

## **CABINET – 15<sup>th</sup> MAY 2008**

### **Report of the Director of Leisure and Environment**

#### **ITEM 7     NANPANTAN SPORTS GROUND**

##### Purpose of the Report

To report on the interim findings of the Sports Ground Options Appraisal and to seek approval for the way forward for the redevelopment of facilities at Nanpantan Sports Ground so as to ensure that provision meets both the current and anticipated demands of the local community.

##### Recommendations

1. That an additional allocation of £150,000 be included within the capital programme to provide either match funding (along with existing £300,000 capital programme allocation), to total £450 000 in the capital programme for the improvement of sport and leisure facilities at Nanpantan Sports Ground or provide funding to undertake identified asset management essential works
2. That approval be given for preliminary site improvement works to be undertaken up to a maximum of £50,000, out of the £450 000 total above;
3. That a detailed funding appraisal to ascertain capital costs and partner contributions of a Multi Sport and Active Recreation Hub Club, along with potential external funding opportunities be undertaken;
4. That delegated authority be given to the Director of Leisure and Environment to enter into negotiations with potential key partners and funding agencies and enter into any agreements as required to develop the facilities at Nanpantan Sports Ground
5. That the procurement of this scheme proceed for construction and refurbishment works through the East Midlands Construction Framework Agreement

##### Reasons

1. To ensure that funding will be available in the Capital Plan to deliver the Borough Council's contribution to a future scheme
2. To ensure that the Council achieves its commitment to develop top quality leisure and sports facilities for the local community and ensure that the viability and deliverability of the preferred option is investigated in full
3. To ensure that the existing assets are sustained in the interim period
4. To enable the scheme to be developed in partnership and to secure additional external funding

5. To maximise value for money, reduce tendering costs and ensure optimum levels of performance and delivery

### Policy Context

This project supports the Council's strategic aim of 'Leisure and Cultural Opportunities for All'. The Council's Corporate Plan makes a commitment to work to improve our parks and green spaces and increase participation in sport across Charnwood by providing top quality sport and leisure facilities including making sure they are accessible to all.

### Background

Following the publication of the Leicestershire, Leicester and Rutland Playing Pitch Strategy in 2003 which identified the current and future requirements for playing pitches in Leicestershire, and also identified deficiencies in relation to both quantity and quality of pitch provision and ancillary accommodation in Charnwood and specifically Loughborough, it was decided that a Strategic approach to addressing the issues identified and the future provision of sports grounds and sports pitches in Loughborough should be undertaken. In addition Planning Policy Guidance (PPG) 17 : Planning for Open Space, Sport and Active Recreation was advising Local Authorities that to provide the strongest protection for open space there was a need to adopt a strategic approach to the provision and protection of sports facilities.

The Government Strategy for Sport, Game Plan recognised that the majority of clubs are too small to address a variety of issues that affect low participation. The National Framework for Sport suggests that club structures are key to sustaining participation and emphasises that Multi Sport Hub Clubs with over 200 members are more likely to provide the basis for lifelong participation and the critical mass to sustain coaching, talent and junior development programmes. If participation is to increase then clubs need to work together to increase their capacity. It is suggested that Hub Clubs could provide this critical mass, the idea is that clubs working together can address collectively the issues of accessibility, management, marketing, programming, supporting the player pathway and the social and informal side of social and physical activity.

Nanpantan Sports Ground was identified by Sport England East Midlands as one possible site which could be developed as a Multi Sport Hub Club site. The development of Nanpantan Sports Ground can not be looked at in isolation from the rest of the sports ground provision owned by the Council. Existing facilities have been developed over time and there was a need to assess whether they meet the needs of the local sporting community.

A Terms of Reference was produced and PMP Consultancy were engaged to undertake a Sports Ground Options Appraisal on all Council owned Sports Grounds within the Loughborough Area.

The Options Appraisal aimed to specifically :

- Assess the quality and quantity of provision at each site

- Through consultation consider current and future needs
- Recommend outline strategy and delivery options for each site
- Consider the development of Nanpantan Sports Ground in the context of all sites

Extensive consultation and research has been undertaken to assess the sporting need in relation to national, regional and local priorities for the key sports provided across the sports grounds. The following methodology was used to evaluate local sporting need :

- Review of National Governing Body (NGB) Facility Strategies
- Consultation with NGBs – regional and county level
- Consultation with key partners and key sporting and non sporting stakeholders from within the borough
- Consultation with local clubs – a questionnaire was circulated to all clubs that currently use existing facilities plus other clubs that were identified as key clubs in the borough. This was followed up by face to face interviews with a range of Clubs to ascertain club needs and aspirations.
- Quantitative supply and demand modelling including the review and local application of Playing Pitch Methodology

### Nanpantan Sports Ground

The current site is 8.6 hectares and contains the following sports facilities; Bowls Green and associated pavilion, 8 tennis courts (4 tarmac and 4 synthetic) and associated shared pavilion with football and cricket; 3 cricket pitches, 1 Stadium Football pitch, 3 Senior Football pitches, 3 mini soccer pitches, football pavilion, plus small cricket pavilion.

The current site is utilised in the main by the following clubs :

- Brush Bowls and Social Club
- Charnwood Lawn Tennis Club
- Loughborough Dynamo Football Club – Seniors, 1<sup>st</sup> Team, Reserves and A Team; Youth, U6's – U18's; Women
- Loughborough University Football (agreement with Loughborough Dynamo FC)
- Loughborough Outwoods Cricket Club 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> Team (Saturdays)

Various issues regarding existing provision at the site were identified as part of the consultation with clubs and key stakeholders, they are as follows :

- It is suggested that there is an oversupply of adult football pitches, but an undersupply of junior and mini football pitches. The demand for junior football teams is growing and pitches are at capacity. Any increase to the number of junior teams is restricted due to the number of pitches available and more importantly the lack of changing facilities

- There are issues regarding the quality of football pitches provided especially with drainage issues
- Other sports provision is seen to meet demand in terms of quantity of provision although it was noted that the cricket facilities are running at capacity and that any future growth in participation could not be sustained on the site at present
- A number of issues were identified with regards to quality of provision :
  - The shared cricket and tennis pavilion is inadequate to meet the needs of both sports and is in poor condition and deteriorating year on year
  - The bowls pavilion is in a state of disrepair and needs to be redeveloped
  - The tennis courts are of good quality but require more regular maintenance
  - The cricket squares are currently adequate but signs of deterioration is of concern
  - The council maintained football pitches need to be improved with improved drainage to increase their capacity
  - The changing facilities are vastly substandard and do not meet standards for junior and female football. Whole facility needs to be updated to ensure the long term sustainability of the football clubs that play there
  - There are issues with car parking capacity at times

The Sports Ground Options Appraisal identified a number of options for the development of facilities at Nanpantan Sports Ground. The options for Nanpantan have been considered in two separate contexts:

- the existing site footprint
- an expanded site footprint

In both cases, two concepts have been tested:

- the multi sport club concept
- the football development centre concept

#### Existing Site Footprint

It was identified that the existing site is too small to accommodate both a multi sports hub club and football development centre and the focus would need to be on developing facilities which allow later expansion into adjacent land.

The recommended facilities to be considered as part of a phase I development are:

- re-modelled ancillary/changing provision
- provision of floodlit Synthetic Turf Pitch (STP)
- enhanced car parking through removal of disused Multi – use games area (MUGA)

The identified estimated costs for these facilities are approximately £2.4 million.

### Expanded Site Footprint

If the site expanded into the adjacent land that is owned by the Borough Council there is sufficient land to accommodate the provision of a multi sport hub club which incorporates the football development centre

The identified estimated costs for developing the enhanced facilities through the expansion of the site could be as much as £6 million.

It is recognised that this is potentially not either achievable or affordable in current financial climates, in both internal and external funding terms, therefore a more realistic option would be a scheme in the region of £1.5 million to £2million.

### Progress to Date

During the past year Officers have been engaged in discussions with a range of different partners, stakeholders and external funding agencies regarding the potential development of facilities at Nanpantan Sports Ground. A number of options have been identified over this time but for one reason or another and changes in direction and priorities of both potential key partners or external funding agencies, there have been issues with progressing these.

It has been identified that the Leicestershire and Rutland F.A. have identified the site as a key development site for development of football facilities for the area and the site is included in their Facilities Strategy as a key site. As such the site, subject to the right scheme being developed, could attract Football Foundation funding between £500,000 - £1million towards the football elements of any scheme. This would need to be looked at as part of a more holistic approach to development of the site to ensure that all the issues with sports facilities on the site are addressed and the mix of clubs and facilities is preserved.

In addition, the Charnwood Lawn Tennis Club have written recently highlighting discussions that they have been having with the LTA about possible external funding opportunities.

There is also the potential that there maybe funding available later in 2008 linked to the Olympics to create a legacy of both facilities and sport and physical activity opportunities.

There has been recent dialogue with the sports club users of the site to discuss the way forward for the site. Each of the clubs has been asked to provide a development plan outlining details of their clubs aim and objectives, membership, resources, any details regarding potential external funding, future membership plans and club development plan outlining aspirations and priorities for their club. All of the information will be utilised to shape the way forward for the site.

It is proposed that a User Group consisting of all key partners (to include sports clubs and local Residents Association) is established to look at over the next 12 months the

potential external funding opportunities that will enable the site to be developed as a whole and in a way that addresses the local community sport and leisure needs.

### Existing Facilities

The buildings at Nanpantan Sports Ground were subject to a full buildings survey in November 2007. The surveyor was looking at a number of issues:

- Identifying works that need to be done immediately or in the very near future. These are known as Priority 1 works. They include major building defects and issues that could affect health and safety and the accessibility of the building for people with disabilities.
- Identifying essential work required within two years (Priority 2 works) that will prevent serious deterioration of the fabric or services or address a medium risk to the health and safety of the occupants
- Desirable work required within 3 to 5 years (Priority 3 works) that will prevent deterioration of the fabric or services and /or address a low risk to the health and safety of the occupants and/or a minor breach of the legislation.

The cost of these works at Nanpantan Sports Ground amount to £450,000. A separate schedule of Priority 1, 2 and 3 works has been prepared for each building on the site. Investment at this level would refurbish the existing facilities to a condition that meets current standards for management of such a facility and discharges the Council's duties in relation to Health and Safety and accessibility. The works would extend the life of the existing facilities for a further 10-15 year period. The budget would not allow for any extension or alteration of the buildings or the replacement of any plant or equipment that is not life-expired.

In light of the work undertaken to date, the identification of the need for considerable investment in the facilities to bring them up to standard and the possibility of attracting external funding to the site it is recommended that the way forward for the site is :

- For Officers to explore the above identified opportunities as possible options regarding development of a Multi Sport and Active Recreation Hub Club with new partners – Football Foundation and LTA - undertake a detailed funding appraisal to ascertain capital costs and partner contributions, along with potential external funding opportunities;

And if not feasible

Proceed with Minimal Asset Management Works Option – currently approx £450,000

To progress the Multi Sport and Active Recreation Hub Club further work will be undertaken; to include:

- Discussions with existing sports club users regarding continued future provision on the site
- Discussions with other potential partners and various external funding bodies regarding the viability and deliverability
- Further work on the financial sustainability, including capital and revenue implications, as well as leverage contributions from partners and stakeholders

Whilst this work is being undertaken the proposal is to undertake some preliminary small scale improvement works to Nanpantan Sports Ground from the allocation, for example, signage and general improvements to the site.

Once the options for the Multi Sport and Active Recreation Hub Club have been explored a capital appraisal for the way forward will be submitted and approval for the way forward will be sought from Cabinet.

### Procurement

Recent research (commissioned by the East Midlands Centre of Excellence) clearly demonstrates that framework construction contracts deliver significant savings in time and money, compared with the traditional procurement route.

The basis of a framework agreement is that a single OJEU procurement exercise covers many individual projects. This removes the need for individual tendering and brings highly effective partnership working into the client/contractor relationship. The outcome is a long term commitment to value for money and the quality of project delivery.

Framework contracts are expensive to establish and manage and it is beyond the capacity of District Councils to establish them in their own right. Until recently this meant that we were unable to access the benefits of this form of procurement

The Nottinghamshire Construction Framework is promoted by the East Midlands Centre of Excellence and is a 4 year 'Framework' contract for the procurement of construction and refurbishment projects with an individual value of £350k to £7.5m. In the first year of the contract 40 projects valued at £70m were allocated to the three approved contractors. The framework is also open for use by any public body in the East Midlands. It is managed by Nottinghamshire County Council's Design and Procurement Service and replaces the traditional single project tender process.

It is proposed that the contract for the facilities at Nanpantan Sports Ground be placed with the Nottinghamshire Construction Framework. This will eliminate the need for formal tendering and will ensure optimum value for money, reliability and quality for the project, as well as reducing the risks involved in cost and time over-run.

The Nottinghamshire Framework Contract was procured through the OJEU European Community Works Contract process in 2006 and the Contract Award Notice number is 2006/S 183 193867.

This procurement route will put the Council in line with best national practice and will be an example of Charnwood leading in Leicestershire on construction capital programme delivery.

In April 2008 the Office of Fair Trading published some initial findings about collusive tendering practices in the construction industry. The Nottingham Framework Contract provides good protection to the Council against these practices as it is managed on an open book basis following a vigorous tender process including pre-qualification.

#### Timescales

The following table sets out the timescales for the project :

<b>Milestones</b>	<b>To be completed by</b>
Cabinet Report re additional funding	May 2008
Meeting with User Group	Early June 2008
Plans produced by Architect	Early June
Signage & Preliminary improvements	September 2008
Confirmation of External Funding Opportunities	October 2008
Agreed Project Plan	November 2008
Approval by Cabinet re Way Forward	November 2008
Commence work	January 2009

#### Financial Implications

There is currently £300,000 committed within the 2007/08 – 2009/10 capital programme to support the improvement of sport and leisure facilities at Nanpantan Sports Ground. This figure was based on the 2006 Asset Condition surveys and is now insufficient, based on up to date information to give the buildings a worthwhile additional life.

To fund the proposed approach there is a need for an additional £150,000 to be allocated to provide either match funding for the improvement of sport and leisure facilities at Nanpantan Sports Ground or provide funding to undertake identified asset management essential works. This is included in the Capital Amendment Plan which is being tabled at this meeting.

#### Risk Management

Risk Identified	Likelihood	Impact	Risk Management Actions Planned
Sports Ground Facilities deteriorate further due to lack of capital funds being made available to invest in key assets	High	High	Seek early approval of the recommended approach to improving facilities, identify resources and monitor progress

Failure to secure capital resources required to undertake proposed developments	Medium	High	Seek early approval of the recommended approach and capital and monitor progress regularly
Failure of key partners to contribute funding	Medium	High	Continue discussions with key partners regarding funding and monitor and report on a regular basis
Collusive tendering increases cost of work and fails to realise best value	Low	Medium	Use framework contracts managed on the Councils behalf Nottinghamshire County Council's Design and Procurement Service

Key Decision: Yes

Background Papers:

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