

MUNICIPAL YEAR 2008/2009 REPORT NO. 96

MEETING TITLE AND DATE:

CABINET
8th October 2008

REPORT OF:

Director of Education,
Children's Services &
Leisure

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Agenda – Part: 1	Item: 5
Subject: The restoration of QEII Stadium	
Wards: Southbury	
Cabinet Member consulted: Cllr Jon Kaye	

1. EXECUTIVE SUMMARY

- 1.1 The purpose of this report is to inform Cabinet of the options for the restoration of the Queen Elizabeth II Stadium, and to seek Cabinet approval for securing a long term and sustainable future for the facility.

2. RECOMMENDATIONS

2.1 That Cabinet approves:

- i. the restoration of the Queen Elizabeth II stadium to include a new athletics track and a community football stadium to Ryman Premier League standards including a football pitch inside the athletics track.
- ii. that the Council spends £1.2 million of capital monies to provide a new athletics track (£500,000), and to restore the Grade II listed stand at the site (£700,000). In addition there will be a requirement to spend £20,000 per annum of revenue monies to provide administration and to maintain the site, track and road.
- iii. Enfield Town Football Club to be the tenant for the football stadium under a long term repairing lease. The terms of this lease to be delegated to the Director of Finance and Corporate Resources in consultation with the Director of Education, Children's Services and Leisure. The club will also undertake the required capital works to provide the pitch and refurbish the interior of the clubhouse.
- iv. the retention of Donkey Lane as the access and egress route to and from the site with some improvements in order to improve traffic flow. The cost of this upgrade will be subject to a future portfolio report

3. BACKGROUND

- 3.1 Following the construction of the Lee Valley Athletics Centre which opened at the end of 2006, the main user of the QEII stadium Enfield & Haringey Athletics Club, transferred its club base over to the Lee Valley Athletics Centre. As a result, in early 2007 Council Officers set up a project group to assess possible options for the future usage of the site.
- 3.2 The running track and listed stand at the QEII stadium are in a dilapidated condition. In March 2008, due to its poor state of repair, the athletics track failed its annual track inspection by UK Athletics, meaning that the track could no longer be open to the public. The facility was therefore closed to all users. Since its closure the condition of the stadium has deteriorated further due to people breaking into the site, spraying graffiti, smashing windows and other vandalism. It is therefore considered important to restore the site and bring it back into use again as soon as possible in order to avoid further deterioration and vandalism.

CONSULTATION WITH INTERESTED PARTIES

- 3.3 Following adverts in the local media, in early 2008 consultation took place with groups/ clubs that wished to use the QEII stadium. These groups made public presentations at a Friends of Enfield Playing Fields meeting as to their vision for the future of the stadium and questions were taken from members of the public. Presentations were made by:
- Enfield Ignatians RFC
 - Enfield & Haringey AC
 - Enfield 1893 FC
 - Enfield Town FC
- 3.4 Follow up meetings then took place with these interested parties to further discuss and clarify their proposals. Business plans were also submitted, in order to identify the cost of the proposals and how they might be funded. Following discussions between the interested groups, business plans were submitted by Enfield Town FC and a group consisting of Enfield 1893 FC and an athletics partnership.
- 3.5 Enfield Town FC proposed a development including a Community Football stadium with a 10 x 5-a-side football pitch facility adjacent to it. The 5-a-side facility would be used for 5-a-side football leagues during the evening and would be available free of charge for schools and community groups during school hours. The 5-a-side facility would be provided at nil cost to the Council and funds would also be provided by the 5-a-side provider towards works to the Community stadium.

- 3.6 Enfield 1893 FC and the Athletics partnership proposed the retention of an athletics track with the inclusion of a community stadium with a football pitch on the inside of the track. A sports hall/function room was also proposed for the site in order to generate income.
- 3.7 Views of other parties were also sought in order to obtain a wider picture of stakeholder opinion. The views of schools were ascertained via a meeting with School Heads of PE and the Friends of Enfield Playing Fields also put forward their wishes for future uses of the stadium. Both groups were keen to ensure that any future restoration of the stadium included an athletics track for school PE lessons, sports days and for general use by the community. Letters of support for the inclusion of athletics presence were also received from Middlesex County Athletics Association and England Athletics who saw the facility as being of vital importance due to the likely increase in demand for athletics facilities in the lead up to the London 2012 Olympics.

KEY ISSUES

- 3.8 As an aid to reaching a decision for a recommended way forward and the costs of required works, in April 2008 the Council Project Group commissioned three pieces of work:
- an access options appraisal to consider improving access and egress from the site
 - to determine the cost of bringing the QEII listed stand into adequate condition work was done by consultant Barry Stowe Architects Ltd. on behalf of the Council which provided a schedule of repairs
 - a track condition survey to determine the works required and costs of providing a new athletics track.

The findings of these pieces of work were:

Access routes

- 3.9 Consultants were appointed to assess a range of access options to the site that would help to reduce congestion and address road safety concerns should there be a significant increase in traffic generation, e.g. as a result of the introduction of a commercial five-a-side operation. Five new access routes into the QEII site were considered. A Council assessment has indicated that changing the access route could cost in the region of £500,000, and require agreement with relevant landowners. However, without the commercial five-a-side operation, the increase in the level of traffic generation does not necessarily justify this level of expenditure.

- 3.9 A trip generation assessment was carried out in 2002 in relation to Enfield Town FC's proposal to improve facilities at their current ground at the Brimsdown Sports and Social Club. Average attendances in 2002 are similar to current levels and this assessment provides a reasonable indication of the levels of trip generation anticipated if Enfield Town FC relocate to the QE II Stadium.
- 3.10 The 2002 survey was undertaken at a match attended by 256 people (close to the average attendance) and indicated the following modal split:
- Car Driver 46%
 - Car Passenger 24%
 - Bicycle 0%
 - Walking 11%
 - Bus 12%
 - Train 7%
- 3.11 The kick-off time for the weekend football matches is generally on Saturday at 15:00. The peak hours of traffic flow for the stadium are therefore estimated to be 14:00 to 15:00 for arrivals and 17:00 to 18:00 for departures. The busiest times for Enfield Town FC do not therefore coincide with peak times for either other uses on the site (Sunday mornings for Enfield Playing Fields) or the surrounding highway network.
- 3.12 Whilst it is anticipated that Enfield Town FC matches will typically generate in the region of 118 cars, it is acknowledged that this is an average figure and that some games the volume of traffic would be higher. For example, the highest attendance last season (2007/08) would have generated in the region of 240 cars, applying the above modal split data.
- 3.13 In summary, although the recommended option will generate additional traffic movements, these will not take place either when use of the Playing Fields is at its busiest, or at peak times on the surrounding roads. An access solution based on improvements to Donkey Lane and preventing the right turn out onto Carterhatch Lane is therefore proposed. The costs of these improvements will be subject to a future portfolio holders report.

Costed schedule of the listed stand

- 3.14 The survey, conducted by consultant Barry Stowe Architects Ltd. on behalf of the Council, included the listed building covered the roofs and all the external fabric but did not cover the internal fabric of the stand. Recommendations for works required to the stand, which included

roofs, walls, windows, doors etc, have been calculated to be in the region of £650,000 (excluding professional/technical costs and VAT).

- 3.15 The stand is a Grade II listed building and listed building controls apply to it and its curtilage structures. Any alterations affecting the special interest of the structure will require the approval of the Government Office for London / English Heritage, and their views on any planning application for works affecting the setting of the structures would be a major material consideration. A site meeting took place with English Heritage where they advised that in order to receive English Heritage support for the wider scheme, the listed stand would need to remain integral to the focus of activity upon the site. English Heritage consider that the building is in need of refurbishment and use and are monitoring the condition and usage of the building with a view to placing it on their Buildings at Risk register if necessary. (Whilst there is no specific duty on owners to keep their buildings in a good state of repair it is normally in their interests to do so and Government guidance encourages local authorities commitment to the stewardship of the historic environment).

Track Condition Survey

- 3.16 The results of the track survey suggested that it would be necessary to remove and replace the current synthetic surfacing rather than patching it up. This is because although some of the existing surfacing is in fair condition, there are areas where it is separating from the base and where its thickness is low. This means that it would not be suitable for over-coating.
- 3.17 The new athletics surface could be either solid polyurethane (as the existing) or a sandwich system. A decision could be made on the chosen surface at a later date. Both track options would cost in the region of £500,000.
- 3.18 The consultation that has been carried out suggests that the retention of an athletics track is an important part of any restoration.

4. ALTERNATIVE OPTIONS CONSIDERED

Following receipt of the views of clubs, groups, schools and Friends of Enfield Playing Fields sketch scheme plans for possible layouts of the site were drafted to include mixes of as many of the desired facilities as possible.

The plans of these options are as follows:

Layout Option 1

Option 1 includes a community football stadium and a ten 5-a-side 3rd generation synthetic turf pitch development adjacent to each

other on the site of the current athletics facility. Both of these facilities would be accommodated on the site of the current athletics track, but no athletics track would be included.

Layout Option 2

Option 2 includes a Community Football Stadium along the length of the stadium with a training area/ synthetic turf pitch to the north western side of the stadium. No commercial 5-a-side pitches are included in this option.

Layout Option 3

Option 3 is identical to Option 2 above with the exception that in this option a 10 x 5-a-side pitches 3rd generation synthetic turf pitch development is also included on the northern end of Enfield Playing Fields.

Layout Option 4

Option 4 includes an athletics track, with a grass football pitch on the inside of the track. This option would also include a stadium for use with the football stadium up to Ryman Premier League standards. There is also a 10 x 5-a-side 3rd generation synthetic turf pitch development located on the northern end of Enfield Playing Fields.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The recommended option is Option 4 with the exception that a 5-a-side football development is not included on Enfield Playing Fields. The reasons for the recommended option are as follows:

Consultation

- Consultation emphasised the need to retain an athletics track for use by schools and local people. It is likely that in the run up to the 2012 Olympic Games in London there is likely to be growing demand for an athletics track. It is recommended that the Council retain control over the athletics track and hires it to schools and other users.

Required Consents

- Approvals will be required from English Heritage in relation to certain alterations to the stand and English Heritage has advised that it would wish to see a solution that maintains a conventional relationship in terms of layout, with the listed stand running along the long side of a pitch or track

- The stadium is also located on protected land controlled by King George V Trust and any change of use would require the consent of Fields in Trust (FIT). FIT is the national organisation which has specific responsibility for acquiring, protecting and improving playing fields. Any proposal that would lead to the loss of any of the playing fields at the site would likely to be objected to by FIT. Sport England is also a statutory consultee in relation to the loss of any playing fields and again this would slow down the process. Therefore the option of including a 10 x 5-a-side football facility on the playing fields has been discounted.

Access

- Retaining but improving access along Donkey Lane has been recommended because the volume of traffic on site is unlikely to significantly increase. It is a lower cost solution and avoids the need for protracted negotiations

Tenant

- Enfield Town Football Club is recommended as the chosen tenant to use the QEII stadium (Grass Pitch in the middle of the track, seating and top floor of the QEII building) as its home base because it submitted a sustainable business plan, it wished to incorporate the listed stand as an integral part of its plans including a clubhouse/ cafe on the first floor of the stand. It is also able to provide funds for the Community Football Stadium. The Football Club will pay for the creation and maintenance/upkeep of the football pitch in the middle of the running track.
- The club has 24 teams including women's and junior teams, it runs many community programmes including anti- obesity programmes in schools, a poetry competition in relation to an anti racism campaign and initiatives for people with disabilities. Enfield Town FC also has an application for chartered community club status under way.

6. COMMENTS OF THE DIRECTOR OF FINANCE AND CORPORATE RESOURCES AND OTHER DEPARTMENTS

6.1 Financial Implications:

The cost of providing a new athletics track and carrying out repairs and alterations to the listed QEII stand are estimated to be in the region of £1.2 million, and the recommendation is that these capital works be paid for by the Council. The scheme is due to be considered alongside other schemes in the 2009/10 Medium Term Financial Planning process, the outcome of which will be agreed by the Council in

February 2009. A decision to proceed with this scheme now will mean that it is given priority over other proposals being put forward for consideration as part of that process.

The costs of upgrading Donkey Lane are yet to be finalised, and are not included in the £1.2 million proposed capital costs. A further report will be submitted to the portfolio holder, together with possible funding options, once detailed estimates are available.

Enfield Town FC would cover the costs of the works required to provide a Community Football Stadium. This would include the setting out of a football pitch and the refurbishment of the interior of the first floor of the existing clubhouse.

There will be ongoing revenue implications in relation to the upkeep of the athletics track and the repair and maintenance of Donkey Lane. These are estimated to be £20,000 per annum with effect from 2010/11 and are being addressed as part of the 2009/10 Medium Term Financial Planning process.

The details of the lease arrangements are not yet known. Any financial impact of these will need to be assessed once firmer proposals are available.

6.2 Legal Implications:

Under section 2 of the Local Government Act 2000 the Council has the power to do anything that promotes the economic, social, and/or environmental wellbeing of its area. This scheme will promote such.

Negotiations will need to take place with Enfield Town FC over the terms of the lease. An agreement for a lease will need to be drawn up which will ensure that all required works take place to the site before a lease is agreed with Enfield Town FC.

Specifications will need to be drawn up and tenders carried out in relation to providing a new athletics track and carrying out works to the listed stand. The procurement of these works and/or services needs to be in compliance with the Councils Constitution, in particular Contract Procedure Rules to ensure value for money in accordance with the Local Government Act 1999 with regards Best Value. As the value of the works does not exceed the current EU threshold the procurement of the works does not need to comply with the Public Contracts Regulations 2006.

The process leading to the granting of the lease and procurement of works/services needs to be robust, fair, transparent and ensure equality

All legal agreements need to be in a form approved by the Borough Solicitor

6.3 Property Implications:

This report indicates one approach to bring into beneficial use an important Council landholding. Further work is required to develop these proposals and to achieve the remedial works to the sports facilities outlined in the report. The Property service will seek to assist with the scheme and if instructed by the client department will provide advice on any necessary lease terms and their appropriateness as well as any other property implications which may become clearer as scheme proposals are developed. Similarly, it may be necessary to develop specifications and, detailed costings as part of the Council's construction procurement.

6.4 Risk Management Implications

The proposed restoration of the QE II Stadium provides an opportunity to restore a local facility, in partnership with Enfield Town FC, that will feed in to other aims and objectives including national indicators.

7. PERFORMANCE MANAGEMENT IMPLICATIONS

7.1 Restoring the QE II stadium would enhance Council performance in relation to the following performance indicators:

- NI 8 Adult participation in sport
- NI 57 Children and young people's participation in high-quality PE and sport
- NI 111 reducing obesity
- It will also help deliver CPA C19 % of population within 20 minutes travel time (urban areas by walk) of a range of 3 different sports facility types, of which 1 has achieved a specified quality assurance

8. COMMUNITY IMPLICATIONS

Positive Impact

- 8.1 The restored facility would make a valuable contribution to improving public health and building and maintaining sustainable communities. It would enable more local people from all sections of the community to take part in, or watch, sporting activity, particularly young people.
- 8.2 The restored facility would also secure the sustainable future of the listed building which is an important element of the borough's built

heritage, and lead to a reduction in the incidents of vandalism at the site.

9. PUTTING ENFIELD FIRST

9.1 The issues covered by this report have a particular contribution to the following aims of Putting Enfield First:

- Aim 1 Cleaner, Greener, Sustainable Enfield. Objective 1e is to protect and enhance the character and quality of Enfield's buildings.
- Aim 2 - Ensure every child matters and provide high quality education for all
- Aim 4 - A healthier Enfield where people are able to live independent lives
- Aim 5 - Provide high quality and efficient services.

BACKGROUND PAPERS

QEII Stadium Restoration Background Report