

BARNESLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan.

Report of the Executive Director for PLACE
Cabinet, 9 February 2022

Public or Private: Public

Development of Parkside Sports Facility

1. Purpose of report

- 1.1 The purpose of this report is to seek authority to release £1.160M of capital monies to develop a new sports facility at Parkside Hoyland.
- 1.2 The Rockingham Sports Ground is currently held under a lease by the Forge Community Partnership (Forge) for a term of 25-years from the 1st April 2010. Therefore, the sale of the Council's land will require the relocation of the sporting facilities, users of the sports ground and the community hall to an alternative piece of land within the Hoyland area, as well as a two-phase surrender of the existing leasehold interest by Forge.
- 1.3 The proposals are in line with the Council's overarching approach to the wider economic growth strategy at M1 Junction 36 and the proposed scheme aligns with the masterplan for the area that was adopted at Full Council on the 24th September 2020.

2. Recommendations

It is recommended that Cabinet:

- 2.1 **Approves the release of £1.160M to front fund the construction of a new pavilion in compensation for loss of facilities at Rockingham Sports ground due to the development of land identified in the local plan and the construction of the new Hermes facility;**
- 2.2 **Approves the design and construction of the Parkside scheme to commence in 2022/23 financial year; and**
- 2.3 **Approves the submission of a joint bid with the Forge Partnership to the Football Foundation for the provision of an artificial grass pitch and the acceptance of the grant if successful. This is expected to be in the region of £0.700M.**

3. Introduction

- 3.1 The Council owns the freehold interest in the site known as the Rockingham Sports Ground, which is situated close to J36 of the M1 motorway at Hoyland

Common. The site is currently leased to the Forge Community Partnership by way of a 25-year lease from the 1st April 2010. Negotiations have taken place with Newlands who are overseeing the current Hermes development and Wentworth Estates to surrender the lease as part of the ongoing land negotiations.

- 3.2 The current sports ground at Rockingham is a substantial, historic formal recreation ground which hosts a variety of sporting and community uses including football, cricket, and archery. In recognition of this, the Local Plan requires that a replacement pitch and facilities must be provided elsewhere in Hoyland and made available for use before development on the existing sports ground site commences. All of the users and the sporting activities will therefore need to be relocated and rehoused on alternative sites within the Hoyland area.
- 3.3 It is recognised that Forge will require a replacement building following the second and final surrender of their leasehold interest in the Rockingham Sports Ground. As a result, it is proposed to front fund the building of a new pavilion at the Parkside site. This should avoid the need to provide a temporary building in the first instance. The cost of this building will be recouped from future S106 contributions. The new building will allow a wider use by the community as it will not have the design and size limitations of the current building.
- 3.4 This new pavilion will be designed so that it can be extended and added to by Forge, so that over time it will meet their accommodation requirements.
- 3.5 The new building will be required to service sporting activities on the site such as football, archery, and outdoor exercise along with health and community uses within the building which will help Forge Partnership create an income and contribute to its sustainability.
- 3.6 The proposed Parkside Sports Ground is shown edged black on the attached plan (Appendix B) and has a total site area of 4 hectares (9.9 acres) or thereabouts.
- 3.7 The design element of this facility has been in partnership with the Forge Community Partnership, so it meets the current and future needs of the organisation. Forge are a community led organisation that works with the Hoyland area and is well regarded in the activities it delivers.
- 3.8 During early outline of design and offer within the new planned facility at Parkside Forge Community Partnership have held discussions with known users of the existing Rockingham centre to ensure the needs are provided for in a like for like vision for the community. In addition, there has been interest from other groups who would like to move to the new centre post construction.
- 3.9 The facility will be designed to be highly energy efficient and fossil fuel free in response to the Council's Zero 40/45 Strategy.

4. Consideration of alternative approaches

- 4.1 Not progressing this proposal will stop the land being developed in line with its allocation in the Barnsley Local Plan, the Hoyland masterplan and the Mayoral Combined Authority Grant funding agreement. This would be a loss of inward investment into this part of the Borough and the potential loss of the new employment that could be generated by the proposed development.
- 4.2 In addition leaving the Sports Ground in its current location will delay the development of the adjoining sites in line with their allocation within the Barnsley Local Plan and the Hoyland masterplans. It will result in a loss of opportunity to have new sporting and recreational facilities on an alternative site within this part of the Borough.
- 4.3 Comprehensive public land release in a timely manner will improve developer confidence in this strategic location and will create greater levels of structured / accelerated development, business certainty and activity.

5. Proposal and justification

- 5.1 It is proposed to release £1.160M of capital monies to front fund the construction of a new pavilion in compensation for loss of facilities at Rockingham Sports ground due to the development of land identified in the local plan and the construction of the new Hermes facility.
- 5.2 The capital monies will be used as match funding for an application to the football foundation for the installation of an artificial grass pitch. This application is expected to attract around £0.700M.
- 5.3 The pitch will provide an improved facility which allows more play than the existing facilities due to the all-weather capability of the surface. In addition, a bespoke archery range will be constructed allowing the development of archery through the existing club.
- 5.4 As previously stated, it is recognised that Forge will require a replacement building at the Parkside site. This building will have to fully meet their accommodation requirements before the phase 2 surrender / acquisition can take place. As a result, it is proposed to front fund the building of a new pavilion at the Parkside site. This should avoid the need to provide a temporary building in the first instance. The cost of this building will be recouped from future S106 contributions.
- 5.5 Direct delivery of the scheme will achieve the following objectives:
- The delivery of highly energy efficient / reduced carbon facility off-gas (air source heat pump), which is a direct contribution to the Council's Zero 40/45 aspirations.
 - The delivery of an exemplar scheme which showcases the types of energy efficient facility that this borough expects from developers, going forward.

- The delivery of a facility that will be highly energy efficient and should significantly reduce energy bills for the Forge partnership making the facility more sustainable.

5.6 Strategically, the project will contribute towards a number of the Council's priorities as set out in the Council Plan 2021-24, developed using the Barnsley 2030 themes which include:

- **Healthy Barnsley** – Sport provision directly contributes to citizens wellbeing, both physically and mentally. In addition, other health provision such as cardio rehabilitation will take place from the site.
- **Growing Barnsley** – provision of a purpose-built facility that will contribute to the principal towns programme by providing investment into areas other than Barnsley town centre.
- **Sustainable Barnsley** – Working to meet the Council's aspirations to deliver its Zero 40/45 agenda in ensuring that new council assets are delivered with renewable heating sources.

6. Implications for local people / service users

6.1 The development of a new sport facility will allow local people to access sporting provision, in particular football and archery. In addition, the building will be developed as a community hub where health initiatives, community programmes and other services can be delivered from.

6.2 Discussions are currently taking place with interested parties to use the facility for women's and girls' football at a regional and national level.

7. Financial Implications

7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).

7.2 The Council owns the freehold interest in the Rockingham Sports Ground, which is situated close to J36 of the M1 motorway at Hoyland Common. The site is currently leased to the Forge Community Partnership (Forge) by way of a 25-year lease from the 1st April 2010.

7.3 This land is required for development as part of the Council's economic growth strategy at M1 Junction 36 and the proposed scheme aligns with the Masterplan for the area that was adopted at Full Council on the 24th September 2020.

7.4 The sale of the Council's land for development will require the relocation of the sporting facilities at Rockingham to an alternative site within the Hoyland area. The Local Plan requires that these are made available for use before

development on the existing sports ground site commences. A new site has been identified at Parkside.

- 7.5 It is recognised that Forge will require a replacement building on the Parkside site. It is proposed to build a new pavilion which will be designed so that it can be extended and added to by Forge to meet their full future accommodation requirements. This should avoid the need to provide a temporary building in the first instance.
- 7.6 This report seeks approval to release £1.160M of capital monies to develop a new sports facility at Parkside, Hoyland. The intention is for the Council to 'front fund' the development and then to be recompensed in full by the S106 contributions anticipated from the Hermes development. The work is planned to start in quarter 3 of the 2022/23 financial year.
- 7.7 Included within the total resources identified above, £0.160M is expected from the sale of the existing Rockingham Sports Ground (Cab.21.10.2020/13 refers).
- 7.8 Strategically, the project will contribute towards a number of the Council's priorities as set out in the Council Plan 2021-24, developed using the Barnsley 2030 themes. In addition, the building will be developed as a community hub from where health initiatives, community programmes and other services can be delivered.
- 7.9 All future revenue costs associated with the development and site will be the responsibility of Forge.
- 7.10 The capital monies will also be used as match funding for an application to the football foundation for the installation of an artificial grass pitch. This application is expected to attract around £0.700M. The pitch will provide an improved facility which allows more play than the existing facilities due to the all-weather capability of the surface. In addition, a bespoke archery range will be constructed allowing the development of archery through the existing club.
- 7.11 A summary of the above financial implications is attached at Appendix A.

8. Employee implications

- 8.1 There are no issues arising directly from this report. However, the development will allow the Forge Partnership to continue to deliver services locally which could provide employment and apprenticeship opportunities in the future.

9. Communications implications

- 9.1 This proposal is part of a wider Mayoral Combined Authority programme. Working together to find better ways to use public land and assets can make a positive difference to meeting the needs of our diverse communities, and to achieving our aims of growth and economic wellbeing.

9.2 Collaborative work is helping to bring about a holistic approach to improve the use of these sites, and to allow surplus land to be redeveloped.

9.3 Communication strategy will involve the groups who currently use the existing Forge site.

10. Consultations

10.1 A list of stakeholders consulted during the preparation of this report includes: Property, Planning Development Management, Finance, sustainability and climate change team and Assets.

10.2 In addition the following groups have been consulted as users of the current facility:

- Archery
- Barnsley Harriers
- Barnsley Women's Football Club
- Dr Jyn (Tai Chi)
- Sheaf Valley Aquarist Society
- Charlotte - Helen (Zumba)
- Hoyland Town Football Club
- Little Tiddlers (Parent & Child Group)
- Mac Fitness
- MST Martial Arts Academy
- NHS Cardio Pulmonary Rehabilitation Service
- Robs All Day (Social Enterprise)
- Rockingham Brass Band
- Sheffield & Hallam County FA
- Sparkles (Social group for senior members of our community)

10.3 Local Ward Members are aware of these proposals.

11. The Corporate Plan and the Council's Performance Management Framework

11.1 This scheme will contribute to the Council Plan 21-24 by

- Creating opportunities to create wider social connection
- Promote lifelong learning by offering activities at the new facility
- Children and young people have the opportunities to develop sporting interests and succeed to a higher level
- Users of the facility will improve their physical and mental wellbeing by undertaking activities and sport.

11.2 Barnsley Council declared a climate emergency in September 2019 with targets to achieve net zero carbon emissions in its own operations by 2040 and across the wider borough by 2045. The council's Sustainable Energy

Action Plan affirms the Council's commitment to embed a carbon reduction culture across the organisation.

12. Tackling Health Inequalities

- 12.1 Health initiatives are being delivered at the current site and will port over to the new site once the building is completed.
- 12.2 Health inequalities are unfair and avoidable differences in health across the population, and between different groups within society. Health inequalities mean that some people can expect to live shorter lives, in poorer health and be less happy simply because of the conditions in which they are born, grow, live, work and age. This is reflected in the adverse difference in healthy life expectancy in communities across Barnsley with the difference in life expectancy being as wide as 8 years.
- 12.3 These wider determinants of health can have a significant impact in influencing people and specific populations' health behaviours. With physical inactivity negatively affecting both the physical and mental health of people day to day. Physical inactivity is responsible for one in six UK deaths (equal to smoking). An increase in physical activity can positively impact health, social connectedness and economic status meaning being physically active and being less sedentary can contribute effectively to structural inequalities.

13. Zero 40/45

- 13.1 This facility will be constructed using the latest design principals to meet the Council's Zero 40/45 aspirations.
- 13.2 The Sustainability Wheel below will be used following consultation with the Sustainability and Climate Change Team as the scheme approaches the design stage.
- 13.3 The Sustainability Wheel shows a positive impact from the development on energy use, missions, biodiversity, renewable energy, quality neighbourhoods and peace and justice.
- 13.4 The project has two negative areas, embedded carbon and pollution. Artificial grass pitches contain carbon in their construction. This can be offset to a large degree by the fact that the maintenance regime is not the same as a grass pitch where frequent cuts using machinery are used along with chemical applications to the grass creating potential harmful run off in addition to the energy used to create the chemicals. Embedded carbon will be kept to a minimum in the construction of the building and energy saving principals will be considered during the design stage, however low carbon construction technology is currently in its infancy so cutting embedded carbon entirely is unfeasible at this point in time
- 13.5 Pollution in terms of light pollution to the site from floodlighting of the pitch will be kept to a minimum by the installation of LED lighting that illuminates only the pitches with less light spread. In addition, these can be timed to turn off

when the facility closes which will also be reducing unnecessary energy use.



14. Risk Management Issues

- 14.1 One major risk is that the market value of the Sports Ground may be insufficient to fund the replacement facilities proposed at Parkside. As previously stated, it is proposed that any shortfall will be made up from S106 monies. However, due to the impact of the current COVID 19 pandemic, there may be insufficient S106 monies available. If this happens then it is unlikely that Forge Community Partnership will be willing to surrender their current leasehold interest and vacate the Sports Ground site. As a result, the proposed development of the adjoining land will not happen, which will mean a loss of inward investment to the Borough as well as the loss of additional commercial space.
- 14.2 There is still a risk in relation to ground conditions and the developer will need to make a judgement on how best to deal with the land and any abnormal development costs.
- 14.3 Accordingly the Council will work closely with the developer and Forge to establish viable costs, an acceptable land value and an accelerated development programme that meets everyone's requirements.
- 14.5 There is also a risk that the agricultural tenancy for the additional land required at the Parkside site will not occur in time. If this happens then it has the potential to delay the works at the Parkside site, the reconfiguration works at the Rockingham site and the relocation of the archery activities.

14.6 All of the financial risk in terms of obtaining planning permission and development costs will rest with the developer.

15. Promoting Equality & Diversity and Social Inclusion

15.1 The facility will be designed to meet all the latest standards including disability access requirements

15.2 A diverse range of activities will take place within the facility which will be open to everyone.

16. List of Appendices

- Appendix A: Financial Implications
- Appendix B: Site location plan

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