
Steve Hartley – Strategic Director of Place

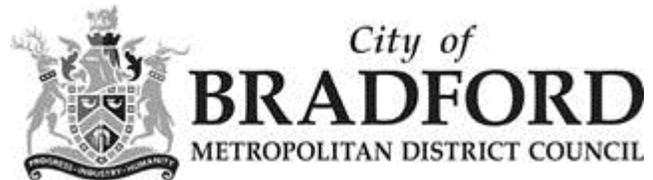
Portfolio:

Healthy People and Places

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Overview & Scrutiny Area:

Regeneration and Environment



Report of the Strategic Director of Place to the meeting of the Executive to be held on 11 June 2019

Subject:

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Bradford District 2019 Playing Pitch Strategy, Sports Pitches Investment Programme and Wyke Community Sports Village.

Summary statement:

A report for the adoption of the new 2019 Playing Pitch Strategy and approval of the Council's Sports Pitches Investment Programme which includes the delivery of Wyke Community Sports Village.

1 SUMMARY

This report covers:

- The District's new 2019 Playing Pitch Strategy (PPS) which replaces the current PPS adopted in 2014
- The Council's Sports Pitches Investment Programme (SPIP) which will deliver the outcomes of the new PPS
- The delivery of the Wyke Community Sports Village multi-sports district hub project which forms the first of the major hub site for the PPS and SPIP

2 BACKGROUND

The overall objective of the District's new 2019 Playing Pitch Strategy and the Council's Sports Investment Programme funding model is to deliver a hierarchy of outdoor playing pitch and ancillary facilities that meets current and future demand and seeks to address declining playing numbers within the key sports of football, cricket, rugby (both League and Football Union), tennis and athletics. Currently the existing sports pitches and ancillary facilities in the District and the maintenance burden this carries are unsustainable and for a number of sports, fail to meet current and future projected demand.

2.1 2019 Playing Pitch Strategy

This is the new 2019 PPS, prepared for the Council and its partners, to replace the existing PPS adopted in 2014 which was prepared under now superseded assessment criteria and previous best practice guidelines of Sport England.

Building upon the initial Assessment Reports carried out and signed off by the individual sports' National Governing Bodies (NGBs) at the end of 2018, it provides a clear, strategic framework for the future maintenance and improvement of existing playing pitches and ancillary facilities up to 2030 (in line with the Bradford Local Plan period).

The new PPS has been aligned to directly support the proposed hierarchy of new and refurbished (hub) facilities that the Council's investment programme seeks to implement in concert with Sport England, the individual NGB funding plans to enable all partners to achieve the agreed outcomes and project deliverables necessary to implement the PPS Delivery Plan.

The vision of the Playing Pitch Strategy is:

- Bradford will aim to provide a network of high quality outdoor sports facilities that are conducive to sustaining and increasing participation in sport and bring together all partners to ensure a co-ordinated approach to supply and demand.

There are three key aims:

- To protect the existing supply of sports facilities where it is needed for meeting current or future needs
- To enhance outdoor sports facilities through improving quality and management of sites
- To provide new outdoor sports facilities where there is current or future demand to do so

2.2 Sports Pitches Investment Programme

To fund the delivery plan of the PPS the council have developed an investment programme with an indicative capital spend of £15m. Grant funding and asset sales are projected at £5m leaving a net capital funding requirement of £10m from the Council. The programme was presented to, and approved by, the Project Appraisal Group (PAG) on 9 May 2019 subject to the approval of the Executive.

2.2.1 Hub Model

The PPS Action Plan in order to generate investment towards creating better quality sports pitch and ancillary facilities identifies the provision of 'District hub' sites as a key component to meet and deliver the objectives of the PPS.

The principle of creating hub sites is based on improving the quality, quantity and management of outdoor sport provision; and significantly increasing access and opportunities for wider community engagement: whilst reducing the level of revenue subsidy required through maximising pitch/facility use and providing at least one all-weather pitch in each district-wide hub.

National recognition of hub site modelling has been demonstrated through the Parklife Grant Funding initiative launched by Sport England, the Premier League and the Football Association (FA). The aim of the Parklife programme is to provide two or three Hub sites across qualifying local authorities with a population in excess of 200,000. Recognition of the District's proposed sports hub delivery model is demonstrated by the inclusion of the proposed main hub sites named as priority sites within the District's Local Football Facilities Plan (LFFP) developed by the Football Foundation and FA as their ten year funding investment programme as well explicit reference and support within the new PPS itself.

The hub delivery model developed to deliver the Programme for the Bradford District creates a hierarchy of hub provision consisting of:

- Five local multi-sports hub sites, one in each of the five distinct district administrative areas of: Bradford South, Bradford West, Bradford East, Shipley and Keighley. Each site will have improved or replacement changing facilities with improved and where possible increased quality pitch (majority grass) provision.
- Three district-wide multi-sports hub sites. Wyke Community Sports Village will be a new build facility with the remaining two sites at Myra Shay Recreation Ground and Marley Sports Centre consisting of both refurbishment and, where appropriate, extension to the existing facilities already present at each site.
- An as yet unconfirmed number of single pitch and individual pitch site improvement projects. These will consist, in the majority, of refurbishment and/or upgrading of both existing grass pitches and changing facilities or in a number of cases the provision of ancillary changing facilities. The actual sites for this tier of provision are directly identified by the outcomes of the new PPS analysis and recommendations in concert with the funding available from the NGBs' individual investment programmes.

2.2.2 Grant Funding

In order to deliver the Action Plan of the PPS it is recognised that external partner funding will need to be sought from Sport England and the individual sports' NGBs. A provisional

total of £1.5M of potential grant funding has been identified to deliver the Programme. Of which £1M forms part of the overall funding for the Wyke Community Sports Village. £0.5M has been confirmed from the Football Foundation with a further £0.5M identified through British Cycling with the application currently being assessed at Stage Two with the full decision expected this year. Further potential grant funding is being sought from England and Wales Cricket Board, British Tennis, Rugby League and the Local Delivery Pilot funding as well as Public Health.

2.2.3 Sale to Invest

A key revenue component for the investment programme will identify either redundant/ and or surplus playing fields together with low value playing field sites (for example, one/two pitch sites with no changing provision and/or no car parking) and other recreational land holding which are not required to meet either current or future need for formal and informal recreation use.

The sale of any redundant or low value sport pitches for redevelopment will be subject to statutory comment from Sport England. Where any current pitches are lost due to the redevelopment of sites, these will be adequately re-provided through re-investment into new pitches by creating or further developing Hub sites (or Key sites as appropriate) in accordance with Sport England's Playing Fields Policy Exception E4. These objections are then mitigated with the agreement that the proceeds of the sale of these sites are invested in alternative pitch and facility provision to benefit the sporting and health and wellbeing of local residents in the local vicinity of each site.

This will allow the Council to provide good quality sports facilities across the District which in turn will attract more users and contribute to the improving health agenda. Initially two major pitch sites (former playing field sites) have been identified that can be disposed with an estimated capital receipt of £3.5M and will form initial basis of the 'Sale to Invest' strategy.

2.3.4 Wyke Community Sports Village

The Wyke Community Sports Village (WCSV) project will be the proposed multi-sport hub at the centre of the Council's Sports Pitches Investment Plan for the PPS and is currently being progressed with the design team appointed under the Sports Facilities Plan. This particular project also demonstrates key elements of the Investment Programme funding model through external grant support, use of capital programme funds and the 'sale to invest' element from disposal of a surplus playing field.

3. Other Considerations

The Playing Pitch Strategy, Sports Pitches Investment Plan and the Wyke Community Sports Village sports hub:

Supports **Better Health, Better Lives** as the key priority area within the district plan in which this project is located. The ambition for this work stream is to ensure that the population of the district is healthy, well and able to live independently for as long as possible. Providing fit for purpose physical activity and sporting infrastructure where people can keep fit, healthy and active is key to achieving this outcome.

- Contributes to "**Active Bradford**" which is the Strategic Physical Activity and Sport Partnership for the district and comprises of members from across the education,

health and community sectors in the district all with the aim of encouraging more people to lead healthier and active lifestyles. The Physical Activity and Sports Strategy identifies “Improved places to be active and play sport” as one of the key ways in which it will meet its aims of more people, becoming active, staying active and achieving their ambitions.

- Supports the district’s **Local Football Facilities Plan** for football provision in the district delivered by the Football Foundation (FF) and Football Association and published in December 2018. This has identified and detailed the FF investment priorities which are in alignment to and directly support the investment priorities of this project.
- Supports the district’s **Local Cycle Plan and British Cycling’s Places to Ride Initiative** which is the legacy initiative from the UCI Road World Championships coming to Yorkshire in September of this year.
- Provides improved and new bases and locations for local sports clubs and schools to play sports and engage with further outreach to the local and wider district communities with potential co-location opportunities for other community facilities where possible.
- In addition to the provision of new and upgraded hub sites, to include new Artificial Grass Pitches throughout the district, the sale of surplus and or redundant pitch sites in the district will have benefits to the Council. Not only will it dispose of assets that are surplus to requirements it will also provide annual on-going income via annual council tax payments where sites are sold for housing development.
- Directly supports the **Sports Facilities Investment Programme** through the provision of replacement cycling facilities at the Wyke Community Sports Village district hub that are not included in the replacement facilities being built at the Sedbergh road site and will avoid repayment of £160,000 grant to Sport England for the removal of access to the cycle track at RD .
- Directly supports the councils **Community Asset Transfer** programme. One of the key outcomes, supported by all of the NGBs and fundamental to football’s strategic approach, is to achieve ‘self-management’ of sites by sports clubs or community groups. Whilst in a number of cases this may be possible for single pitch sites, the development of multi-pitch/use hub sites is a key stone in creating financial viability for whichever management arrangement is in place as evidenced and supported by the new PPS and Sport England facility guidance.

The development of high quality and sustainable sports hubs will require significant capital investment in return for a reducing revenue commitment for the Council.

4. FINANCIAL & RESOURCE APPRAISAL

A planned and phased approach to the investment is required to meet any current unmet demand and ensure that any future projected demand shortfalls will be met to mitigate any further significant pressure on existing sports pitch and ancillary facilities provision.

4.1 Sport Pitches Strategy

The indicative capital requirement to deliver the outcomes of the new Playing Pitch Strategy through the council's Sports Pitches Investment Programme is £15m and will be provided as a hierarchy of three types of facility provision.

The £15m is structured as follows:

Table 4.1

	Total Project Costs	Grants / Sale of Asset	Corporate resource
	£000	£000	£000
District Hubs	10,523	5000	4,770
Funding currently in the capital plan	(753)	-	-
Local Hubs	3,130	-	3,130
Single Pitch & Individual Site Improvement	1,200	-	1,200
Project Professional and Management Fees and Costs	900	-	900
Total	15,000	5,000	10,000

4.2 Wyke Community Sports Hub

The Wyke Community Sports Hub has undergone further financial analysis, the proposed funding is structured as follows (please note this is in the district hub line of **Table 4.1**):

Table 4.2

Funding Type	£000
Grant Funds	1,000
Insurance Funds	260
Funding currently in the capital plan	493
Sale of Shetcliffe Lane	1,600
Corporate Resource Requirement	2,170
Total	5,523

The Wyke Community Sports Hub is anticipated to generate a moderate revenue surplus of approximately £80k per annum. This estimation is based on realistic expenditure assumptions and prudent income assumptions.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Any significant deterioration of or failure to meet current or future projected demand of sports pitches and their ancillary facilities in the District would cause both reputational and also financial damage to the Councils Sports Pitches assets.
- 5.2 There is a reputational risk to the Council if the funding Programme is not approved as the sport's National Governing Bodies and Sport England investment programmes are produced in conjunction with the outcomes and deliverability of the PPS's agreed Action Plan which references and includes the proposed Councils Sports Pitches Investment Programme.
- 5.3 It is likely that the estimated project costs contained within the Programme will be adequate given that the specialist research and design activity already engaged for

the Wyke Community Sports Village have provided robust and reliable project costs to allow informed decisions to be made prior to the build of this project. This strategy will also be engaged for each of the subsequent proposed major hub sites.

- 5.4 The scheme has been referred to the Council's taxation advisor in order for VAT and the council's VAT partial exemption risks to be accounted for.
- 5.5 Before the Council legally commits to develop the two other proposed district and neighbourhood (major) hub projects, a further report, including a full review of the cost modelling together with all risks and the actions proposed to mitigate these risks, will be brought to the Council's Project Appraisal Group (PAG) for consideration.

6. LEGAL APPRAISAL

- 6.1 All procurement activity must be undertaken in accordance with Council's Contract Standing Orders and in line with internal governance requirements.
- 6.2 Any disposals of land will have to be in accordance with appropriate legislative requirements, including (but not limited to) should the disposal of land be at less than best consideration, disposals of open space land or any disposal that might constitute state aid.
- 6.3 Those organisations providing grant funding may wish to place charges on the land that is the subject of the funding.

7.1 EQUALITY & DIVERSITY

The Sports Pitches Investment Programme aims to deliver the objectives of the Council's Organisational Equalities Culture by ensuring sports pitches and ancillary facilities are well run, fit for purpose, and fair and inclusive in their approach.

The Programme recognises and supports equality of opportunity between different groups through provision of relevant, accessible and in some cases bespoke pitches and facilities.

An Equality Impact Assessment is included at Appendix 1

7.2 SUSTAINABILITY IMPLICATIONS

The strategy seeks to deliver the most sustainable sports pitches and ancillary facilities provision achievable over a 15-20 year period and beyond through the capital investment programme.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Creating multi-sports sites which share ancillary facilities will replace existing outdated high energy use facilities. The proposed new-build sports hubs and where possible the refurbished hubs will be designed to include energy reduction systems

and be more efficient reducing both fuel use and their carbon footprint in both build and operation.

New build hub sites will be placed as far as possible to link with public transportation hubs and links to reduce car dependency. The Wyke Community Sports Village will link through to the Sustrans Route 66 cycle way, this section is the Spen Valley Greenway which creates a road free route to the facility along a line between Dewsbury and the Euroway trading estate. There are cycle paths and segregated facilities from Bierley and Bowling and work will be done to facilitate user access from these areas with no need for cars to access the facilities.

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no known Community Safety Implications arising from this report. Safe well maintained, quality playing pitches provide a resource for engaging people in positive activity which can act as a diversion from crime and anti social behaviour.

7.5 HUMAN RIGHTS ACT

There are no known Human Rights Implications arising from this report.

7.6 TRADE UNION

There are no significant staffing implications arising from this report although the Trade Unions will be consulted as required through the Council's IR Framework.

7.7 IMPLICATIONS FOR CORPORATE PARENTING

There are no known corporate parenting implications arising from this report.

7.8 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT

Adoption of the PPS and strategy will not affect the current and compliant processes in place to ensure privacy of personal data in accordance with the legislation in place.

8. OPTIONS

There are a limited number of decisions required within this report and they relate to delivering the outcomes and objectives of the District's new Playing Pitch Strategy (PPS) through the Councils Sports Pitches Investment Programme (SPIP) where:

2019 Playing Pitch Strategy (PPS)

- Adopt the new PPS, enabling Sport England and the sports NGBs to support and offer any agreed and potential partner funding to deliver and improve the Districts sports pitches and their ancillary provision. The Strategy also provides the mitigation and the evidential basis to Sport England to support the sale of any redundant/

surplus pitch sites releasing capital which can be re-invested in improving current provision as part of the SPIP.

- Not adopt the strategy, resulting in the loss of Sport England and the individual sports NGBs' support and any agreed and potential partner funding. Without the evidential basis the Strategy and Action Plan provide the Council will be unable to implement the Sale to Invest Strategy of redundant/ surplus sports pitches sites to fund the Sports Pitches Investment Programme.
- This will result in an exacerbation of any current or future projected unmet playing pitches demand as identified in the Strategy and would affect a further decline in the overall quality and the availability of sports pitches provision already identified in the Strategy available to the Districts owing to the reduction of funding available.

Sports Pitches Investment Programme (SPIP)

- Approve the Programme to deliver the outcomes and objectives of the PPS Delivery Plan, enabling Sport England and the individual NGB's to support and provide partner funding together with the implementation of the Sale to Invest funding stream component of the Councils programme to deliver the Plan. This will enable the Council to deliver the improvements identified in the PPS Delivery Plan to the Districts sports pitches and ancillary facilities which will increase both the quality and quantity of the offering enabling increased opportunities for both the delivery of the health and social initiatives identified in the programme to provide the opportunity for the residents of the district to live healthy and active lifestyles.
- Not approve the Programme where the Council will be unable to deliver the outcomes of the PPS Delivery Plan resulting in the cancellation of the Wyke Community Sports Village project and potential reputational damage and loss of support and partnership funding available through Sport England and sports individual NGBs. This will result in an overall deterioration of the current provision available and an exacerbation of any current and future unmet supply demand identified in the District.

Wyke Community Sports Village

- Approve the project to deliver the first major district multi-sports hub site of the Investment Programme. This will enable the project to move from the planning stage to the final design and procurement stage and to be operational by Autumn 2020.
- Not approve the project which would result in a loss of £1M partnership funding, loss of project funding spend to date and a capacity issue in providing a replacement cycle track for the Richard Dunne facility that is scheduled to cease operation in the Autumn of this year. This outcome will undermine the PPS Delivery Plans preferred hub based delivery model which is a critical success factor for the delivery of the SPIP.

9. RECOMMENDATIONS

- 9.1 That the new 2019 Playing Pitch Strategy as set out in Appendix 2 be adopted
- 9.2 That the District's Sports Pitches Investment Plan as set out in this report be adopted

9.3 That the Wyke Community Sports Village project be approved as the first of the District's three multi-sports major hubs for the Sports Pitches Investment Programme.

10. APPENDICES

- 1 Equality Impact Assessment – Sports Pitches Investment Programme
- 2 Playing Pitch Strategy and Action Plan January 2019

11. BACKGROUND DOCUMENTS

Bradford District's Local Football Facilities Plan December 2018

Active Bradford Physical Activity and Sport Strategy January 2017

'Keeping the Wheels Spinning' Bradford District Cycle Strategy 2016 - 2026

Playing Fields Policy and Guidance – Sport England's policy and associated guidance on planning applications affecting playing fields March 2018

Sports Facilities Investment Strategy January 2017

Appendix 1 – Sports Pitches Investment Programme EIA

Equality Impact Assessment Form

Reference – SPIP

Department	Place	Version no	1.0
Assessed by	Michael Priestley	Date created	May 2019
Approved by		Date approved	
Updated by		Date updated	
Final approval		Date signed off	

The Equality Act 2010 requires the Council to have due regard to the need to

- eliminate unlawful discrimination, harassment and victimisation;
- advance equality of opportunity between different groups; and
- foster good relations between different groups

Section 1: What is being assessed?

1.1 Name of proposal to be assessed.

Sports Pitches Investment Programme

1.2 Describe the proposal under assessment and what change it would result in if implemented.

A strategy covering the future provision of sports pitches and ancillary facilities up to 2030. The main elements of the proposed delivery programme cover improved sports pitches and ancillary facilities.

The level of capital expenditure required to improve sports pitches and ancillary facilities may result in above inflation rises in the charge for sports pitches and ancillary facilities.

Section 2: What the impact of the proposal is likely to be

2.1 Will this proposal advance equality of opportunity for people who share a protected characteristic and/or foster good relations between people who share a protected characteristic and those that do not? If yes, please explain further.

Not applicable

2.2 Will this proposal have a positive impact and help to eliminate discrimination and harassment against, or the victimisation of people who share a protected characteristic? If yes, please explain further.

Not applicable

2.3 Will this proposal potentially have a negative or disproportionate impact on people who share a protected characteristic? If yes, please explain further.

Yes

2.4 Please indicate the level of negative impact on each of the protected characteristics?

(Please indicate high (H), medium (M), low (L), no effect (N) for each)

Protected Characteristics:	Impact (H, M, L, N)
Age	N
Disability	N
Gender reassignment	N
Race	N
Religion/Belief	N
Pregnancy and maternity	N
Sexual Orientation	N
Sex	N
Marriage and civil partnership	N
Additional Consideration:	
Low income/low wage	L

2.5 How could the disproportionate negative impacts be mitigated or eliminated?

Bradford's charges for sports pitches and ancillary facilities remain significantly lower than the West Yorkshire Council average and reflect, to an extent, the quality of the existing provision. Any potential future price increases will be determined with due consideration of those of neighbouring facilities to ensure they remain proportionate in terms of the quality of provision and also the comparative affordability of the service to the community.

Section 3: Dependencies from other proposals

3.1 Please consider which other services would need to know about your proposal and the impacts you have identified. Identify below which services you have consulted, and any consequent additional equality impacts that have been identified.

None

Section 4: What evidence you have used?

4.1 What evidence do you hold to back up this assessment?

- Comparative local charges over 5 years
- Knowledge of rationale behind any above inflation price changes in recent years

4.2 Do you need further evidence?

The current level of knowledge is regarded as sufficient to support this analysis

Section 5: Consultation Feedback

5.1 Results from any previous consultations prior to the proposal development.

There are no known specific consultation results for the Sports Pitches Investment Programme.

5.2 The departmental feedback you provided on the previous consultation (as at 5.1).

None required

5.3 Feedback from current consultation following the proposal development (e.g. following approval by Executive for budget consultation).

N/A

5.4 Your departmental response to the feedback on the current consultation (as at 5.3) – include any changes made to the proposal as a result of the feedback.

N/A

Appendix 2 – Playing Pitch Strategy and Action Plan January 2019 (see PDF document attached).