

## **Hambleton District Council**

**Report To:** Cabinet

**Date:** 3 November 2020

**Subject:** **Northallerton Sports Village**

**Portfolio Holder:** Leisure  
Councillor Mrs B S Fortune

**Wards Affected:** Brompton and Northallerton Wards

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### **1.0 Purpose and Background**

- 1.1 This report seeks to inform Cabinet as to the present position with, and proposed steps for, the Northallerton Sports Village development. The report outlines the suggested phased approach for delivery of the village and proposes recommendations in order to achieve this.
- 1.2 The proposed sports village is an integral part of the broader North Northallerton development scheme which encompasses retail, hospitality, education, employment land and residential development, with an allocation for 900 new homes.
- 1.3 The Hambleton Local Plan includes a land allocation adjacent to Stone Cross in Northallerton to provide community facilities as part of the North Northallerton development master plan. The land will be transferred to the Council through the Section 106 agreement for the North Northallerton Development and the aspiration is for these facilities to include an extensive array of formal and informal recreation provision, referred to as Northallerton Sports Village. The Council's role is to provide community leadership in facilitating the scheme's development and to bring together stakeholders to deliver a project that meets the needs of community.
- 1.4 On 7 July 2015 Cabinet approved the Northallerton Public Open Space, Sport and Recreation Action Plan which identified Northallerton Sports Village as the top priority to receive up to £1,250,000 of Section 106 monies should these become available from developments in Northallerton. There is currently £464,700 S106 monies that have been allocated to match fund external grants. £15,337 has already been spent on master planning work for Phase 1 (£9,555 in 2019/20 and £5,782 in 2020/21).
- 1.5 On 8 September 2020 Cabinet approved an allocation of £310,442 from the Community Infrastructure Levy towards Northallerton Sports Village as one of five infrastructure projects. It is expected that a further £36,000 from this levy will be secured by 31 March 2021.
- 1.6 On 31 March 2016 outline planning permission was granted (15/01083/HYB) for the community use area including recreation playing pitches and allotments, car parking and means of access. Prior to the submission of this planning application local sports clubs from Northallerton, Romanby and Brompton were consulted which identified capacity issues for a range of sports.

- 1.7 Additional community consultation has also been undertaken as an integral element in the preparation of three key sport and leisure strategies. These three plans, help identify the strategic needs for the Hambleton district area and are vital in facilitating funding. Without such a strategic platform the sports village will not receive funding from National Governing Bodies (NGBs). Sport England, the Football Association and England Hockey have been involved with the production of these strategies and support the strategic direction for development of a Sports Village in Northallerton. Their support does not, however, necessarily mean that they will provide financial grant aid.

### Implementation and Phasing of the Development

- 1.8 The scale and reliance on external funding provision for this scheme will mean that it needs to be delivered in phases, subject to funding availability. The intention is therefore to deliver the scheme in strategic, discrete phases that are well timed and provide measured access for the community. In essence this requires support of the concept, rather than detail. At this stage there is clarity with Phase 1 (see below) but Phase 2 might develop to accommodate other sports and initiatives as time progresses; this is particularly so as national and local priorities change in reaction to COVID-19. However, the provision of pitches, grass and artificial, will remain central to Phase 2.
- 1.9 Table 1 below provides a summary of each proposed phase, the outcomes that each will achieve, approximate timescales which are subject to change as they will be determined by external funding availability and indicative costs:

Table 1

Phase	Development details	Outcome	Approximate Timescale	Likely cost £
1	Integration of existing Stone Cross public open space with new land to the north from the North Northallerton Development for allotments, small car park, fitness trail and soft landscaping	Access to public open space for informal sport and recreation	2020-2023	1,085,090
2	Pitches (grass and artificial) and ancillary facilities.	Access to formal sport and facilities	2023-2025	1,500,000*

\*Accurate costs for Phase 2 are not yet known therefore the likely costs have been based on cost estimates for a similar project that is being constructed in Sowerby.

- 1.10 The master plan (Appendix 1) for Phase 1 incorporates enhanced and new trails on the existing Stone Cross site, as well as the new land to the north, allotment gardens, small car park, extensive planting and woodland management, a wetland area, edible planting area, benches, interpretation boards, signage and habitat boxes.

- 1.11 The cost of Phase 1 is £1,085,090. A grant of £503,705 has been awarded (subject to terms and conditions being agreed) by the Department of Housing, Communities and Local Government's European Regional Development Fund (ERDF) and the remaining costs will be met by Section 106 and Community Infrastructure Levy monies, with a possible grant from British Cycling which is currently being considered. A requirement of the ERDF grant is that the Council formally agrees to its Grant Funding Agreement, which is yet to be received but is likely to be similar to those approved for the Sowerby Sports Village. It is proposed therefore that authority is delegated to the Director of Leisure and Communities in consultation with the Portfolio Holder for Leisure, to consider, and when satisfied, approve these.
- 1.12 The timescale for Phase 1 is dependent upon the transfer of the land from the developers (Taylor Wimpey and Persimmon Homes) to the Council. At present this is expected to be completed by March 2022. Works will commence on the existing Stone Cross site in 2021 prior to transfer of the additional land.
- 1.13 Phase 1 will also take account of and integrate developments adjacent to the site in relation to the potential construction of a Skills Village and imminent development of Northallerton School.
- 1.14 Phase 2 turns informal open space into formalised sport provision. This is also likely to be the most expensive phase as external funders will only provide grants if the pitches are serviced by suitable infrastructure such as changing rooms and car parking. The provision of potential external grants for this phase is most likely to come from the key sport NGB's, however the commitment and scale of their contribution is by no means certain. Should significant funds be made available, co-ordination of these across NGB's would need to take place. It is feasible that, once the Council knows of the position with external funding, the delivery of elements of Phase 2 may need to be sequenced at different times (i.e. turning Phase 2 into subsequent phases).
- 1.15 Glenrate Project Management Ltd was appointed at an early stage through a tender process to support the Council with the feasibility, technical and design elements of the scheme and they are currently in the process of completing the detailed designs in preparation for procurement. They are an integral partner in the scheme, with unique knowledge of the project and a comprehensive understanding of the health and wellbeing outcomes the Council seeks to deliver, having also worked with these on the Sowerby Sports Village project. This knowledge, experience and close understanding of Council needs will ensure that Glenrate continue to provide best value in comparison to other project management companies. It is therefore proposed that the Council's procurement rules are waived so that the contract with Glenrate can be extended to include the delivery and project management. This is permissible within Council policy.

## **2.0 Link to Council Priorities**

- 2.1 The sports village is a key component of the North Northallerton Development enhancing the quality of lives of the residents of the locality, as well as within the wider Northallerton area. This project will make a significant contribution to the 'Enhancing Health and Wellbeing'; 'Providing a Special Place to Live' and 'Caring for the Environment' priorities and has been identified as a key project in the Council Plan 2019-23.

2.2 Outcomes from the project will include an increase in the number of people participating in physical and community activity, which will contribute to improved health and wellbeing, as well as a reduction in health threatening conditions.

2.3 The project will also enhance the biodiversity of the area by the creation of a high quality green space that will increase habitats for native species through a comprehensive landscaping plan, woodland management and the installation of bird boxes, bat boxes and otter holt.

### 3.0 Risk Assessment

#### 3.1 Risk in approving the recommendations

Risk	Implication	Gross Prob	Gross Imp	Gross Total	Preventative action	Gross Prob	Gross Imp	Gross Total
Not obtaining sufficient external funding to complete the overall project, or later phases of it, within a timely manner	Additional funding would have to be obtained to fund any shortfalls. Only Phase 1 could be completed. Project delivery may take a longer time	4	4	16	Manage project to identify issues early and identify parts of the project that can be adapted. Work closely with funders/partners. Apply to less traditional sources of funding	3	4	12
The land transfer is not met by the developers in a timely fashion		4	3	12	Ongoing dialogue with land owners and developers to be maintained; legal agreement in place in the form of a S106 agreement	2	2	4
Capital costs are greater than estimated or increase, especially if the scheme takes a long time to deliver	Additional funding would have to be identified or elements reduced.	3	4	12	Manage project to identify issues early and identify parts of project that can be adapted. Deliver in a phased programme	2	3	6

#### 3.2 The key risks in not approving the recommendations are as shown below:-

Risk	Implication	Gross Prob	Gross Imp	Gross Total	Preventative action	Gross Prob	Gross Imp	Gross Total
The site remains undeveloped	The Council will have possession of an unrealised asset that will require maintenance. The stakeholders and	5	5	25	Outline planning permission has been secured; a funding strategy is in development; a master plan has been produced;	2	3	6

Risk	Implication	Gross Prob	Gross Imp	Gross Total	Preventative action	Gross Prob	Gross Imp	Gross Total
	residents will have a negative view which will have a reputational impact. The Section 106 agreement will be breached.				development of a community consultation approach.			
The recreational and health and well-being needs of the Northallerton areas are not met	Local sports club requirements cannot be met, resulting in diminishing member numbers and participants. The quality of health and well-being of local residents is not supported	4	4	16	Engage with residents and sports/health and well-being representatives to identify alternative actions	2	3	6

Prob = Probability, Imp = Impact, Score range is Low = 1, High = 5

3.3 Overall the risk of agreeing with the recommendations outweighs the risks of not agreeing them and is considered acceptable.

#### 4.0 Financial Implications

4.1 The intention is to deliver a scheme that is capially funded through developer contributions and external grant funds that minimises reliance upon Council capital funds.

4.2 The estimated costs of Phases 1 and 2, as they presently stand, is £2,585,090 (see Table 1). Table 2 provides more details on the costs for Phase 1, based upon the master plan. At this stage these can only be approximate until requisite specifications are completed and procurement exercises are undertaken.

4.3 At this stage of the project there are no revenue implications for consideration, however as the scheme develops revenue costs will be incurred. It is estimated that these will be incidental until 2023/24 with no formal budget necessary. After the delivery of Phase 1 a report will be submitted to Cabinet detailing any future requirements, for example, with internal maintenance, as well as costs for Phase 2.

4.4 Table 2 – Phase 1 Capital

Capital Expenditure	2019/20 £	2020/21 £	2021/22 £	2022/23 £	2023/24
Capital costs	9,555	40,622	265,273	718,892	50,748
Total expenditure	<u>9,555</u>	<u>40,622</u>	<u>265,273</u>	<u>718,892</u>	<u>50,748</u>

<b>Capital Expenditure</b>	<b>2019/20 £</b>	<b>2020/21 £</b>	<b>2021/22 £</b>	<b>2022/23 £</b>	<b>2023/24</b>
Financed by: Section 106	9,555	33,122	94,887	327,136	0
CIL		0	0	38,810	27,875
ERDF		7,500	120,386	352,946	22,873
British Cycling			50,000		
<b>Total</b>	<b><u>9,555</u></b>	<b><u>40,622</u></b>	<b><u>265,273</u></b>	<b><u>718,892</u></b>	<b><u>50,748</u></b>

## **5.0 Legal Implications**

5.1 There is an extensive range of issues with this project that will have legal implications. At this stage these will include advice and guidance to ensure that all conditions and regulations are adhered to in relation to the Section 106 agreement, procurement (including OJEU regulations), external funding and land ownership.

5.2 As the project progresses appropriate advice will be sought and actions taken.

## **6.0 Equality/Diversity Issues**

6.1 The Public Sector Equality Duty (PSED) has been considered and an Equality Impact Assessment has been completed to ensure that the facility is inclusive for all and:

1. Eliminates unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act.
2. Advances equality of opportunity between people who share a protected characteristic and people who do not share it.
3. Fosters good relations between people who are a protected characteristic and people who do not share it.

## **7.0 Health and Safety Issues**

7.1 There are health and safety issues related to the works being undertaken to develop the site. All of these are detailed within the contract management documents and managed by the project manager.

## **8.0 Recommendations**

8.1 That Cabinet approves:

- (1) the Northallerton Sports Village master plan at Appendix 1 of the report;
- (2) acceptance of the European Regional Development Fund Grant Funding Agreement for the Northallerton Environmental Enhancement Project (Phase 1) as detailed in paragraph 1.11 of the report;

- (3) that tenders are sought for Phase 1 works and that the appointment of the successful contractor is delegated to the Director of Leisure and Communities in consultation with the Portfolio Holder for Leisure;
- (4) to include Northallerton Environmental Enhancement Project in the capital programme to fund expenditure for grants that have to be claimed retrospectively;
- (5) that further reports are submitted for Cabinet consideration with regards to subsequent phases and project progress; and
- (6) the waiving of Council procurement rules to allow the continued appointment of Glenrate Project Management Limited to provide technical and design advice and support.

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**Background papers:** Sports Facility Strategy; Playing Pitch Strategy; Open Space Plan

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