

**Manchester City Council
Report for Resolution**

Report to: Executive - 3 February 2016

Subject: Playing Pitches Investment Strategy 2016 - 2017.

Report of: Deputy Chief Executive (Growth & Neighbourhoods)

Summary

On 9th September 2015, the Executive approved the Manchester Playing Pitch Strategy, which indicated the need to protect, provide and enhance playing pitch provision and associated changing facilities across Manchester. This report updates the Executive on two proposals referenced in that strategy, namely Football Hubs (grass roots football facilities) and University of Manchester (UOM) Armitage Community Sports Pitches. This report seeks approval to the principle of the Football Hubs Strategy and approval to the capital contribution from the Council to the UOM Armitage Community Sports Pitch Project.

Recommendations

The Executive is recommended to:

- 1) Approve a £560,560 capital investment into the re-provision strategy for the Belle Vue Leisure Centre Community Hockey Pitches as part of the wider University of Manchester - Armitage Community Sports Pitch project, funded through borrowing against the Stadium Rental Agreement.
 - 2) Delegate authority to the Deputy Chief Executive (Growth and Neighbourhoods) and City Solicitor, in consultation with the Executive Member for Culture and Leisure, to execute amendments to the agreement with Sport England to enable the proposed Armitage Sports pitches and any other sports facilities (as required from time to time) to be added to the agreed schedule of facilities, which can utilise funding generated from the Stadium Rental Agreement.
 - 3) Approve the strategy to establish three Manchester Football Hubs in North, Central and South Manchester, approving Hough End Playing Fields (Central) as the first hub site. Also to note officers will develop detailed business cases and the locations during 2016 for all three sites which will be the subject of separate reports to the Executive.
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Wards Affected - ALL

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	The proposals to develop three football hub facilities and new community sports pitches at UOM facilities at the Armitage Sports Centre will provide additional opportunities to attract major events. This will broaden Manchester's international profile and helping to contribute to the attraction of new investment opportunities.
Reaching full potential in education and employment	Estimates of the economic impact of the proposals indicate that there will be modest employment opportunities created with the new jobs having a skills profile that will be readily accessible to Manchester residents.
Individual and collective self esteem – mutual respect	The new and enhanced sport and leisure facilities will encourage increased participation in sport which will have a beneficial effect on self esteem and mutual respect.
Neighbourhoods of Choice	The proposals will deliver new and improved sport and community facilities for North, Central and South Manchester which will contribute to ensuring these areas of the city have high quality facilities that can help attract and retain residents.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The Armitage Community Sports Pitches will operate under the management of the University of Manchester, who will have full responsibility for all costs associated with the running of the facility.

In respect of Football Hubs, initial work undertaken to date indicates that football hub facilities can trade without any subsidy from the Council and generate enough income to establish a sinking fund for the lifecycle replacement of the pitches. Lifecycle replacement costs and on going repairs and maintenance costs will be the responsibility of the Special Purpose Vehicle. The revenue implications of the football hub facilities will be detailed as part of the business case for each site which will be subject of separate reports to the Executive during 2016.

Financial Consequences – Capital

The total capital cost of the University of Manchester Armitage Community Sports Pitches is £2,751,332. The Council will make a capital grant payment of £560,560 towards the total cost of the scheme to be funded through borrowing against the Eastlands Reserve. Sport England has given their agreement and confirmed that they are fully supportive of this investment.

The capital costs of football hub facilities will be detailed as part of the business cases for each site and will be the subject of separate reports to the executive during 2016. Capital costs for other hub facilities developed as part of the pilot phase in other cities have indicated a cost of between £3m-£5m and the FA have advised the Council they would make a two thirds contribution to the total capital costs for each site. The Council would be required to match fund the capital costs which will be undertaken on the basis of an invest to save proposal.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- The Eastlands Regeneration Framework, Executive 13th July 2011.
- Belle Vue Sports Village, Executive 10th April 2013.
- Eastlands Community Plan Update, Executive 8th April 2014.
- Beswick Community Hub: Update, Executive 8th April 2014.
- University of Manchester's Fallowfield Campus Development Framework, Executive 22nd December 2014.
- Manchester Playing Pitch Strategy and Indoor Leisure Facility Strategy Progress, Executive 9th September 2015.
- Planning Application 109519/FO/2015/N2 - Armitage Centre.

1.0 Introduction

- 1.1 The purpose of this report is to update the Executive on the progress being made with plans to improve playing pitch provision across the city. A working partnership between the Council, Sport England, The Football Association (FA), Manchester Football Association, University of Manchester (UOM), Manchester United Foundation, City in the Community Foundation, England Hockey, voluntary sector sports clubs and leagues, has managed to bring forward two proposals; Manchester Football Hubs and UOM Armitage Community Sports Pitches Project.

2.0 Background

- 2.1 Manchester's vision for neighbourhoods is key to the delivery of the Manchester Strategy. The vision is for clean, safe and green neighbourhoods where people choose to live, with access to employment opportunities and a high quality sport, leisure and cultural offer. Neighbourhoods should be places where communities are engaged and have an increased sense of pride with positive perceptions of the area, and social and volunteering opportunities. Having clear strategies for the provision of high quality playing pitches and leisure facilities is central to this vision.
- 2.2 Equally the strategies for playing pitches need to respond to the growth in population. Manchester's population has grown rapidly over the last decade and forecasting models indicate that migration trends in the last decade will continue. Overall Manchester has a booming young population in comparison to national statistics, which is positive in terms of propensity to participate in sport and physical activity. This clearly needs to be reflected in modelling the future facility provision required.
- 2.3 Over the last few years, there has been growing concern nationally over the loss of indoor and outdoor sporting facilities. Whilst Manchester is bucking this national trend, the importance of community/sporting facilities that are sustainable, affordable, accessible and fit for purpose has been highlighted as an important element in creating sustainable communities. .

3.0 Eastlands Regeneration Framework and Stadium Rental Agreement.

- 3.1 In 2010 the Executive approved the revised rental arrangements in respect to the City of Manchester Stadium (now Etihad Stadium) which set the foundations for future investment in sporting infrastructure in East Manchester. On the 13th July 2011 the Executive approved the Eastlands Regeneration Framework and also endorsed the draft Eastlands Community Plan that set out opportunities in respect of new community infrastructure. The Eastlands Community Plan was later approved at the March 2012 Executive meeting and endorsed the Beswick Community Hub Masterplan, which included the Beswick Leisure Hub (East Manchester Leisure Centre and Rugby Pitch),

Connell Sixth Form College, Manchester Institute of Health and Performance, Highways and Public Realm improvements.

- 3.2 In tandem, work with Sport England was developed in relation to the contribution of funding for proposals from the Stadium Rental Agreement held within the Eastlands Reserves. The investment strategy was agreed with both the Executive and Sport England in respect to an agreed list of facilities in East Manchester in line with the Lottery Funding Agreement provisions, including; Manchester Institute of Health and Performance, East Manchester Leisure Centre, The Manchester Velopark, Belle Vue Sports Village and Ten Acres Lane Sports Village (National Taekwondo Centre and Community all weather pitch). Sport England have also provided agreement to amend the LFA to include a provision that, from time to time and with the agreement of Sport England, permit income from the Stadium Rental Agreement being invested into other sports facilities. Given this, Sport England have provided agreement to invest into the Belle Vue Leisure community hockey pitches re-provision strategy as part of the UOM Armitage Community sports pitches project.
- 3.3 We have completed, or are soon to complete, all of the investment into new sports infrastructure within East Manchester as proposed in the Eastlands Community Plan, apart from the House of Sport, plans for which will be brought forward to Executive this year. Following this investment programme, it should be noted that the Stadium Rental Agreement still has the ability to make further investment into sporting infrastructure, but it is proposed that future investment should now be made across the city generally.

4.0 Manchester Playing Pitch Strategy (PPS) 2015 - 2016

- 4.1 On 9th September 2015 the Executive approved the Manchester Playing Pitch Strategy (PPS) as a one year (2015 – 2016) interim strategy. The PPS is a key local authority strategy, formally adopted and used as a planning tool to support the determination of future playing pitch related planning applications. The PPS recognised the need for investment into sites identified as part of the Football Hubs Strategy and also for investment into the UOM Armitage Community Sports Pitches site. All sites were identified for their strategic importance to pitch sports and for their potential to support growth in nominated sports and their contribution to increasing participation in sport.

5.0 University of Manchester – Armitage Sports Pitches

- 5.1 The University of Manchester has commenced the largest capital investment programme ever undertaken by a University. This investment is aligned to the vision that by 2020, The University of Manchester will be one of the top 25 research universities in the world. As part of the overall redevelopment proposals for the Fallowfield Campus the University is seeking to enhance its community sports facilities at the Armitage Centre through the creation of new Artificial Grass Pitches (AGP's) to replace existing grass pitches.

- 5.2 The University of Manchester Fallowfield Campus Development Framework was endorsed by Manchester City Council's Executive in December 2014. The Development Framework was prepared to guide the redevelopment of the campus in accordance with relevant policies within the Manchester Core Strategy (2012) and guidance set out in the Fallowfield District Centre Action Plan (2010-2020).
- 5.3 The Development Framework sets out the principles for the redevelopment of the Fallowfield Campus and identifies the following in respect of the community sports pitches and replacement facilities:
- The University is committed to upgrading its sport facilities. There is currently good provision of pitches (artificial and grass); however, further investment is required to ensure that the site continues to provide excellent sport provision for students, staff and the wider community.
 - An options appraisal was undertaken to understand potential locations for the new hall of residence, following thorough analysis and discussions with key consultees, Sport England and Manchester City Council, it was determined that the least impact on the existing and proposed sports pitch improvements could be realised through the development on a single rugby pitch.
 - Use of the sports pitch for the proposed development has been discussed and agreed in principle with Sport England on the basis that an appropriate package of enhancements to sports facilities within the remainder of the campus can be delivered.
- 5.4 As part of the Belle Vue Sports Village planning process, the re-provision of two Hockey pitches from Belle Vue Leisure Centre was a condition of the scheme. Acceptance of this condition led to the establishment of a partnership with the UOM to grow community use from the Armitage site, one which supported our proposals for Belle Vue Sports Village and one that meet the strategic needs of the University. As part of this process, a commitment from the University has been made to facilitate a transfer of the full community Hockey programme from Belle Vue Leisure Centre to the Armitage Community Sports Pitches. This community programme transfer includes club training, junior and senior leagues, club fixtures and competitions and holiday programmes etc. This strategy has been developed with England Hockey, local Hockey Clubs and Leagues and is endorsed by all.
- 5.5 Given the addition of two replacement Hockey pitches from Belle Vue Leisure Centre, the University is proposing to develop four new Artificial Grass Pitches (AGP's) to replace the area of grass playing field adjacent to the existing AGPs which accommodate three football pitches, one rugby pitch and a lacrosse pitch. In addition to two Hockey pitches, the scheme also includes two further AGP's; one specified for football and one for Rugby. The total cost of this project is £2,751,332 and a contribution from the Council of £560,560 is requested. The Council's contribution is proposed to be funded through

borrowing against the Stadium Rental Agreement. This approach has been agreed by Sport England.

- 5.6 The Council's investment will meet the cost of one replacement Hockey Pitch and further investment from Sport England has been secured to fund the second replacement Hockey pitch. Therefore for an equivalent investment by the Council towards one pitch a contribution towards a total of four pitches would be made. Significant added value will be achieved whereby not only has the hockey re-provision strategy been agreed, but new student and community facilities for football, Rugby and Lacrosse will be developed. To achieve maximum community benefit, a community use agreement will be developed by the university and agreed with Sport England, National Governing Bodies of Sport and the Council.

6.0 Manchester Football Hubs

6.1 Background

- 6.1.1 Football, as 'the National Game', occupies a unique place in the country with over 10 million people regularly participating in the sport, either formally or recreationally, supported by 2.99 million volunteers made up of coaches, referees, administrators and others.
- 6.1.2 Football is a game that is heavily reliant on local authority support. The FA estimates that approximately 80% of grassroots football in England is played on publicly owned facilities (education and local government sites) – *FA National Facilities Strategy 2013*. Furthermore, most local authorities make available a degree of revenue and capital contributions subsidy to cover the costs of providing the local infrastructure for the game (i.e. pitches and changing rooms).
- 6.1.3 However, substantial cuts in budgets for local government over the past 5 years, and with continued cuts likely, The Council and The FA are looking to overcome this challenge by developing a radical, but realistic, approach to facility provision and the structure of play for football across the City. One with the objective of improving the quality of experience for all players and teams. In partnership with MCC, The FA therefore agreed to lead a practical piece of work to set out an alternative delivery model for the City.
- 6.1.4 The development of the Manchester Football Hubs Strategy has been informed by adopting the following core principles:
- All proposals seek to reduce (and potentially, in time, remove the need for) public sector subsidy, moving the game towards financial sustainability.
 - A sustained short-term maintenance position and a planned medium to long-term quality improvement programme.

- Visible high-level support from The FA, County FA and Manchester City Council, and other potential investors and partners, including professional clubs where appropriate.

6.2 Strategic Analysis

6.2.1 Informed by the findings of the 2015 – 2016 Manchester Playing Pitch Strategy, the following phases of work has been undertaken on which the Manchester Football Hubs Strategy has been based:

- A detailed supply and demand analysis of the local game.
- A detailed analysis of existing facilities and a modelling exercise to determine the ability of these facilities to deliver against current and projected football need.
- Proposals on the delivery model(s) required to support all formats of the game across the City.
- Identification of the facilities required to facilitate the agreed delivery model and an associated Facility Investment proposal.
- A detailed capital and revenue financial modelling package.

6.2.2 Key findings from the strategic analysis includes as follows:

- Significant future demand exists for grass roots football that would be met by three strategically located hubs sites, one in North, one in Central and one in south Manchester. However, grass pitches and existing 3G all weather pitches will remain a key component of local football delivery network.
- A large proportion of existing 3G all weather pitches are of an appropriate size for participants aged under 15's and under 16 and on school sites, particularly those delivered through the Building Schools for the Future programme. Whilst these are of real benefit for junior and youth football, they limit the use for competitive adult football and are not in exclusive use for football.
- There are a large proportion of single pitch sites making programming coordination more challenging.
- The city has a high population growth in school ages particularly; therefore demand will increase in the future.

6.3 Football Hub Facility Recommendations

6.3.1 The FA has advised that a football hub site is defined as a site of significant quality to accommodate multiple fixtures for all forms of mini and youth football that consists of the potential facility mix as indicated in Appendix 1, section 1.1.

6.3.2 The 2015 – 2016 Playing Pitch strategy identified sites that are available for community football use. In order to assess the suitability of each of these sites to accommodate a Hub Site, a number of filters/criteria (as set by the FA) were applied to potential sites across the city. These filters applied to each site

to establish preferred sites can be seen in Appendix 1, section 1.2. Of the filters identified, the overarching objective was one of reducing (and potentially, in time, removing the need for) public sector subsidy, moving the game towards financial sustainability.

6.3.3 Following the initial strategic analysis work of supply and demand, three sites with good geographical spread across Manchester is the preferred model. Further analysis is required to identify a North and South football hub facility and the outcome of this work along with detailed business cases will be presented back to the Executive later in 2016. However the work undertaken to date has concluded that Hough End Playing Fields is the preferred location for the football hub for the Central area of Manchester. This outcome has been endorsed by the FA, Manchester FA and with Sport England and is a site that on review best delivers the strategic objectives of The Council, The FA and Sport England. These objectives include:

- Can support all formats of the game and presents the greatest opportunity for growth in grass roots football participation.
- Maximises the community reach of the programme and a focal point for FA/Football delivery including recreational activity.
- Enables grass roots Football to be coordinated and enable greater pitch access.
- Presents opportunities for significant other sporting usage when compared to single pitch sites. For example, working with the RFU to support provision for rugby union.

6.4 Costs and Funding

6.4.1 The FA's national "ParkLife" scheme is proposed to have a £150m budget to establish 150 Football hub sites in 30 local areas. Sheffield, Manchester, Birmingham and Liverpool have been selected as pilot cities.

6.4.2 Capital costs for other hub facilities being developed as part of the pilot phase in other cities have indicated a cost of between £3m-£5m per hub and the FA have advised the Council they would make a contribution of circa two thirds towards the total capital costs for each site. Work to establish a projected total capital costs for the Hough End Playing Fields site is underway as is the identification of the required match funding. It is anticipated that the Council's contribution would be made on the basis of an invest to save proposal. Match funding and costs will be detailed as part of the site specific business cases to be presented back to the Executive later in 2016.

6.5 Investment Principles and Grant Conditions.

6.5.1 The rationale for investment into Football Hub sites include as follows:

- The investment will significantly improve the quality of pitch and changing provision on these sites and reduce the number of pitches needed to meet demand within the city. This will be achieved by

switching some matches (where appropriate) from grass provision to all weather.

- The investment will reduce the Council's ongoing revenue liabilities for each of the sites. i.e. all of the maintenance of the pitches and building related costs will be absorbed by the hub's business plan, which will generate income from the all weather pitches to cover these costs.
- The investment will intensify the use of the sites and grow the game, with age appropriate pitch provision from juniors through to adults.
- The Council will be able to repurpose under utilised football pitches for alternative uses including other sporting or school use. This will support the requirement to build a number of new schools throughout the city.
- The all weather pitches will create the capacity for club training (up to 150 pitch hours per site).

6.5.2 The FA have set out a number of grant conditions connected to their investment and these include as follows:

- The establishment of a Special Purpose Vehicle (SPV) to oversee the management of the facilities.
- Capital Costs of each site must be in line with FA Benchmarks with approval from the FA for a detailed business case for each football hub.
- The Council must enter into a Memorandum of Understanding with the FA to clarify key principles and the agreed objectives of the SPV.
- A community use agreement to be in place between the Council and the SPV.
- Clear service standards and KPI's agreed between the Council and SPV to be established.

6.6 Next Steps

Subject to the agreement to the Football Hubs Strategy, officers will work with the FA and Sport England and bring back to the Executive later in the year further details on the proposals for a Special Purpose Vehicle. In addition, proposals on the North and South hub locations and a full business case for each of the three sites will be developed.

7.0 Concluding Remarks

7.1 The proposals set out in this report will add significantly to Manchester's existing world class sports asset base that can support the hosting of world class sports events and significantly strengthen opportunities for increased

community sports participation. The focus of the investment in North, Central and South Manchester will help transform parts of these local communities, will add significant value to the community and student offer and will help to transform the way in which grass roots football, hockey and rugby is provided and managed in the city.

7.2 Detailed recommendations appear at the front of this report.

8.0 Contributing to the Community Strategy

(a) Performance of the economy of the region and sub region

8.1 The proposals to develop football hub facilities in North, Central and South Manchester and new community sports pitches at the Armitage Sports Centre will provide additional opportunities to attract major events. This will broaden Manchester's international profile and helping to contribute to the attraction of new investment opportunities.

(b) Reaching full potential in education and employment

8.2 Estimates of the economic impact of the proposals indicate that there will be modest employment opportunities created with the new jobs having a skills profile that will be readily accessible to Manchester residents.

(c) Individual and collective self esteem – mutual respect

8.3 The new and enhanced sport and leisure facilities will encourage increased participation in sport which will have a beneficial effect on self esteem and mutual respect.

(d) Neighbourhoods of Choice

8.4 The proposals will deliver new and improved sport and community facilities for North, Central and South Manchester which will contribute to ensuring these areas of the city have high quality facilities that can help attract and retain residents

9. Key Policies and Considerations

(a) Equal Opportunities

9.1 A key outcome will be to capture employment opportunities and ensure that local residents have the opportunity to compete for such job opportunities. In addition, there is a commitment to ensure that design standards will comply with the highest standards of accessibility.

(b) Risk Management

- 9.2 The key risks arising from the proposals in the report are as follows:
Whilst there have been some initial discussions with the planning authority, detailed masterplanning work is to be undertaken. Planning and highways risks related to any facility developments of this type and scale include potential noise pollution, environmental issues, the visual amenity of local residents and traffic congestion. Impact assessments will be required covering these environmental and traffic matters, as part of the design development process and to inform the planning applications for football hubs. Planning approval has been granted for the Armitage Community Sports Pitch project.

(c) Legal Considerations

- 9.3 The Council is required to procure the design and development of the football hub proposals in accordance with the Public Contract Regulations 2006 and with its financial rules.
- 9.4 Planning permission and statutory consents for the schematic Masterplan proposals will be required.
- 9.5 The full implementation of the proposals in the report will require formal agreement with Sport England under the 1999 Lottery Funding Agreement for the use of Stadium Rental, held in the Eastlands reserve.
- 9.6 In relation to the establishment of the charitable trust to manage the football hub facilities, development of this governance vehicle will be required to meet the charity commission regulations.

APPENDIX 1

MANCHESTER FOOTBALL HUBS

1.1 Hub Site Facility Mix

- Minimum of 2 -3 x 3G Artificial Grass Pitches (size and scale to be determined by local demand) for mini soccer and 9v9 formats.
- Natural Turf pitches for 11v11 formats of the game that follow the capacity guide as set by The FA.
- Toilet provision (where changing accommodation is not provided).
- Changing accommodation, coach education and club room facility.
- Storage facilities.
- Maintenance equipment.
- Boot cleaning facilities (to minimise transfer of soil onto Artificial Grass Pitches).

1.2 Hub Site Selection Filters

Filter	Requirements/Considerations
Physical Site	Ability to fit 2-3 x full size 3G Artificial Grass Pitches, plus grass pitches, changing and car park.
Planning	Potential planning constraints such as the use of floodlights and noise pollution. Sport England Planning Policy. Site ownership and ability to develop it.
Current use	Prioritise sites that are used by youth leagues currently.
Geography	Geographic location evenly spread within the North, Central and South Analysis Areas.
FA Parklife principles	Overarching objective of reducing (and potentially, in time, removing the need for) public sector subsidy, moving the game towards financial sustainability.
Ownership / Management	Barriers to site development/access due to ownership arrangements. For example, access to school sports facilities may involve formal contracts with facilities management companies on a commercial profit maximising basis.
Previous investment	Investment in pitches, changing rooms etc via Football Foundation, Sport England etc.

1.3 Data Helping to Inform Strategic Analysis for Football Hubs

- According to data held by Manchester FA and the FA, Manchester has a total of 228 affiliated clubs with a total of 700 teams of which 620 play in Manchester. This is made up of 160 mini teams, 104 9v9 teams, 129 11v11 youth teams and 307 adult teams. 307 (44%) are adult teams, 233 (33%) are youth teams (all formats) and 160 (23%) are Mini-Soccer teams.
- There are currently 27 artificial grass pitches (AGP's) in Manchester, 16 of which are 3G AGP's.