections; section one asked six questions regarding the respondent to understand their demographic; section two included five quantitative questions regarding the proposals, and three qualitative questions to give the respondents the opportunity to elaborate on their quantitative responses. Section three featured the standard equalities questions suggested by Welsh Government. All questions asked in the survey were optional. The respondents answering the survey had the opportunity to remain anonymous should they so wish.

The survey was available for completion electronically in either English or Welsh via a link on the consultation page of the council's website. Click [here](#)¹ to view the content of the now archived webpage.

Comments were also invited via letter, email and phone call. Contact details were also provided for anyone wishing to receive a paper copy directly or any alternative formats of the survey.

¹ <http://www1.bridgend.gov.uk/services/consultation/hub/sports-pavilions-review-2015.aspx>

3. Promotional tools and engagement methods

Bridgend County Borough councillors received a copy of the press release as well as local Assembly Members (AMs) and Members of Parliament (PMs).

3.1 Consultation document and survey

A consultation document was created to provide respondents with information on the consultation itself and included a link to the consultation questionnaire. Contact details were also provided to offer additional support or guidance if necessary. Both documents were written in plain English to maximise potential inclusion and translated into Welsh.

3.2 Social media

The council tweeted its 5100 @BridgendCBC followers and posted to the 800 users who have liked our Facebook page about the consultation on several occasions during the consultation period to help raise awareness of the consultation.

4. Response rate

60 responses to the survey were received in total by the closing date of midnight 13 April 2015. Of the responses received all 60 were in English. The responses were made up of:

Format	English	Welsh	Total
Online	56	0	56
Email	3	0	3
Telephone	1	0	1
Total	60	0	60

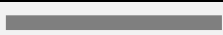

5. Headline figures

- 5.1 57 per cent disagreed with the introduction of a mobile cleaning team. With 24 per cent stating 'strongly disagreeing' and only six per cent 'strongly agreeing' with the proposal.
- 5.2 The most supported proposal was regarding users being responsible for the opening and closing of facilities with over half (53 per cent) agreeing with the introduction against 41 who disagreed.
- 5.3 Users being responsible for cleaning over and above the basic level of service has received the highest level of 'strongly disagree' responses with 29 per cent of respondents. However, the most popular qualitative response in this survey highlighted that clubs should be more responsible with 36 per cent of respondents referencing this.
- 5.4 Cost saving suggestions received the lowest level of responses with 18 in total, the most popular answer was to allow users / partners to take over the pavilions with 39 per cent, followed by a greater efficiency of resources.
- 5.5 Respondents wanted more clarity on the proposals stating that this will have a large impact on their level of support for any potential changes. Clarity on responsibilities such as health and safety and managing disputes were the most popular topics.

6. Questions and Analysis

The opening three questions in the survey related to the respondents personal information. These were asked for research purposes to better analyse the responses received.

6.1 Do you currently live in Bridgend County Borough?

Resident (Q3)	#	%	
Yes	51	98.1%	 98%
No	1	1.9%	 2%
Total responses	52		

Only one respondent stated they do not currently live in Bridgend. Almost all (98 per cent) were residents of Bridgend County Borough. Four of the 56 respondents who completed the online survey did not provide an answer to this question.

6.2 Please state your organisation / club.

Maesteg Celtic RFC received the highest level of affiliation with ten respondents stating an association with the club. There were 12 respondents from the Maesteg area in total including responses for Maesteg Celtic Cricket Club and Maesteg Park FC. Overall 41 of the 56 (73 per cent) respondents were affiliated to an organisation or club. Of the 65 rugby, football and cricket clubs in Bridgend County Borough, 24 clubs were represented by respondents in this survey. There were also representatives from the Bridgend District Sunday Football League, Ogmores Vale Bowls Club and Sarah Burnell's School of Dance.

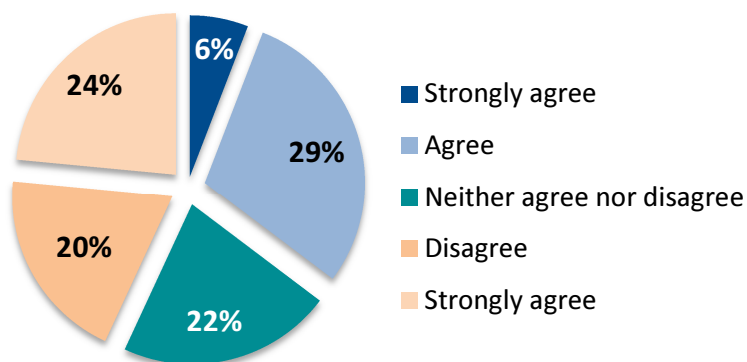
Organisation / club			
Maesteg Celtic RFC	10	Garth Vader FC	1
Llangynwyd Rangers BGC FC	4	Happy Days Playgroup	1
Cornelly United	2	Kenfig Hill AFC	1
Pencoed RFC	2	Kenfig Hill RFC	1
Cefn Cribwr Athletic / Rugby Club	1	Llangeinor Rangers	1
Bettws FC	1	Maesteg Celtic Cricket	1
Bridgend Town Cricket Club	1	Maesteg Park FC	1
Bridgend District Sunday Football League	1	Nantylffyllon RFC	1
Broadlands AFC	1	Ogmores Vale Bowls Club	1
Bryncethin RFC	1	Pencoed AAFC	1
Caerau FC	1	Pencoed BGC FC	1
Carn Rovers	1	Sarah Burnell School of Dance	1
Coity FC	1	Seahorse FC	1
Cornelly Striders	1		

6.3 Please state your ward.

Similarly to section 6.2 the Llynfi valley received the highest level of responses in total. 16 of the 39 wards were unrepresented in Bridgend County Borough.

Organisation / club			
Llangynwyd and Brynhyfryd	9	Bettws	1
Caerau	6	Blaengarw	1
Maesteg East	4	Bryncethin	1
Cornelly	3	Bryntirion, Laleston and Merthyr	1
Cefn Cribwr	2	Cefn Glas	1
Felindre	2	Coity	1
Hendre	2	Coychurch Lower	1
Maesteg West	2	Llangeinor	1
Penprysg	2	Ogmores Vale	1
Pyle	2	Porthcawl West Central	1

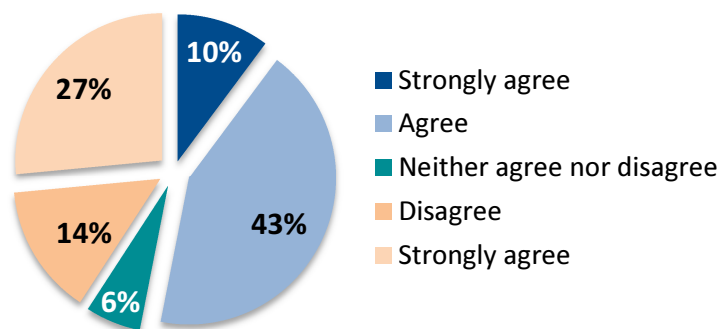
6.4 How much do you agree or disagree with the introduction of mobile pavilion cleaning teams?



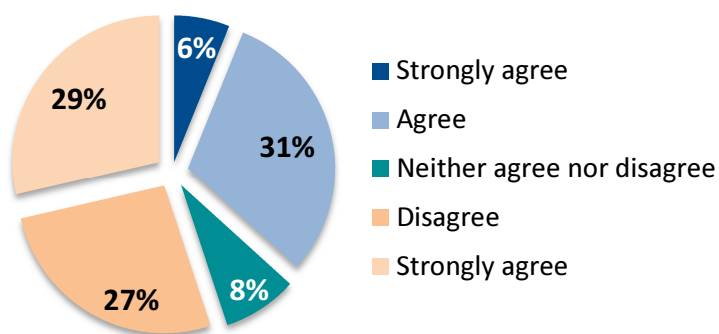
Of the 52 responses to the question, more respondents disagreed with the introduction of the proposal than supported its introduction. When considering those who either agreed or strongly agreed against those who disagreed or strongly disagreed over two in five (43 per cent) agreed against almost three in five (57 per cent) that disagreed.

6.5 How much do you agree or disagree with users being responsible for the opening and closing of these facilities?

Of the 50 survey respondents, when considering those who either agreed or strongly agreed against those who disagreed or strongly disagreed over half (53 per cent) agreed against over two in five (41 per cent) disagreed. This was the most supported proposal to introduce.



6.6 How much do you agree or disagree with users being responsible for any cleaning required over and above the basic level of service provided by the mobile teams?



This was the most objected to proposal of the three as over half of the respondents (56 per cent) either disagreed or strongly disagreed with the introduction of the proposal.

It also had the highest level of response for 'strongly disagree' with 14 respondents selecting this option.

6.7 Please give us your reasons why.

70 per cent of respondents (39 of the 56) provided a qualitative response to this question.

Topic	n	%
Clubs should be more responsible	14	36
Health and safety worries	8	21
Charges have already increased, now there is a reduction in service	7	18
Service is / would become inadequate	5	13
Users do not want to clean other users' mess	5	13
Fundamental service that should be protected	5	13
Training would be needed if proposal introduced	5	13
Users should be responsible but council should help more	4	10

The most popular response from respondents stated that clubs should be more responsible. There were however several topics of concern namely the health and safety worries focusing on clarifying the liability of users and the recent increase in usage fees against the current proposed reduction in service. Other suggestions included the need for some form of training and clarity on responsibilities of each user at the facility – as the standard of cleanliness may differ substantially from user to user.

Respondents highlighted the aforementioned topics by claiming:

“everyone should be responsible for cleaning up their own rubbish”.

The concern in relation to health and safety was mentioned by a respondent stating:

“as I work with chemicals daily I think it will have implications as a health and safety issue for untrained personnel”.

Based upon the consultation responses, it would be beneficial to provide clear guidelines on the responsibilities of all parties and clearly outline potential liabilities should the proposal be introduced.

6.8 Do you have any cost saving suggestions of your own related to the proposals that you would like us to consider?

There were 18 qualitative responses in relation to this question.

Topic	n	%
Allow users / partners to take over pavilion	7	39
Efficiency of resources (may include initial investment)	5	28
Restructure council to recognise savings	2	11
Increase usage fee	1	6
Allow users to get quotes for repair work	1	6
Allow agency to tender for work	1	6
Support key holding but not cleaning	1	6

Of the 18 responses received the most popular response was for the council to allow users / partners take over the pavilions. Respondents have outlined the perceived benefits from using local tradesmen for repairs for instance.

“We would welcome consultation on solely taking over the running of the pavilion and playing fields, or going into partnership with our local community council to maximise usage by all”

Alternatively, other respondents referenced the importance of efficiency. Suggestions included becoming energy efficient with timers and sensors; streamlining availability (e.g two clubs using facilities on the same night instead of two) and clustering facilities to extend saving. Respondents suggested to *“...make the Pavilion available for training one night per week and one night or weekend for one Match /week”* to manage availability effectively, in contrast some respondents wanted clarity on the long-term possibilities *“what disappoints me is the lack of forward planning and preparedness from BCBC's senior officers and members for 'hard times ahead' which are now upon us”*.

6.9 Are there any other specific questions you would like to have answered or issues that you would like to raise?

Topic	n	%
Clarity on user / council responsibilities (including cost)	15	44%
Clarity on the council's future plans on pavilions	5	15%
More care for pavilions / pitches	4	12%
Difficulty associated with responsibilities of key holders	4	12%
Disagreement (general)	2	6%
Other	1	3%
Leasing of ground	1	3%
Additional costs will outweigh benefits	1	3%
Agree with arrangement	1	3%

27 of the 56 respondents provided an answer to this question. The focus of nearly half of the respondents focused around the lack of clarity regarding liability and responsibility of the pavilions and any issues that may arise. For instance one respondent said *“who would be available to mediate when there is confusion over booking facilities. Experience tells me that offices are closed when such disputes arise”*. Other respondents had more specific responses directly correlating to their club *“our major concern in any change of operation or control, is losing shared access to one or both facilities including the associated fields”*.

Similarly to the request for more clarity towards responsibility, difficulties associated with responsibilities of being a 'key holder' were mentioned. *“Regarding the users opening and closing the facilities this would compromise the security for the building.”* Respondents were worried about the potential issues with users not checking all windows are closed before leaving or other citizens access the building without permission or knowledge of the key holder.

Based upon the consultation responses, following the same pattern as section 6.7 it would be beneficial to provide clear guidelines on the responsibilities of all parties and clearly outline potential liabilities should the proposal be introduced.

7. Conclusion

Overall there is an acceptance at club level that pavilion users should be more responsible for the facilities in which they operate. However, clarity is needed on how the potential programme will work if other pavilion users fail to adhere to the proposed cleaning policy. Concerns are focused around health and safety issues with where liability falls in cases that may occur around cleaning / maintenance of the pavilion.

Many clubs would like to take more responsibility and this compliments the fact that over half of the respondents have a desire to open and close the facilities. The general disagreement with the introduction of the mobile teams may be due to the lack of awareness in how the change will alter day-to-day operations of the clubs / organisations.

8. Appendices

Consultation responses	Appendix 1
EIA screening	Appendix 2
Local press visuals	Appendix 3