

Meeting: **Executive**  
Date: **13 October 2009**  
Subject: **Creasey Park Community Football Development Centre**  
Report of: **Councillor Stephen Male - Portfolio Holder for Culture and Skills**  
Summary: To approve expenditure of up to £210k from the 2009/10 CBC capital programme 'Community Football Development Centre – Dunstable' so that the Council can undertake rerouting of the Sustrans cycleway and undertake a tendering exercise on the football development project.

Advising Officer: Edwina Grant, Acting Chief Executive and Director Children Families and Learning  
Contact Officer: Roy Waterfield, Assistant Director Culture and Skills  
Public/Exempt: Public  
Wards Affected: Dunstable area.  
Function of: Executive  
Key Decision Yes  
Reason urgency/ exemption from call-in (if appropriate) N/A

**RECOMMENDATIONS: That the Executive;**

- 1. Approve expenditure of up to £210k from the 2009/10 CBC capital programme 'Community Football Development Centre – Dunstable' so that the council can undertake rerouting of the Sustrans cycle path as set out in paragraph 3.3 and 3.4 of this report and undertake a tendering exercise on the football development project.**
- 2. Confirm the appointment of architects 'AND' currently engaged on the project to act as the lead consultants as set out in paragraph 3.2 of this report.**
- 3. Delegate the appointment of the preferred contractor to undertake the re routing work of the Sustrans cycle path to meet planning application conditions as set out in paragraph 3.3 and 3.4 of this report to Edwina Grant, the Acting Chief Executive and Director for Children Families and Learning in consultation with Steve Male, Portfolio Holder for Culture and Skills.**

*Reason for Recommendations: So that the employers requirements for Creasey Park Community Football Development Centre in Dunstable can be drawn up and a tendering process can be undertaken for its development. So that the existing Sustrans cycle path can be rerouted to meet planning application requirements.*

## **1. Background**

- 1.1 The football facility is owned by Central Bedfordshire Council, (CBC) and requires substantial investment to bring it up to an acceptable standard. The objectives of the project are to provide fit for purpose football facilities to replace the existing tired facilities at Creasey Park whilst integrating Peppercorn Park and Brewers Hill Middle School into a managed, secure area. The facility will be the home of Dunstable Town FC, AFC Dunstable and links the Brewers Hill Middle School site with Peppercorn Park to provide additional community pitches within the area. The project is to provide a sporting opportunity for all and at the same time, use sport to deliver wider social outcomes of inclusion, crime reduction, health improvement and civic pride for the residents of Dunstable.
- 1.2 The land for this project is identified in the South Bedfordshire Local Plan as an area of new urban open space to make good existing and future deficiencies and provide recreational opportunities for the residents of new housing areas. The identified recreational use will enhance the area and provide appropriate management of existing open space.
- 1.3 Due to the deficit in quality football facilities in the area, the Football Foundation and Football Association (FA) identified the project as a strategically relevant scheme for funding in 2009/10 and the Council has been successful in bidding for £780,000 (£700k capital and £80k revenue). The application had to demonstrate that there is a genuine requirement for the improvement and addition to existing artificial and grass football facilities within the Dunstable area, and how the scheme will increase participation rates in playing sport and volunteering, and adults becoming qualified coaches.
- 1.4 A 5 year sports development plan submitted as part of the bid had to demonstrate how the project would improve facilities, increase and sustain participation rates across a number of age groups, including schools and local clubs, girls and women, black and minority ethnic communities and disability users groups, raise standards of behaviour through the Football Association, (FA) Charter Standard and Respect campaign, increase the levels of and opportunities for the involvement of new volunteers, and increase the number, skills and opportunities for coaches.
- 1.5 The sports development plan is underpinned by a set of key performance indicators that will measure and monitor the effect the new facilities against the targets agreed by the Football Association. A copy of the bid is available from Adrian Lear, Leisure Management Contract Officer. A project initiation document is attached at Appendix 1 which was considered by Capital Asset Management Group on 27 August 2009 who supported the project.

## **2. Scope of the project**

- 2.1 On completion of the works, the facility will be able to provide the following:
  - A new purpose built clubhouse with community facilities and changing rooms linked to sporting use
  - Additional car parking

- 1 full size football pitch with perimeter barrier and spectator stand
- 1 adult and U18 11 a side pitch
- 1 U15/16 football pitch
- 1 U14/13 11 a side pitch
- 1 U13/12 11 a side pitch
- 3 mini soccer pitches
- A full size 3<sup>rd</sup> generation artificial turf grass pitch
- A multi use games area
- New BMX track
- Relocation of the Sustrans cycle route
- Grounds maintenance equipment storage

### **3. Current issues**

#### **3.1 Appointment of project managers.**

The project was initiated by South Bedfordshire District Council (SBDC) who undertook a procurement exercise and appointed the architects AND on 3 October 2008 to undertake the provision of professional services which included the preparation and submission of a planning application. AND submitted a full planning application for the project which was approved by the planning committee on 27 May 2009.

#### **3.2** In order to continue to the next stage of the project, at the SBDC Executive on 17 March 2009 it was resolved;

‘that the Strategic Director be authorised to appoint AND Architects to provide professional services in accordance with RIBA conditions E to L for second phase of Creasey park Community Football project and to provide the overall onsite project management, and such appointment to be conditional on Central Bedfordshire Council providing the necessary capital funding to enable the scheme to proceed.’

Subject to Executive approving recommendation 1 of this report, Executive is asked to approve the SBDC decision made in March 2009 to appoint the architects ‘AND’ to undertake the next stage of project management, which will include the preparation of the employers requirements for the football facilities, undertake ground surveys and investigation work, prepare tender documentation, undertake the tendering exercise for its production and act as the employers agents for this project.

#### **Planning conditions**

#### **3.3** The planning application is subject to conditions relevant to the existing Sustrans cycle path;

‘The existing cycle/foot-path route crossing the site shall not be stopped until the new cycle/foot-path has been completed to the satisfaction of the Local Planning Authority and has been adopted for public use, to ensure a satisfactory provision of cycling routes.’ Also,

‘Development shall not begin until details of the diverted cycle/foot-path (including lighting) have been approved by the Local Planning Authority and the development shall not be occupied until that cycle track has been constructed in accordance with the approved details, in order to minimise danger, obstruction and inconvenience to users of the highway in accordance with Policy Planning Guidance<sup>13</sup> Transport.’

- 3.4 In consultation with the procurement team a competitive tendering process in accordance with the Councils Contract Value thresholds as set out within the ‘Procurement Procedure Rules’ has been undertaken, and will be completed by 9 October 2009. Executive are asked to delegate the appointment of the preferred contractor to undertake the re routing work of the Sustrans cycle path to the Edwina Grant, Acting Chief Executive and Director for Children Families and Learning in consultation with Cllr Steve Male, Portfolio Holder for Culture and Skills.

#### 4. Capital funding

- 4.1 There is £2.5m gross in the capital programme for the project. Funding towards this project include a £400k net contribution from CBC with the balance of £2.1m being met from Section 106 and Football Foundation funding. The budget position set out in the Capital Programme is as follows;

Budget	09/10 £,000	10/11 £,000	11/12 £,000
CBC <sup>1</sup>	1,800	-	-
Football Foundation <sup>2</sup>	700	-	-
Section 106 <sup>3</sup>	-	-	(1,400)
Total project	2,500	-	(1,400)

It is anticipated that more accurate project costs will be determined following a tendering exercise.

<sup>1</sup> £25k authorised 7/7/09 by Director CFL using urgency powers due to dangerous structure being closed and temporary facilities provided

<sup>2</sup> £700k application was made and confirmed by Football Foundation on 17/9/09.

<sup>3</sup> Phased contribution of;

- (i) The sum of £100,000 on the Commencement of Development
- (ii) The sum of £307,400 on the occupation of 84 dwellings on site
- (iii) The sum of £683,000 on the occupation of 175 dwellings on site
- (iv) The sum of £315,000 on the occupation of 270 dwellings on site
- (v) The sum of £25,000 on the occupation of 84 dwellings on site

- 4.2 The project was included in the Shadow Central Bedfordshire Council Executive of 17 February 2009 Capital Programme 2009/10 – 2012/13 where it stated;

‘The South Beds Executive recognised that the timing of the Section 106 receipt earmarked for the Community Football Development Centre (Dunstable) was now uncertain and recommended that this scheme proceed prior to the receipt of this funding, to enable Football Foundation funding to be secured. The Section 106 receipt is now anticipated for 2011/12.’

At the Shadow Central Bedfordshire Council Executive meeting on 17 February 2009 a motion was passed that stated that there would be no “bridge funding” for Section 106 funding that has not been received by the Council unless there are exceptional circumstances. The actual motion was:

“that the Shadow Executive, having considered the comments of the Shadow Scrutiny Committee and Corporate Resources Transitional Task Force on the proposed draft Capital Programme, recommends that the Council:-

2 (ii) adoption of the principle that the Capital Programme should not include provision for bridging loans in respect of S106 agreements except where exceptional circumstances dictate.”

Based on 4.38% per annum interest on a £1.4m 40 year Public Works Loan Board (PWLB) maturity loan, funding this project ahead of the Section 106 monies could entail a potential revenue cost to CBC of £123k over 2 years.

- 4.3 A capital grant of £700,000 from the Football Foundation reduces the amount required by CBC as asset owner, to improve the facilities. Delaying the project would jeopardise the grant, at a time when the Football Foundation are towards the end of the funding cycle and all 3 partners (Premier League, The FA and government) are discussing whether there is going to be a another 3 funding agreement. There is no commitment to additional projects at this time. If the grant was not required until 2011/12, the grant may be reallocated to other projects within Bedfordshire.
- 4.4 Executive are asked to approve expenditure of up to £210,000 from the 2009/10 CBC capital programme ‘Community Football Development Centre – Dunstable’ so that the council can authorise current expenditure, undertake re-routing the Sustrans cycle path and undertake a tendering exercise on the football development project. A breakdown of these costs is attached at Appendix 2.
- 4.5 If Executive do not approve £210k to take the project to the next stage of undertaking a tendering exercise, the following costs are associated with not delivering the project. In addition it is likely that £780k (£700k capital and £80k revenue) football foundation grant could be forgone without any certainty that a future bid would be successful.

Item	Capital £ 000's	Comment
1. Temporary facilities	25.0	Authorised July 2009 using urgency powers of the Director of CF&L. The main spectator stand and changing facilities were condemned by Building Control in July 2009.

			Changing facilities and board room provided as required by the FA
2.	Football Development plan and associated costs	21.0	Committed, requires authorisation and included in request for approval of £200k.
3.	Covered spectator stand	50.0	The current temporary facilities do not provide a spectator stand, as required by the Football Association.
4.	Continuation of providing facilities pending re-provision until the Section 106 funds are received (anticipated 2011/12)	56.0	Annual cost of £28k
Total		152.0	Of which £102k (item 1, 2 and 4) would be revenue pressures unbudgeted for.

## 5. Stakeholder consultation

5.1 The principal stakeholders in the project are Central Bedfordshire Council (asset owners), Dunstable Town Council (proposed operational managers), Dunstable Town Football Club (partner club), AFC Dunstable (partner club) and Brewers Hill Middle School. In addition to the above Dunstable Road Runners and Dunstable BMX club have also made a firm commitment to being part of the projects development. The Football Association and Bedfordshire County FA support the project. The local community have been consulted on a number of occasions and the Portfolio Holder for Culture and Skills held a ward member meeting on 3 August 2009 where all ward members supported the project.

## 6. Project Plan

6.1 Subject to Executive approval of the recommendations in this report, the following timetable is planned.

- October 2009. Executive authorize £210k budget to appoint architects AND as the lead consultants for the project, in order to undertake detailed design specification and undertake tendering process for the supply of the football centre. To appoint a preferred contractor to undertake the re-routing of the Sustrans cycle route.
- October 2009 Advertise for expression of interest for building contractors to undertake building work for the football facility.
- February 2010 Specification for the building sent to selected contractors
- May 2010 Assessment of submitted bids
- July 2010 Executive to award Building Contract
- September 2010 Start on Site
- June 2011 completion of project

## 9. Conclusion

9.1 Executive are asked to consider the issues and approve the recommendations set out in the report.

### CORPORATE IMPLICATIONS

#### Council Priorities:

The investment in new or improved leisure facilities in Dunstable supports the Central Bedfordshire Council's (CBC) Strategic Plan 2009-11 adopted by Executive 5 August 2008. In this plan the authority has highlighted that its vision is 'to improve the quality of life of all in Central Bedfordshire, and enhance the unique character of our communities and our environment'. In order to meet this vision the authority has agreed five priorities for 2009-2011 these are;

- Supporting and caring for an ageing population
- Educating, protecting and providing opportunities for children and young people
- Managing growth effectively
- Creating safer communities, and
- Promoting healthier lifestyles.

The Children, Families and Learning Directorate Plan, adopted by Executive 30 September 2008 outlines how sport and the arts will be used to help raise educational attainment in our schools, increase levels of physical activity to address rising levels of obesity, alleviate problems with mental health, provide opportunities to divert people away from criminal activity and anti-social behaviour and regenerate rural and urban environments. The project helps deliver this plan and supports the Local Area Agreement targets to reduce the number of children who are obese, increase the proportion of young people participating in positive activities and increase adult participation in sport.

#### Financial

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If Executive do not approve £210k to take the project to the next stage of undertaking a tendering exercise, the following costs are associated with not delivering the project. In addition £780k (£700k capital and £80k revenue) football foundation grant could be forgone without any certainty that a future bid would be successful.

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Total	152.0	Of which £102k (item 1, 2 and 4) would be revenue pressures unbudgeted for.

**Legal:**

The footprint of the buildings and playing fields will be owned by Central Bedfordshire Council and the new facility will also become an asset of the council. It is currently planned that the operational management of the facility will be undertaken by Dunstable Town Council but this proposal needs further discussion.

Each partner club will have a Service Level Agreement and an occupational licence which will be drawn up by Central Bedfordshire Council Property Service and legal services teams.

**Risk Management:**

The project is managed within Prince 2 methodology

**Staffing (including Trades Unions):**

None

### **Equalities/Human Rights:**

An Equality Impact Assessment has been undertaken and advice received from Clare Harding, Corporate Policy Advisor (Equality & Diversity), Business Transformation. Access will be widened to attract new participants from the surrounding community to the facility. The sports development plan states the aim is to develop football, BMX and road running through the investment in the new facility for particular target groups using the following themes:

- To develop the women and girls football by investing in sport promotion to girls in schools and youth clubs and the running of girls only sessions and camps
- To develop young peoples football session for purely health, fitness and social benefit in the local community, as well as running junior teams
- To ensure equality of opportunity within its services.
- Clubs and activities solely for the 50+ age group and disabled people to provide specialised support for these groups as well as their inclusion in other activities available to general population

In respect of other sports, the sports development plan states that the aims include:

- All clubs established at the new venue must have a youth section with clear aims on the development and identification of young sports people
- Club membership with discounted rates as appropriate for low income groups

Through sport we can work with hard to reach groups and other areas of the community to develop understanding and promote cohesion through the provision of sport opportunities for different groups within the same geographical area.

### **Community Safety:**

Through sport we can work with hard to reach groups and other areas of the community to develop understanding and promote cohesion through the provision of sport opportunities for different groups within the same geographical area. Provision of football will enhance community cohesion through the provision of sport and healthy lifestyle opportunities. We will enhance family development through engagement of the full family in sports programmes and social activities. Many of the adults targeted will be parents, guardians or friends of young people. The development plan seeks to raise standards of behaviour through the Football Association, (FA) Charter Standard and Respect campaign, and increase the levels of and opportunities for the involvement of new volunteers.

### **Sustainability:**

As this will involve a new development then there is scope to ensure that the new buildings are as energy efficient as possible. The architects/project management brief will ask for this area to be explored and incorporated in the proposal as these measures may reduce the running costs of the building.

### **Appendices:**

**Appendix 1** Project Initiation Document

**Appendix 2** Cost breakdown of current commitments and to undertake rerouting of the Sustrans cycleway and undertake a tendering exercise on the football development project.

**Background Papers:** - Equality Impact Assessment. Location: Priory House.