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The Chair and Members of Cabinet

Dear Councillor,

AGENDA SUPPLEMENT

Please see attached the documents for the agenda item(s) listed below for the meeting of the CABINET to be held on TUESDAY, 5 DECEMBER 2017, the agenda for which has already been published.

11. Use of former Queen's Park Sports Centre site (Pages 3 - 96)

Yours sincerely,

A handwritten signature in black ink, appearing to read "Randy".

Local Government and Regulatory Law Manager and Monitoring Officer

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## **For publication**

### **Future use of former Queen's Park Sports Centre site (HW210L)**

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Meeting:	Cabinet Council
Date:	5 <sup>th</sup> December 2017 13 <sup>th</sup> December 2017
Cabinet portfolios:	Cabinet Member for Health and Wellbeing Assistant Cabinet Member – Special Projects
Report by:	Michael Rich, Executive Director

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## **For publication**

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### **1.0 Purpose of report**

- 1.1 To propose a scheme for the former sports centre site and to seek Cabinet's recommendation to Council to include funding for the scheme within the capital programme.

### **2.0 Recommendations**

- 2.1 That Cabinet endorse the business case for providing an artificial sports pitch within the footprint of the former sport centre site.
- 2.2 That Cabinet note the work undertaken by the Scrutiny Project Group which has informed this report and recommendations; and thank the members of the group for their contributions as part of the pre-decision scrutiny process and for their offer of continued engagement during the implementation stage.

- 2.3 That Cabinet approve the preferred option in principle, as set out in the business case, noting that this will remain subject to the outcome of the heritage assessment currently underway.
- 2.4 That Cabinet recommend to full Council an allocation within the capital programme, as set out in section 7, to cover the capital investment required for the preferred option and endorse the further work underway to reduce costs and maximise contributions from other funding sources.
- 2.5 That Cabinet recommend to full Council approving revised income and expenditure figures for the new facility within budget setting for 2018-19 and beyond, in line with the estimates set out in the business case.
- 2.6 That Cabinet note the work underway to prepare and submit a planning application for the preferred option.

### 3.0 **Background**

- 3.1 On 7<sup>th</sup> March 2017 Cabinet approved in principle a preferred option of artificial sports pitches for the former Queen's Park Sports Centre site. This followed the public consultation undertaken during September and October 2016 that showed a good level of support for this option and Cabinet's consideration of an outline business case. Cabinet also approved allocating further resource in order that a full business case could be developed and preparations made for the submission of a planning application.
- 3.2 Since then, the demolition of the former sports centre was completed leaving a clear site for future development.
- 3.3 Following a procurement process, an external organisation – FMG – have been contracted to undertake the work approved by Cabinet, namely development of a full business case and preparation of a planning application for the preferred option once this is finalised.
- 3.4 Reports and updates regarding the potential future use of the site and subsequent work have been provided to the Enterprise and Wellbeing Scrutiny Committee and more recently to the Scrutiny

Project Group established as part of the agreed scrutiny work programme. This has included consideration of the draft business case report produced for the council by FMG.

3.5 During the process to develop the full business case, FMG have regularly consulted with the council in order to refine and focus the range of different options for the site. Those discussions have included a meeting, facilitated by the council's planning officers, with Historic England.

#### 4.0 **Considerations and proposals**

4.1 The business case developed by FMG is included as appendix one. The report describes how initial options seeking to maximise the use of the footprint for sports pitches were refined following more detailed consideration of the nature of the site, in particular its location within a Grade II\* listed park.

4.2 Discussions with planning officers and Historic England have indicated that it is highly likely a scheme to maximise the use of the site for sports pitches would be opposed by Historic England, which is a statutory consultee. Given the listed status of the park, opposition from this consultee could result in the application being referred to the Secretary of State.

4.3 Following further consideration, and as advised by the council, FMG then prepared alternative schemes that would deliver a mix of sports pitch facilities on the site together with a greater emphasis on enhancing the amenity of the park and restoring some park features in line with the historic plans and layout (see section 4 of the FMG report). Additional attention has also been paid to mitigating the impact of the pitch facilities within the park setting.

4.4 These refinements have led to a preferred option set out within the business case (option 3B2). As described by FMG, this option provides a blend of enhancing the sports facilities at the site, the ability for a small revenue contribution to the general fund (once capital investment has been made) and a scheme that can enhance aspects of the heritage value of the park.

4.5 A detailed heritage assessment of the site is now underway as part of the process to prepare the planning application for the scheme. It will be important for that assessment to be considered fully prior to submission of a planning application. However, subject to the outcome of that assessment, Cabinet approval for the preferred option is sought now in order to avoid further delays to bringing the site back into productive use.

4.6 As noted above, a Scrutiny Project Group, chaired by Cllr Simmons, has given consideration to the emerging proposals and prepared a report that is included here as appendix two. The group is supportive of the preferred option and has set out a number of findings that are either already being taken on board as part of preparing the planning application or can be taken into account during the implementation stage of the project.

## 5.0 **Next steps**

5.1 In order to submit a planning application, further surveys are required and these have now been commissioned through FMG following advice from planning officers. It is hoped a planning application, supported by the full range of required surveys, will be submitted early in 2018. Further dialogue with Historic England will take place pre-submission in order to minimise the risk of an objection from a statutory consultee.

5.2 Pending approval at full Council on 13<sup>th</sup> December, a procurement exercise will commence in order to secure a suitable developer for the pitch. This is a specialist market and so further advice on specification will be sought from FMG, Derbyshire Sport and the FA.

5.3 Beyond the pitch construction itself, most other elements of the development should be capable of being procured either through local suppliers or delivered in-house. These routes will be pursued wherever possible.

5.4 As the project moves to implementation, further consideration will need to be given to providing adequate project management in order that the development is delivered to time/cost/quality expectations.

5.5 The report from FMG includes some outline consideration of the potential case for full-size artificial football pitch provision elsewhere within the borough (see 5.17 of the report). It is noted that there remains a shortfall for such provision and that, if developed, it would complement the offer at Queen's Park and enhance the range of facilities available to drive improvements to health and well-being. There would also be good prospects of attracting external funding towards the cost of such a facility and, consequently, a greater overall return. Whilst officers will consider this for a future project, it is proposed that the focus in the short term remains on bringing the former sports centre site back into productive use.

## 6.0 **Human resources/people management implications**

6.1 The FMG business case includes consideration of how the preferred option could be run and the wider staffing implications (including at 5.31 of the report). No decisions have been made yet regarding the best fit for operating the new facility within the existing council structures. Drawing on the considerations in the FMG report, proposals will come back to the Joint Cabinet and Employment and General Committee setting out a preferred option for any changes to the staffing establishment required (within the costs outlined below).

## 7.0 **Financial implications**

7.1 The costs associated with developing the project through to full business case stage have been provided for within the Service Improvement Reserve. Further surveys required as part of the planning application will also be funded from within this reserve.

7.2 The capital cost of the preferred option is currently estimated at £688k. More detail on this cost is set out in section 4.31 of the business case at appendix one. Costs have been carefully considered and reduced from original estimates through close work with council officers. The costs include some elements that are likely to be carried out by council teams. Given that the final costs remain subject to procurement, Cabinet is asked to recommend that Council approve a provision of up to £750k within the capital programme, split across 2017-18 and 2018-19, in order to cap the overall costs of the scheme. Following

procurement, final capital costs will be reported to Cabinet through the regular capital programme monitoring.

7.3 As noted in the FMG report (e.g. at 3.21), it is very unlikely that any external funding will be available to support the capital costs of the scheme. The capital expenditure will therefore be met largely through the wider financing of the capital programme (which is a mix of borrowing and receipts each year). However, there is also work underway to consider the use of a contribution from the Community Infrastructure Levy (CIL) towards those elements of the scheme that relate to the enhancement of the park, given that this would be eligible under the categories described on the council's 'Regulation 123 list' of approved types of infrastructure.

7.4 As well as capital costs, there are revenue costs set out within the FMG report (in section 5). For the preferred option, these show an overall expenditure of c. £39k p.a. This is off-set by a projected income of c. £55k (once fully established), bringing a modest annual net contribution of up to £16k p.a. Cabinet is asked to recommend to Council that these costs are also factored into future years general fund revenue budgets in order that the Budget set in February 2018 takes account of running costs, and income, for the preferred option.

## 8.0 **Legal and data protection implications**

8.1 The FMG case sets out key legal matters (including at section 6.29). This includes consideration of the covenants that apply to development on the site.

8.2 It is not thought that there are any further legal or data protection implications.

## 9.0 **Consultation**

9.1 As noted in the report to Cabinet in March 2017, a public consultation regarding potential uses of the site was carried out in 2016 from 12<sup>th</sup> September to 21<sup>st</sup> October. 583 responses were received and the outcomes were published in December 2016. The consultation showed 94% support for the principles set out in the consultation (fit with council plan, fit with the wider site,



evidence of demand, income generation). 69% of respondents agreed with the preferred option set out and 23% disagreed.

- 9.2 As described in the FMG report (section 2.9), further consultation took place in September 2017 with a number of local clubs. Comments received are included in the report and have shaped the work on the business case.
- 9.3 As noted above, the Enterprise and Wellbeing Scrutiny Committee and the appointed project group members have also been important consultees through the process.
- 9.4 The Friends of Queen's Park have been updated regarding the latest proposals and will be an important consultee as detailed design work is carried out for the site, in particular the elements of park restoration.
- 9.5 The submission of the planning application will be subject to a consultation process in line with a listed site of this nature.

## 10.0 **Risk management**

- 10.1 Key risks and mitigations are set out in the FMG business case at appendix D of that report.

## 11.0 **Equalities Impact Assessment (EIA)**

- 11.1 An equalities impact assessment is set out at appendix 3. The assessment notes a number of potentially positive impacts on groups with protected characteristics. The FMG business case notes in particular the continuing strong growth in women and girls football. The location of a pitch within the park will also make participation opportunities directly visible to families and young children using the park.
- 11.2 The latest Active Derbyshire (formerly Derbyshire Sport) strategy includes the following priority:

Addressing the inequalities in physical activity and sport engagement with a focus on:

- a. Women and girls.
- b. People from lower socio-economic groups.

c. Young people aged 5 – 18

11.3 The preferred option will make a positive contribution to each of the focus areas above.

12.0 **Alternative options and reasons for rejection**

12.1 A range of alternative options for the use of the site in line with the Cabinet decision made in March 2017 are set out in the FMG report (at section 2.12). These include consideration of alternative siting of pitch provision (e.g. at section B40). Wider alternatives were considered by Cabinet at its previous meeting.

12.2 In terms of alternatives for delivery of the preferred option, the main alternative would be to procure a partner to develop and operate the facility. This has not been developed given the policy of 'public sector first' for delivery of the council's facilities and services.

13.0 **Recommendations**

13.1 That Cabinet endorse the business case for providing an artificial sports pitch within the footprint of the former sport centre site.

13.2 That Cabinet note the work undertaken by the Scrutiny Project Group which has informed this report and recommendations; and thank the members of the group for their contributions as part of the pre-decision scrutiny process and for their offer of continued engagement during the implementation stage.

13.3 That Cabinet approve the preferred option in principle, as set out in the business case, noting that this will remain subject to the outcome of the heritage assessment currently underway.

13.4 That Cabinet recommend to full Council an allocation within the capital programme, as set out in section 7, to cover the capital investment required for the preferred option and endorse the further work underway to reduce costs and maximise contributions from other funding sources.

13.5 That Cabinet recommend to full Council approving revised income and expenditure figures for the new facility within budget setting

for 2018-19 and beyond, in line with the estimates set out in the business case.

13.6 That Cabinet note the work underway to prepare and submit a planning application for the preferred option.

14.0 **Reasons for recommendations**

14.1 The recommendations support a preferred option that offers the best mix of enhancing the heritage value of the park whilst also providing new sports facilities that can bring a revenue return to the council.

**Decision information**

<b>Key decision number</b>	750
<b>Wards affected</b>	All
<b>Links to Council Plan priorities</b>	Quality of life Value for money

**Document information**

<b>Report author</b>	<b>Contact number/email</b>
Michael Rich	345461
<b>Background documents</b>	
These are unpublished works which have been relied on to a material extent when the report was prepared.	
<b>Appendices to the report</b>	
Appendix 1	FMG business case
Appendix 2	Scrutiny Project Group report
Appendix 3	Equality impact assessment

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**Chesterfield Borough Council  
Proposed Queen's Park ATP**

**FULL BUSINESS CASE**



**CHESTERFIELD**  
BOROUGH COUNCIL



**FMG CONSULTING LIMITED**

**November 2017 (version 9: 27 November 2017)**

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## APPENDICES

- Appendix A: Consultation Report
- Appendix B: Options Development - Design & Operations
- Appendix C: Capital Costs (Second Options Stage)
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## Executive Summary

1. This Full Business Case for the redevelopment of the site of the former Queen's Park Sports Centre has been prepared by FMG Consulting on behalf of and in consultation with Chesterfield Borough Council - the site has remained vacant since the old sports centre was replaced by a new facility in 2016.
2. There is national concern over the lack of physical activity within the general population and strategies adopted by a wide range of public sector bodies have targeted the need to increase levels of participation in sport & recreation in order to deliver benefits in areas such as health, obesity, the economy, the environment, anti-social behaviour, mental well-being, etc.
3. The Chesterfield Council Plan has the Vision of 'putting our communities first', within which there are three priorities: 'to make Chesterfield a thriving Borough', 'to improve the quality of life for local people' and 'to provide value for money services'.
4. Sport & Recreation Strategies prepared to support the Borough's adopted Core Strategy and the emerging Local Plan have identified that addressing a shortfall in 3G Artificial Turf Pitches (ATPs) in the Borough has the potential to deliver both national and local aspirations for sport & physical activity.
5. In 2016, the Council carried out a comprehensive consultation exercise to determine how the site of the former Queen's Park Sports Centre could be redeveloped for new sport & recreation activities - bearing in mind the findings of the Playing Pitch Strategy, the Council's preferred scheme featured the provision of ATPs, a facility supported by over two-thirds of consultees. An outline business case was prepared by the Council on this basis.
6. The site is not large enough for a full-size ATP so the scheme envisaged the construction of two ATPs, one large enough for 7x7 (under 9/10 play) and a second targeted at 5x5 games (under 7/8 football) - both can be used for training and informal games by all ages.
7. An analysis of the site identified constraints such as flood zones, parking congestion, steep slopes and the planning status of the historic Park - opportunities include strong links to the town centre, the potential to restore the historic Park layout and access to the nearby Sports Centre.
8. In discussions, the Council's Planning Team and a representative of Historic England stressed the importance of the Park's designation as a Conservation Area and a grade 2\* Listed Historic Park & Garden - in addition to the Council's own commitment to enhancing such spaces (set out in the adopted Core Strategy and emerging Local Plan), national policies which seek the enhancement of historic sites will need to be addressed.
9. This full business case tested four initial options in terms of design and operational business plan:
  - Option 0: restoration of the Park with no sports facilities (base option)
  - Option 1: 7x7 and 5x5 pitches as in the Outline Business Case - these only just fit on the site and would not allow much space for screen planting
  - Option 2: three 5x5 pitches, allowing more space for screen planting but reducing participation opportunities

- Option 3: restoration of the Park structure and inclusion of a single smaller pitch (3A) or pitches (3B) within an area originally used for a children's playground.

10. Initial capital cost estimates for these Options are set out in the table below:

Option	Pitches	Cost Range
0	Restoration of Park	£300,000 to £400,000
1	One 7x7 (RO) & one 5x5 (RO)	£607,000 to £742,000
2	Two 5x5 (RO) & one 5x5 (no RO)	£729,000 to £891,000
3A	Three MUGAs (no RO)	£450,000 to £550,000
3B	One 5x5 (RO)	£500,000 to £600,000

NB: RO = run-off

11. An initial assessment of revenue costs for the two principal options are set out below:

	Option 1 (mature year)	Option 2 (mature year)
Total Income	£72,352	£69,590
Total Expenditure	(£43,122)	(£44,308)
Surplus/(cost)	£29,229	£25,282

12. The estimates show that the revenue surplus expected would not be sufficient to fund repayment of capital costs incurred in construction of the proposed pitches.
13. An assessment of grant opportunities has shown that there is little likelihood of obtaining grant support from bodies such as Sport England or Landfill Tax - there could be potential for Football Foundation support but, as small-sided pitches are not a priority, this is more likely to be available for a full-size pitch in Chesterfield.
14. A review of the options determined that a development which did not seek to restore the original Park design would be unlikely to be acceptable to Historic England or address the Council's own planning policies - to that end, rather than a single preferred Option, plans have been prepared for three alternative schemes:
- Option 0: re-creation of the original Park layout, featuring a circular path around the bandstand and an open view from Boythorpe Road through new railings and appropriate planting
  - Option 3B1: re-creation of the original Park layout but with the inclusion of a single 5x5 ATP on what was the site of a playground, together with appropriate screen planting
  - Option 3B2: re-creation of the original Park layout but with a larger 7x7 pitch which is more flexible in operational terms, delivering better sporting outcomes but allowing less space for screen planting.
15. The pitches would provide a high-quality surface for football, contained within 4.5 metres high fencing and with floodlight towers for evening use - the impact of these elements on the Park will need to be very carefully considered, balancing the need to avoid harm to the amenity of the Park against the potential benefits to recreation & physical activity.
16. Business plans have been prepared for Options 3B1 and 3B2 on the following basis:
- the Council will manage the facility itself, alongside the existing Queen's Park MUGA
  - charges are set slightly lower than competitors to provide comfort and there is no allowance for inflation
  - it is assumed the Council will not claim sporting VAT exemption on income and VAT on expenditure is fully recoverable.



17. Income assumptions are based on typical programmes and usage levels elsewhere, with expenditure allowing for the part-time presence of a member of staff to address issues of anti-social behaviour found with the existing MUGA - sinking funds, marketing, central costs and minor sums are included at typical rates. Separate grounds maintenance expenditure projections for the restored parkland have also been identified and combined with the pitch revenue projections.
18. The table below shows the capital, financing and revenue costs for each of the Options, together with those for Option 0 and a notional full-size pitch elsewhere in the Borough - annual financing costs are based on an annuity loan depreciated over 20 years at a current (October 2017) PWLB rate.

Option	Content	Capital	Annual Financing Costs	Average Annual Revenue Benefit
Option 0	Park restoration only	£364,381	£23,330	-£11,000
Option 3B1	Park restoration with 5x5 ATP	£605,002	£38,736	-£6,161
Option 3B2	Park restoration with 7x7 ATP	£716,483	£45,874	£7,781
	Notional full-size ATP	£575,000	£36,815	£26,848

19. The estimates prepared for a full-size ATP do not relate to a specific site and have been prepared at the request of the Council should it determine there would be potential to develop such a facility elsewhere in the Borough.
20. Following discussions with Council members and officers, Option 3B2 was selected as the Preferred Scheme - a number of design and operational amendments were made in order to minimise capital costs, further enhance the appearance of the development and deliver a more sustainable operation.
21. The revisions have led to conclusion that the Preferred Scheme could be delivered for a capital cost of some £688,227.
22. While a prudent revenue surplus of less than £10,000 pa is predicted, this could be increased if more optimistic operational parameters were to be adopted - however, any increase would not be sufficient to cover 20-year financing costs and an element of external capital funding will be required to deliver the project.
23. Consideration has been given as to whether it is appropriate to manage any new ATP (and the existing MUGA) through the Sports Centre team (as now) or through the Parks Service which is responsible for grass pitch hires - it is felt that the former's greater experience of sports development programmes would make this the more appropriate route to adopt, particularly if enhanced remote operation security equipment is installed.
24. There is a strategic case for the development of ATPs at Queen's Park to address an identified need for such facilities in the Borough - however, this aspiration needs to be examined against policies to enhance the character and setting of Queen's Park.
25. The financial case for the proposed development is less clear as constraints on the form of the development (single small pitch only) are such as to limit the potential income - while in all options there is a net revenue surplus from the pitches, additional park grounds maintenance costs have a negative impact on the net revenue position which means that none of the options produce a surplus sufficient to cover capital cost repayments over a reasonable timescale.

26. As potential for grant support is limited, it is likely that the Council will need to find additional capital sums from elsewhere in order to deliver any of these options (eg. CIL funding, Section 106 agreements, capital receipts, reserves, etc.).
27. There is a commercial case for the project as there is significant demand for 3G ATPs in the Borough, with users travelling out of Chesterfield to find peak period sessions - the demand is such that it is not considered there would be a significant adverse impact on existing ATP or grass pitch operations.
28. The legal case focusses on covenants which prevented building on Queen's Park but these were discharged when the former Sports Centre was built and an ATP could be seen as an extension of the Park's open-air recreational facilities - planning consent will be a major hurdle if Historic England feels that the project will create substantial harm to the historic Park.
29. The operational & technical case will be impacted by concerns over anti-social behaviour as at the present MUGA and, as a result, the operational business plan allows for some element of staff supervision, on-site and from the nearby Sports Centre by CCTV - a comprehensive maintenance regime has been allowed for to ensure protection of the Council's investment.
30. An assessment of risks has determined that the availability of capital funding and the need to obtain planning consent are the key risks in taking the project forward.
31. In order to support the planning application, a number of additional surveys will be required, covering such elements as ecology, arboriculture, ground conditions, flooding, coal mining risk, etc - the conclusions would inform a comprehensive Design & Access and Heritage Statement which will draw together all the evidence to support this project to deliver enhanced sports facilities within the Listed Park.

## 1. Introduction

### Brief

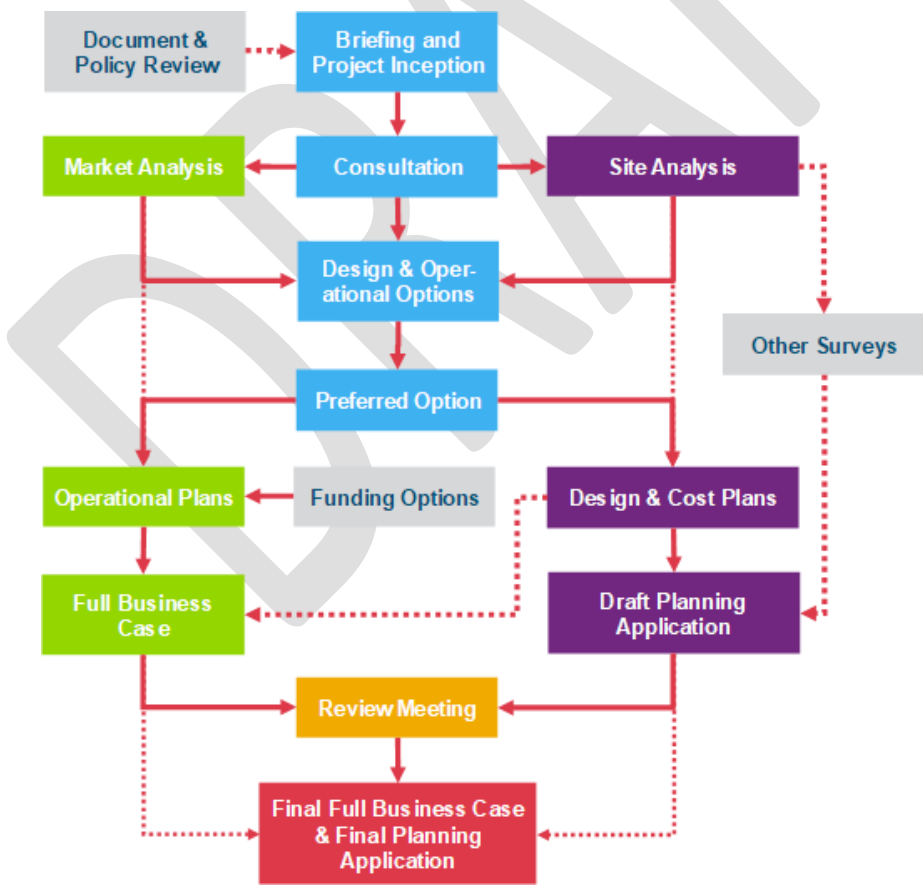
- 1.1 Chesterfield Borough Council is one of eight District Councils in the County of Derbyshire. The Council is responsible for providing a wide range of local services including housing, planning, economic development, estate management, public health, refuse collection and leisure facilities including parks and sports centres. Chesterfield is the second largest settlement in Derbyshire and lies 24 miles (39km) north of Derby. The Borough is a relatively compact and mainly urban area with good access to the M1 motorway which runs along its Eastern boundary.
- 1.2 Following the completion of a replacement facility in 2016, the Council demolished the former Queen's Park Sports Centre on Boythorpe Road, Chesterfield, leaving a clear site adjacent to the grade II\* Listed Queen's Park. It has considered options for development of this site and carried out a public consultation on a preferred option of Artificial Turf Pitches (ATPs) during autumn 2016. In March 2017, the Cabinet approved an Outline Business Case for the pitches and confirmed this as the preferred option of the Council, pending further work.
- 1.3 FMG Consulting has been appointed to prepare a Full Business Case for the development of the site to include artificial sports pitches, supported by the preparation of a planning application for the proposed pitches, in line with the proposals in the Outline Business Case.

### Study Process

- 1.4 The diagram overleaf illustrates the approach adopted by FMG Consulting and its specialist associates for completion of its commission, working in close collaboration with officers of the Council and other stakeholders. This was adapted during the project to carry out a further refinement of the preferred scheme at the Review Meeting stage - work on the detail of the Planning Application has also been put on hold pending an appropriate resolution of the Council.
- 1.5 Chesterfield Borough Council has adopted a number of policies and strategies which provide the context for the proposed development of pitches at Queen's Park and these have formed a baseline for the study. Alongside an intensive consultation period, FMG has analysed the market available for sports pitches in Chesterfield and examined the constraints & opportunities available on the site itself. This work has been brought together to test three options for development of the site, exploring different schemes in terms of local amenity, participation opportunities and viability (capital and revenue).
- 1.6 In consultation with the Council, a preferred option will be taken forward through detailed operational planning and into a Full Business Case. When a preferred option has been agreed, a draft Planning Application for the preferred option will be prepared, together with appropriate supporting documentation.
- 1.7 This report includes the Full Business Case together with supporting information which illustrates the scheme development process. The remainder of this report is structured as follows:
  - section 2: Project Context - establishing the background to the project

- section 3: Design & Operational Options - assessing different development options
- section 4: Scheme Design & Costing - designing & costing the preferred options
- section 5: Operational Plan - management route & revenue costs
- section 6: Business Case - five case review & risk assessment
- section 7: Conclusion & Recommendations.

- 1.8 In order to prepare a concise report bringing together the key issues and recommendations, additional analysis and background information is presented in a series of appendices.
- 1.9 It is not possible to guarantee the fulfilment of any estimates or forecasts contained within this report, although they have been conscientiously prepared on the basis of research and information made available at the time of the study. Neither FMG as a company nor the authors will be held liable to any party for any direct or indirect losses, financial or otherwise, associated with any contents of this report. FMG has relied in a number of areas on information provided by the client or by third parties, and has not undertaken additional independent verification of this data.
- 1.10 Any queries on the contents of this report should be directed to Damien Adams, FMG Consulting, at [damienadams@fmgconsulting.co.uk](mailto:damienadams@fmgconsulting.co.uk) or on 07917 615425.



## 2. Project Context

### Introduction

- 2.1 This section summarises the context for the development of the site of the former Queen's Park Sport Centre for public sport and recreation use. The document considers the strategic background set by national, regional & local policies, the results of a number of consultation exercises, the market for the proposed 3G pitches and the constraints/opportunities found on the site.

### Strategic Context

- 2.2 There is significant concern over the long-term health of the British population, with many agencies seeking to increase participation in sport & physical activity in order to deliver widely publicised secondary benefits in areas such as health, obesity, the economy, the environment, anti-social behaviour, mental well-being, etc. The health and well-being issues reflect the strategic goals of a wide range of non-sport and leisure-specific external stakeholders.
- 2.3 At the national level, the Department for Digital, Culture, Media & Sport (DCMS) published its strategy 'Sporting Future: A new Strategy for an Active Nation' (2015). This aims to tackle the flatlining levels of sport participation and high levels of inactivity in this country. Through this strategy, government is redefining what success in sport means, with a new focus on five key outcomes: physical wellbeing, mental wellbeing, individual development, social & community development and economic development. There is an ambition to ensure stakeholders work closer together to create a more physically active nation, where our children and young people enjoy the best sporting opportunities available and people of all ages and backgrounds can enjoy the many benefits that sport and physical activity bring, at every stage in their lives.
- 2.4 Responding to this challenge, Sport England developed its own strategy 'Towards an Active Nation' (2016). Its vision is that everyone, regardless of their age, background or level of ability, feels able to engage in sport and physical activity. Some will be young, fit and talented, but most will not. It wants everyone to feel welcome, to find something in sport and activity that meets their needs and for the sector to value them as customers.
- 2.5 Public Health England is aiming to protect health, address inequalities and promote the health & wellbeing of the nation. There are significant issues in relation to health, well-being and obesity for Chesterfield and reducing ill health will provide a healthier & happier community. The Health Locality Plan for Chesterfield identifies sport and physical activity as a key priority for improving the health of the population.
- 2.6 More locally, sport in the county is co-ordinated by Derbyshire Sport. In its strategy 'Towards an Active Derbyshire', it seeks to achieve the vision of a physical activity and sport revolution in Derbyshire by engaging 50,000 more people in active lives by 2021. This will be achieved by prioritising the following:
- supporting the inactive to become active
  - ensuring that people are supported and encouraged to engage in sport
  - helping to keep people engaged in physical activity and sport throughout their lives

- addressing inequalities in physical activity & sport engagement, with a focus on women & girls, people from lower socio-economic groups and young people aged 5 - 18.

2.7 In Chesterfield, the Council Plan 2017/18 is a key driver for the development of the Borough's community services. Within a vision of 'putting our communities first', there are three priorities:

- *to make Chesterfield a thriving borough*, including an objective to continue delivering regeneration projects that will make Chesterfield Borough a better place
- *to improve the quality of life for local people* - this includes two objectives of relevance to the present project:
  - to increase the quality of public space for which the Council has responsibility through targeted improvement programmes
  - to improve the health and well-being of people in Chesterfield Borough
- *to provide value for money services*, including the objective to become financially self-sufficient by 2020.

2.8 The provision of 3G pitches at a revitalised Queen's Park (or potentially other sustainable sports & recreation facilities), would provide an opportunity to improve the quality of the public open space while enabling greater participation in sport & physical activity. The management can be tasked with targeting specific user groups or local communities with challenging health profiles. In terms of value for money, suitably sized, designed and managed artificial turf pitches have the potential to deliver a return on investment which would lead to their provision without a requirement for external capital or revenue funding.

### Consultation

2.9 In September/October 2016, Chesterfield Borough Council carried out a comprehensive consultation exercise with the following objectives:

- to allow the public to express the extent of their agreement with a set of principles to be used when considering potential uses for the site of the former Queens Park Sports Centre (QPSC), or propose additional or alternative principles
- to list a number of uses that were ruled out, and the rationale for ruling them out
- to set out the Council's preferred option for the development of the site and give an opportunity for the public to express the extent of their agreement with the preferred option
- to give an opportunity to propose an alternative use, and set out how this meets the principles.

2.10 The principles adopted for the development were set out as follows:

- that the future use should generate an income, and not be an additional cost to the Council - due to its limited budget, a need for on-going revenue support would impact on its ability to provide other services to residents
- that the use supports the priorities in the Council Plan - eg. does it improve the quality of life for local people, support a thriving Borough and deliver value for money?
- that it fits within the wider site of Queen's Park and facilities in the town centre and Borough



- that the site is well-used and provides added value for our communities, businesses and visitors - any new facility must not be half empty due to a lack of local demand.

In the survey, 66% of respondents stated that these principles were fully appropriate in considering the future of the site, with a further 28% saying they were partly appropriate - accessibility to all was the key additional principle suggested by respondents. These principles have been taken through in preparing development options for the site.

- 2.11 The Council's preferred option for the site (3G pitches), was strongly supported by 38% of respondents, with a further 28% 'tending to support' - under 13% disagreed with the proposals. There was an opportunity to make suggestions as to how the preferred option could be improved and, where appropriate, these have been borne in mind in developing detailed plans.
- 2.12 A wide variety of alternative uses for the site were suggested and details are set out in the Council's Consultation Report. The most popular suggestion was around use as a community venue but it is understood that this related to re-use of the former sports centre - as this is now demolished, such a use is not appropriate. Some suggestions related to buildings (ice rink, trampolining, etc) but these would be unlikely to be acceptable to the planning authority or Historic England. Outdoor uses such as water play, community gardens, play area or skatepark are unlikely to be sustainable in revenue terms, let alone generate sufficient income to repay capital costs.
- 2.13 While the 2016 consultation is still valid, an update has been carried out as part of the current commission. A number of key stakeholders have been contacted in order to inform both business planning and design workstreams - a questionnaire asked potential users to indicate whether they would wish to hire any 3G facility on the site. Due to the short timescale given for responses, few were received but those made supported the concept of providing ATPs on the Queen's Park site in order to meet demand for high quality football pitches. Responses are set out more fully in Appendix A but the paragraphs below set out key points made by a number of key consultees.
- 2.14 As football is likely to be the principal activity on the proposed Queen's Park pitches, the outline proposals have been discussed with the Derbyshire Football Association (DFA). Keely Brown (Head of Strategy & Facilities) has made the following comments:
- given issues with maintenance, security and anti-social behaviour around the present MUGA, the DFA would have a concern that similar problems would arise with the proposed pitches - far stronger supervision would be required, potentially requiring on-site management presence, although it is accepted that this would impact on the capital and revenue costings
  - with there being no changing room/toilet provision planned, these types of developments tend to be seen more as Multi-Use Games Areas (MUGAs), rather than high quality pitches that partner clubs engage in to help drive their participation through training & match play - smaller pitches can be positive in terms of income generation for small-sided football etc. but can hinder club usage with certain age groups as comprehensive coach mentoring and support can best be operated on full-size pitches
  - full-size 3G pitches are the priority for investment in Chesterfield and when projects are identified for funding, the DFA will have to look at the best option for grassroots football in the area - in terms of Football Foundation funding, the options proposed for Queen's Park wouldn't be a strategic priority at this time
  - however, if the LA were to deliver the project itself, the DFA would support usage plans (obviously avoiding any club displacement from Brookfield School) and

development outcomes as much as possible - however, it would be more likely to be open to discussions and work with the Council to find an alternative site that would deliver a full-size 3G and ultimately deliver far greater outcomes for the local community.

2.15 Some of headline responses to the questionnaire survey are listed below:

- thumbs up for a new facility - but it needs to be accessible to all - and that means some sort of concession for people from the Rother area (Health Promotion Officer)
- the Football Focus Group has repeatedly reported to Chesterfield Borough Council and the FA that it believes more 3G or 4G provision is urgently needed - this facility will be fine for training but of limited use for football matches (Football Group)
- we currently use an artificial pitch in Tibshelf as it is difficult to get a regular peak time slot at Queens Park but would prefer to use one in Chesterfield as most players live in the area - we struggle to find suitable venues for all our teams, especially in the winter months, and would 100% use this new venue (Junior Club)
- I have no doubt these proposed facilities would create a tremendous 'Hub' for local junior footballing activity (Junior Club)
- training facilities in the area are highly desirable as it is very difficult to get a good time slot - as Queen's Park is very central, it would attract lots of interest for the pitches and we would definitely be keen to secure a booking (Junior Club)
- it would be a very appropriate use of the available land, as there still seems to be an unsatisfied demand for all-weather pitches and it might also satisfy the Council's quite reasonable requirement that it be financially self-supporting - we would be happy to endorse any future planning application (Civic Society)
- the present pitch is not well maintained (eg. no netting for the nets for several months), floodlights inadequate and pitch often littered with rubbish (user group).

2.16 Discussions with Council officials have informed the design and business planning process but specific points made include the following:

- the importance of addressing health and well-being concerns through the facilities proposed and the programme operated
- given the Council's financial position, health and participation benefits do need to be balanced against income generation in order to avoid additional call on local resources
- it is anticipated that the pitches would be operated as part of the Sports Centre management structure but usage charges should reflect market conditions rather than current rates
- the Council has built up a renewals fund through operation of the existing Queen's Park MUGA and, utilising this, it is currently procuring a replacement carpet and additional access controls
- following a £4 million Heritage Lottery Fund investment in the Park in 2005, there is a need to generate additional revenue to continue enhancement projects - a revenue surplus from the pitches could be an appropriate source
- given the Park's grade 2\* Listed status and its Conservation Area designation, any development of the Boythorpe Road site should aim to enhance the amenity of the area, providing an appropriate edge treatment and ensuring that any new buildings or structures are compatible with such designations.



- 2.17 To summarise, there is obviously a lot of support for the principle of installing 3G pitches at Queen's Park as part of a comprehensive sport and recreation offer designed to enhance opportunities for participation in physical activity. Those potential users that have responded to the consultation have expressed an interest in using the pitches but a key consideration will be the need to maintain these to a high quality in an area that has historically suffered from significant anti-social behaviour.

### Market Analysis

- 2.18 As part of the local planning process, in 2014 Chesterfield Borough Council commissioned the preparation of two key documents which now provide a significant element of the evidence base for the need for sports facilities in the Borough:

- Playing Pitch & Outdoor Sports Strategy (March 2014)
- Sports Facility Strategy (December 2014).

- 2.19 Both of these documents were prepared in accordance with Sport England guidance and supported by detailed research - both cover the subject of artificial turf surfaces, with the later documents based largely on the Playing Pitch Strategy. It is not considered necessary to rework all the analysis as part of this Full Business Case but to ensure that the findings are still valid through a review of changes in provision of facilities and examining the impact of amended population projections. We have also used our understanding of the market for the sports which could be accommodated on an ATP to determine the potential use of any such facility were it to be provided in Chesterfield.

- 2.20 Key contextual results from the Playing Pitch & Outdoor Sports Strategy included the following:

- while the population is projected to increase overall, the number of people in age groups traditionally playing pitch sports was forecast to increase by a much smaller percentage - as a result, increase in demand for pitch and outdoor sports would not be in line with projected increases in the total population
- population growth will be spatially focused in specific areas of Chesterfield and it is likely that increasing demand therefore will be focused in these areas
- the demographic profile of the Borough suggested that effective provision of sporting facilities could have a significant impact on health improvements - Chesterfield Borough has a higher than average proportion of residents that are currently obese and almost half of the adult population would like to participate in sport more frequently
- building on this, the Active People survey suggested that there are strong foundations for the continued growth in participation in sport and physical activity across the Borough but, nationally, participation in all sports considered except athletics was declining
- not all of the dominant population segments in Chesterfield were likely to have an interest in pitch sports, highlighting the need to balance opportunities to play such sports with other activities.

- 2.21 Turning to the sports which could be accommodated on an ATP, the first of these is football. The key issues for this activity were summarised as:

- there is sufficient capacity to accommodate demand for traditional grass full-size pitches but capacity on junior and other smaller pitches is limited
- there are issues with quality and location

- there is a requirement for additional 3G pitches as these are at capacity during peak times and there is little potential for competition.
- 2.22 The most significant demand is for a further full-size pitch suitable for football, as only one exists in the Borough at present (Brookfield Academy) - the Derbyshire FA has also identified a similar county-wide shortfall. Although the footprint at the former sports centre will not accommodate a full-size pitch, there is evidence of unmet demand for smaller pitches, both for training purposes and as an alternative to grass for matches for mini-soccer levels (e.g. 9-, 7- and 5-a-side).
- 2.23 In addition, the success of the national Women's team is likely to promote further growth in women's and girl's football, with this now the biggest female team sport in England. Around 147,000 players competed in FA affiliated leagues and competitions during the 2015-16 season, up from just 10,400 in 1993. With growth set to continue, access to all weather facilities for training and matches for juniors will be a critical factor in developing the sport.
- 2.24 Hockey is relatively well provided for on sand-filled or sand-dressed ATPs around the Borough although the principal use on these pitches is actually football - only one of the pitches is dedicated to hockey at peak periods and this is sufficient for forecast needs (subject to carpet replacement). Rugby is not at present a significant user of ATPs although they can be of value in training - the Rugby Club in Chesterfield is however based on a site with high quality sustainable facilities and so does not have any issues.
- 2.25 Tennis, basketball and netball are other sports which have a requirement for outdoor courts but, of these, only tennis is covered in the Outdoor Sports Strategy - it was stated that tennis had adequate provision in terms of number of courts but that quality and club sustainability were issues. The other sports are generally played on school sites where appropriate facilities are available - there are no statistical assessment tools available.
- 2.26 The Sport Facility Strategy took on board the assessments in the Playing Pitch & Outdoor Sports Strategy and discussed the specific issue of Artificial Turf Pitches. The evidence from analysis and consultation showed that the provision of ATPs in the Borough was inadequate, with issues in terms of capacity, surface type, quality and cost.

*Table 2.1: ATPs in Chesterfield*

Location	Size	Date	Quality	Lights	Note
<b>3G Surface</b>					
Brookfield Academy	100x60m	2010	good	yes	fully used at peaks
Queen's Park #	35x24m	2006?	good	yes	within park
<b>Sand-filled Surface</b>					
Hasland Hall School 1	59x36m	2009	standard	yes	
Hasland Hall School 2	36x31m	2009	standard	yes	
Outwood Academy (Newbold)	100x63m	2006	standard	no	
Springwell Community College	100x60m	2011	good	yes	
<b>Sand-dressed Surface</b>					
St Mary's High School	98x61m	2000	poor	yes	peak hockey use
Abercrombie Primary School	50x25m	?	?	no	school only?

*# programmed for surface replacement 2017*

- 2.27 However, as illustrated by the fact that a number of users have relocated from Chesterfield to locations outside the Borough, it is also important to consider pitches

within a wider catchment area. Figure 2.1 shows the general location of ATPs within 20 minutes drive time catchment but Table 2.2 concentrates on those within easy reach of the centre of Chesterfield, which are all in North East Derbyshire District.

Figure 2.1: Location of ATPs within 20 minutes drive time

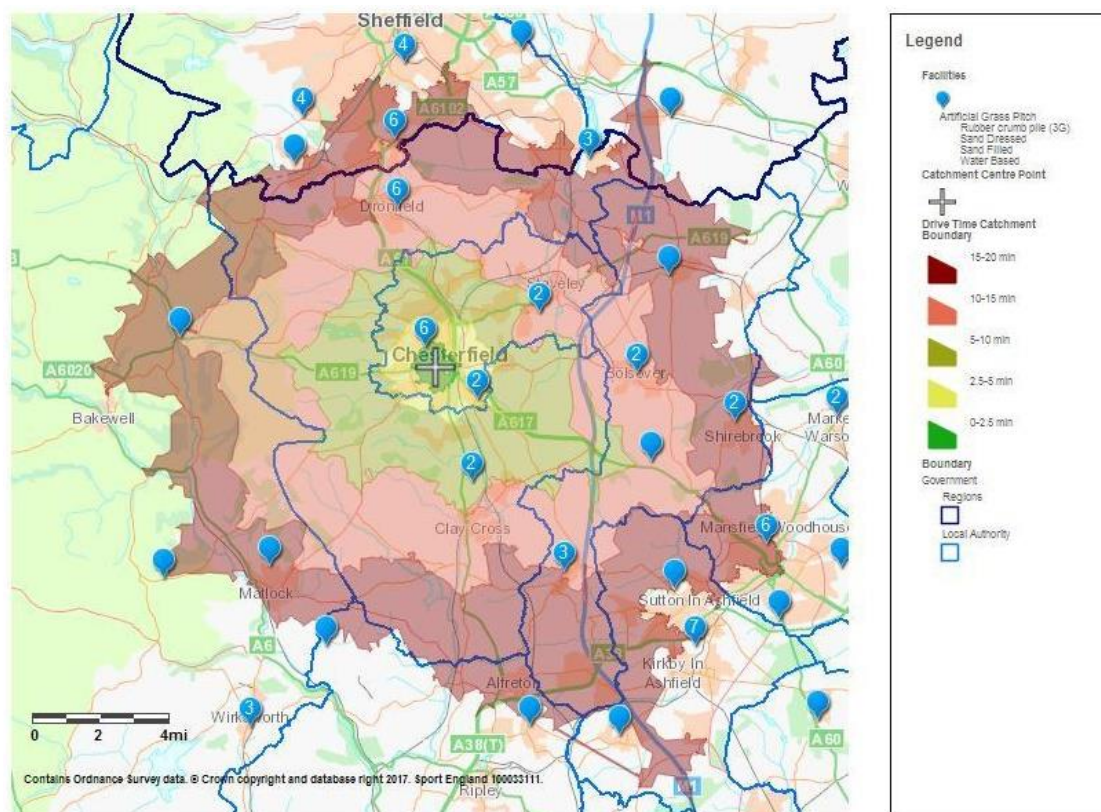


Table 2.2: ATPs in North East Derbyshire

Location	Size	Date	Quality	Lights	Note
<b>3G Surface</b>					
H Fanshawe School, Dronfield	97x62m	2004	?	yes	
Gosforth Fields, Dronfield	100x70m	2009	?	yes	
The Akademy, Dronfield	36x23m	2004	good	yes	4 pitch, commercial
<b>Sand-filled Surface</b>					
Tupton Hall School 1, Clay Cross	100x53m	2009	?	no	
Tupton Hall School 2, Clay Cross	100x53m	2009	?	yes	

- 2.28 The FA’s ParkLife programme, which sees the provision of football hubs in key cities, has seen the development of three sites in Sheffield, two of which are relatively close to Chesterfield (within 30 minutes drive time). The existence of these high-quality facilities (each providing a number of 3G pitches and support facilities) has been considered in the market assessment.
- 2.29 The review of the data shows that within the immediate vicinity of Chesterfield and the local catchment, nothing has really changed in the last three years and the conclusions in the Sports Facility Strategy are still relevant. There is still a requirement for at least one additional full-size 3G pitch within the Borough and the provision of small-sided pitches would assist in the delivery of structured coaching programmes for junior players.



### Site Analysis

2.30 Following a page of photographs illustrating the site, the plans summarise aspects of the site analysis.

Figure 2.2: Key Views and Site Features





Figure 2.3: Site Constraints



Figure 2.4: Site Opportunities

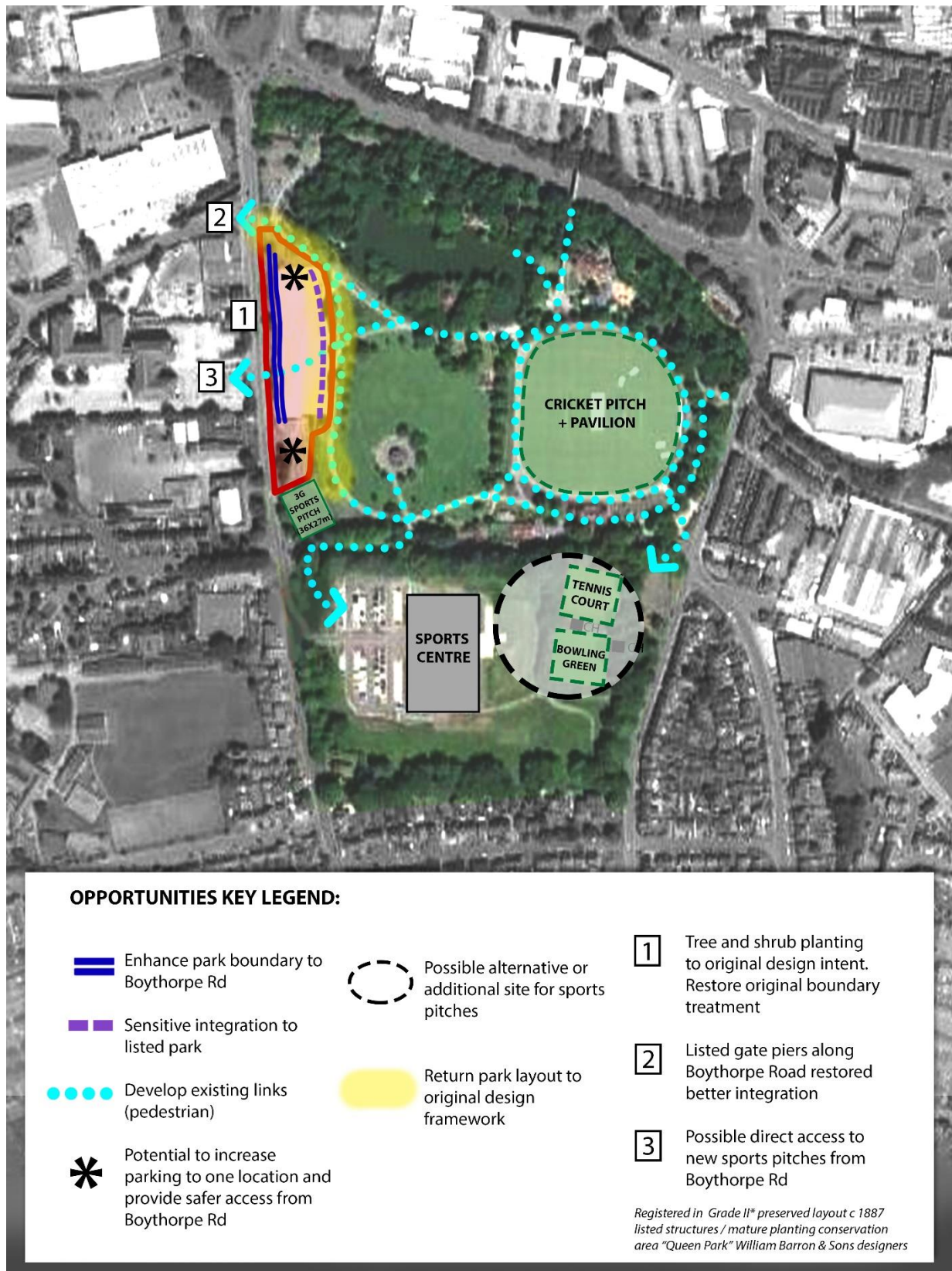




Figure 2.5: Routes

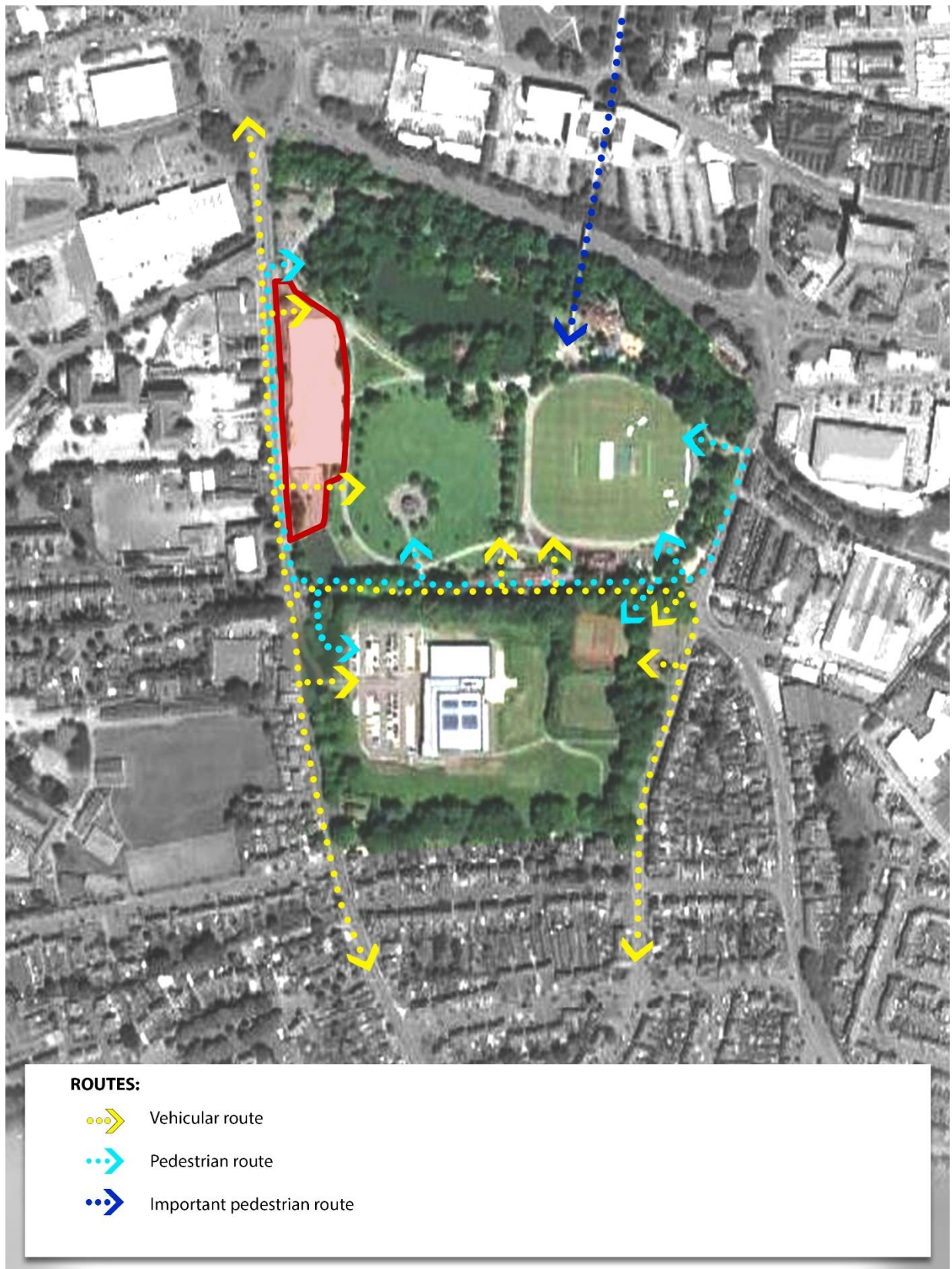


Figure 2.6: Reinstatement Opportunities





- 2.31 To summarise, as with any site, there are both constraints and opportunities relating to the development of the location of the former Queen's Park Sports Centre. A crucial constraint are the covenants placed on the land at the time of its purchase by the Borough of Chesterfield in 1888. These restrict the land to be used only '*for the purpose of a Recreation Ground for the people of Chesterfield*' and not to allow the construction of buildings thereupon. The latter clause was discharged in 1959 to allow a swimming pool to be built on the site but the construction of 'non-recreation' buildings on Queen's Park is likely to be a more contentious issue, particularly given its more recent designation as a Grade 2\* Listed Park and a Conservation Area.
- 2.32 Amongst the key opportunities which would support the development of recreation facilities at Queen's Park, the most relevant is its present use as an established venue for sporting and casual outdoor activities. Widening the offer would bring more people to the Park and so increase the viability of current operations. The site is close to the commercial core of Chesterfield where there are large numbers of potential users or where it can be reached easily from a wide catchment area by a variety of transport modes.
- 2.33 The potential to reinstate parts of the Victorian park which were by necessity lost to accommodate the former Sport Centre would require a change to the brief issued by the Council following the expression of community support as measured in an extensive consultation exercise in Autumn 2016. The issues will relate to the need to find an alternative location for the sports pitches required to enhance playing facilities for local participants while, at the same time, losing the potential to generate revenue income and so avoid a call on restricted Council funds for any restoration of the Park.
- 2.34 The town planning parameters for the future development of the site have been discussed with representatives of the Council's Planning Department and the following points have been noted:
- development or redevelopment of the site of the Queens Park Sports Centre would be considered using the Council's adopted planning policy framework
  - the site is within a Conservation Area, contains areas of fluvial and surface water flood risk (fluvial flood risk zone 2 and low risk from surface water) and is within the Coal Authority referral area (high risk from historic coal mining) - the trees within the site are protected by a prior notification procedure through being within a Conservation Area
  - the Sports Centre's loss and potential replacement by a more appropriately designed structure could be considered beneficial to the character and appearance of the Conservation Area - however, any development would have to demonstrate a high quality of design and architecture in order to secure a positive outcome with regard to all heritage assets
  - in terms of alternative uses for the site, the main opportunities for an alternative use would be a residential development, an assembly or leisure use (matching the existing use on the site), tourism or a non-residential institution - all would be constrained in scale and nature by the need to conserve or enhance the character and appearance of the Conservation Area, Historic Park & Garden and avoid an adverse effect on the setting of nearby Listed Buildings

- viability of, in particular, residential development will inevitably be affected by these requirements
- any development on the site following demolition must not be detrimental to the character and appearance of the Conservation Area or setting of heritage assets such as nearby Listed Buildings and the area of the Park designated as a Historic Park and Garden
- policies in the adopted Core Strategy and the Draft Local Plan (CS19) state that “*all new development must preserve or enhance the local character and distinctiveness of the area in which it is situated (by) ... b) protection of Designated Heritage Assets and their settings including Conservation Areas ... and Registered Parks & Gardens; ... f) enhancing the character and setting of Queen’s Park ... and locally important Historic Parks & Gardens*”

2.35 Historic England (HE) will have a crucial role in assessing the project and will need to support any scheme if it is to be approved. To that end, a meeting was held with its Assistant Inspector of Historic Buildings & Areas to review the parameters for the project and discuss emerging development options. Key points from the meeting included:

- the demolition of the former sports centre has provided an opportunity to enhance the Park in accordance with its Grade 2\* Listing and Conservation Area status
- reference was made to the Council’s own adopted and emerging policies for preservation and enhancement of the Park (see above), together with national policies
- HE would need to be convinced that the proposed site is the only appropriate location for the proposed pitches and that they could be delivered without causing significant harm to the park - any harm would need to be balanced by other public benefits to the park, the local community, etc
- a full Heritage Assessment would need to accompany any planning application, showing how any scheme picks up the original vision for the Park, its content and its boundaries, while at the same time providing the modern elements sought in this project.

### Summary

2.36 The assessment of the project context has led to the following conclusions:

- there is strategic support for the proposed development of artificial turf pitches at Queen’s Park
- there is strong community support for the concept but any new facility will require careful management
- there is demand for high-quality football facilities within the Borough, although the priority would be the provision of a full-size pitch (not possible at Queen’s Park)
- any development on the site will have to be very carefully designed and constructed to complement the Listed Park and Conservation Area within which it is situated.

## 3. Design & Operational Options

### Introduction

- 3.1 Appendix B set out in detail the development options which have been designed, and subsequently tested through the preparation of initial business plans, with the objective of determining a preferred approach to be developed further into a Full Business Case. The paragraphs below highlight the key features of these initial options.

### Project Options

- 3.2 Taking on board the contextual work summarised in the previous section, four options have been developed for the site of the former Queen's Park Sports Centre. Plans illustrating the designs are included in Appendix B.
- 3.3 To provide a baseline against which to test the impact and viability of alternative schemes, **Option 0** would see the restoration of the park layout as envisaged by the original designers (ie. as found before the swimming pool and, subsequently sports centre, were built on part of the Park). The circular form of the western path would be reconstructed, along with appropriate boundary treatments, gates, lawns and tree/shrub planting. Such an option would not generate any revenue to offset the capital costs or on-going maintenance so will require long-term financial support.
- 3.4 In line with the brief to address the viability issue and our assessment of need, the focus of the sporting outcomes is on delivering high quality facilities for all-weather participation in football (or other activities which could take place on a 3G pitch). The constraints at Queen's Park are such that it is impossible to provide a full-size pitch in this location so it has been determined that the most appropriate route is to concentrate provision on smaller-sized pitches which can be used for junior football and/or training. These are featured in Options 1 and 2 below.
- 3.5 **Option 1** envisages developing the largest pitches that can be contained within the footprint of the former Sports Centre, so providing the widest possible range of opportunities for participation by both adults and juniors. The two pitches that could be provided are appropriate for 7x7 mini-soccer (61m by 43m, including run-offs) and 5x5 mini-soccer (43m by 33m, with runouts). Such pitches are also suitable for training by players of all ages. This layout will leave little space for screening and/or landscaping. The business plan will test the viability of this option without a separate full-size 3G pitch (Option 1A) and with a new full-size 3G pitch developed elsewhere in the town (Option 1B).
- 3.6 **Option 2** sees the provision of three 43m by 33m 3G pitches (two with runoffs) which would be suitable for junior play, training and casual adult football. Such a layout would allow more space for landscaping and so potentially integrate the pitches more effectively into the Park. As before, Option 2A is without a new full-size pitch and Option 2B is with one.
- 3.7 **Option 3** sees more concentration on the restoration of the Park and the provision of alternative outdoor recreation opportunities within a site reduced in size from that

identified as being available. This will allow the re-creation of the original path layouts and the provision of additional landscaping. The two alternatives considered are three smaller MUGAs (Option 3A) and a 5x5 pitch (Option 3B).

### Initial Capital Costs

- 3.8 The following global costs have been prepared on the basis of the options outlined above and are based on typical square metre rates, adjusted where appropriate to address specific site requirements.

*Table 3.1: Capital Costs*

Option	Pitches	Cost Range
0	Restoration of Park	£300,000 to £400,000
1	One 7x7 (RO) & one 5x5 (RO)	£607,000 to £742,000
2	Two 5x5 (RO) & one 5x5 (no RO)	£729,000 to £891,000
3A	Three MUGAs (no RO)	£450,000 to £550,000
3B	One 5x5 (RO)	£500,000 to £600,000

NB: RO = run-off

- 3.9 Assumptions made in determining the costs include the following:
- pitch costs are based on current costs for 3G pitches on 'average' sites, including contingency & fees
  - no allowance for any building on the site - a 20-25m<sup>2</sup> simple single storey structure in keeping with the red brick aesthetic would cost £25-30,000
  - utility services are assumed to be adequate alongside the site, with no allowance for works to car parks or highway
  - landscaping follows Historic England advice that high quality design & materials would be required and includes ornamental railings over a low stone coping wall, paths, importation of topsoil for planting of formal hedges, specimen trees, shrubs & ornamental plants and grass seeding
  - no allowance for VAT (assumed to be fully recoverable by the Council).

### Operational Business Plan for Options

- 3.10 Based on the market assessment and consultation, an initial operational business plan has been prepared for the two principal pitch layouts described above (Options 1 and 2).
- 3.11 In terms of income, key assumptions are as below:
- revenue is built up from a mix of junior matches, team hire for training, school hire, 5-a-side, walking football, informal group hire, etc
  - charges have been set slightly below competitors to provide comfort at this early stage
  - there is limited provision for secondary spend associated with the pitches
  - the model assumes a local authority model in relation to VAT.
- 3.12 Key expenditure heads include premises, advertising & marketing, IT & other supplies and cost of sales. However, with the exception of maintenance-related staff costs (sweeping, litter picking, etc.), no allowance is made for additional staffing costs, notwithstanding the comments of Derbyshire FA and experience with the present facility which would imply staff presence might be appropriate at peak times. Staffing at a 0.7 FTE rate to cover weekday evenings and some additional daytime and weekend bookings

would result in an additional cost of £13,895 (including on-costs). No allowance has been made for the allocation of the Council's central recharges but a sensible allocation for these would typically be 3% of income.

- 3.13 Given the assumptions above, the financial performance of the pitches under Option 1A (no full-size pitch on another site) is set out in Table 3.2 below.

*Table 3.2: Option 1 Revenue Cost*

Option 1	Year 1	Year 2	Year 3	Year 4	Year 5
Total Income (£)	61,499	68,734	72,352	72,352	72,352
Total Expenditure (£)	(52,772)	(43,006)	(43,122)	(43,122)	(43,122)
Surplus/(cost) (£)	8,727	25,728	29,229	29,229	29,229

- 3.14 This shows that the pitches would make a surplus in all years but a not significant one - the surplus would not be sufficient to repay capital borrowings taken out to fund the construction. If staffing and central costs are included, the facility would only operate at a surplus of circa £13,000 in a mature year.
- 3.15 The financial performance of the pitches under Option 2A (no full-size pitch on another site) is set out in Table 3.3 below.

*Table 3.3: Option 2 Revenue Cost*

Option 2	Year 1	Year 2	Year 3	Year 4	Year 5
Total Income (£)	59,151	66,110	69,590	69,590	69,590
Total Expenditure (£)	(53,972)	(44,196)	(44,308)	(44,308)	(44,308)
Surplus/(cost) (£)	5,179	21,914	25,282	25,282	25,282

- 3.16 It can be seen that the pitches would deliver a slightly lower surplus than Option 1 but the difference is not large - the same conclusions can be made with regard to funding and the impact of any staffing costs that might be incurred.
- 3.17 The impact of constructing a full-size 3G pitch elsewhere in the Borough has been modelled in general terms and, given the excess demand in Chesterfield, it is estimated that the effect on the development at Queen's Park would be minimal, at circa £5,000 pa. This assumes that the pitches would be programmed in a comprehensive manner to target different but complementary markets eg. adults, junior, small-sided, education, training, etc.

#### ***Other Options***

- 3.18 As discussed previously, no business plans have been prepared for Options 0 or 3. It is unlikely that any use appropriate for a relatively open setting in open Listed parkland would generate sufficient income to make a significant contribution to funding costs.

#### ***Outline Business Plan Summary***

- 3.19 To summarise, at this initial assessment stage, there is no significant difference in financial performance between the two principal options. However, Option 1 has the potential to address a wider range of users and, particularly if operated alongside a full-size pitch elsewhere, offer clubs and other stakeholders a complementary set of high quality facilities in the Borough upon which to deliver a comprehensive programme of participation opportunities along a pathway through from affiliated under-7s 5x5 football all the way through to adult 11-a-side football.

- 3.20 It is suggested that the income from the pitches is unlikely to be sufficient to make a major contribution to capital funding costs and that contributions would need to be sought from the authority's capital programme or grant aid to deliver the project.

### Funding Options

- 3.21 A search of potential funding opportunities has been undertaken in order to determine whether the authority would be able to draw in additional capital resources to fund construction of the proposed ATPs at Queen's Park.
- 3.22 Sport England is the principal funder for new sports facilities in England but of the various funding programmes it operates, only the Community Asset Fund could be appropriate for the proposed Queen's Park project. However, while this offers grants of between £1,000 and £150,000 to invest in '*new & different plans that meet the needs of local communities*' and '*creation of more resilient, sustainable and less grant-dependent sports sector*', it also seeks to '*ensure capital investment reaches organisations who have not accessed our funding before*'. With funding available to local authorities and educational establishments ring-fenced and limited, the fact that Chesterfield has benefited from significant Sport England funding already makes it unlikely that further monies would be made available.
- 3.23 In addition, developments that focus on football (and that would be the case here), are more properly funded through the Football Foundation. The potential for grant aid should be discussed with the local County FA and this has suggested that it would be more likely to support the development of a full-size pitch than small-size pitches (unless they were part of a wider and more comprehensive football development strategy).
- 3.24 A further source of funding could be Landfill Communities Grants but the reduction in landfill operations means that the amount of money available has been reduced. The only operator in Chesterfield is Viridor but, while the project would meet their funding criteria, they do not generally fund developments owned and managed by local authorities. They could accept an application from a Friends group to carry out works in a public park but not if it can be seen to be a local authority led scheme.
- 3.25 The Derbyshire Environmental Trust has had a small pot of £30,000 to distribute to one or more projects in Derbyshire each year and, hopefully, maybe a bit more in 2018 - details will be available early in 2018.

### Options Review

- 3.26 Following consideration of the above options by senior members and officers of Chesterfield Borough Council, it was concluded that it would not be appropriate to pursue Options 1 and 2 given the authority's commitment to planning policies in its adopted Core Strategy and the emerging Local Plan which target the enhancement of this historically significant Grade 2\* Listed Park located in a Conservation Area. Any development here would need the support of Historic England were it to affect the amenity of the Park and more extensive pitch provision is likely to have a significant adverse impact on its character.
- 3.27 However, the authority also has commitments to enhance opportunities for sport and recreation in the Borough, with consequent impact on health and social development through the promotion of physical activity within target communities. To that end, there is still an aspiration to provide some enhanced sports facilities on the former Sports Centre site.



- 3.28 These potentially conflicting aspirations have led to the preparation of three options for further exploration, rather than one preferred option. These are described in more detail in section 4 of this report.
- 3.29 It has been suggested that the site at the rear of the new Queen's Park Sports Centre to the south of Boythorpe Avenue could be utilised for additional pitches but this does have significant issues:
- the landform is such that a number of 'terraces' would need to be combined to create a level platform for anything more than a small pitch
  - much of the area is identified as a foraging ground for a protected badger sett which required relocation of the sports centre at the design stage
  - a new electricity substation would probably need to be relocated at significant expense.
- As a result, this option is not being pursued at present.

### Summary

- 3.30 The design and operational options developed in the first part of this section have been reviewed against the strategic policies and aspirations of Chesterfield Borough Council and other key stakeholders. This assessment has led to the conclusion that the options presented in the Outline Business Case in early 2017 are unlikely to be acceptable to Historic England (a principal consultee with statutory powers to regulate development in historic parks) in view of their potentially significant adverse impact on the amenity of the Park. In addition, the revenue surplus predicted is not as high as initially forecast and so any development is unlikely to cover its whole capital cost through repayment from revenue of loans taken out to fund construction.
- 3.31 As a result, an alternative approach which is more in sympathy with the Park has been adopted, with options that nevertheless seek to deliver sports and recreation participation opportunities while restoring key elements of the Park which were lost when the former sports centre was constructed.

## 4. Scheme Design and Costing

### Introduction

- 4.1 The following section of the Full Business Case sets out in more detail the scheme designs and capital costings for the three potential development options:
- Option 0 - landscaping of the site of the former sports centre to return it to parkland with no additional sports facilities
  - Option 3B1 - one 5x5 pitch within a recreated Park structure
  - Option 3B2 - one 7x7 pitch within a recreated Park structure.
- 4.2 These options share many common elements and these are described in the initial subsections of this section, before going on to describe the differences and determine the capital costs.
- 4.3 The concluding subsections also review the potential for the development of a further full-size 3G pitch elsewhere in the Borough, as requested by the client.

### Re-creation of Former Park Structure

- 4.4 Examining the historic background to Queen's Park demonstrates how many changes have taken place over the past 100 years and how the original design intent has as a result been compromised in certain areas. Mapping from as far back as the early 1900s shows that there has been some development along the western boundary, with 1960s maps showing this as a play area prior to construction of the former swimming pool and then sports centre.
- 4.5 Historic maps show that the original circular routes existed alongside this space, and smaller secondary pathways maintained the design intent of curved pathways. The primary circular route was reoriented to allow for the sports centre building in the 1970s and this amended the cohesive layout originally delivered.
- 4.6 As the Park lies within a Conservation Area and is on English Heritage's Register of Parks & Gardens of Special Historic Interest at Grade II\*, the heritage assets within the Park (eg. Listed 19th century structures and mature specimen trees) should not be compromised by the proposed development, as these all contribute to the overall significance of the Park.
- 4.7 At present, the site of the demolished sports centre detracts from the surrounding Park and returning the area to a recreational and/or parkland use, with associated pathways and landscape areas, will have a beneficial impact on the amenity of the site.

### Common Design Elements

- 4.8 All the revised options considered for the site examined the potential for reinstating the circular form of the main pathway, so restores this feature of the historic layout. While Option 0 retains the whole site as public open space, Options 3B1 and 3B2 introduce a small ATP pitch in the location where, historically, a playground was situated. It is considered that the introduction of this rectangular pitch could be seen as being in keeping with the historic layout of the park from the early 1900s, and with its sport & recreation ethos.



- 4.9 The following design elements can be seen in all three options discussed below:
- the reinstatement of the original circular path layout
  - the removal of two trees to allow the circular path to be reinstated (these appeared within the Park after the reorientation of the original circular path)
  - removal of the existing island of grass within the north car park to allow an increase in capacity and a more coherent layout
  - the Listed gate piers off Boythorpe Road to be refurbished and connected to new a boundary wall and railings
  - the boundary along Boythorpe Road to be reinforced, following the pattern of the existing wall and fencing
  - the entrance into the Park from the north car park to be reinforced by extending the existing hedge and providing shrub and tree planting along the pathway
  - in space not utilised for pitches, a mix of meadow grass and amenity grass will create an informal pathway, allowing access from the north car park into the Park.
- 4.10 Additional trees and shrubs will be planted within the space to the south of the pitch (if provided) and along the pathways. Planting will consist of a mixture of hedges, shrubs and trees, as well as grass and meadow grass. This structure allows those options with a pitch to integrate better within the Park and its historic context, providing a landscape and visual framework within which the pitches would sit. This will help screen views of any taller elements such as fences and floodlighting towers.

#### **Location of Proposed Pitches**

- 4.11 The proposed pitch (either 5x5 in Option 3B1 or 7x7 in Option 3B2) is located on the widest part of the site available in order to maximise the potential for the planting of screening trees/shrubs. This is also the location of a children's play area on the Barron plan and so would have been hard-standing when originally built.
- 4.12 Placing the pitch in this location has a number of advantages:
- there would be easy access from the adjoining footways and car parks, allowing safe and secure use after dark - there would be potential for the Park to be closed at dusk while maintaining access to the sports facility
  - there will be access to utility services which are assumed to run in the adjoining highway
  - there would be easy access for maintenance and emergency vehicles
  - players, spectators and maintenance equipment would not have to cross natural turf areas, as mud, debris and other contaminants would all contribute to the deterioration of the playing surface
  - the main playing direction is approximately north/south, so minimising the effect of a setting sun on the players.
- 4.13 The 5x5 pitch shown on Option 3B1 is 33 by 27 metres and fits well into the space available. The 7x7 pitch (Option 3B2) is 55 by 37 metres and takes up the majority of the space in this location.

### **Pitch Surface**

- 4.14 To address the identified need in Chesterfield, the playing pitch surface will be designed to meet FIFA Quality Concept for Football Turf One Star and be tested to BESEN 15330-1 standard.
- 4.15 The surface will be of an artificial Third Generation (3G) make up and the final specification of the pitch build-up will be dependent on existing ground conditions. Typically, the build-up will be as follows:
- aggregate (sub-base) grade, compaction and depth to suit existing ground conditions but typically the sub-base can be between 300-600mm, 300mm minimum - depending on the quality of the fill material on site, this may be used to create the sub-base
  - appropriate drainage - it is assumed this will be to nearby surface water sewers
  - macadam base course (approx. 40mm) and a macadam binder course (approx. 25mm) are provided over the sub-base to provide a level surface to the specified tolerances
  - pre-cast concrete kerb edging on mass concrete haunching, with a 300mm mowing strip to the outside of the fenceline
  - artificial turf (carpet), laid in rolls and stitched together - the height of the artificial turf varies depending on sport but for football it is recommended that this should be a long pile 3G of between 55-60mm
  - infill materials will vary but are generally sand or rubber particles - sometimes they are a combination of both with river sand infill below rubber particles.

### **Pitch Fencing and Lighting**

- 4.16 Whichever pitch dimensions are adopted, the fencing and lighting would be to standards recommended by the Football Association for such pitches:
- 4.5 metres high fence on all sides of the pitch playing area
  - viewing areas with perimeter fencing 1.2 metres high, rising to 2 metres behind the goals and 3 metres away from the touchline
  - goal recesses to safely store each goal individually in close proximity to its main usage point
  - a pair of double gates to allow maintenance and emergency vehicle access
  - a single gate access with decontamination grill to every section of the pitch available for cross-play use, with the section furthest away from the spectator entrance having an additional single gate to aid ball retrieval
  - access gates opening outwards away from the playing area to ensure the safety of players
  - gates operated by a remote access control using cards which would only open them at programmed times - CCTV will be provided for additional security.
- 4.17 The fencing will be constructed from twin bar super-rebound panels or rolls supported by box section posts. Steelwork will be galvanised to minimise premature corrosion and will be plastic coated to improve its appearance.
- 4.18 The floodlights will be designed in such a way as to minimise light spill beyond the fence and switched so as to allow each individual section of the pitch to be individually programmed. Lantern poles and lights will be dark coloured to minimise their visual

impact when seen against darker vegetation. To be suitable for match play, the maintained average illuminance will be greater than 200lux, with a uniformity (minimum/average) of greater than 0.6.

**Potential Support Building**

- 4.19 It is important to provide storage facilities in close proximity to the pitch, with weekly maintenance machinery and essential equipment stored safely and securely in a location which allows easy access to the pitch from a tarmac area. If appropriate space cannot be found in an existing park building, provision should be made for a small service building designed to respect the character of the Park. This would also then contain electrical control gear for floodlighting and remote access equipment, otherwise located in a small cabinet. If supervision were to be required, the building could be expanded to accommodate a base for a member of staff managing the facility.

**Option 0**

- 4.20 Option 0 looks to reinstate this area of the park with planting in the form of amenity grass, meadow grass, ornamental shrub planting and tree planting. A mix of meadow grass and amenity grass will create an informal pathway through this space, allowing access from the car park to the north into the Park.
- 4.21 Figure 4.1 illustrates the key features of this option which simply landscapes the former QPSC site. It will be appreciated that this does not seek to amend the parking layout (which could be considered if felt appropriate) or provide any alternative sport or recreation facility (be it free-to-use or income-generating).

*Figure 4.1: Option 0*



### Option 3B1

4.22 Figure 4.2 illustrates the key features of Option 3B1, which includes a 5x5 ATP.

Figure 4.2: Option 3B1



4.23 In addition to the restored elements included in Option 0, this allows for the construction of a 5x5 ATP which will help meet aspirations for additional high-quality sport and recreation facilities within Chesterfield.

4.24 Specific features of the plan include:

- floodlit and fenced 5x5 ATP to FA standards, appropriate run-offs, goal storage recesses, spectator & player-waiting area and access/escape gates
- curved access path following the original park design
- space for a potential store or staff-base on the Boythorpe Road frontage (optional addition not costed in this business plan).

### Option 3B2

4.25 This Option (Figure 4.3) replaces the 5-a-side pitch with a larger, more flexible to use, 7x7 pitch although, given the limited space available on the site, the potential for screening is reduced and access paths have to be straight rather than curved to follow historic precedent. Other than relocated paths, the content of this option is as for Option 3B1.



Figure 4.3: Option 3B2



### Impact on Queen's Park

- 4.26 Vistas from various points within Queens Park and the Conservation Area lead to key historic features, such as the mature trees, curved pathways and the bandstand. Beyond these, from the centre of the Park it is possible to see the existing fenced-off area of the demolished sports centre. As this boundary is a significant part of the Park, landscape enhancement will mitigate any potential views of pitches and associated fencing or lighting. Within the options, this is achieved by a mixture of hedge, shrub and tree planting.
- 4.27 Views from outside of the Park can be enhanced by the reinstatement of boundary walling, railing & fencing along the Boythorpe Road boundary, providing a consistent treatment to the majority of the Park. Within the Park, further enhancement can be made by tree, shrub and hedge planting which follows the original design intent.
- 4.28 Overall, in terms of landscape and visual impacts, Option 0 would have the greatest positive benefits to the amenity of the Park as this returns the area of the former sports centre to a parkland character that responds to the historic design intent for the Park, enhancing and reinforcing some important elements. However, this approach would not help address deficiencies in sports provision within the Borough and, as it could not generate any income, would fall as both capital and revenue cost upon the Council.
- 4.29 It is considered that there is justification for an element of sports provision within the Park if this can be accommodated without causing serious harm to the Conservation Area and Listed Park, particularly if any harm that would be caused could be offset by significant benefits. The inclusion of a small-sided ATP is considered to be an appropriate intervention, subject to appropriate screening of the pitch itself and the opening up of views which were lost when the former sports centre was built.

- 4.30 In terms of landscape and visual impact, Option 3B1 has a lower impact than Option 3B2 as the smaller pitch included in this Option fits the space better and allows for a curved pathway that is more in keeping with historic park layouts. However, Option 3B2 has a larger, more flexible pitch layout which will be more cost-effective to operate and address a wider range of participation opportunities. It is felt that although this Option does not fit the space as well, it would not have a seriously detrimental impact on the amenity of the Park, given other enhancements to pathways and boundaries.

### Capital Costs

- 4.31 The following assumptions have been made regarding the capital costs:
- as no information is available on the quality of the site fill, it has been assumed that there are no adverse ground conditions or obstructions that may require anything other than standard foundations/base construction and there is no requirement for measures to deal with groundwater or contamination
  - it has been assumed that there are no below ground services on or adjacent to the site that would require diversion or lowering, and that there is no need to upgrade the existing mains services or drainage infrastructure, with connections made locally
  - no allowance is made for the optional office/storage facility
  - the height of the proposed low stone wall to Boythorpe Road has been assumed to be 0.40 metre and the decorative railings 1.80 metres
  - estimated costs have been prepared at current 2017 price levels and no allowance has been made for inflation prior to or during construction
  - a contingency sum of 7.5% has been included at this stage, with a 10% allowance for design and professional fees (including design team fees, survey costs & planning/building control fees)
  - the figures exclude VAT (which is assumed to be fully recoverable by the Council).
- 4.32 Table 4.1 below sets out initial capital cost estimates for the options discussed above.

*Table 4.1: Capital Cost Estimates*

Queen's Park, Chesterfield Estimated Construction Costs for Alternative Park and 3G Pitch Configurations					
ATP provision (with run-offs)		Option 0 No pitch	Option 3B1 5x5 pitch	Option 3B2 7x7 pitch	
Demolish two brick planters & prepare for landscaping		£1,000	£1,000	£1,000	
Re-align road to remove lay-by		£25,000	£25,000	£25,000	
Construct new 3G ATP complete with fencing & lighting		£0	£195,000	£310,000	
Provision of power supply to pitch lighting		£0	£3,000	£3,000	
Allowance for low level stone wall & decorative railing		£170,000	£165,000	£165,000	
Allowance to reinstate circular footpath & new paths		£40,260	£51,180	£50,820	
Hedge & tree planting		£12,915	£14,815	£10,315	
Shrub & ornamental planting		£19,125	£28,260	£14,625	
Grass seeding		£39,845	£28,375	£26,145	
Sub-total		£308,145	£511,630	£605,905	
Contingency allowance		7.5%	£23,111	£38,372	£45,443
Sub-total		£331,256	£550,002	£651,348	
Design team / professional fees		10.0%	£33,126	£55,000	£65,135
<b>Total Estimated Cost</b>		<b>£364,381</b>	<b>£605,002</b>	<b>£716,483</b>	

### **Maintenance Programme**

- 4.33 It is assumed that the paths, walls/fences, lawns and planting provided as part of this project will be maintained by the landscape contractor for at least 1 year but potentially up to 5 years. At a standard 15% of 'softworks', the expected cost would be some £11,000pa for Options 0 and 3B1, and £8,000 for Option 3B2.
- 4.34 The work would include regular visits to fulfil required standards of maintenance that would be set out in a Landscape Maintenance and Management Manual. This would set out a management regime for the different types of planting, such as the times of year that it should be pruned, have weed control applied, watered, stakes/ties checked, grass cut, etc. Defective (dead, damaged or missing) or inadequately established plants will need to be replaced at the appropriate time of year.
- 4.35 In the long term, it is envisaged that the site would be cared for by the Council's Grounds Maintenance team as part of the overall Park operational plan, with costs reducing as plants are established.
- 4.36 The appropriate maintenance of the 3G pitch will be crucial to ensure its longevity and the health & safety of users. It should be brushed regularly and have a maintenance schedule in line with that recommended by the manufacturer. As a guide, the general rule is for one hour of maintenance is required for every ten hours of use.
- 4.37 There are three broad types of surface maintenance:
- Routine/Regular: drag brushing to redistribute the infill, brushing to lift the pile, localised topping up of infill (eg. penalty spot) and the regular removal of litter, leaves & other debris
  - Specialist Maintenance: surface cleaning, power sweeping & decompaction of the infill with specialised equipment to ensure consistent performance, seam inspection and removal of any moss or weeds
  - Rejuvenation: if a surface is neglected and becomes heavily contaminated it will over compact and the drainage will be affected, reducing the performance characteristics & life of the pitch - in some circumstances the infill may need replacing through a rejuvenation process.
- 4.38 The pitch carpet is expected to have a life span of approximately seven to ten years and, like the present MUGA in Queen's Park, it is recommended that a sinking fund should be established for the future replacement of the surface.
- 4.39 Following the completion of the defects liability period, a specialist floodlighting contractor should be retained to maintain the system.
- 4.40 The operational plans prepared for these facilities allow for a maintenance programme on the lines set out above.

### **Full-size Pitch**

- 4.41 The Council has requested an estimate for the construction of a typical full-size 3G ATP to full FA standards on an appropriate site elsewhere in the Borough. In the absence of any specific location, the likely capital cost of such a pitch has been taken from work recently undertaken on similar facilities elsewhere in England. A full-size 3G ATP (100 metres by 64 metres, with a 3 metres run-off) including floodlights, fencing and spectator hardstanding is likely to cost between £550-600,000, excluding professional fees and VAT. Costs could increase if there is need to remove excavated material off site, stabilise poor ground, provide an additional sub-base or include specific 'off-pitch'

works such as footpaths, acoustic fencing or car parking which may be required by planning conditions. The estimate above also does not include for a pavilion or changing block which might be necessary if no provision is available nearby.

- 4.42 With regard to capital funding of a full-size 3G pitch, the Derbyshire FA would be happy to have discussions with the Council around an alternative site if strategic need has been identified through Playing Pitch Strategies and other appropriate policies, as is the case in Chesterfield. Projects for support will be identified by means of justification explored by Football Foundation Engagement managers, with support from the County FA.
- 4.43 The key information required to support initial conversations would be as follows:
- strategic evidence referenced in an up-to-date and adopted Playing Pitch Strategy
  - security of tenure in place for the site being proposed
  - overview of the planning situation
  - match funding contributions outlined (confirmed & to be applied for)
  - details of potential partner clubs, including potential usage, number of teams and FA Charter Standard level.

#### **Summary**

- 4.44 It will be appreciated that the outline plans and costings set out above have been prepared on the basis of information available and may need to be revised as part of any further design development process. However, it is felt that the schemes and costings outlined are sufficiently flexible to accommodate changes which may be required as a result of the provision of more accurate site surveys, ground condition surveys, tree surveys and the like.



## 5. Operational Plan

### Introduction

- 5.1 This section of the Business Case sets out the operation business plans for the two Options for new ATPs at Queen's Park and for a notional full-size ATP elsewhere in the Borough. It concludes with a discussion of the alternatives for management of the proposed Queen's Park ATP, either from the Sport Centre or within the Parks Service.

### Revenue Implications

- 5.2 This section sets out the revenue business plans for the following Options:

- Option 3B1 - one 5x5 ATP
- Option 3B2 - one 7x7 ATP.

Within the business plans are detailed economic assumptions which result in determining overall revenue for each option.

- 5.3 No business plan has been prepared for Option 0 as it is not anticipated that it would generate any income - however, an estimate has been made of the on-going maintenance costs assuming the area would be incorporated in the Queen's Park maintenance contract.
- 5.4 In addition, a business plan has been prepared for the development of a full-sized 3G ATP on a typical site elsewhere in the Borough.
- 5.5 The following headline assumptions have been used in the development of the models across all three ATP options examined:
- the Council will manage the pitch in-house
  - no inflation is included in the revenue business plans
  - it is assumed that the existing pitch on the site will remain open but the income and expenditure associated with that pitch is not incorporated within the models
  - following a review of pricing in the area, charges have been set slightly below competitors to provide comfort at this early stage - there may be potential to increase these prices
  - it has been assumed that the Council will not claim the sporting VAT exemption on income following recent case law on this matter as we are not clear as to the Council's position on it at this stage - this could result in an additional VAT saving
  - VAT on expenditure is assumed to be fully recoverable.
- 5.6 A summary of the profit and loss accounts for each option is set out over the following pages, together with an analysis of the income and expenditure and assumptions utilised.

**Option 3B1: 5-a-side pitch**

5.7 The table below sets out the revenue business plan for Option 3B1, a single 5x5 pitch.

Table 5.1: Revenue Business Plan - Option 3B1

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	30,685	32,389	34,094	34,094	34,094
Café	478	504	531	531	531
Vending	239	252	266	266	266
<b>TOTAL INCOME</b>	<b>31,402</b>	<b>33,146</b>	<b>34,891</b>	<b>34,891</b>	<b>34,891</b>

EXPENDITURE	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Staffing Costs</b>					
Salaries and Wages	(10,655)	(10,655)	(10,655)	(10,655)	(10,655)
<b>Premises</b>					
National Non Domestic Rates	(3,533)	(3,533)	(3,533)	(3,533)	(3,533)
Repairs and Maintenance	(4,140)	(4,140)	(4,140)	(4,140)	(4,140)
Insurance	(628)	(628)	(628)	(628)	(628)
Utility Costs	(710)	(710)	(710)	(710)	(710)
Pitch Lifecycle Fund Contribution	(5,913)	(5,913)	(5,913)	(5,913)	(5,913)
Equipment Lifecycle Fund Contribution	(873)	(873)	(873)	(873)	(873)
<b>Total</b>	<b>(15,795)</b>	<b>(15,795)</b>	<b>(15,795)</b>	<b>(15,795)</b>	<b>(15,795)</b>
<b>Advertising &amp; Marketing</b>	<b>(628)</b>	<b>(663)</b>	<b>(698)</b>	<b>(698)</b>	<b>(698)</b>
<b>Other Costs</b>					
IT and Telephones	(600)	(600)	(600)	(600)	(600)
Admin and Finance	(1,000)	-	-	-	-
Other Supplies and Sundry Items	(563)	(563)	(563)	(563)	(563)
<b>Total</b>	<b>(2,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>
<b>Cost of Sales</b>					
Café - Cost of Goods Sold	(239)	(252)	(266)	(266)	(266)
Vending - Cost of Goods Sold	(119)	(126)	(133)	(133)	(133)
<b>Total</b>	<b>(358)</b>	<b>(378)</b>	<b>(398)</b>	<b>(398)</b>	<b>(398)</b>
<b>Central Costs, Overheads and Profit</b>					
Central Costs	(942)	(994)	(1,047)	(1,047)	(1,047)
<b>Total</b>	<b>(942)</b>	<b>(994)</b>	<b>(1,047)</b>	<b>(1,047)</b>	<b>(1,047)</b>
<b>Total Expenditure</b>	<b>(30,541)</b>	<b>(29,649)</b>	<b>(29,756)</b>	<b>(29,756)</b>	<b>(29,756)</b>

OPERATOR SURPLUS/(COST)	Year 1	Year 2	Year 3	Year 4	Year 5
	860	3,498	5,135	5,135	5,135

USAGE	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	14,337	15,134	15,930	15,930	15,930
<b>Total Visits</b>	<b>14,337</b>	<b>15,134</b>	<b>15,930</b>	<b>15,930</b>	<b>15,930</b>

5.8 It can be seen that the pitch is projected to operate at a net operating surplus of circa £5,000 per annum in a mature year.

5.9 The key income assumptions made are explained below:

- the programme has been built up from a mix of junior matches, team hire for training, school hire, 5-a-side, walking football, informal group hire, etc - two programmes have been developed (labelled 'winter' and 'summer') and they reflect the football season and off-season
- the pitch hire charge of £25 per hour is lower than the cost of the Council's current MUGA in Queen's Park - however, it reflects competitively against other local facilities and previous consultation has indicated that the Council's current pitch is too expensive for some local teams
- utilisation rates for each session are based on FMG experience of comparable ATP facilities
- as it is assumed that many users will arrive ready to play and not utilise the changing facilities in the sports centre, secondary spend (café and vending sales in the QPSC) is taken from only 10% of users - in addition, the pub over the road and the café in the park will compete for users' secondary spend.

5.10 Principal expenditure assumptions are set out below.

- Allowance is made for a 0.5 full time equivalent member of staff to oversee the facility. This would cover staffing for periods when usage is highest - weekday evenings and peak hours at weekends when matches are taking place. Although this expenditure could be saved by not staffing the site (the Council does not currently staff the existing MUGA in the park), a prudent approach has been taken due to concerns around anti-social behaviour. This role would be expected to oversee both new and existing pitches in the Park, and deliver incidental maintenance.
- Premises costs have been included based on industry norms for ATPs. They include provision for utilities (floodlights), floodlight maintenance, business rates, specific pitch maintenance (specialist external contractors) and staff time for routine day to day pitch maintenance (litter picking, drag brushing, etc.).
- An annual sinking fund has been incorporated based on FA guidance amounts. This will not be direct expenditure every year but, as with the existing Queen's Park pitch) it is recommended as best practice in order to build up a lifecycle fund for upgrading of the pitch after some ten years.
- An equipment lifecycle provision has also been developed to cover items such as the continual replacement of goal posts, nets, flags, etc.
- Provision has been made for additional day to day operating costs such as insurance, access control, ICT, refuse removal, etc. These costs are minor as it is assumed that the majority of them can be met through the current operating costs of the Sports Centre or Park.
- Marketing has been incorporated at 2% of income and central costs at 3% of income in line with industry averages.
- Cost of sales on secondary spend has been included at 50%.

5.11 Whilst the pitch is only projected to generate a small operating surplus, savings could be made by not staffing the site (automatic access controls have been included within the equipment costs). However, this comes at a risk that anti-social behaviour and vandalism drives users away and damages the facility, resulting in further costs for the Council.

### Option 3B2 - 7-a-side pitch

5.12 The table below sets out the revenue business plan for Option 3B2, a single 7x7 pitch.

Table 5.2: Revenue Business Plan - Option 3B2

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	48,105	50,778	53,450	53,450	53,450
Café	981	1,036	1,090	1,090	1,090
Vending	491	518	545	545	545
<b>TOTAL INCOME</b>	<b>49,577</b>	<b>52,331</b>	<b>55,086</b>	<b>55,086</b>	<b>55,086</b>

EXPENDITURE	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Staffing Costs</b>					
Salaries and Wages	(10,655)	(10,655)	(10,655)	(10,655)	(10,655)
<b>Premises</b>					
National Non Domestic Rates	(5,888)	(5,888)	(5,888)	(5,888)	(5,888)
Repairs and Maintenance	(5,069)	(5,069)	(5,069)	(5,069)	(5,069)
Insurance	(641)	(641)	(641)	(641)	(641)
Utility Costs	(1,018)	(1,018)	(1,018)	(1,018)	(1,018)
Pitch Lifecycle Fund Contribution	(8,479)	(8,479)	(8,479)	(8,479)	(8,479)
Equipment Lifecycle Fund Contribution	(2,384)	(2,384)	(2,384)	(2,384)	(2,384)
<b>Total</b>	<b>(23,478)</b>	<b>(23,478)</b>	<b>(23,478)</b>	<b>(23,478)</b>	<b>(23,478)</b>
<b>Advertising &amp; Marketing</b>	<b>(992)</b>	<b>(1,047)</b>	<b>(1,102)</b>	<b>(1,102)</b>	<b>(1,102)</b>
<b>Other Costs</b>					
IT and Telephones	(600)	(600)	(600)	(600)	(600)
Admin and Finance	(1,000)	-	-	-	-
Other Supplies and Sundry Items	(563)	(563)	(563)	(563)	(563)
<b>Total</b>	<b>(2,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>	<b>(1,163)</b>
<b>Cost of Sales</b>					
Café - Cost of Goods Sold	(491)	(518)	(545)	(545)	(545)
Vending - Cost of Goods Sold	(245)	(259)	(273)	(273)	(273)
<b>Total</b>	<b>(736)</b>	<b>(777)</b>	<b>(818)</b>	<b>(818)</b>	<b>(818)</b>
<b>Central Costs, Overheads and Profit</b>					
Central Costs	(1,487)	(1,570)	(1,653)	(1,653)	(1,653)
<b>Total</b>	<b>(1,487)</b>	<b>(1,570)</b>	<b>(1,653)</b>	<b>(1,653)</b>	<b>(1,653)</b>
<b>Total Expenditure</b>	<b>(39,511)</b>	<b>(38,690)</b>	<b>(38,868)</b>	<b>(38,868)</b>	<b>(38,868)</b>

OPERATOR SURPLUS/(COST)	Year 1	Year 2	Year 3	Year 4	Year 5
	10,066	13,642	16,217	16,217	16,217

USAGE	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	29,441	31,076	32,712	32,712	32,712
<b>Total Visits</b>	<b>29,441</b>	<b>31,076</b>	<b>32,712</b>	<b>32,712</b>	<b>32,712</b>

5.13 The 7x7 pitch generates higher income than the 5x5 option due to the higher price that can be charged for its hire and the greater flexibility it offers (the pitch can provide two small 5x5 pitches across its width or one large 7x7 pitch). It can be seen that the net operating surplus in a mature year will be circa £16,000 per annum.

5.14 The key assumptions utilised are as per Option 3B1 with the following adjustments.

*Adjustments to income assumptions:*

- the business plan splits the pitch into two small 5x5 pitches at £20 per hour each which can be hired separately or as one large 7x7 pitch for £40 per hour
- the programme has been adjusted to reflect the fact that a greater range of competitive matches for different age groups can be played on the pitch, compared to Option 3B1.

*Adjustments to expenditure assumptions:*

- all premises costs have been adjusted to reflect the larger pitch eg. maintenance, utilities, etc.
- the pitch & equipment sinking funds have been increased to reflect the larger pitch.

5.15 Whilst the pitch is only projected to generate a small operating surplus, savings could be made by not staffing the site but, as with Option 3B1, anti-social behaviour and consequent damage could result in further costs for the Council.

5.16 Option 3B2 is circa £11,000 per annum more profitable than Option 3B1 in a mature year and offers a more flexible pitch configuration that can accommodate a greater range of ages in affiliated football. It is a better option from a sporting, community and revenue perspective, although this is before capital costs are considered.

**Full Size ATP**

5.17 The primary need in the Borough, as identified in the Council's playing pitch strategy and through consultation with key stakeholders, is for an additional full size ATP - these can be sub-divided and used for small-sided football at appropriate times. However, it was established early in the project that a full-size ATP cannot fit on the site of the old QPSC. Although not part of the principal business case, the Council has requested the preparation of a revenue business plan for a full-size pitch to be located elsewhere in the Borough.

5.18 A specific site has not been confirmed at this stage and not knowing the location of a potential new full-size ATP does bring complications in terms of the financial appraisal. However, it has been possible to prepare a generic business plan for a full-size ATP in the Borough, based on the information gathered throughout this study (eg. management model, pricing, demand levels, etc). While the results of this exercise are summarised below, it is recommended that a specific business plan is developed, and feasibility study carried out, were the Council to identify a preferred site for a new full-size ATP.

5.19 Table 5.3 sets out an estimated revenue business plan for a full-size ATP in Chesterfield.

Table 5.3: Revenue Business Plan - typical full-size pitch

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	97,453	102,867	108,281	108,281	108,281
Vending	5,492	5,797	6,102	6,102	6,102
<b>TOTAL INCOME</b>	<b>102,945</b>	<b>108,664</b>	<b>114,383</b>	<b>114,383</b>	<b>114,383</b>

EXPENDITURE	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Staffing Costs</b>					
Salaries and Wages	(21,311)	(21,311)	(21,311)	(21,311)	(21,311)
<b>Premises</b>					
National Non Domestic Rates	(9,420)	(9,420)	(9,420)	(9,420)	(9,420)
Repairs and Maintenance	(13,058)	(13,058)	(13,058)	(13,058)	(13,058)
Insurance	(1,000)	(1,000)	(1,000)	(1,000)	(1,000)
Utility Costs	(3,000)	(3,000)	(3,000)	(3,000)	(3,000)
Pitch Lifecycle Fund Contribution	(25,000)	(25,000)	(25,000)	(25,000)	(25,000)
Equipment Lifecycle Fund Contribution	(2,384)	(2,384)	(2,384)	(2,384)	(2,384)
<b>Total</b>	<b>(53,862)</b>	<b>(53,862)</b>	<b>(53,862)</b>	<b>(53,862)</b>	<b>(53,862)</b>
<b>Advertising &amp; Marketing</b>	<b>(2,059)</b>	<b>(2,173)</b>	<b>(2,288)</b>	<b>(2,288)</b>	<b>(2,288)</b>
<b>Other Costs</b>					
IT and Telephones	(900)	(900)	(900)	(900)	(900)
Admin and Finance	(1,000)	-	-	-	-
Other Supplies and Sundry Items	(1,850)	(1,850)	(1,850)	(1,850)	(1,850)
<b>Total</b>	<b>(3,750)</b>	<b>(2,750)</b>	<b>(2,750)</b>	<b>(2,750)</b>	<b>(2,750)</b>
<b>Cost of Sales</b>					
Vending - Cost of Goods Sold	(2,746)	(2,898)	(3,051)	(3,051)	(3,051)
<b>Total</b>	<b>(2,746)</b>	<b>(2,898)</b>	<b>(3,051)</b>	<b>(3,051)</b>	<b>(3,051)</b>
<b>Central Costs, Overheads and Profit</b>					
Central Costs	(3,088)	(3,260)	(3,431)	(3,431)	(3,431)
<b>Total</b>	<b>(3,088)</b>	<b>(3,260)</b>	<b>(3,431)</b>	<b>(3,431)</b>	<b>(3,431)</b>
<b>Total Expenditure</b>	<b>(86,816)</b>	<b>(86,255)</b>	<b>(86,693)</b>	<b>(86,693)</b>	<b>(86,693)</b>

<b>OPERATOR SURPLUS/(COST)</b>	<b>16,129</b>	<b>22,409</b>	<b>27,690</b>	<b>27,690</b>	<b>27,690</b>
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USAGE	Year 1	Year 2	Year 3	Year 4	Year 5
AGP	32,951	34,781	36,612	36,612	36,612
<b>Total Visits</b>	<b>32,951</b>	<b>34,781</b>	<b>36,612</b>	<b>36,612</b>	<b>36,612</b>

5.20 The development of a full-size 3G pitch is projected to result in an operating surplus of circa £28,000 per annum from year 3 onwards. This is primarily because of the positive income that can be generated from a full-size pitch hosting all forms of affiliated football through being sub-divided when necessary.

- 5.21 The key assumptions utilised are as per Option 3B1 and 3B2 with the adjustments set out below.

*Income assumptions*

- the programme has been adjusted to incorporate increased affiliated league games at the weekend due to the ability to also host full-size football matches
- the hire price has been increased to £75/hour, which is in line with competing full-size 3G pitches in the local area
- secondary spend has only been incorporated for vending as it is not known where the facility will be located and whether it will have a café associated on-site - it is assumed that, as a minimum, vending provision could be incorporated within the changing facility, with vending income included at £0.20 per head.

*Expenditure assumptions*

- a single full time equivalent member of staff has been included to cover peak afternoon/evening hours and matches at weekends - this allowance will need to be reviewed when the final location is known (ie. are there staff already on site, are there other facilities on site as well as the pitch, etc?)
- all premises costs have been adjusted to reflect the larger pitch eg. maintenance, utilities, etc
- the pitch and equipment sinking funds have been increased to reflect the larger pitch
- additional operating costs may need to be increased if the pitch is developed in a location as a standalone facility without any existing facilities eg. no allowance has been included for utilities, maintenance and cleaning for a changing facility at this stage (only income and expenditure directly associated with the pitch).

### Business Planning Summary

- 5.22 The table below summarises the net operating position for each of the three options.

*Table 5.4: Summary of net operating surplus*

Option	Year 1	Year 2	Year 3	Year 4	Year 5
Option 3B1 (5x5)	£860	£3,498	£5,135	£5,135	£5,135
Option 3B2 (7x7)	£10,066	£13,642	£16,217	£16,217	£16,217
Full-Size Pitch	£16,129	£22,409	£27,690	£27,690	£27,690

- 5.23 Option 3B2 provides the best revenue return for the Council out of the two core options being examined as part of the business case. The surplus is circa £11,000 per annum higher under Option 3B2 than Option 3B1 (year 3 onwards).
- 5.24 A full-size located somewhere in the town would be the most profitable of all options at circa £28,000 per annum - however, this would need to be reviewed when a site is identified.
- 5.25 These revenue surpluses need to be considered in light of the capital costs associated with each option to understand the overall affordability of the schemes once capital financing costs are factored in.
- 5.26 Table 5.5 summarises the affordability of each option taking into account capital financing and net revenue costs of each of the options now under consideration. The

data is taken from earlier in this report, where the precise make-up of the figures can be seen. However, key assumptions are set out below:

- capital: standard ground conditions, no abnormal utility costs, no service building, costs at 2017 rates, contingency (7.5%), fees (10%) and no VAT
- financing: annuity loan depreciated over 20 years based on PWLB rate of 2.48% as at 24 October 2017
- revenue: in-house management, average over 20 years, both pitch & grounds maintenance costs, no inflation, no sporting VAT exemption, typical ‘summer’ & ‘winter’ programmes, lower hire charge than existing, limited secondary spend, part-time on-site staffing, standard premises costs, sinking fund for ATP/equipment replacement, marketing (2%) and central costs (3%).

Table 5.5: Total Capital & Revenue Costs

Option	Content	Capital	Annual Financing Costs	Average Annual Revenue Surplus
Option 0	Park restoration only	£364,381	£23,330	-£11,000
Option 3B1	Park restoration with 5x5 ATP	£605,002	£38,736	-£6,161
Option 3B2	Park restoration with 7x7 ATP	£716,483	£45,874	£7,781
	Notional full-size ATP	£575,000	£36,815	£26,848

- 5.27 Initial landscape maintenance costs have not been included in the figures above as these will depend on the contractual approach adopted. The first five years costs could be made the responsibility of the landscape contractor or this work could be taken on by the Council’s own Grounds Maintenance team as part of an overall Queen’s Park contract.
- 5.28 The result of the design changes adopted at the option review stage is to significantly alter the expected financial performance of the proposed facility, with the smaller scale of the development leading to the fact that it is unlikely that the revenue surplus over cost of delivery would be sufficient to ‘pay back’ the capital cost of the investment in a new ATP at Queen’s Park over a 20 year period. If Option 0 were to be adopted, there would be no potential to capture revenue from what would be an extension to the existing free-to-use park (unless the site were to be utilised for special paid-for events and there would be an additional grounds maintenance cost of circa £11,000 per annum.
- 5.29 Option 3B1 would operate at a net operating deficit once ATP and grounds maintenance revenue cost implications are considered so would not be able to repay the necessary financing to borrow the capital cost. Option 3B2 would operate at a small revenue surplus of circa £8,000 per annum (after grounds maintenance costs are added to the ATP surplus income) but this would not be sufficient to repay the circa £37,000 per annum financing costs required to fund the capital.
- 5.30 Consideration has been given as to how the financial performance could be improved and opportunities to be explored could include:
- positive adjustments to the assumptions e.g. increased prices, reduced sinking fund, enhanced marketing, etc.
  - identifying some stronger commercial interest from small-sided football operator (judged to be unlikely at this stage beyond one or two nights a week of 5-a-side)



- working with the Derbyshire FA to programme the facilities and attract affiliated leagues and a range of group hirers to the site
- assume that the Council does not have to charge VAT on some pitch use (as a result of the recent VAT case ruling).

### Management Issues and Implications

- 5.31 The Council intends to manage the new pitch on an in-house basis, so this business case does not review alternative management vehicles - all financial projections have been made on the assumption of in-house operation. However, a key consideration with regards to the future management model for the site is how it will be staffed and operated considering the remote nature of the site from the new QPSC or other sports facilities. The obvious alternatives appear to be either management of the pitch from within the new QPSC or management by the parks team that looks after Queen's Park and grass pitches elsewhere in the Borough.
- 5.32 The headline advantages and disadvantages of each option are set out below.

Table 5.5: Summary of management options

Parks Management		Leisure Management	
Advantages	Disadvantages	Advantages	Disadvantages
Parks staff are already on site regularly maintaining the park	Expertise & focus on maintaining the park, rather than maximising income from an ATP	Already manage the existing ATP in the park	No staff on site in the park on a regular basis
Booking system for grass pitches & other parks facilities could be utilised	Minimal experience in sports development & programming of ATPs	Expertise in programming & marketing of sports facilities	No line of sight to the pitch from the sports centre
Ability to manage pitch bookings (grass & synthetic) across the Borough within one team	No suitable changing facilities	Booking system already in place	Remote location from sports centre makes it difficult to manage and secure
	Misses opportunity to benefit from secondary spend (as café in park is outsourced)	Staff expertise in sports development likely to maximise usage & benefits of pitch	Current pressure on QPSC car park may increase if users are directed towards the sports centre to change
		Potential to utilise changing rooms in sports centre & increase café/vending income	

- 5.33 The advantages of managing the facility through the sports centre appear to outweigh those of managing the facility through the Parks team. However, there are still a number of disadvantages associated with this route which would need to be addressed.
- 5.34 The major disadvantage to be overcome would be the security of the pitch and dealing with anti-social behaviour from a remote site, albeit the open space itself is large and staff working elsewhere in the Park might not be able to observe the ATP throughout the day. This issue could be partially overcome through a combination of utilising enhanced access control systems (eg. key pads or card access), enhanced CCTV with loudspeakers and employing a staff member to be on site during busy periods. The business plan includes expenditure for both key pad and staffing solutions although staffing the site is less cost-effective for the smaller pitch configuration options that are being pursued.
- 5.35 It is felt that the disadvantage of remote access is outweighed by the greater skills and expertise in sports development, programming, marketing, booking and income generation that the Sports Centre team are likely to have over the Parks team.

#### Summary

- 5.36 The revenue costings set out in this section show that the small-sided ATPs proposed for the site of the former Queen's Park Sports Centre in Boythorpe Road will break even on day-to-day operations but will not generate sufficient revenue to repay likely capital funding costs.
- 5.37 Following consultation with members and officers of Chesterfield Borough Council at this stage in the commission, a number of key issues were identified:
- the need to ensure that any development addresses the needs of the local community for appropriate facilities for sport and physical activity
  - the need to respect the amenity of the Listed Park and the Queen's Park Conservation Area
  - the need to ensure that the project is viable in a period of austerity through examining options to reduce capital expenditure while seeking to generate additional income from appropriate user groups.
- 5.38 As a result, a further re-assessment of the detailed design and operational plan for Option 3B2 was carried out. These amendments are considered in section 6 of this report 'Business Case', together with the 'five cases' specified by the authority.

## 6. Business Case

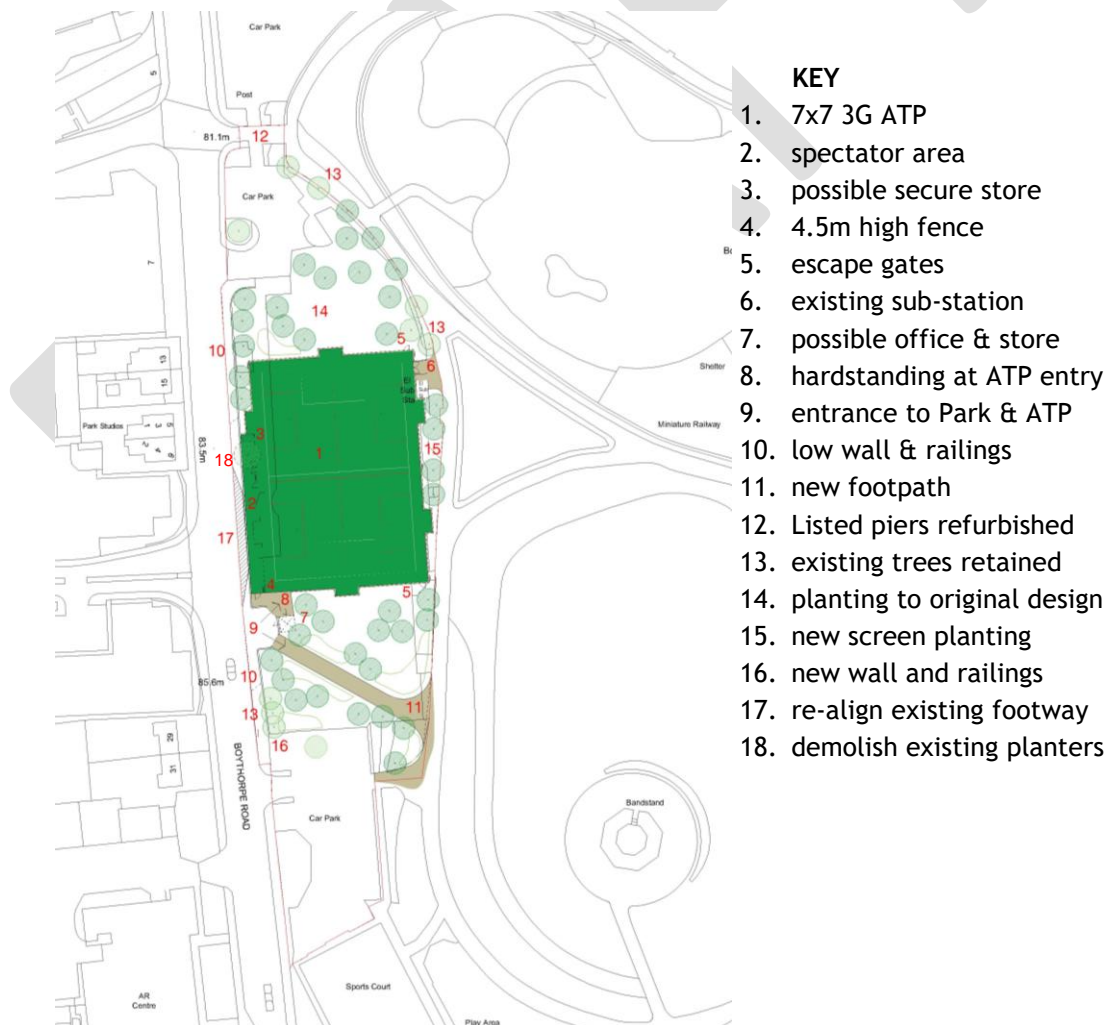
### Introduction

- 6.1 This section of the report sets out scheme revisions which address issues determined in discussion with Council members and officers regarding the detailed design and capital/revenue funding of the preferred option.
- 6.2 It then summarises the business case under the ‘five cases’ required by Chesterfield Borough Council for such projects. It also examines the potential risks which could be incurred in taking the project forward, together with the way these risks could be mitigated.

### Design Revisions to Option 3B2

- 6.3 Following further discussions with key stakeholders, including Council officers responsible for maintenance of the Park, a number of alterations were made to the detailed design of the proposed ATP. The amended plan is shown in Figure 6.1 and described further in the following paragraphs.

Figure 6.1: Preferred Option (3B3 revised)



- 6.4 The plan of the Preferred Scheme illustrates the following key elements:
1. a 7x7 3G Artificial Turf Pitch (61x43m to edge of run-offs), designed to FA requirements and capable of accommodating two 5x5 pitches through use of a central dividing curtain
  2. spectator area alongside the pitch - the width has been reduced to 1.72-3.72m to avoid the existing sub-station (if this needs to be retained)
  3. potential to include a small secure store within spectator area for storage of posts, flags, cones, etc used in coaching
  4. 4.5m high fence to perimeter of pitch (around outline of pitch & goal recesses), with no reduced height fence to spectator area - floodlight pylons will be designed to minimise light spill out of the pitch area
  5. footpaths are not required to serve the two escape gates but the areas will be kept clear of planting & trees for access
  6. the existing sub-station could remain (if required) but access doors will be relocated from the west to the east elevation, with provision of shared maintenance & service access to the pitch & sub-station
  7. possible future office & store building approximately 4x4m in extent (indicated by dashed line)
  8. hardstanding at sports pitch entrance, with entrance & end fences at the height of the boundary wall (height to be determined so as to provide appropriate security)
  9. existing public footway widened at what will be a busy location to provide a new faceted entrance to the Park & sports pitch - this will be constructed as facing brick wall & railing with brick piers, with two new lockable Park gates
  10. the Boythorpe Road boundary will be enhanced with a low wall & railings, as well as tree planting either side of the pitch - the new boundary treatment will tie in with the existing around the car parks
  11. a new footpath will connect the Park to Boythorpe Road, with the surrounding landscaped area including trees, ornamental shrub planting & grassland as in the original Park design - the proposed footpath is aligned with the existing bandstand and connects to the existing Park footpath retained on its present alignment to reflect the established avenue of 'Mayor's trees'
  12. the Listed gate piers will be refurbished and connected to the new boundary wall & railings
  13. subject to the conclusions of an arboricultural survey, existing trees will be retained along the existing footpath
  14. additional trees will be planted to enhance the footpath boundary & provide further screening, as well as ornamental shrub planting & grassland to reflect the original Park design
  15. the footpath boundary will be enhanced with hedge & tree planting to screen the pitch from inside the Park

16. a new boundary wall & railing will tie into the existing wall (exact locations to be confirmed)
  17. the existing footway will be realigned to remove the redundant lay-by, so providing a straight pavement & boundary wall along Boythorpe Road
  18. the existing raised planters will be demolished, with the existing tree either relocated or with new tree planting (subject to survey).
- 6.5 The potential capital cost of the revised scheme has been assessed and that, utilising the same parameters as set out in paragraph 4.31 *et seq*, it is considered that the Preferred Scheme could be delivered for the sum of £688,227 (approximately £28,000 lower than the initial Option 3B2, largely due to the reduced extent of new Park footpaths).
- 6.6 The design proposed is considered to meet the Council's aspiration for the provision of a sports facility which will allow the local community enhanced opportunities to participate in sport and physical activity, so delivering a key priority of the authority. The central location of the proposed ATP will ensure easy access from throughout the Borough, complementing the more informal recreational activities in the Park. It is felt that through careful design the scheme can be accommodated without causing significant harm to the Listed Park whilst delivering a facility which builds upon the sporting ethos of the original promoters and designers of the Park in the Victorian era.

#### **Operational Plan Revisions to Option 3B2**

- 6.7 Although the alterations to the design of the pitch and its surroundings will have no impact on the base operational plan for Option 3B2, the opportunity has been taken to examine the impact of changes to the operational parameters assumed for the new facility in order to seek to maximise the viability of the ATP development. The results of this assessment are shown in Table 6.2.
- 6.8 In addition to base assessment discussed in detail in section 5 of this report, the following scenarios have been tested:
- Scenario 1: this puts demand up in peak times so that the pitch is fully booked most peak times (within the season), leaving everything else the same - this moves the mature year bottom line from a c£16k surplus to a c£23k surplus, a figure which could be achieved if there really is the level of demand suggested by potential users
  - Scenario 2: this leaves utilisation the same but puts the price up from £40 to £50 per hour, possibly leading to more complaints about the pricing and making it difficult to address the needs of specific disadvantaged target groups - while this would move the mature year bottom line surplus from c£16k to c£26k, this might be somewhat risky unless it was felt that demand is so high that players won't have a choice but to use this pitch
  - Scenario 3: this simply removes the staffing cost on the assumption that whoever does the bookings in the existing centre will carry on doing this for the new pitch and management will not be present on site - this moves the mature year bottom line from a c£16k surplus to one of c£27k - however, this would raise all the issues associated with anti-social behaviour etc. that have been discussed previously.
- 6.9 FMG has also looked at other expenditure areas but it was felt that elements such as the lifecycle fund are important and most other areas are minor or relatively fixed eg. maintenance, utilities, etc. There is potential to combine the increased utilisation and the increased price with the reduced staffing to create a very large surplus but it is not thought that this would be realistic for a standalone 7x7 pitch in a park. Any increase in

costs is likely to discourage usage and cutting supervision could lead to additional expenditure to repair damage caused by anti-social behaviour. In order to ensure that initial operational plans are achievable and not based on over-optimistic forecasts, FMG avoids being too bullish in its assessment of usage and thus income.

- 6.10 The table below summarises the net operating position for the base option and each of the three scenarios.

*Table 6.2: Summary of Operational Scenarios*

<i>Figures in a mature year</i>	<b>Original Option 3B2</b>	<b>Scenario 1 Higher usage</b>	<b>Scenario 2 Higher charges</b>	<b>Scenario 3 No staffing</b>
Income	£55,086	£62,041	£65,298	£55,086
Expenditure	£38,868	£39,331	£39,379	£28,213
<b>Net Surplus</b>	<b>£16,218</b>	<b>£22,710</b>	<b>£25,919</b>	<b>£26,873</b>
<i>User Numbers</i>	32,712	37,314	32,712	32,712

- 6.11 It is recommended that notwithstanding the results of this review of the Operational Plan, the original 3B2 revenue forecast should be taken as the baseline for the proposed development, albeit with an understanding that there may be potential to ‘stretch’ the net surplus towards £20,000 pa through a mixture of income maximisation measures such as commercial pricing where possible and encouraging greater usage at off-peak periods.

#### **Strategic Case**

- 6.12 An assessment of relevant strategies and policies has determined that the proposed development of the site of the former Queen’s Park Sports Centre, be it a simple park restoration or also including a new Artificial Turf Pitch (ATP), is supported by priorities in the Council Plan:
- *to make Chesterfield a thriving borough*
  - *to improve the quality of life for local people* - this includes two objectives of relevance to the present project:
    - to increase the quality of public space for which the Council has responsibility through targeted improvement programmes
    - to improve the health and well-being of people in Chesterfield Borough
  - *to provide value for money services*, including the objective to become financially self-sufficient by 2020.
- 6.13 Within the first priority, an objective ‘*to continue delivering regeneration projects that will make Chesterfield Borough a better place*’ is complemented by one in the second ‘*to increase the quality of public space for which the Council has responsibility through targeted improvement programmes*’. Both of these give strategic backing to the enhancement of Queen’s Park, an objective also supported by the Council’s adopted Core Strategy and its emerging Local Plan where policy CS19 includes a subsection ‘*to enhance the character and setting of Queen’s Park ... and locally important Historic Parks & Gardens*’.
- 6.14 The second priority also includes an objective ‘*to improve the health and well-being of our communities*’. This would be addressed by the development of appropriate Artificial Turf Pitches (ATPs) to allow more clubs and casual users to participate in sport & physical activity. There is an opportunity to attract specific target groups including those



from communities with the most challenging health profiles, women, young people and the elderly.

- 6.15 The current Council Sports Facilities Strategy (2014-2031) shows that there is a shortfall in provision of ATPs in the Borough, particularly of pitches with a surface type best suited to football use. The strategy recommended exploring additional provision to address this imbalance and, while the priority is for full-size pitches, the Queen's Park project could deliver a new facility of particular value to the target groups identified above.
- 6.16 Within the third priority the objective is '*to become financially self-sufficient by 2020*'. However, the financial assessment has shown that while most of the options, including the Preferred Scheme, would have the potential to deliver a revenue surplus each year, this would not be at a level which would repay all the capital expenditure incurred on the site. Were an option to just restore the Park to be adopted, this would have a direct cost to the authority as it is unlikely that any income could be generated to cover additional maintenance costs.
- 6.17 It is not envisaged that the development of a single small-sided ATP at Queen's Park would have a significant knock-on effect on other providers in the Borough (principally schools and colleges) in view of the overall shortfall in provision and its more restricted range of uses (junior football, training & casual play). Were the Council look to develop a full-size ATP elsewhere in the Borough, this would have a greater effect on existing providers of both artificial and grass pitches.

#### Financial Case

- 6.18 The outline financial case considered by the Council in early 2017 was based upon the scheme illustrated as Option 1 but it has been demonstrated that such a design is unlikely to find favour with Historic England due to its impact on the Listed park and would thus be unlikely to obtain planning consent. As a result, the scheme has been amended to accommodate a single ATP alongside enhancements to the Park at a capital cost of £688,227 for the Preferred Scheme.
- 6.19 The revenue surplus which can be generated needs to be considered in light of the capital cost to understand the overall affordability of the schemes once capital financing costs are factored in. Table 6.3 summarises the affordability of the Preferred Scheme taking into account capital financing and net revenue cost - the data and financial parameters are as set out in paragraph 5.26.

Table 6.3: Total Capital & Revenue Costs

Option	Content	Capital	Annual Financing Costs	Average Annual Revenue Surplus
Preferred Scheme	Park restoration with 7x7 ATP	£688,227	£44,065	£7,781
	Notional full-size ATP	£575,000	£36,815	£26,848

- 6.20 This shows that for the Preferred Scheme (after allowing for pitch & landscape maintenance costs), the surplus considered achievable for the Queen's Park ATP is significantly less than the Annual Financing Costs, requiring an element of capital to be obtained from other sources.

- 6.21 An initial assessment of potential for grant funding has led to the conclusion that this is unlikely to be available for the scale of project envisaged at Queen's Park and, as a result, the authority would need to find the capital required from its own resources. The justification would be the enhancement of provision for the local community and the delivery of more opportunities for participation in healthy sport and physical activity.
- 6.22 It has been suggested that the Council could enter into partnership with a commercial pitch operator but it is not felt that such an opportunity would be of interest to established companies - these are looking to multiple-pitch sites with associated social facilities (as at The Academy, Dronfield).
- 6.23 There may be a separate financial and commercial case for the provision of an additional full-size ATP on a location elsewhere in the Borough. The figures show that this option would come close to paying for itself (with a £27,000 per annum revenue surplus generated to cover a circa £37,000 per annum financing cost) - however, it would still require additional capital funding. It is considered that such a scheme could be partially supported by external funding agencies and operate at a surplus which would be sufficient to make a contribution towards the repayment of residual capital costs incurred by the authority, so producing a positive surplus overall business case. This would need to be subject to a full feasibility study and business case if the Council were to choose to pursue this option.

#### **Commercial Case**

- 6.24 The strategic value of the project is supported by evidence of demand for football-specific ATPs as determined from the Council's own Playing Pitch and Sports Facilities Strategies adopted in 2015. These show a shortfall in provision within Chesterfield and, while evidence shows this would best be met by an additional full-size 3G ATP, the provision of smaller pitches such as that proposed at Queen's Park would help deliver a structured programme of school, club and casual playing opportunities. The current demand has been confirmed by consultation with clubs and other potential users in 2016 and 2017, with future demand also expected to grow in line with proposed population increases in Chesterfield.
- 6.25 A 3G ATP at Queen's Park would be particularly attractive to daytime users who find it difficult to obtain access to existing pitches which are mainly on school sites but a small-sided pitch would also be more appropriate for junior football. In this regard, the 7x7 pitch proposed can host a wider range of matches than a smaller 5x5 pitch and, given provision of a dividing curtain, allow two casual 5x5 games to take place simultaneously. The excellent accessibility of the proposed site, at the heart of the Borough, also makes it an attractive location to play outdoor sport, complementing the nearby indoor Sports Centre.
- 6.26 With regard to the choice of surface, it is considered that the most significant commercial opportunities will be the provision of a pitch suitable for football, as this represents the largest market and one set to grow through increased participation by women and girls.
- 6.27 It will be understood that a new ATP at Queen's Park would compete with existing provision of both ATPs and traditional grass pitches. However, it is anticipated that the current shortfall in provision and future growth in demand, fuelled by an increasing population and adoption of the game by women, will mean that there will be limited impact on existing ATP facilities. With grass pitches, demand for enhanced facilities and higher standard pitches will require increased levels of on-going expenditure on



maintenance if such parkland pitches are to remain attractive. AS climate change could further limit the number of games which can be played on each pitch, it may be more appropriate to invest in high quality floodlit ATPs which can be used far more intensively - this would retain income which might otherwise be lost if teams are not happy with grass provision.

- 6.28 The pricing policy adopted in the business plan is based on rates which are considered appropriate for such high-quality facilities in the locality, although it will be important to operate a 'commercial' charging structure which seeks to maximise both use and income in order to ensure full value from the investment. In order to offer a comprehensive range of opportunities in the Borough, it may be appropriate for the authority to enter into partnership with other providers.

#### Legal Case

- 6.29 There are not thought to be any legal impediments to the Council developing and running the facilities proposed at Queen's Park - the car parks, the existing multi-use games area and the Park itself are managed or operated by the authority. However, a number of legal issues have been highlighted and will need to be addressed in taking the scheme forward.
- 6.30 The land is subject to a covenant placed on the land at the time of its purchase by the Borough of Chesterfield in 1888. This restricts the land to be used only '*for the purpose of a Recreation Ground for the people of Chesterfield*' and not to allow the construction of buildings thereupon '*unless these are necessary for the enjoyment of the site as a Recreation Ground*'. The latter clause was discharged in 1959 to allow a swimming pool to be built on the site so the development of pitch fencing, lighting and support facilities is not thought to be an issue.
- 6.31 Planning permission will be required in order to develop sports pitches on the site and, if referral to the Secretary of State is to be avoided, Historic England's (HE) concerns with regard to the visual impact that would result from sports pitch fencing/lighting will need to be addressed. HE would prefer to see the Park restored along the lines of the original design, with any new pitch located alongside the new Sports Centre. However, the pitch location proposed at Queen's Park is such as to allow both restoration of key park features and to provide appropriate viable sports facilities to address the identified need.
- 6.32 As with other income-generating activities, consideration would need to be given to the authority's ability to do so in-house without setting up a separate company or vehicle. In-house provision should be permissible as part of a wider health and well-being service, given that surplus from the pitches would be used to run non-income generating services and therefore avoid showing an overall profit.

#### Operational/Technical Case

- 6.33 Pro-active management of the proposed ATP will be essential if this to provide the high-quality facility sought by the authority and the demanded by potential users. Appropriate resources will need to be dedicated to the marketing, booking and maintenance of the pitch and these have been allowed for in the business plan.
- 6.34 A key issue with the present Queen's Park Multi Use Games Area (MUGA) is the impact of anti-social behaviour and it is essential that any new facility (and potentially the refurbished present MUGA) is supervised, either remotely through CCTV or directly through a staff presence at specific times. The revenue cost estimates included in this

report allow for the employment of a part-time member of staff (or a number of such people) to provide cover for the ATP operation - they could also have a maintenance and marketing role specifically tied to the proposed pitch.

- 6.35 Booking of the facilities is likely to be principally through an online portal and, ideally, this would be tied to pre-programmed access cards which could then be used to open secure gates onto the pitch at the time the user has booked. These could be single-use for a casual booking or allow access at a specific time each day or week throughout the season. It is understood such a system is to be installed on the present MUGA and it would be appropriate to extend this, if suitable, to the new facility.
- 6.36 It is essential to ensure that the pitches are kept up to the best possible quality to maximise income and to extend their usable lifetime. To that end, within the financial model, it has been assumed that specialist contractors will be commissioned to maintain the floodlighting and carry out any specialist cleaning of the ATP.
- 6.37 Consideration has been given as to whether it is appropriate to manage any new ATP (and the existing MUGA) through the Sports Centre team (as now) or through the Parks Service which is responsible for grass pitch hires. It is felt that their greater experience of sports development programmes would make the Sports Centre management the more appropriate route to adopt, given that the Queen's Park pitches would be fitted with remote supervision equipment (CCTV, access cards, etc).

#### **Risk Assessment**

- 6.38 Long term sustainability is an issue for the Council and its partners so it will be important to list and clearly describe the risks that are immediately obvious in relation to the project. This may relate to funding, construction, usage levels, competition and/or the nature of the market for the services to be provided.
- 6.39 A comprehensive risk matrix has been developed, covering the following categories which align with the Council's five case model:
- Strategic
  - Financial
  - Commercial
  - Legal
  - Operational & Technical
- 6.40 The Risk Assessment is included in Appendix D and this shows, for each category, a range of potential issues, together with an analysis of impacts and mitigating actions.
- 6.41 The assessment has determined that the availability of capital funding and the need to obtain planning consent are the key risks in taking the project forward.

## 7. Conclusions and Recommendations

- 7.1 Option 3B2 (as revised) is the Preferred Scheme as it delivers a new Artificial Turf Pitch suitable for both structured junior match-play & training, and for adult casual play (5-a-side) and training. This important amenity for the local community can be provided alongside enhancements to the Listed Park, including repair of the western segment of the Park (previously dominated by the old Queen's Park Sports Centre), new access routes, greater visibility from Boythorpe Road and enhanced tree & shrub planting.
- 7.2 Consideration has been given to locating any proposed sports facilities on a site at the rear of the new Queen's Park Sports Centre but development there would be limited by complex site levels, a protected badger sett and, potentially, a need to relocate a new electricity substation. In consultation with Council members and officers, it was agreed that this is not an appropriate location for this project.
- 7.3 A key factor is that the revenue surplus alone is not sufficient to finance the full borrowing costs and additional capital funds will need to be sourced to deliver the project. It is unlikely that grant funding would be available and so any monies required would have to be sourced from within the authority's own resources. At a total capital cost of some £688,000, the annual repayments if borrowing the sum required to deliver the project without a direct capital contribution from reserves (or elsewhere) would be approximately £44,000 pa over 20 years. With recommended assumptions regarding income & expenditure, a potential revenue surplus of under £10,000 (after landscaping maintenance costs) would leave a significant shortfall - more optimistic revenue forecasts could help address this funding gap but it would not be prudent to make long-term financial commitments on such a basis.
- 7.4 In order to progress the development, a full planning application will have to be submitted and this will require prior negotiations with Historic England in order to avoid referral of the plans to the Secretary of State. A comprehensive landscape assessment and plan for long-term mitigation of any adverse visual impact on Queen's Park will be required, together with additional work on ecological and arboricultural aspects of the project.
- 7.5 In addition to appropriate illustrative material, the following supporting documentation will be required:
- OS base and Topographic & Utilities Survey: these have been commissioned on the Council's behalf and the results will be available shortly, allowing the scheme to be designed in detail
  - Coal Mining Risk Assessment: there are potential coal measures below the site but it is not envisaged these will be an issue given the scope of the works and the fact that the site previously accommodated the sports centre
  - Ground Conditions Desk Study: to assess the below-ground conditions
  - Tree Surveys: survey to BS5837, Arboricultural Implications Assessment and Arboricultural Method Statement - this work could be carried out by the Council's own staff (if suitably qualified)

- Ecological Surveys: Extended Phase 1 Habitat Survey, including a search through Derbyshire Biological Records and Mid-Derbyshire Badger Group data - this work could be carried out by the Council's own staff (if suitably qualified)
- Flood Risk Assessment & Drainage Strategy: part of the site is in a Flood Zone and the Environment Agency requires an assessment of the development's impact
- Transport Studies: in discussion with CBC planners, it was suggested that these would not be required.

7.6 The key document, and one informed by the studies above, would be a combined Design & Access Statement and Heritage Statement setting out the background to the site, its current state and details of the proposed development, all set in the context of the historic Park. The document would be an A3 landscape format to enable production of both electronic and printed versions.

7.7 Given authority to proceed with the application process, it is envisaged that the work would take some 4-6 weeks to complete. A key consideration will be the need to enter into early discussions with Historic England to determine its officers' views on the Preferred Scheme now proposed.

## Appendix A

### Consultation Report

To be completed.

DRAFT



## Appendix B

### Options Development - Designs & Operations

#### Introduction

- B1. The following paragraphs describe development options which have been tested through the preparation of initial business plans, with the objective of determining a preferred option to be developed further into a Full Business Case.

#### Project Options

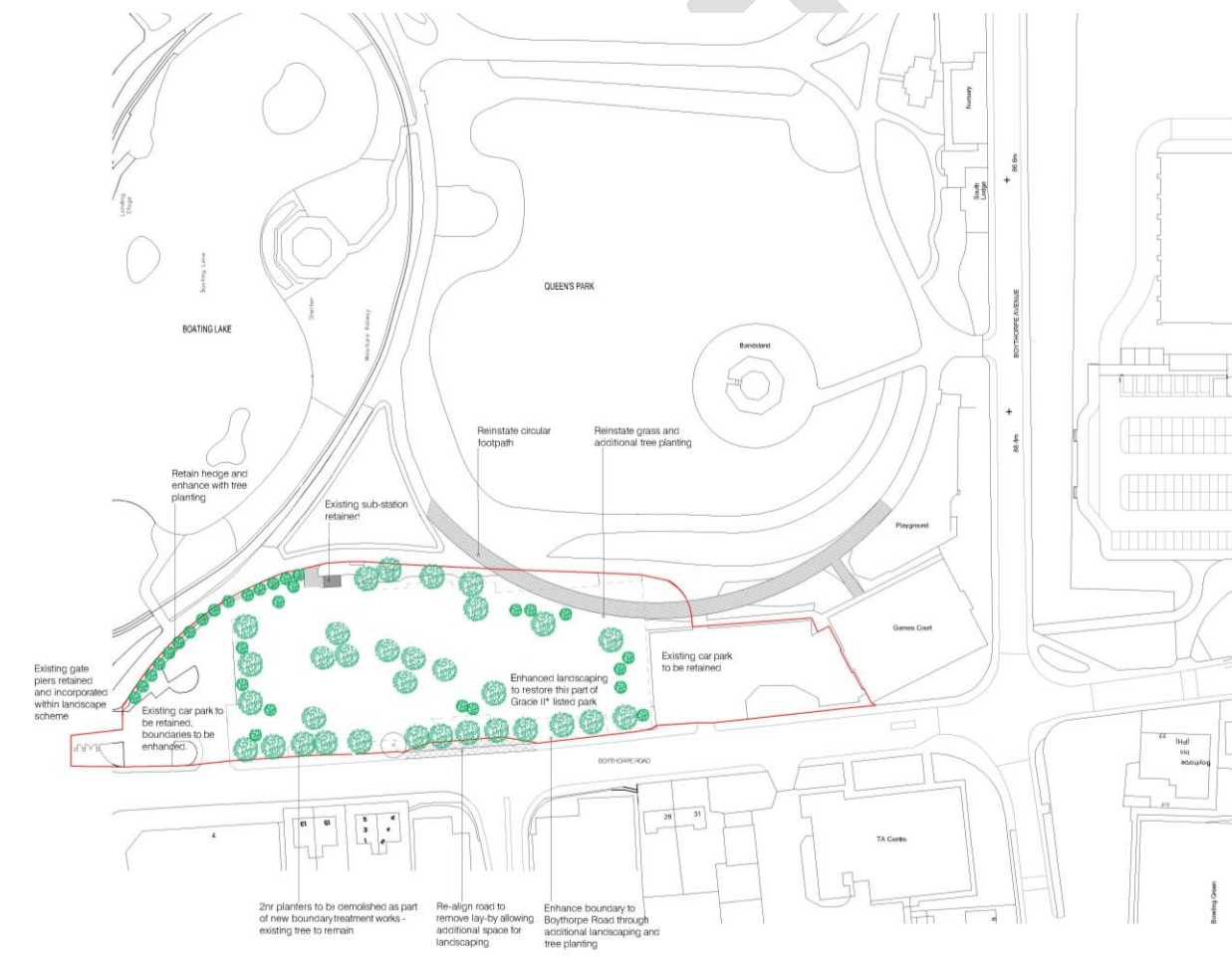
- B2. Taking on board the contextual work summarised in the previous section, four options have been developed for the site of the former Queen's Park Sports Centre.
- B3. To provide a baseline against which to test the impact and viability of alternative schemes, **Option 0** would see the restoration of the Park layout as envisaged by the original designers (ie. as found before the swimming pool and, subsequently sports centre, were built on part of the Park). The circular form of the western path would be reconstructed, along with appropriate boundary treatments, gates, lawns and tree/shrub planting. Such an option would generate any revenue to offset the capital costs or ongoing maintenance so will require long-term financial support.
- B4. In line with the brief to address the viability issue and our assessment of need, the focus of the sporting outcomes is on delivering high quality facilities for all-weather participation in football (or other activities which could take place on a 3G pitch). The constraints at Queen's Park are such that it is impossible to provide a full-size pitch in this location so it has been determined that the most appropriate route is to concentrate provision on smaller-sized pitches which can be used for junior football and/or training. These are featured in Options 1 and 2 below.
- B5. The market assessment and responses to the consultation exercise have determined that there is a need for a further full-size 3G ATP in Chesterfield to complement the existing facility at Brookfield Academy which is fully occupied at all peak periods. Were an additional full-size pitch to be provided, it would need to be elsewhere in the Borough - it is understood that suitable locations are available. As provision of such a full-size pitch is likely to have an impact on usage of the smaller pitches proposed for Queen's Park, the viability of each of the options is tested firstly without and secondly with the development of a large pitch on an alternative site.
- B6. **Option 1** envisages developing the largest pitches that can be contained within the footprint of the former Queen's Park Sports Centre, so providing the widest possible range of opportunities for participation by both adults and juniors. The pitches that could be provided are appropriate for 7x7 mini-soccer (61m by 43m, including run-offs) and 5x5 mini-soccer (43m by 33m, with runouts). Such pitches are also suitable for training by players of all ages. This layout will leave little space for screening and/or landscaping. As discussed above, the business plan will test the viability of this option without a separate full-size 3G pitch (Option 1A) and with a new full-size 3G pitch developed elsewhere in the town (Option 1B).
- B7. **Option 2** sees the provision of three 43m by 33m 3G pitches (two with runoffs) which would be suitable for junior play, training and casual adult football. Such a layout would allow more space for landscaping and so potentially integrate the pitches more effectively into the Park. As before, Option 2A is without a new full-size pitch and Option 2B is with one.

- B8. **Option 3** sees more concentration on the restoration of the Park and the provision of alternative outdoor recreation opportunities within a site reduced in size from that identified as being available. This will allow the re-creation of the original path layouts and the provision of additional landscaping. Two alternatives were considered here - three smaller MUGAs (Option 3A) and a 5x5 pitch (Option 3B).

**Concept Designs**

- B9. Option 0 shows a potential layout if the aspiration were to be the recreation of the original form of Queen’s Park as designed by William Barron in 1892. The curved path immediately to the east of the site was realigned in order to allow construction of the former sports centre and reinstatement of this route would reduce the scope for viable development on this cleared site. While there would be potential to enhance significantly the Listed Park and the Conservation Area, there would be reduced potential to address the need for enhanced recreation facilities for a significant sector of the local community.

Figure B1: Option 0



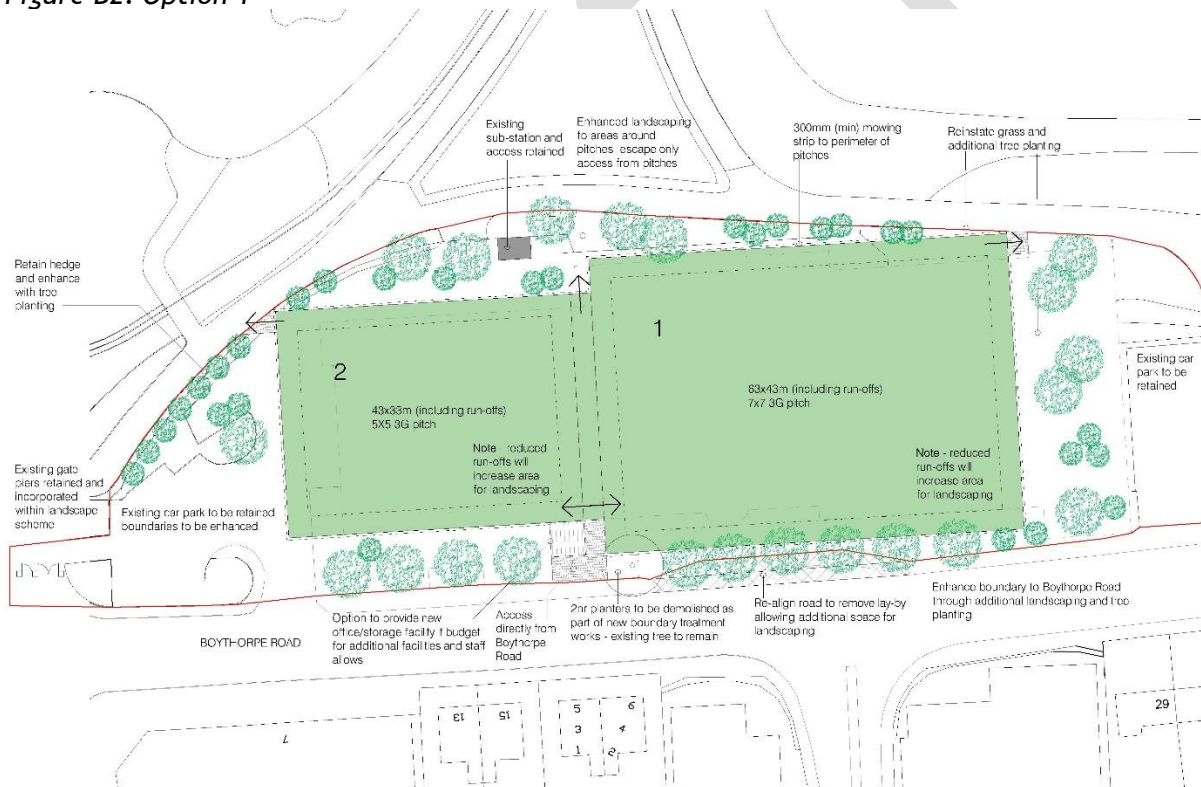
- B10. Option 1 illustrates the scheme which includes the same content as in the preferred option in the 2016 public consultation and which was subsequently tested in the Outline Business Case approved by the Council (the layout is reversed to address design constraints). The strategic review, market assessment and more recent consultation have shown that there is demand for the provision of enhanced 3G playing facilities in Chesterfield. Although it is not possible to construct a full-size 3G pitch on the site of the former Sports Centre without encroaching significantly into the Park (which is not acceptable in view of its

historic designations), this option shows how the largest possible pitches (which are the aspiration of potential users) could be placed on the site.

B11. Key features of the design include the following:

- a 63m by 43m 7x7 pitch with run-offs suitable for junior matches, training and casual play - it can be divided into two 5-a-side pitches for additional flexibility
- a 43m by 33m 5x5 pitch with run-offs
- appropriate fencing to contain balls (4.5m high all round)
- floodlighting suitable for match play - modern designs are such that there is very little light spill out of the playing area itself although it does present a brightly lit area when viewed from outside
- access from Boythorpe Road to provide more casual supervision by passers-by and easy access to the pitch when the Park is closed - existing car parks retained
- a restored boundary to Boythorpe Road which seeks to reflect the original appearance of the area prior to construction of the former sports centre
- landscaping (trees and hedges) around the pitches to provide an element of screening when viewed from the Park and an 'avenue' effect to Boythorpe Road.

Figure B2: Option 1



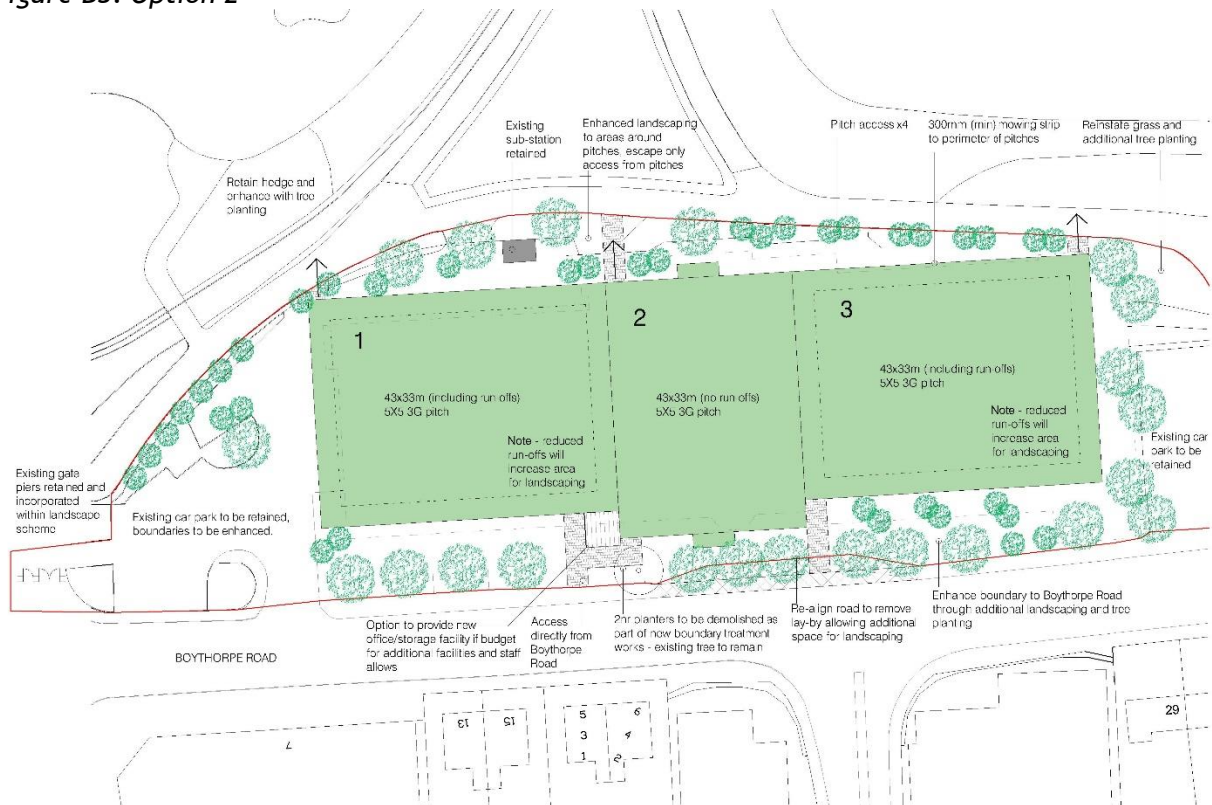
B12. Option 2 shows an alternative layout which does not include the 7x7 pitch which would be valuable for delivering a structured sports development programme but does provide three smaller pitches. The advantage here is that there is more space for landscaping either side of the pitches, allowing the facility to be better screened from the park. In developing the design, there may be an opportunity to move the pitches closer to Boythorpe Road to provide even more space on the park side.

B13. Key features of the scheme include the following:

- two 43m by 33m 5x5 pitches with run-offs suitable for junior matches, training and casual play
- a 43m by 33m 5x5 pitch with no run-offs suitable for training and casual play

- appropriate fencing to contain balls (4.5m high all round)
- floodlighting suitable for match play
- access from Boythorpe Road to provide more casual supervision by passers-by and easy access to the pitch when the park is closed - existing car parks retained
- a restored boundary to Boythorpe Road which seeks to reflect the original appearance of the area prior to construction of the former sports centre
- more extensive landscaping (trees and hedges) around the pitches than Option 1 to provide more screening when viewed from the park and a stronger 'avenue' effect along Boythorpe Road.

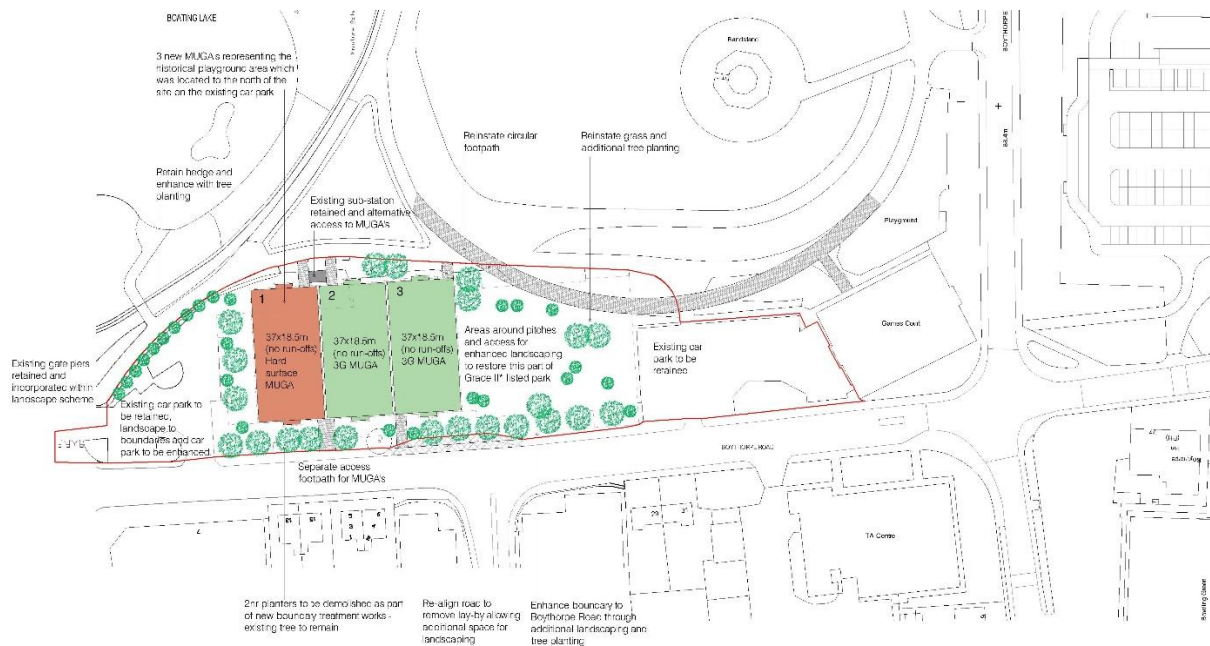
Figure B3: Option 2



- B14. Both Options 1 and 2 include a location for a potential storage building or staff base at the entrance to the pitches. This would provide space for storage of maintenance equipment, switchgear for lights & access controls and, if this were to be provided, an office for any part-time management staff.
- B15. Options 3A and 3B show how some new sports participation opportunities could be provided within Queen's Park whilst still restoring the original form of the park as designed. The re-alignment of the path significantly reduces the space available but two alternatives have been considered.
- B16. In Option 3A, it is suggested that there would be space for three Multi-Use Games Areas (MUGAs) in an area Barron identified for a children's playground (now provided elsewhere). The boundary to Boythorpe Road would be restored and appropriate screening by trees and hedges could be incorporated. However, such a pitch layout would not address the issue of larger 3G pitches which were seen to be the priority for consultees and potential users - these MUGAs are generally used for casual play and training. It is unlikely that the pitches would generate a significant income and so would require additional funding.



Figure B4: Option 3A



B17. In Option 3B, three smaller pitches are replaced by a single larger pitch which is however of a size and layout which would meet Football Association guidelines for 5x5 junior matches as well as training and casual use. To that end, its provision would address part of the market identified for 3G pitches in Chesterfield but there would have to be further developments elsewhere in the Borough in order to allow local clubs to deliver a structured programme of football play/coaching.

Figure B5: Option 3B



**Initial Capital Costs**

B18. The following global costs have been prepared on the basis of the options presented in the draft Business Case report and are based on typical square metre rates, adjusted where appropriate to address specific site requirements.



Table B1: Capital Costs

Option	Pitches	Cost Range
0	Restoration of Park	£300,000 to £400,000
1	One 7x7(RO) & one 5x5(RO)	£607,000 to £742,000
2	Two 5x5(RO) & one 5x5(no RO)	£729,000 to £891,000
3A	Three MUGAs (no RO)	£450,000 to £550,000
3B	One 5x5(RO)	£500,000 to £600,000

NB: RO = run-off

B19. Assumptions made in determining the costs include the following:

- pitch costs are based on current costs for 3G pitches on ‘average’ sites, including contingency & fees
- no allowance for any building on the site - a 20-25m<sup>2</sup> simple single storey structure in keeping with the red brick aesthetic would cost £25-30,000
- utility services are assumed to be adequate alongside the site
- no allowance for works to car parks or highway
- landscaping follows Historic England advice that high quality design & materials would be required and includes the following elements:
  - ornamental railings approx. 1.8m high (to match existing)
  - low stone coping wall to base of railings approx. 0.4m high (to match existing boundary)
  - paths
  - importation of topsoil for planting of formal hedges, specimen trees, shrubs & ornamental plants and grass seeding
  - fees
- high cost items are ornamental fencing & stone walls and this design treatment has been included within all options - Options 1 and 2 include approximately 180 metres of new ornamental railing/wall which could be reduced but these schemes are likely to have the greatest footprint within the park so would require the suggested level of mitigation
- no allowance for VAT.

#### Operational Business Plans for Options

B20. Based on the market assessment and consultation, an initial operational business plan has been prepared for the two principal pitch layouts described above (Options 1 and 2) - the Option 3 variants were not tested at this stage. The model used is one which has been developed over many years and has been tested on a wide variety of ATP schemes, including those being delivered under the FA ParkLife programme. The overall parameters and assumptions are the same for both options.

B21. In terms of income, key assumptions are as below:

- revenue is built up from a mix of junior matches, team hire for training, school hire, 5-a-side, walking football, informal group hire etc - two programmes have been developed for each option (labelled ‘summer’ and ‘winter’) and they reflect the football season and off-season
- following a review of pricing in the area, charges have been set slightly below competitors to provide comfort at this early stage - there may be potential to increase these prices
- there is limited provision for secondary spend associated with the pitches, with circa 10% of users using the sports centre for café/vending

- the model assumes a local authority model in relation to VAT although there is a potential additional benefit that could be realised from the treatment of VAT on some elements of the income on the basis of recent VAT case law - at the present time, this has not been factored in and the traditional VAT position for in-house operations has been retained.

B22. Key expenditure assumptions include:

- premises: significant allowances for repairs & maintenance and a sinking fund to reflect issues with the current pitch and ensure Queen's Park remains a high-quality facility, together with NNDR, insurances and utilities provisions
- advertising and marketing: the pitches will need to be actively marketed and managed in partnership with Derbyshire FA and local clubs
- other costs: IT and other supplies
- cost of sales: expenditure related to secondary spend
- in year 1, allowance is made for an access control system but this may not be required if the system to be installed on the MUGA can be extended.

However, with the exception of maintenance-related staffing costs (sweeping, litter picking, etc.), no allowance is made for additional staffing costs, notwithstanding the comments of Derbyshire FA and experience with the present facility which would imply staff presence might be appropriate at peak times. No allowance has been made for the allocation of the Council's central recharges.

#### Option 1

B23. Given the assumptions above, the financial performance of the pitches under Option 1A (no full-size pitch on another site) is set out in Table B2 below.

Table B2: Option 1 Revenue Cost

	Year 1	Year 2	Year 3	Year 4	Year 5
Total Income (£)	61,499	68,734	72,352	72,352	72,352
Total Expenditure (£)	(52,772)	(43,006)	(43,122)	(43,122)	(43,122)
Surplus/ (cost) (£)	8,727	25,728	29,229	29,229	29,229

- B24. This shows that the pitches would make a surplus in all years but a not significant one - the surplus would not be sufficient to repay capital borrowings taken out to fund the construction.
- B25. At present the expenditure does not include any staffing costs (beyond pitch maintenance). However, concern has been expressed by some consultees about the un-staffed, remote access model proposed due to anti-social behaviour around the Park and the present MUGA. Staffing at a 0.7 FTE rate to cover weekday evenings and some additional daytime and weekend bookings would result in an additional cost of £13,895 (including on-costs).
- B26. Central costs (eg. finance, HR etc.) have also been excluded as they will be assessed largely on a time-incurred basis and are therefore unknown at this stage. A sensible allocation for central costs would typically be 3% of income i.e. £2,171 in a mature year. If these two additional costs are included, it can be seen that the facility would only operate at a surplus of circa £13,000 in a mature year.
- B27. The impact of constructing a full-size 3G pitch elsewhere in the Borough has been modelled in general terms and, given the excess demand in Chesterfield, it is estimated that the effect on the development at Queen's Park would be minimal, at circa £5,000 pa. This assumes that the pitches would be programmed in a comprehensive manner to target different but complementary markets eg. adults, junior, small-sided, education, training, etc.

**Option 2**

- B28. The business plan for Option 2 makes similar assumptions to Option 1, except that a different programme will focus less on affiliated football (as fewer age groups can play affiliated matches on the smaller pitches) and more on training, 5-a-side and casual use. However, bearing in mind the catchment population is not large and there are a number of other local small-sided leagues running a few nights a week with no more than 20 teams playing in each league (e.g. powerplay, leisure leagues, etc), the pitches are not programmed for 5-a-side all of the time. This location does not have the potential to be similar to a 'Goals' operation that is full of adult 5-a-side leagues 4 nights a week.
- B29. The financial performance of the pitches under Option 2A (no full-size pitch on another site) is set out in Table B3 below.

*Table B3: Option 2 Revenue Cost*

	Year 1	Year 2	Year 3	Year 4	Year 5
Total Income (£)	59,151	66,110	69,590	69,590	69,590
Total Expenditure (£)	(53,972)	(44,196)	(44,308)	(44,308)	(44,308)
Surplus/(cost) (£)	5,179	21,914	25,282	25,282	25,282

- B30. It can be seen that the pitches would deliver a slightly lower surplus than Option 1 but the difference is not large - the same conclusions can be made with regard to funding and the impact of any staffing costs that might be incurred. As with Option 1, assuming staffing at the equivalent of 0.7 FTE to cover weekday evenings and some daytime/weekend bookings would result in an additional cost of £13,895 including on-costs. The 3% of income allocation for central costs would amount to £2,089 in a mature year. Including these two additional costs, it can be seen that the facility would only operate at a surplus of circa £9,000 in a mature year.
- B31. The impact of providing a full-size ATP elsewhere in Chesterfield (Option 2B) will have a very limited impact on the financial performance at Queen's Park.

**Sensitivity Analysis**

- B32. Although a prudent yet realistic approach to business planning has been adopted, some sensitivity analyses have been carried out to identify a best-case scenario for the Council.

*Table B4: Sensitivity Assessment: Options 1 and 2*

Adjustment	Year 5 Surplus	
	Option 1	Option 2
Base programme as above ( <b>excluding</b> staffing & central costs)	£29,229	£25,282
Base programme as above ( <b>including</b> staffing & central costs)	£13,163	£9,298
Increase Monday to Thursday 18:00-22:00 utilisation to 100% all year round ( <b>excluding</b> staffing & central costs)	£32,576	£35,358
Increase Monday to Thursday 18:00-22:00 utilisation to 100% all year round ( <b>including</b> staffing & central costs)	£16,592	£19,292
Increase Monday to Thursday 18:00-22:00 utilisation to 100% all year round <b>and</b> increase prices to current QPSC pitch hire level ( <b>excluding</b> staffing & central costs)	£47,496	£50,591
Increase Monday to Thursday 18:00-22:00 utilisation to 100% all year round <b>and</b> increase prices to current QPSC pitch hire level ( <b>including</b> staffing & central costs)	£31,512	£34,525

NB: an additional full-size 3G pitch in Chesterfield could reduce income by say £5,000 pa

### **Option 3**

- B33. As discussed previously, no business plans have been prepared for Option 3 as these sketches have only been prepared to illustrate the space that might be available for other uses were the original form of the park to be recreated.

### **Outline Business Plan Summary**

- B34. To summarise, at this initial assessment stage, there is no significant difference in financial performance between the two options. However, Option 1 has the potential to address a wider range of users and, particularly if operated alongside a full-size pitch elsewhere, offer clubs and other stakeholders a complementary set of high quality facilities in the borough upon which to deliver a comprehensive programme of participation opportunities along a pathway through from affiliated under-7s 5x5 football all the way through to adult 11-a-side football.
- B35. Consideration has been given as to how the financial performance could be improved and these will be tested further when the preferred option has been selected:
- positive adjustments to the assumptions e.g. increased prices, reduced sinking fund, enhanced marketing, etc.
  - identifying some stronger commercial interest from small-sided football operator (judged to be unlikely at this stage)
  - working with the Derbyshire FA to programme the facilities and attract affiliated leagues and a range of group hirers to the site
  - assume that the Council does not have to charge VAT on some pitch use (as a result of the recent VAT case ruling).
- B36. It is suggested that the income from the pitches is unlikely to be sufficient to make a major contribution to capital funding costs and that contributions would need to be sought from the authority's capital programme or grant aid to deliver the project.

### **Options Review**

- B37. Following consideration of the above options by senior members and officers of Chesterfield Borough Council, it was concluded that Options 1 and 2 would not be appropriate to pursue given the authorities commitment to planning policies in its adopted Core Strategy and the emerging Local Plan which target the enhancement of this historically significant Grade 2\* Listed park located in a Conservation Area. Any development here would need the support of Historic England were it to affect the amenity of the park and more extensive pitch provision is likely to have a significant adverse impact on its character.
- B38. However, the authority also has commitments to enhance opportunities for sport and recreation in the Borough, with consequent impact on health and social development through the promotion of physical activity within target communities. To that end, there is still an aspiration to provide some enhanced sports facilities on the former Sports Centre site.
- B39. These potentially conflicting aspirations have led to the preparation of three options for further exploration, rather than one preferred option. These are described in more detail in section 5 of this report.
- B40. It has been suggested that the site at the rear of the new Queen's Park Sports Centre to the south of Boythorpe Avenue could be utilised for additional pitches but this does have significant issues:
- the landform is such that a number of 'terraces' would need to be combined to create a level platform for anything more than a small pitch
  - much of the area is identified as a foraging ground for a protected badger sett which required relocation of the sports centre at the design stage

- a new electricity substation would probably need to be relocated at significant expense.

As a result, this option is not being pursued at present.

### Summary

- B41. The design and operational options developed in the first part of this section have been reviewed against the strategic policies and aspirations of Chesterfield Borough Council and other key stakeholders. This assessment has led to the conclusion that the options presented in the Outline Business Case in early 2017 are unlikely to be acceptable to Historic England (a principal consultee with statutory powers to regulate development in historic parks) in view of their potentially significant adverse impact on the amenity of the park. In addition, the revenue surplus predicted is not as high as initially forecast and so any development is unlikely to cover its whole capital cost through repayment from revenue of loans taken out to fund construction.
- B42. As a result, an alternative approach which is more in sympathy with the park has been adopted, with options that nevertheless seek to deliver sports and recreation participation opportunities while restoring key elements of the Park which were lost when the former sports centre was constructed.

## Appendix C

### Capital Costs (Second Options Stage)

Queen's Park, Chesterfield Estimated Construction Costs for Alternative Park and 3G Pitch Configurations				
ATP provision (with run-offs)		Option 0 No pitch	Option 3B1 5x5 pitch	Option 3B2 7x7 pitch
Demolish two brick planters & prepare for landscaping		£1,000	£1,000	£1,000
Re-align road to remove lay-by		£25,000	£25,000	£25,000
Construct new 3G ATP complete with fencing & lighting		£0	£195,000	£310,000
Provision of power supply to pitch lighting		£0	£3,000	£3,000
Allowance for low level stone wall & decorative railing		£170,000	£165,000	£165,000
Allowance to reinstate circular footpath & new paths		£40,260	£51,180	£50,820
Hedge & tree planting		£12,915	£14,815	£10,315
Shrub & ornamental planting		£19,125	£28,260	£14,625
Grass seeding		£39,845	£28,375	£26,145
Sub-total		£308,145	£511,630	£605,905
Contingency allowance	7.5%	£23,111	£38,372	£45,443
Sub-total		£331,256	£550,002	£651,348
Design team / professional fees	10.0%	£33,126	£55,000	£65,135
<b>Total Estimated Cost</b>		<b>£364,381</b>	<b>£605,002</b>	<b>£716,483</b>
<b>Notes &amp; Assumptions in connection with Estimated Construction Costs</b>				
<ul style="list-style-type: none"> <li>as no information is available on ground conditions, it has been assumed that there are no adverse ground conditions or obstructions that may require anything other than standard foundations/base construction and there is no requirement for measures to deal with groundwater or contamination</li> <li>it has been assumed that there are no below ground services on or adjacent to the site that would require diversion or lowering</li> <li>it has been assumed that there is no need to upgrade the existing mains services or drainage infrastructure and that connections can be made locally</li> <li>no allowance included for the optional office/storage facility</li> <li>the height of the proposed low stone wall has been assumed to be 0.40m and the decorative railings 1.80m</li> <li>estimated costs have been prepared at current price levels and no allowance has been made for inflation prior to or during construction</li> <li>a contingency sum of 7.5% has been included at this stage</li> <li>design and professional fees have been included at 10%, which is to include for all design team fees, survey costs and planning/building control fees</li> <li>the figures exclude VAT.</li> </ul>				



# Appendix D

## Risk Assessment

QUEEN'S PARK, CHESTERFIELD					OUTLINE RISK REGISTER	
Category	Risk Number	Risk Description	Impact Analysis		Overall Risk Status	Controls & Mitigating Actions
			Significance	Likelihood		
			1-5	1-5	R/A/G	
Strategic	1.1	Change in CBC strategic policy with regard to restoration of Queen's Park or addressing sporting needs.	3	1		Established aims & objectives within Council Plan. Supported by Planning Core Strategy & Local Plan. No elections scheduled within decision-making timeframes.
	1.2	No support from Governing Bodies.	1	1		On-going discussions with Derbyshire FA to ensure support.
	1.3	Change in CBC funding priorities.	3	3		Short delivery programme once committed.
Financial	2.1	Capital development finance not available.	5	3		Commitment by CBC once scheme agreed.
	2.2	Unforeseen increases in build cost due to lack of nearby utility services.	4	2		Full assessment of capacity to be carried out in advance of contractor appointment.
	2.3	Inaccurate cost plan leading to a requirement for additional funding.	3	1		Risk minimised by experienced design team working alongside specialist contractors. Contingency included.
	2.4	Tender price increases during contract.	3	1		Short timescale will minimise potential for increase.
	2.5	Revenue performance does not meet that set out in business plan.	3	2		Business plan prepared by experienced consultants, utilising conservative assumptions regarding usage/pricing.
	2.6	No grant funding accessed.	2	3		On-going discussions with FA - however current business case is based on zero grant funding as worst case scenario.
Commercial	3.1	Lack of demand from current population means usage assumptions are not reached.	3	1		Strategies and public consultation show requirement for facilities proposed. Potential users have difficulty in booking existing facilities which are fully occupied.
	3.2	Lack of demand from future population increase expected means usage does not grow in line with assumptions made.	3	2		Future population is assumed to have participation rates comparable with existing. Significant population growth would stretch proposed provision.
	3.3	New operator opens comparable facility in better location, with more facilities or at lower cost.	3	3		Queen's Park is well located and benefits from presence of Sports Centre. Competitive charges adopted in business plan. Catchment size means significant commercial competitor is unlikely.
Legal	4.1	Covenant prohibiting construction of buildings on the site is invoked.	1	1		Discharge agreed to allow construction of former sports centre and this was not challenged.
	4.2	Planning consent is not granted by CBC.	5	1		Discussions taking place with planning officers to ensure the scheme concurs with adopted policies.
	4.3	Historic England objects to the scheme and it is called in by Secretary of State for decision.	5	2		Discussions taking place with Historic England officers to ensure the scheme is acceptable.
	4.4	Planning consent includes conditions regarding hours of use, etc which limit potential revenue income.	4	2		Discussions taking place with planning officers to ensure the scheme concurs with adopted policies. Business plan adopts appropriate evening closure times.
	4.5	Proposed operational structure is not legally acceptable.	3	1		In-house operation either through Park or Sports Services is appropriate.
Operational & Technical	5.1	Poor performance of building/installation contractor.	4	2		Careful selection of contractors from recognised specialists (FA-recognised framework is available). Warranties put in place.
	5.2	Unexpected poor ground conditions delay project and increase costs.	2	1		Cleared and filled site minimises risk.
	5.3	Adverse weather delays completion.	2	2		Programme to be developed which provides for construction at most appropriate time of the year and includes adequate contingency time.
	5.4	Potential for creation of adverse impact on sensitive ecology delays the project.	1	1		Study to be carried out as part of planning application to determine any sensitive issues.
	5.5	Design does not take into account lifecycle costs.	3	1		Scheme developed by experienced design team working with specialist contractors.
	5.6	Planting fails due to poor quality materials, adverse weather conditions or poor maintenance.	3	2		Specialist contractors to be appointed. Maintenance contract requiring replacement of failed planting.
	5.7	Poor operational standards lead to lack of use.	3	3		CBC committed to maintaining facility to a high standard.
	5.8	FA & RFU currently under-taking major nationwide 3G ATP investment programmes. Lack of capacity in recognised experienced building contractors delays the project.	3	3		Mitigated by raising awareness through early market engagement. Potential to utilise contractors not on FA's framework.

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**CHESTERFIELD**  
BOROUGH COUNCIL

*Enterprise and Wellbeing Scrutiny  
Committee*

**Scrutiny Project Group**

report on

*Future Use of Former Queen's Park  
Sports Centre Site*

## **Project Group Members:**

Councillors:

Lead	Gordon Simmons
Group Members	Peter Barr Kate Caulfield Keith Miles
Project Group officer support was provided by Brian Offiler, Democratic and Scrutiny Officer	

### **1.0 Introduction and Review Aims**

- 1.1 Following the public consultation exercise in late 2016 on the potential uses of the former Queen's Park Sports Centre site and the petition in support of the development of an ice rink presented to Council on 23 February, 2017, Cabinet had approved the development of a full business case for the preferred option of artificial sports pitches on the site on 7 March, 2017.
- 1.2 The setting up of the Scrutiny Project Group arose from the annual scrutiny work programming process for 2017/18 and was approved by the Overview and Performance Scrutiny Forum on 9 May, 2017, in order to contribute to the development of the full business case, providing a wider Member and community perspective.
- 1.3 The project supported the Council Plan priorities 'to improve the quality of life for local people' and 'to provide value for money services'.
- 1.4 Within these priorities, the project focused on the objectives 'to improve the health and wellbeing of people', 'to reduce inequality and support the more vulnerable members of our communities' and 'to become financially self-sufficient by 2020'.
- 1.5 The aims of the Project Group were established as:
  - To contribute to the development of the full business case for the preferred option of artificial sports pitches;

- To seek further information on the practical implications of operating an ice rink from operators of similar facilities, in the event of the Council being approached by an ice rink operator;
  - To contribute further, acting as a 'sounding board' and monitoring progress during the design and building stage of the chosen use once this has been decided by Cabinet.
- 1.6 The Group's Project Start Report, including these aims, was approved by the Enterprise and Wellbeing Scrutiny Committee on 25 July, 2017.

## **2.0 Review Approach**

- 2.1 The Project Group was assisted throughout the review by Michael Rich, Executive Director, and Councillor John Dickinson, Assistant Cabinet Member.
- 2.2 The following Cabinet Members were consulted at the key stages of developing the Project Start Report and formulating the comments for inclusion in the report to Cabinet scheduled for 5 December, 2017:
- Councillor Chris Ludlow, Health & Wellbeing
  - Councillor Steve Brunt, Town Centres & Visitor Economy
  - Councillor Amanda Serjeant, Deputy Leader
  - Councillor Terry Gilby, Economic Growth.
- 2.3 The Project Group reviewed the Cabinet report of 7 March, 2017, from which it was noted that the public consultation undertaken in late 2016 showed significant support for the preferred option of artificial sports pitches (69% of respondents), that the Council's Sports Facilities Strategy showed a shortfall in provision of artificial pitches, taking account of current demand and potential future demand, and that the outline business case for this preferred option indicated the potential for a net income to the Council.
- 2.4 The Project Group considered the petition presented to Council on 23 February, 2017 requesting that the Council build an ice rink on the site of the old Queen's Park Sports Centre, noting the Council's decision, if approached by an ice rink operator, to assist with the identification of suitable sites and provide advice on planning and funding opportunities, including the development of external funding

bids, in order to enhance the Borough's sport and leisure offer. The review also considered an initial assessment of the feasibility of operating an ice rink on this site, from which it was noted that this was unlikely to be fully self-financing, particularly given the proximity of other existing ice rink facilities in Mansfield, Sheffield and Nottingham.

- 2.5 The Project Group Lead Member met with the consultant from FMG Consulting Ltd appointed by the Council to develop the full business case for the preferred option of artificial sports pitches.
- 2.6 The Project Group considered the draft report prepared by the consultant following further consultation with sports clubs to assess demand and with the Council's Planning Officers and Historic England, taking account of the grade 2\* listed heritage status of the park. The draft report set out a number of options seeking to achieve a balance between restoring the park landscape and enhancing the site to meet current and future leisure needs in a financially sustainable way, and it included estimated capital costs and revenue income for each option.
- 2.7 The Project Group discussed the aspects of the planning process with the Development Management & Conservation Manager, taking account of the Council's planning policies in respect of designated heritage assets and historic parks and gardens and of the existing Queen's Park Conservation Area Appraisal from 2009. It noted that Historic England would be a statutory consultee during the development of any planning application for the site and that the Council's Planning Officers had experience of having worked closely with Historic England previously.

### **3.0 Review Findings and Conclusions**

- 3.1 Following the appointment of the consultant to develop the full business case in September, 2017, the Project Group recognised the importance of the proposals for the reuse of this site being progressed with the minimum of delay. In order to assist this, it has therefore prepared this report to summarise its conclusions and submit comments for consideration along with the Cabinet Member report being submitted to Cabinet on 5 December, 2017.



- 3.2 The Project Group noted that the Council had not been approached by an operator of an ice rink with proposals to establish such a facility in the town, and it accepted the evidence from the initial assessment that an ice rink was unlikely to be financially sustainable. In considering the need to take account of the impact of any development on the heritage aspects of the park, it concluded that the site would not be physically large enough to accommodate an ice rink and that if an approach was received from an operator in the future, an alternative site would need to be identified in any case.
- 3.3 The Project Group supports the preferred option emerging from the development of the full business case for the future use of the former Queen's Park Sports Centre site of restoring the area to parkland to include one 7x7 sports pitch.
- 3.4 This conclusion is based on the following considerations:
- The importance of providing suitable sports facilities to support increased participation in physical activity as part of meeting the Council's objective to improve the health and wellbeing of residents, in order to meet evidence-based demand and which can be delivered and operated in a financially sustainable way;
  - The importance of meeting public expectations arising from the consultation exercises in late 2016 and more recently;
  - The importance of considering the heritage value of the wider park and of the close working with Historic England through this process in order to develop realistic proposals which protect this;
  - The importance of achieving a balance between these three considerations, without any one having a significant adverse impact on the others or causing unnecessary delay.
- 3.5 In pursuing this preferred option, the Project Group recognises that the Council will need to ensure that it has explored options for sports pitches on other sites, such as behind the new sports centre, through option appraisals and costings to determine whether any other sites could provide realistic options or to demonstrate why not.
- 3.6 The Project Group is of the view that the detailed design of the preferred option would need to give careful consideration to:

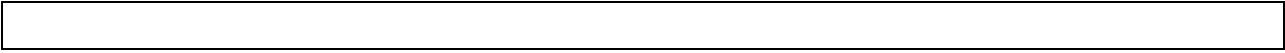
- The extent to which the heritage value of the park could be protected and enhanced without merely returning to a previous design prior to the construction of the original sports centre;
- The relationship between the sports pitch and the park, including encouraging access between the two (to enable wider participation and enjoyment of both facilities), fencing of the pitch which is not obtrusive, landscaping and planting to mitigate any adverse visual impacts;
- Physical security of both the park and the sports pitch, especially at times when the park may be closed but the sports pitch is being used;
- The park boundary along Boythorpe Road, including possible reintegration of the original park gates;
- Provision of some pitch-side shelter for spectators;
- Detailed examination of the costings for work to be undertaken, especially in respect of park landscaping and planting, and consideration of scope for this to be done in-house, utilising the experience gained from the restoration of Eastwood Park, and exploration of any available funding options;
- Operational arrangements for the sports pitch and the relationship to arrangements for the existing MUGA pitch within the park.

3.7 The Project Group would encourage the progression of the further work required in order to successfully enable this site to be used and enjoyed by the public with the minimum of delay. It welcomes the opportunity to continue to act as a 'sounding board' and to monitor progress during the design and building stage of the chosen use, as set out in the Group's original aims.

**Contacts:**

**Project Group Lead** – Councillor Gordon Simmons

**Democratic and Scrutiny Officer** – Brian Offiler



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## Chesterfield Borough Council

### Equality Impact Assessment - Full Assessment Form

Service Area: Health and Wellbeing/Commercial

Lead Officer: Michael Rich

Title of the policy, project, service, function or strategy the preliminary EIA is being produced for:

#### **Proposed Park Restoration & Artificial Turf Pitch at Queen's Park, Chesterfield (site of old QPSC)**

Is the policy, project, service, function or strategy:

Existing

Changed

New/Proposed

#### **STEP 1 – MAKE SURE YOU HAVE CLEAR AIMS AND OBJECTIVES**

What is the aim of the policy, project, service, function or strategy?

To utilise the currently derelict site of the former QPSC to deliver enhanced sustainable sports and recreation facilities for the town's citizens, providing an opportunity for participation in health-promoting structured and informal physical activity, while enhancing the amenity of the Grade 2\* Listed Park and Conservation Area.

Who is the policy, project, service, function or strategy going to benefit & how?

Citizens of and visitors to Chesterfield who will have access to improved outdoor sport & recreation facilities through provision of a high quality Artificial Turf Pitch (ATP). These types of pitches can facilitate a range of different activities and are often popular for children and young people, disability sport and mixed/female sporting activity.. In addition, the development will deliver an enhanced Park through additional landscaping and appropriate visually attractive boundary treatments, so benefiting all users of the Park and passers-by on Boythorpe Road.

## What outcomes do you want to achieve?

To address Priorities in the Council Plan, including:

- to make Chesterfield a thriving borough by delivering regeneration projects that will make Chesterfield Borough a better place
- to improve the quality of life for local people, through increasing the quality of public space for which the Council has responsibility through targeted improvement programmes and improving the health & well-being of people in Chesterfield Borough
- to provide value for money services, including the objective to become financially self-sufficient by 2020.

## What barriers exist for both the Council and the groups/people with protected characteristics to enable these outcomes to be achieved?

The need to address local & national planning policies which seek protection of the Park while balancing these against local needs & national aspirations to deliver enhanced opportunities for physical activity to improve health outcomes for the Borough's citizens. Pressure on financial resources within the Authority to deliver the facilities in a cost-effective manner while ensuring the long-term viability through a charging regime which ensures disadvantaged groups are able to utilise the new ATP.

## STEP 2 – COLLECTING YOUR INFORMATION

### What existing data sources do you have to assess the impact of the policy, project, service, function or strategy?

- Consultation and research associated with the production of the Playing Pitch & Outdoor Sports Strategy (March 2014) and the Sports Facility Strategy (December 2014).
- Project-specific consultation with sports clubs, potential users and the wider community in 2016.
- Assessment of national, regional & local strategies and policies regarding the provision of facilities for sport and recreation, including those of key governing bodies such as the Football Association (FA).
- Additional consultation with specific target user groups or representatives in September 2017 eg CBC Health Promotion Team, Sports Clubs, etc.

## STEP 3 – FURTHER ENGAGEMENT ACTIVITIES

Please list any additional engagement activities undertaken to complete this EIA e.g. met with the Equalities Advisory Group, local BME groups, Employee representatives etc. Could you also please summarise the main findings.

Date	Engagement Activity	Main findings
As above	Consultation activity included targeting of specific groups including young people and sports clubs developing opportunities for harder to reach groups including	There was a positive response to the principles being considered to develop the site and additional comments made about ensuring the new facility is as accessible to as many users as possible. The



	disabled people and women.	development of an ATP pitch for multi-sports use was well supported during the consultation.
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No EIA specific engagement was carried out as part of this commission but material gathered as part of previous consultation was utilised in designing the proposed facilities and developing operational plans.

## STEP 4 – WHAT’S THE IMPACT?

Is there an impact (positive or negative) on some groups/people with protected characteristics in the community? (think about race, disability, age, gender, religion or belief, sexual orientation and other socially excluded communities or groups). You may also need to think about sub groups within each equalities group or protected characteristics e.g. older women, younger men, disabled women etc.

Please describe the potential impacts both positive and negative and any action we are able to take to reduce negative impacts or enhance the positive impacts.

<b>Group or Protected Characteristic</b>	<b>Positive impacts</b>	<b>Negative impacts</b>	<b>Action</b>
Age – including older people and younger people.	Provision of an FA recommended small-sided pitch to enable the development of junior sport. Access to high quality facilities for users in all age groups close to their home or place of work.	None	None
Disabled people – physical, mental & sensory including learning disabled people and people living with HIV/Aids and cancer.	As above. The proposed pitch and the associated parkland will be fully accessible to all disabled people.	None	None
Gender – men, women and transgender.	The use of the facility and the associated improved parkland will be open to all users.	None	None
Marital status including civil partnership.	As above.	None	None
Pregnant women and people on maternity/paternity. Also consider breastfeeding mothers.	As above	None	None
Sexual Orientation – Heterosexual, Lesbian, gay men & bi-sexual people.	As above	None	None

<b>Group or Protected Characteristic</b>	<b>Positive impacts</b>	<b>Negative impacts</b>	<b>Action</b>
Ethnic Groups	As above	None	None
Religions & Beliefs including those with no religion and/or beliefs.	As above	None	None
Other groups e.g. those experiencing deprivation and/or health inequalities.	The facility is located close to a number of deprived communities and, being centrally located, will be accessible by public transport from throughout the Borough.	None	None

From the information gathered above does the policy, project, service, function or strategy directly or indirectly discriminate against any particular group or protected characteristic?

Yes

No

If yes, what action can be taken to stop the discrimination?

## **STEP 5 – RECOMMENDATIONS AND DECISION MAKING**

How has the EIA helped to shape the policy, project, service, function or strategy or affected the recommendation or decision?

Access to a range of data from local consultation and utilisation of national best practice will ensure that the proposed facilities will be available to all.

How are you going to monitor the policy, project, service, function or strategy, how often and who will be responsible?

The operation of the ATP and associated parkland will be monitored as part of the Council's leisure and open space management service, with data on use by target groups being captured as part of such an operation.

## **STEP 6 – KNOWLEDGE MANAGEMENT AND PUBLICATION**

Please note the draft EIA should be reviewed by the appropriate Head of Service/Service Manager and the Policy Service before WBR, Lead Member, Cabinet, Council reports are produced.

### Reviewed by Head of Service/Service Manager

Name:

Date:

### Reviewed by Policy Service

Name: Donna Reddish

Date: 27.11.17

Final version of the EIA sent to the Policy Service

Decision information sent to the Policy Service