

## Report of Director of City Development

### Report to Executive Board

Date: 18<sup>th</sup> September 2019

Subject: All-Weather Pitch Provision in Leeds and Parklife Programme Update

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Beeston and Holbeck, Calverley and Farsley, Temple Newsam, Weetwood, Gipton & Harehills and Middleton Park	
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:	
Appendix number:	

## Summary

### 1. Main issues

- Physical activity and sport is the single most positive intervention for the delivery of health, mental and social well-being outcomes for individuals and communities. Grass based sports activity (football, rugby and cricket) is hugely popular in Leeds. There are 1156 affiliated teams within Leeds, of which 218 are youth male teams, 63 are youth female teams, 36 disability teams and 351 mini-soccer teams. The most significant area of growth for team affiliation is in multi-team junior football clubs the likes of which include Horsforth St. Margaret's (75 teams), Guiseley Juniors (48 teams) and Garforth Rangers (31 teams), as well as multi-sport based organisations such as the Hunslet Club which as well as football and rugby league offers gymnastics, ballet, contemporary dance and tap classes, boxing and majorettes.
- All-weather playing pitch facilities are a high quality and indispensable part of modern football facility provision. They are accessed by many of these clubs and teams to deliver their dedicated training sessions, matches, coach and player development sessions, diet and nutrition information and social inclusion and community cohesion programmes which all deliver positive outcomes for the people of Leeds.
- There are currently 11 all-weather, floodlit pitches across Leeds, many of which are focused around a commercial operation or are linked to educational establishments (schools and universities). The effect of this is that teams and clubs with high junior

team numbers and teams located within more socially deprived areas of the city, struggle to afford access to all-weather pitch facilities.

- The draft Leeds Local Facilities Football Plan (LFFP) (December 2018) has been developed in partnership between the Football Foundation, the West Riding County FA, Sport England, Leeds City Council, Leeds United Community Foundation and West Yorkshire Sport. Every local area in the Country will have a LFFP to identify the priority projects for potential investment in Leeds and enable investment in football facilities to be accurately targeted to areas of need, to demonstrate the positive impact high-quality football facilities, in the right locations, can have on participation and enjoyment.
- The LFFP identifies four investment priorities for Leeds. These are:-
  1. 3G FTPs (all-weather pitches)
  2. Improved grass pitches
  3. Changing room pavilions / clubhouses
  4. Small-sided facilities
- The focus of this report is for item 1 above, all-weather pitch investments and provides details of the 15 LFFP identified priorities for the provision of these facilities which are intended to be delivered through two separate programmes developed by the Football Foundation – the LFFP Priority Programme and Parklife.
- The LFFP Priority Programme sites are strategically important, as they are linked to either Charter marked, large junior clubs, linked to BAME communities and people from lower socio-economic and underrepresented groups, located in areas of high deprivation or are linked to centres for educational attainment and sporting excellence. These sites are most likely to comprise single pitch developments.
- Parklife is a Football Foundation countrywide model for the provision and operation of all-weather facilities designed to address in part, the shortfall of all-weather (3/4G) pitches across the country (identified in Local Authority's Playing Pitch Strategies (PPS)). In Leeds the draft PPS identifies the requirement for 24 all-weather pitches to meet teams and clubs training demand, meaning there is currently a shortfall of 13. The Parklife programme has been developed to ensure that all-weather pitches are all well managed and sustainable and surplus income generation is then targeted through the draft LFFP priorities, to improve the quality and condition of existing grass playing pitches, which are often unusable due to lack of drainage systems, over play and a lack of good quality maintenance regimes (the value of which is significantly in excess of the cost of pitch hire). All of which leads to postponed or cancelled matches negatively impacting the quality of junior player development.
- To address Leeds's shortfall for all-weather (3/4G) pitches identified above the City Council submitted an application to the Football Foundation for inclusion on the Parklife programme, approved by Executive Board in December 2017, a partnership between Football Association (FA), the Premier League, Department for Digital, Culture, Media & Sport (DCMS), Sport England and the Football Foundation. The Council was formally approved into the programme in March 2018.
- Parklife provides match funding through the Football Foundation of up to 60% (subject to negotiations) towards the cost of developing Parklife sporting hubs, the criteria for which are, a minimum of 2 artificial grass pitches (AGPs) with associated

changing facilities, community café with meeting spaces and parking. The facilities are then controlled by a national charitable trust who will then appoint an operator via a 25 year lease. The Parklife facilities seek to generate an income stream that is sustainable, with any profit being invested by the trust back into grass playing pitch stock to improve the quality of Leeds's grass playing pitches.

## **2. Best Council Plan Implications**

- The Best Council Plan 2018/19 – 2020/21 underlines the aim of the city to tackle poverty and reduce inequalities. Outdoor access to sporting facilities has clear benefits in the reduction of the health inequalities found across the city and the participation in active lifestyles being a contributing factor to reducing this gap.

Outcomes included in the Best Council Plan include:

- Enjoy happy, healthy, active lives
  - Enjoy greater access to green spaces, leisure and the arts
- The Parklife programme specifically addresses the Health and Wellbeing and Inclusive Growth Strategies by ensuring quality sustainable community facilities across the city that are welcoming and provide spaces that people chose to use and exercise within. The Parklife developments are fully accessible and will provide facilities for the whole community that are fully socially inclusive and affordable.

This in turn also supports the following priorities:

- Supporting communities and raising aspirations
- Preventing people dying early
- Promoting physical activity
- Supporting healthy ageing
- Enhancing the quality of our public realm and green spaces

## **3. Resource Implications**

- The capital cost for the development of Parklife schemes including fees is normally based on a contribution of up to 60% from the Football Foundation. The Football Foundation's investment is made at a city (portfolio) level with each local authority, with the remaining element being funded by the City Council and its partners. However, Members of Executive Board should note that based on a case by case basis and having regard to local circumstances, the level of contribution from the Football Foundation for any particular hub may exceed 60%. Council officers will work with representatives of the Football Foundation to maximise their financial contribution to each project.
- It is anticipated that the first Parklife project to be developed, Fullerton Park will be constructed at an estimated cost of £8 million.
- The funding contribution for the City Council's obligations to the Fullerton Park project will be met by corporate borrowing.

## Recommendations

Executive Board is requested to:-

- Note the progress made with the development of the Parklife Programme to date.
- Approve the selection of four shortlisted Parklife sites contained within this report.
- Approve the principle that the funding for the City Council's financial contribution for Fullerton Park will be funded as part of the Capital Programme agreed in February 2020, with a detailed Design and Cost report being presented to Executive Board in due course.
- Authorise the ongoing design progression at Woodhall Lane and Green Park Parklife projects, and note that the match funding for the city council's contribution for the Parklife projects at these sites will be considered as a pressure as part of the capital programme report in February 2020.
- Authorise the Director of City Development in discussion with the Executive Member to support the submission of planning applications for Fullerton Park and Woodhall Lane Parklife projects, based upon the facilities mix contained within this report.
- Note that the Director of City Development and Director of Communities and Environment will be responsible for the delivery of the programme.

### 1. Purpose of this report

- 1.1 The purpose of the report is to provide the Executive Board with an update of progress on the delivery of the proposed Parklife Programme, particularly with regards to the Fullerton Park project and to note the interdependency of this scheme with the proposed disposal of land at Brown Lane East (former Matthew Murray school site) to Leeds United Football Club, which is subject to a separate report submitted to this Executive Board.

### 2. Background information

- 2.1 As the nation's most popular team sport, football has the power to contribute positively to vital social outcomes and health priorities. Research clearly and continually demonstrates the positive impact high-quality football facilities, in the right locations, can have on participation and enjoyment. Latent demand exists, but facility quantity and quality has to 'step up' if football is to reach out to everyone.
- 2.2 There are sufficient grass pitches in Leeds to cope with match play demand, however, these pitches are generally of poor quality with matches frequently postponed due to waterlogged pitches. The better quality pitches within the city soon become overused and deteriorate over the course of the season. This also leads to cancellations and ultimately affects participation numbers and junior player development in particular. Many teams highlight a lack of accessible and affordable floodlit training facilities as a key issue. Some export demand to 3G pitches in neighbouring authorities such as Bradford whilst others make use of a number of sites, some with small sized all-weather pitches or indoor facilities.
- 2.3 3G all-weather pitches are a high quality and indispensable part of modern football facilities; their impact cannot be underestimated. In recent years the industry has

seen major innovations and improvements to artificial surfaces (and sports lighting). This has created playing surfaces that replicate a good standard natural turf pitch whilst significantly increasing levels of use (x20) when compared against grass pitch usage (x3 maximum). There are currently 11 full sized all-weather pitches with floodlighting in Leeds. A full-sized 3G caters for an average of 1,200 participants per week and is suitable for various location types. That means being fully inclusive to all sections of the community, with a particular focus on under-represented groups such as women and girls, people with a disability, BAME communities and people from lower socio-economic groups.

- 2.4 The draft Playing Pitch Strategy (PPS) (2015 revision), the City's strategic planning tool for the development of outdoor recreation sports based playing pitches (grass and artificial) including ancillary facilities, has been an important document for Leeds since the first iteration was adopted in 2003. The draft PPS identifies 599 grass football pitches in Leeds of which 524 are reported to be available for community use. The majority (61%) of pitches available for community use are rated as standard quality, with 37% rated as poor and only 11 pitches as good, equating to just 2%.
- 2.5 In recognition of the need to address the issues above and also build on the positive impact that active lifestyles have on physical, mental and social wellbeing and ensure that investment in grass roots sport and physical activity is targeted to areas that will most benefit, the draft Leeds Local Football Facilities Plan (LFFP) (December 2018) has been developed. It has been developed in partnership between the Football Foundation, the West Riding County FA, Sport England, Leeds City Council, Leeds United Community Foundation and West Yorkshire Sport and identifies priority project proposals for the City.
- 2.6 The Priority Project proposals, identified within the LFFP will help develop a sustainable network of quality facilities to drive participation across all parts of the game. Central to this are five key success factors: quality, inclusivity, sustainability, engagement and usage. To ensure a consistent and high quality approach, each local area has been reviewed applying a standard approach, supplemented by input from consultation with local partners and stakeholder organisations. Local assets and opportunities have been reviewed in line with four investment priorities (of which this report takes account of item 1.):
  1. 3G FTPs (all-weather pitches)
  2. Improved grass pitches
  3. Changing room pavilions / clubhouses
  4. Small-sided facilities
- 2.7 The LFFP identified 15 city wide priorities for the provision of all-weather pitch facilities which are proposed to be delivered through two separate programmes developed by the Football Foundation – the LFFP Priority Programme and Parklife.
- 2.8 On the 13th December 2017, Executive Board approved the development of the Parklife Programme for Leeds, (following Leeds's successful bid for inclusion) to include carrying out technical feasibility studies, develop a delivery programme and provide costings for the development of each site. The outcome of this was that 8 sites were initially assessed as to their potential for inclusion in the Parklife programme based on the criteria set out in 2.9 and 2.10.

- 2.9 The Football Foundation funds up to 60% towards the costs of developing football hubs each comprising a minimum of two artificial grass pitches (AGPs) with associated changing facilities, café & social areas with meeting rooms and parking.
- 2.10 The Parklife model requires that land is then leased to a national not for profit football trust for a period of 25 years and then each site is operated and managed by an operator, when at that point it is returned to the Council as an operational asset. Each site, it is anticipated, generates sufficient income to pay the operator's fees and any costs associated with the football trust and its operation. Any surplus funding generated is to be reinvested by the trust into grass playing pitches to improve the quality of the existing stock of grass pitches in Leeds.
- 2.11 All of the all-weather proposals have a unique opportunity to better link health and well-being priorities, social engagement and connections across communities and engage under-represented groups in a positive and inclusive way. Applying the aims of 'Get Set Leeds' (shown below) is a key driver to the development of the whole programme and will be embedded in the approach with clubs and stakeholders as schemes develop.

***“For people living in the most deprived communities in Leeds, to have the opportunity to contribute to, be valued by, and be involved with where they live. For these communities to recognise their assets, forge strong, meaningful connections with one another and feel able to make the changes they want to see in relation to living in a physically active place. That the learning from these communities is shared with the rest of the city so that other people can start to lead a more active life too.”***

### **3 Main Issues**

- 3.1 The LFFP for Leeds identifies opportunities to accurately target investment in grass roots football facilities across the local area, to ensure that they meet needs specific to their local area. The draft LFFP identifies 39 priority projects for Leeds of which 15 are 3G all-weather pitch proposals. The sites have been identified as strategically important hub sites in the City with the potential for accommodating multiple 3G pitches supported by ancillary facilities or single pitch locally important, community based sites. These sites could realise the development of up to 10-15 new 3G pitches. These are:-

- Fearnville
- Bodington Playing Fields
- Woodhall Sports Ground
- Green Park, Thorpe Park
- Elland Road (Fullerton Park)
- John Charles Centre for Sport
- King George's Fields Horsforth
- Prince Henry's Grammar School Otley
- Chapeltown Youth Development Centre – Chapel Allerton
- The Hunslet Club Middleton
- Garforth (site to be confirmed)
- Wetherby/Boston Spa (site to be confirmed)
- Weetwood Hall Playing Fields
- Carnegie Sports Centre

- Leeds Trinity University

3.2 These sites were further reviewed against the potential for consideration as Parklife projects. The criteria as set out by the Football Foundation for inclusion within the Parklife Programme is as follows:-

- Capable of accommodating a minimum of 2 all-weather pitches;
- Ancillary changing facilities;
- Car parking
- Sufficient security of tenure to grant a 25 year lease to the football trust
- No impact on existing LCC revenue/income streams

3.3 From this review, the outcome was that a list of 8 sites would be further tested against the Parklife criteria to determine suitability for progression and these were reported to December 2017 Executive Board as follows:-

- Fullerton Park, Elland Road
- Former Matthew Murray High School site
- Woodhall Playing Fields
- Fearnville Leisure Centre (removed due to potential impact on income generation opportunities for LCC)
- John Charles Centre for Sport
- Green Park, Thorpe Park
- University of Leeds, Lawnswood
- University of Leeds, Boddington Hall

3.4 Therefore, the sites for consideration outside of Parklife criteria i.e. LFFP Priority Projects for Leeds are:-

- Fearnville
- John Charles Centre for Sport
- King George's Fields - Horsforth
- Prince Henry's Grammar School Otley
- Chapeltown Youth Development Centre – Chapel Allerton
- The Hunslet Club - Middleton
- Garforth (site to be confirmed)
- Wetherby/Boston Spa (site to be confirmed)
- Weetwood Hall Playing Fields
- Carnegie Sports Centre
- Leeds Trinity University

### 3.5 LFFP Priority Projects

3.5.1 The list of sites highlighted above at 3.4 whilst not meeting the Parklife criteria, are strategically important, as they are linked to either Charter marked, large junior clubs, located within BAME communities and people from lower socio-economic and underrepresented groups, located in areas of high deprivation or are linked to centres for educational attainment and sporting excellence. These sites are most likely to comprise single pitch developments.

3.5.2 Fearnville Leisure Centre will consist of the replacement of the existing all-weather pitch which is currently unusable, linked to the redevelopment of Fearnville Well-Being centre, an update of which is due to be reported back to a future Executive

Board. As part of this scheme it is anticipated that the Football foundation will joint fund the re-installation of the full size 3G artificial grass pitch. The match funding for this proposal would form part of the Fearnville Well-Being Centre scheme which will be subject to separate approvals. The majority of the remaining schemes above are to be developed in partnership with the LFFP steering group and then match funding will be sought by the Clubs or organisations seeking to bring these forward, such as The Hunslet Club developing a scheme for the Hunslet Club Parkside playing fields, Horsforth St Margaret's developing a scheme for King George Playing Fields and Chapeltown Youth Development Centre bringing forward proposals for Prince Phillips Centre Playing fields.

- 3.5.3 John Charles Centre for Sport is a challenging site for the Council. The existing full size all-weather pitch is in poor condition yet the strategic case for its inclusion in the LFFP Priority Programme is somewhat undermined by its proximity to existing all-weather provision at Middleton Leisure Centre and Springwell Academy. As a consequence the Council will need to consider the most deliverable business case for its redevelopment as part of the Council's capital programme at a future point in time.
- 3.5.4 Each of the priority projects identified will have to follow an application process to show how it will deliver key participation outcomes, be a quality & sustainable facility and demonstrate suitable match-funding. When each priority project is in a position to proceed, preapplication support will be provided by the Football Foundation, the Council and the West Riding County FA to the proposing organisation to assist with the delivery of the project.

### 3.6 Parklife

- 3.6.1 The Parklife Steering Group (The Football Foundation, Sport England, West Riding County FA and LCC) collectively reviewed the 8 sites noted by Executive Board (reduced down from 20 by the Football Foundation) and proposed that from those there were 4 sites that would be eligible for funding as they met the Parklife criteria, that being a minimum 2 AGPs, changing facilities and associated parking that would be operated by the national operator chosen on a 25 year tenure. Sport England and the Football Foundation further reviewed these sites from a technical perspective analysing likely maximum demand, shape and size of the available plot, topography and site levels, proximity to housing, location, accessibility and impact on the surrounding area as well as likely planning risks, before confirming the Parklife site list as the 4 sites below. The FA's assessment of these sites is that they will provide city wide, club coverage and access based on potential usage, for over 55% of the city.

Site	Ward	Ownership
Fullerton Park Elland Road	Beeston & Holbeck	Leeds City Council
Woodhall Playing Fields	Calverley & Farsley	Leeds City Council
Green Park, Thorpe Park	Temple Newsam	Scarborough Group
University of Leeds Bodington Hall	Weetwood	University of Leeds

### **3.7 Boddington Hall**

3.7.1 The Parklife proposal for Leeds University is being self-delivered by the university, and does not sit under the same Trust / Operator requirement that the LCC projects are subject to. The full costs of the development will be met by the Football Foundation and the University and will not require any financial contribution from the City Council. The hub will be located adjacent to the Brownlee Cycle Centre and comprises the following;

- 3 x full sized 3G artificial grass pitches.
- Community Café with student social area.
- Changing rooms with Changing Places facility.
- 200 place car park.

3.7.2 The University has confirmed that the planning application for the project will be submitted to Leeds City Council in early September 2019, to allow for a project completion targeting the commencement of the 2021 football season.

3.7.3 Members of the Executive Board should note that the City Council has no involvement in the delivery of the development of the Parklife proposal at Boddington Hall outside of its statutory function that will be provided as part of the planning process.

### **3.8 Fullerton Park – Elland Road**

3.8.1 Fullerton Park is owned by Leeds City Council. It sits adjacent to Elland Road, the home of Leeds United Football Club and is currently a poor quality surface grade car park, used for match-day parking. Leeds United Football Club is an important part of the city of Leeds's regional, national and international profile. For the last season the Club had an average home attendance of 34,000, higher than several Premiership Clubs. It has one of 46 Charitable Foundations (Leeds United Foundation) in the country, which runs education and sport development programmes across the city in schools, local youth projects and sports clubs as well as providing grant funding to local organisations.

3.8.2 The Club currently access training facilities at Thorp Arch, 40 minutes' drive away from Elland Road, which they lease from the owner, the term of which expires in 2027. Subject to the approval for the sale of the former Matthew Murray site at Brown Lane East, which is detailed within a separate report submitted to this Executive Board, it is anticipated that a full training facility will be developed to allow the relocation from Thorp Arch.

3.8.3 The development of the 'Parklife' scheme will harmoniously connect Leeds United with their new training facilities, Elland Road Stadium and the Fullerton Park development. The Parklife scheme and redevelopment of Brown Lane East are an integral part of the LUFC's ambitions to locate and develop all of their training ground needs and requirements into a training facility of Category 1 status, required by the Premier League, adjacent to Elland Road stadium and ensure that the Club and its facilities are at the heart of the local Beeston and Holbeck community benefiting from good connectivity with both communities. The proposed layout of the scheme is attached at Appendix 1 and its setting and relationship with wider proposals within the area and connectivity with the local community is attached in

Appendix 2. Accordingly it is important that the development at Fullerton Park is brought forward at this time to align with the football club's training pitch proposition at Brown Lane East.

- 3.8.4 The scheme has just completed RIBA Stage 2 Concept Design and is now in Design Stage 3. It is anticipated that the scheme will be submitted for planning in October 2019 and a Design and Cost Report submitted in November 2019 for consideration. Subject to all necessary approvals it is anticipated that the Fullerton Park development be completed for the commencement of the 2021 football season.
- 3.8.5 The Stage 2 estimated costs for the Fullerton Park development will be approx. £8 million of which the Football foundation will contribute up to 60% of the total costs with the local authority funding the remaining. Members of Executive Board should note that based on a case by case basis and having regard to local circumstances, the level of contribution from the Football Foundation may exceed 60%. The core facilities included at Fullerton Park include;
- 1 x full size, 1 x 9v9, 2 x 5v5 3G artificial grass pitches
  - Community café with meeting rooms
  - Fitness gym and studio
  - Changing rooms including a Changing Places facility
  - 100 place car park
- 3.8.6 Further to the core facilities, the NHS CCG have approached the council to investigate the possibility of incorporating a GP Surgery and Pharmacy within the Fullerton Park development, to provide much needed local facilities within the Beeston and Holbeck community, directly linked to the Cottingley GP Surgery. Discussions are ongoing regarding the securing of funding for the development and future running costs. Should the GP Surgery negotiations be successful, these will be detailed within a business case demonstrating the benefits and will form part of the Design and Cost Report that will be submitted later this year, once the final scheme details are known.
- 3.8.7 Additionally Leeds United Football Club have approached the City Council with a proposal to introduce a roof structure over the 9v9 pitch at Fullerton Park to create an indoor facility, which would further enhance the Parklife development. The funding for this will need to be met solely by Leeds United as it cannot be funded from the Football Foundation grant allocation.
- 3.8.8 Members may be aware that the areas around the football stadium are used for match-day parking. The Informal Planning Statement from 2007 identified that parking provision for the activities set out within it (which included the stadium, leisure facilities including a hotel/s, casino, health club etc.) should be based on current maximum parking standards which calculated provision required at a maximum of 2,750 spaces.
- 3.8.9 Accordingly, any proposal to be brought forward which has an impact on the current car parking provision will need to set out a comprehensive match day parking strategy. This would need to be agreed with key stakeholders to include the Police, local residents and businesses.

- 3.8.10 Elland Road Park and Ride facilities opened in June 2014 and have now been extended to provide 800 spaces (phases 1&2). The level of demand for Park and Ride has exceeded expectations and as a result, the Council is on site extending the Park and Ride scheme on the northern side of the site to provide additional spaces (phase 3) . This would give a site wide total in the order of 1350 Park and Ride spaces, with phase 3 expansion due for completion in summer 2020.
- 3.8.11 Bringing together all of the allocated match day parking on site there is currently over 3000 car parking spaces at Elland Road plus an additional 50 places at the ice rink development which is in excess of the 2750 required for match-day parking as set out in the informal planning statement.
- 3.8.12 As part of the overall provision, Fullerton Park currently offers match-day parking adjacent to the stadium for approximately 500 spaces and it would require the slight realignment of the existing Park and Ride facility resulting in the repurposing of approximately 50 car parking spaces to accommodate the proposed Parklife facilities. The overall impact of which needs to be considered from a match-day parking perspective with a view to developing more sustainable travel options on match days that aligns to the Council's aim to increase public transport use and in support of initiatives to help mitigate the impact of climate change.
- 3.8.13 To directly assist with this issue LUFC have commissioned a new travel plan to be drawn up. Fore Consulting have been appointed to review the current match-day parking arrangements and explore opportunities to provide a wide range of more sustainable match-day travel arrangements for both home and away fans. This work is currently ongoing but is expected to be complete in line with any planning submission relating to the Parklife proposals and before any changes to the existing match-day parking offer are made.

This work will consider a range of measures which may include:

- Measures to promote walking routes to the Stadium from the city-centre.
- Enhanced cycle parking at the Stadium
- Options to promote bus discounts for match day ticket holders.
- Better promotion of sustainable travel options to season ticket holders.
- Review parking arrangements for match day staff.

### **3.9 Woodhall Lane**

3.9.1 Woodhall Lane Sports Fields development is being developed on the former Bradford University land that was purchased by Leeds City Council. The proposal is to construct a community sporting hub to support the local junior football teams as well as local senior clubs.

3.9.2 The development proposals include the following facilities;

- 1 x super-size, 1 x stadia, 1 x full size 3G artificial grass pitches
- 1 x full size Sport England compliant natural grass pitch
- Community café with meeting rooms
- Changing rooms with Changing Places facility
- Children's Play Zones

- 200 place car park

- 3.9.3 The scheme has just completed RIBA Stage 2 Concept Design and is now in Developed Design Stage 3. The business case for the funding required to meet the City Council's obligations will be developed during RIBA Stage 3 to allow for match funding to be secured. It is anticipated that the scheme will be submitted for planning in October 2019. A Design and Cost Report will be developed and presented to Executive for consideration.
- 3.9.4 Ward Member consultation has taken place with all 3 members who have been fully supportive of the development as it addresses concerns raised regarding active lifestyles and the ability for young people to play and exercise safely. Further consultation will take place throughout the development.
- 3.9.5 Members should note that currently the capital programme makes no provision for match funding the council's contribution to this scheme. On that basis a decision on the match funding would need to be considered along with other pressures in February 2020 when the capital programme is determined. The Council will seek to use its land value as part of its match funding requirement for this scheme.

### **3.10 Green Park**

- 3.10.1 Green Park consists of proposals for the redevelopment of the existing grass playing fields proposed as part of Green Park being converted in to artificial grass pitches, with potentially other complementary facilities such as tennis courts, walking and cycling routes developed to link Green Park into the wider Thorpe Park site and beyond.
- 3.10.2 The scheme is in early stages of development however it is anticipated that feasibility works will commence shortly, once the facility mix and scope is established through conversations with land owner and sport governing bodies. Ward Members support in principle the proposal.
- 3.10.3 Members are asked, to note that similarly to the Woodhall Lane development, the Capital Programme currently makes no match funding provision for financing this scheme. On that basis, consideration will need to be given to the funding of this project alongside other pressure within the capital programme February 2020. In addition, consideration will be given to the Green Park Section 106 funding to provide funds towards the scheme costs in lieu of the sports facilities obligations that are currently in place.
- 3.10.4 The FA is proposing to take the schemes developed by Leeds, which have the match funding secured, to the FA's Parklife Board in February 2020. The Board will decide whether the scheme proposal and the business case/s are robust enough to receive match funding from the FA. Should the schemes presented in February secure the match funding offered by the FA it is anticipated that the works will be commence in May 2020 and be completed in time for the commencement of the 2021 playing season.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

4.1.1 Executive Member and Ward Member consultation has been undertaken and will continue to take place throughout the development. Consultation has also taken place with local community football clubs as well as with Leeds United Football Club. These consultation and exhibition events showing the proposed designs will continue throughout the project.

### **4.2 Equality and diversity / cohesion and integration**

4.2.1 The proposals have been assessed against the Equality, Diversity, Cohesion and Integration Screening Form and it has confirmed that an Impact Assessment is not required for this project. A copy of the completed EDCI Screening Form is attached (Appendix 3).

### **4.3 Council policies and the Best Council Plan**

4.3.1 To ensure that the developments have Governance in line with Corporate Standards a Programme Board has been established that will determine the key aspects of the projects. The board is chaired by the Director of City Development and includes the Director of Communities and Environments and the Head of Finance.

4.3.2 The development of the Parklife Programme contributes to a number of the Council's priorities in the Best Council Plan including reducing health inequalities and supporting active lifestyles, making Leeds the best city for children and young people to grow up in and supporting growth and investment, helping everyone benefit from the economy to their full potential.

#### Climate Emergency

4.3.3 The Elected Members of Leeds City Council have recently declared a Climate Change Emergency, committing to becoming carbon neutral by 2030. The new facilities will be constructed from the most sustainable materials that are available to ensure minimum impact on the environment. Energy consumption will be reduced by installing LED lighting, high efficiency heating equipment and reducing the need for air conditioning within the building. The facilities are being geographically located close to the demand therefore will reduce the need the amount of travelling by car that individuals will need to undertake to play football. The facilities are also connected to the cycle and bus networks to allow alternative modes of transport.

4.3.4 It should be noted that Leeds United have appointed Fore Consulting to assist them in developing an updated travel plan that takes account of the conversion of Fullerton Park to a Parklife site and the subsequent loss of those parking spaces. The travel plan will explore opportunities to provide a wide range of more sustainable match day travel arrangements for both home and away fans. This work is currently ongoing but is expected to be complete in line with any planning submission related to the Parklife proposals and before any changes to the existing match day parking offer are made.

4.3.5 In addition the proposed development will be subject to planning permission and this statutory process will further consider the impact this site will have on the

climate. With respect to Core Strategy policies, where applicable, the schemes will need to comply with a number of Core Strategy policies that are relevant to tackling climate change. These include:

#### **POLICY EN1: CLIMATE CHANGE – CARBON DIOXIDE REDUCTION**

This Policy has two main aims around ensuring that reductions in Carbon Dioxide are built into the fabric of a building.

- 1) Require new buildings over a 1000m<sup>2</sup> of floorspace to evidence total predicted carbon dioxide emissions 20% less than Building regulations Standards Part L.
- 2) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

#### **POLICY EN2: SUSTAINABLE DESIGN AND CONSTRUCTION**

This Policy ensures that commercial buildings meet an international standard of sustainable design.

Non-residential developments of 1,000 or more square metres (including conversion) where feasible are required to meet the BREEAM standard of 'excellent'.

#### **POLICY EN8: ELECTRIC VEHICLE CHARGING INFRASTRUCTURE**

This Policy ensures that developments provide for electric vehicles and future proofs them for modifications in the future.

### **4.4 Resources, procurement and value for money**

- 4.4.1 The capital costs for the development will be based on a financial contribution of up to 60% from the Football Foundation with the remaining element being funded by the City Council. Members of Executive Board should note that based on a case by case basis and having regard to local circumstances, the level of contribution from the Football Foundation for any particular hub may exceed 60%.
- 4.4.2 The proposed procurement route for the projects will be via established frameworks that are readily available to the City Council. It is anticipated that the projects will be procured under a Design and Build Contract from RIBA Stage 3 using a competitive tendering solution to ensure that the best value for money and quality is obtained for the City Council. The 3G pitches will be procured via the Football Foundation framework of contractors to ensure that the pitches meet the design standards necessary and provide value for money.
- 4.4.3 Separate Design and Cost Reports will be submitted for consideration to the Executive Board at the end of RIBA Stage 3 for each scheme once detailed costs are funding implications known.

### **4.5 Legal implications, access to information, and call-in**

- 4.5.1 The proposals outlined in this report constitute a Key Decision and are therefore eligible to Call In.

## **4.6 Risk management**

- 4.6.1 The Project will be managed using the council's standard suite of project management documents including a Risk and Issues Log. This details all known risks at this stage. A further risk workshop will be undertaken at the start of RIBA Stage 3 with all stakeholders to look at eliminating or designing out as many risks as possible. Any remaining risks will be carefully managed and controlled to reduce as far as possible the impacts should they occur.
- 4.6.2 Management and operational control of the facilities has not yet been resolved fully. The Football Foundation has confirmed that they intend to procure a national operator to run a number of local authority developments which is different to the original concept which had individual operators for each local authority. Further dialogue is taking place and information will be detailed and presented once known.

## **5 Conclusions**

- 5.1 The shortfall of the 13 identified 3G playing pitches across Leeds cannot be met by the Council alone, therefore, the proposal to work together with the Football Foundation offers a significant investment opportunity into sport within Leeds. The LFFP Priority Programme and Parklife provide a unique opportunity for Leeds to secure new external funding for the delivery of strategically located, high quality all-weather pitches and community hubs that support a multitude of health, well-being and social outcomes.
- 5.2 This proposal offers the City Council to work in partnership with the Football Foundation, Football Association (FA), the Premier League, Department for Digital, Culture, Media & Sport (DCMS), Sport England, Leeds United Football Club and the University of Leeds to deliver these two programmes. This provides the opportunity to address in partnership the under provision of 3G pitches across the city whilst reducing the financial burden on the City Council's Capital Programme.

## **6 Recommendations**

Executive Board is requested to:-

- 6.1 Note the progress made with the development of the Parklife Programme to date.
- 6.2 Approve the selection of four shortlisted Parklife sites contained within this report.
- 6.3 Approve the principle that the funding for the City Council's financial contribution for Fullerton Park will be funded as part of the Capital Programme agreed in February 2020, with a detailed Design and Cost report being presented to Executive Board in due course.
- 6.4 Authorise the ongoing design progression at Woodhall Lane and Green Park Parklife projects, and note that the match funding for the City Council's contribution for the Parklife projects at these sites will be considered as a pressure as part of the capital programme report in February 2020.
- 6.5 Authorise the Director of City Development in discussion with the Executive Member to support the submission of planning applications for Fullerton Park and Woodhall Lane Parklife projects, based upon the facilities mix contained within this report.
- 6.6 Note that the Director of City Development and Director of Communities and Environment will be responsible for the delivery of the programme.

## **7 Background documents<sup>1</sup>**

7.1 None.

## **8. Appendices**

8.1 Fullerton Park Life Proposals

8.2 Fullerton Park & Wider Setting

8.3 EDCI Screening

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<sup>1</sup> The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.