

Arun District Council

REPORT TO:	Policy and Finance Committee: 9 February 2023
SUBJECT:	Palmer Road Project
LEAD OFFICER:	Joe Russell-Wells – Group Head of Environment and Climate Change Rachel Alderson – Principal Landscape and Project Officer
LEAD MEMBER:	Councillor Shaun Gunner
WARDS:	Angmering and Findon Ward

CORPORATE PRIORITY / POLICY CONTEXT / CORPORATE VISION:

The provision of community sports hubs is identified as a strategic priority in Policy HWB SP1 'Health and Wellbeing' of the adopted Arun Local Plan (2018). The Playing Pitch Strategy and the Indoor Sport and Built Facilities Strategy include the concept of community sport hubs and note their district-wide importance. Palmer Road recreation ground has been identified as a priority site for a community sports hub.

Providing a community sports hub at Palmer Road will also implement the Council's vision that aims to improve the wellbeing of Arun by tackling the causes of health inequality in Arun's areas of greatest deprivation and encourage our community to embrace healthy and active lifestyles.

DIRECTORATE POLICY CONTEXT:

The Palmer Road project sits within the Environment and Communities Directorate plan. Its design will take account of existing leisure contracts and management strategies.

FINANCIAL SUMMARY:

Funding for the community sports hub is available through section 106 developer contributions currently totalling £2,099,596, of which £1,307,063 has so far been received.

It is also proposed to apply for external funding from the Football Foundation. However, it is not known what proportion of the project budget might be available and this will not be confirmed until an application has been submitted and assessed.

Estimated project costs have been compiled through a feasibility study and indicate an initial cost of approximately £5 million. However, there are additional works which are currently not included in the cost estimate and further detail is required to determine requirements. A sum for inflation has been included in accordance with industry benchmarking. All costs will be kept under review.

These initial cost estimates indicate that there will be a budget shortfall. In this event, it is likely that the delivery of the project will need to be phased, until further funding is secured. The opportunity to bid for funding from the Community Infrastructure Levy (CIL) will be explored.

1. PURPOSE OF REPORT

- 1.1. This report sets out the proposed scope for the Palmer Road project and seeks approval to enter a framework agreement with the Football Foundation to progress the project and for the budget virement of section 106 allocations.

2. RECOMMENDATIONS

The Committee is requested to:

1. Approve the Project Proposal including the deliverables and the programme as set out in Appendix 1.
2. Approve that the council utilises the established Football Foundation AGP Framework, by signing a Joining Agreement, with the terms and conditions of the agreement to be agreed with Legal Services in consultation with the Monitoring Officer and to be executed in accordance with Contract Standing Orders.
3. Approve the procurement of professional services, to support the delivery of a new community sports hub at Palmer Road, within the professional fee allocation of £486,229, subject to the approval of recommendation 4.
4. Approve the drawdown and expenditure of S106 developer funding contributions from the planning applications allocated to the Palmer Road project, and any CIL funding awarded.

2. EXECUTIVE SUMMARY

- 2.1. The report provides detail on the scope of the project to be undertaken at Palmer Road and seeks approval for the project proposal and to progress the project by entering into a funding agreement with the Football Foundation through the procurement of consultants. The report also seeks approval to procure professional services to support the delivery of the project and for the drawdown and expenditure of section 106 funding and other funding received and allocated to the project.

3. DETAIL

4.1. Background and policy context

Palmer Road Recreation Ground is a large public open space in north Angmering, and currently includes a sports pavilion, grass football pitches, a cricket wicket, and children's play facilities. It has been identified as a strategic priority within the Local Plan for the provision of a community sports hub.

The recreation ground is currently managed by Angmering Parish Council under lease from Arun District Council and is sub-leased to ASRA – Angmering Sports and Recreation Association.

The council's Playing Pitch Strategy (March 2019) assessed the pitches and

changing facilities to be of poor quality but that the site overall should be developed as a multi-sport hub site with investment focused on improving grass pitches, upgrading the changing facilities and the provision of one or two 3G pitches.

The Football Foundation's Local Football Facilities Plan (May 2019) has identified Palmer Road as a priority project to deliver a key site for football, with opportunities for funding to significantly enhance and extend the current provision.

Outline planning approval (A/122/19/OUT) was granted in 2020 for up to 160 homes north of Palmer Road recreation ground, on land which is not strategically within the Arun Local Plan but is within the Neighbourhood Plan provision. As part of the planning permission the section 106 agreement requires land to be made available for the expansion of current sports pitch provision to form the sports hub to the south of the residential development on Palmer Road recreation ground.

4.2. Interface housing development

Following the outline approval for housing on the adjacent land north of Palmer Road further applications have been submitted by the developer. The first was to discharge Condition 5 of A/122/19/OUT for approval of the design code for the development site (A/235/21/DOC) and was approved with detail reserved. The most recent applications include 2 Reserved Matters (A/46/22/RES and A/48/22/RES), and Hybrid application (A/270/21/OUT), which are still under consideration by the Council's planning department. The delivery of the community sports hub is reliant on the transfer of the additional land to the north of Palmer Road recreation ground.

4.3. Feasibility study

An initial feasibility study was undertaken in 2018 to establish the potential for a sports hub facility at Palmer Road Recreation Ground including improvements to existing facilities and the provision of a new community hub building and 3G pitch.

Consideration was given to the sports facility requirements in the local area based on current and future demand and level of facility provision, and consultation was undertaken to establish the views of key stakeholders.

Palmer Road recreation ground was identified as meeting the criteria of a strategic hub site. It provides the best location for a 3G pitch in the east of Arun and the site can also accommodate a significant increase in the provision of natural turf pitches.

In 2022 the feasibility study was revisited and updated to further define the scope. The study can be found in Appendix 2 and includes a strategic review, needs analysis, stakeholder consultation and proposed usage programme. These have informed the conclusions and the recommended facility mix for the project and are based on the facilities being able to meet the future demand of local sports clubs and organisations.

4.4. Sports hub pre-application

To further test the opportunity for a sports hub facility at Palmer Road a pre-application submission was made on behalf of the council and the outcome received in June 2022. The outcome concluded that in principle the proposed development is acceptable, although this did acknowledge that some further information would be needed with a full planning application.

A traffic study was also undertaken to ascertain whether the site could cater for the increased vehicle movements associated with a sports hub, and where the access would be best located. As a result of this work a pre-application advice request is with WSCC as the highway authority and the results awaited.

4.5. Proposed scope

Following the conclusion of the feasibility study a Project Proposal has been prepared, which sets out the intended scope of the project and can be found in Appendix 1. The Project Proposal provides more detail on the project background, stakeholder engagement, deliverables, costs, funding, risks and programme.

It is proposed that the new scheme at Palmer Road will deliver a community sports hub and include the facility mix set out in the project deliverables section of Appendix 1.

The facility mix will allow for a full-sized 3G football pitch with floodlighting, a range of grass pitches suitable for different ages, an artificial turf wicket cricket pitch, a multi-use games area (MUGA), a play area and a community hub building with associated parking and access.

Plans showing possible layout options are also included in Appendix 2.

4.6. Costs and funding

The feasibility study gives an initial cost estimate of the scheme to be in the region of £5m. There are a number of items which do not form part of these costs and further design detail is required before these can be determined. The cost estimate currently excludes excavation and groundworks, removal of existing pavilion, site levelling works, drainage, landscape works, access improvements, site fencing, tree planting/replacement, loose fittings/fixtures, planning fees and client costs.

Recent planning applications have sought developer contributions for improvements to sport and leisure facilities to meet the demand created by new development in the east of the district. The section 106 allocations for Palmer Road currently total £2,099,596, of which £1,307,063 has so far been received. It is proposed to draw down the funding available to enable designs to be prepared for the scheme. The following table provides a breakdown of the section 106 receipts by planning reference:

PLANNING APPLICATION DETAILS	CONTRIBUTION	TOTAL DUE	TOTAL RECEIVED TO DATE
Land at Pound Nursery - A/167/14/PL - 46 homes	Natural turf pitches (NTP) with ancillary facilities: £63,945 Artificial grass pitch (AGP): £2,535	£66,480	£66,480
Land to east of Roundstone Lane - A/82/12 - 138 homes	Natural turf pitches (NTP) with ancillary facilities: £288,795 Artificial grass pitch (AGP): £7,983	£296,778	£296,778
Land at West End Nursery - A/144/15/PL - 246 homes	Community sports hub building/sports hall: £139,694 Natural turf pitches (NTP) with ancillary facilities: £265,635 and £276,222 Artificial grass pitch (AGP): £8,398 and £8,732 Fitness equipment: £22,125	£720,806	£720,806
Land North of Water Lane - A/40/18/OUT - 525 homes	Community sports hub building/sports hall: £361,777 Natural turf pitches (NTP) with ancillary facilities: £143,717 Artificial grass pitch (AGP): £34,695	£540,189	£0
Land South of Water Lane - A/99/17/OUT- 175 homes	Natural turf pitches (NTP) with ancillary facilities: £58,370 Artificial grass pitch (AGP): £11,596 MUGA: £42,709	£112,675	£11,596
Manor Nursery - A/51/14/OUT - 32 homes	Community sports hub building/sports hall: £14,246 Natural turf pitches (NTP) with ancillary facilities: £44,296 Artificial grass pitch (AGP): £1,756 Public Art: £1,866	£62,164	£0

Land at Dappers Lane - A/76/20/PL - 84 dwellings	Community sports hub building/sports hall: £31,677, £10,400 and £48,019 Natural turf pitches (NTP) with ancillary facilities: £42,582 plus £67,229 for 20 years maintenance) Artificial grass pitch (AGP): £13,303 Public Art: £3,238	£216,448	£127,347
Land between New Place Bungalow and Arundel Road - A/131/16/OUT - 9 homes	Play Area: £10,794	£10,794	£10,794
Land at Quiet Waters - A/132/17/OUT: 30 homes	MUGA: £6,391	£6,391	£6,391
Merry England Nursery - A/142/16/OUT - 18 homes	Play Area: £32,082	£32,082	£32,082
Hollyacre - LU/116/13 - 63 homes	Artificial grass pitches (AGP): £846	£846	£846
Windroos Nursery - LU/229/10 - 91 homes	Community sports hub building/sports hall: £33,943	£33,943	£33,943
	Totals	£2,099,596	1,307,063
	Total expected: Excluding maintenance contributions	£2,032,367	

Further funds will be required to meet the funding shortfall. The opportunity to seek external funding from the Football Foundation has been explored and the council has been invited to submit a grant application, although it is not known what scale of grant might be available.

It is possible that there will be a need to secure additional funding to meet the full cost of the scheme.

4.7. Professional services procurement

Funding from the Football Foundation is only viable if the facility is built through the framework and to their specification, which aims to maximise the benefits to the community. The Football Foundation has shown initial support for the project however a full application must be submitted prior to any funding commitment.

To progress the project the council in the first instance will need to enter a framework agreement with the Football Foundation which will enable the council to award a contract to an approved supplier. The framework will provide a service that includes design, manufacture, supply and installation of the 3G pitch as well as other construction works in connection with the provision of the facility.

Once the council has signed the agreement, it will be possible to make an application to the Football Foundation for the required funding, at the appropriate stage of the project. Should the bid to the Football Foundation be successful it will be necessary to comply with their terms and conditions and therefore enter into an agreement with the funding body.

It is expected there will be a need to procure additional professional services to support the design and construction of the scheme. These may be procured through a framework or an open tender depending on the options available.

It is proposed that the council signs the framework agreement and enters into a contract with the Football Foundation Framework. It is also proposed that the professional services are procured as necessary to enable designs for the sports hub to be developed, costs to be reviewed and monitored and the construction contract to be administered, to be contained within the professional fee allocation of £486,229.

4.8. Legal charge

The Football Foundation, as part of its standard terms and conditions, will require that a legal first charge is taken over the freehold or leasehold in order to secure its grant funding. If the council is unable to charge the premises the Football Foundation will place a restriction on the title to the premises at the Land Registry, which prevents the council selling or letting the premises without the knowledge or consent of the Football Foundation. This would need to be in place before a funding application can be made.

4.9. Programme

The following table sets out the anticipated work programme however this is completely dependent on the transfer of land to ADC:

Project Activities	Timescale
Enter into framework agreement with Football Foundation and further scope definition	Early 2023
Consultant appointment	Spring 2023
Surveys, design, public consultation	Summer 2023 - Spring 2024
Planning application, tender process for contractor	Spring - Summer 2024
Construction	Summer 2024
Completion	Summer 2025

Following the engagement with the Football Foundation the scope of the project will be further defined and site surveys undertaken. Future reports on project progress and emerging designs will be presented to the Policy and Finance Committee.

4. CONSULTATION

- 4.1. Stakeholder engagement has been carried out with key stakeholders during the feasibility study process including Angmering Parish Council, Angmering Sports and Recreation Association (ASRA), Angmering Advisory Group, a number of sports clubs and organisations (football, cricket, netball, leisure) and local schools.
- 4.2. Feedback from each group is detailed within the feasibility study and will help/has helped to inform how the project should be taken forward. A summary of the main points raised is listed in the Project Proposal (Appendix 1). The feasibility study has demonstrated that demand exists from local sports clubs for increased facilities at Palmer Road, including the provision of a 3G pitch. Angmering Parish Council has shown its support for the project.
- 4.3. Further engagement will take place with local stakeholders at design stage. Public consultation will also be carried out prior to the submission of a planning application.

5. OPTIONS / ALTERNATIVES CONSIDERED

1. To approve the recommendations as set out in the report.
2. To not approve the recommendations and delay the commencement of the project.

6. COMMENTS BY THE INTERIM GROUP HEAD OF FINANCE/SECTION 151 OFFICER

- 6.1. The project is a significant financial undertaking for the Council. The latest estimated cost in total is £5m and at the present time, confirmed funding of £2,099,596 has been identified, of which £1,307,063 has been received. External funding is being pursued, which is not yet confirmed.

7. RISK ASSESSMENT CONSIDERATIONS

- 7.1. The risk log (see Appendix 1) sets out potential risks which may impact the project. The highest risks relate to project costs and available funding, S106 expenditure deadlines, planning consent and land transfer, resolution of site access, lease and covenant arrangements, drainage and existing site infrastructure.
- 7.2. As the project progresses a risk assessment and method statement will be produced by the Principal Designer and the project will be delivered in accordance with the Construction, Design and Management (CDM) Regulations 2015.

8. COMMENTS OF THE GROUP HEAD OF LAW AND GOVERNANCE & MONITORING OFFICER

- 9.1 The legal requirements in respect of this project are set out within the body of this report, with all agreements to be entered into to be reviewed and agreed by the Legal Services team together with the terms of any legal charge and any other matters within the scope of the project.

9. HUMAN RESOURCES IMPACT

- 9.1. None.

10. HEALTH & SAFETY IMPACT

- 10.1. The project will be delivered in accordance with the Construction, Design and Management (CDM) regulations 2015. Health and safety risks will be considered by the project team and consultants during design phase, and health and safety will be managed by the Principal Designer during the construction works. This includes consideration of impacts resulting from any land transfer.

11. PROPERTY & ESTATES IMPACT

- 11.1. The council will retain responsibility for the completed scheme. The project will result in improvements to council assets as well as additional assets.
- 11.2. Covenants and lease arrangements will require review and discussions with relevant parties and stakeholders to mitigate for potential constraints.

12. EQUALITIES IMPACT ASSESSMENT (EIA) / SOCIAL VALUE

- 12.1. The provision of a community sports hub at Palmer Road will help to improve the social and environmental wellbeing of the district area, and tackle health inequality by providing a good quality, sports facility for the community. It will also aim to meet the needs of underrepresented sectors of the community. An EIA will be completed as part of the early stages of the project.

13. CLIMATE CHANGE & ENVIRONMENTAL IMPACT/SOCIAL VALUE

- 13.1. Environmental sustainability will be addressed at design stage to ensure that the council reduces its carbon footprint, its impact on the environment and the use of natural resources during construction works. Contractors will be required to provide evidence of their environmental sustainability policies, including any carbon impact footprints, and demonstrate how these will be applied/reduced on the project.

14. CRIME AND DISORDER REDUCTION IMPACT

- 14.1. Improvement of sports facilities helps to provide better services for communities to help reduce crime and disorder within Arun and offers the opportunity to build stronger communities with confidence in their local services.

15. HUMAN RIGHTS IMPACT

- 15.1. The proposed scheme fulfils the freedoms and rights within the Human Rights Act 1998. There are no negative implications in terms of human rights impacts.

16. FREEDOM OF INFORMATION / DATA PROTECTION CONSIDERATIONS

- 16.1. There are no specific Freedom of Information or Data Protection issues arising from the proposals in the report.

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BACKGROUND DOCUMENTS:

- [Local Plan \(2018-2031\)](#)
- [Playing Pitch Strategy and Action Plan \(March 2019\)](#)
- [Indoor Sports and Built Facilities Strategy \(2019-2029\)](#)
- [Local Football Facilities Plan \(LFFP\)](#)