

**A MAJOR SPORTS FACILITY STRATEGY FOR THE CAMBRIDGE  
SUB REGION**

**CAMBRIDGESHIRE HORIZONS**



**A**

**SUMMARY REPORT**

**BY**

**PMP**

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### Executive Summary

#### Introduction

- i) PMP were commissioned by Cambridgeshire Horizons in August 2005 to undertake a strategy for the provision of major sports facilities in the Cambridge Sub-Region over the next twenty years to 2026. This study evaluates existing facility provision within the region and identifies the increase in demand anticipated through the significant population growth planned over the next twenty years, when the Sub-Region is expected to grow by approximately 114,000 people from an estimated 2004 population of 427,000.
- ii) The approach involved three distinct phases of work:
- *what have you got?*
  - *what do you need?*
  - *how will this be delivered?*

#### The vision

- iii) The vision for this strategy is:

***To create a network of high quality community and specialist sports facilities within the Cambridge Sub-Region that will enhance the quality of life of existing and new communities***

#### Strategic context

- iv) Within the context of delivering sustainable growth key strategic documents include Sustainable Communities: building for the future (ODPM, 2003), Regional Planning Guidance Note 6 (2000) and the draft East of England Plan (draft published 2004) and the Cambridgeshire and Peterborough Structure Plan (2003).
- v) Sport Playing Its Part: The Contribution of Sport to Building Safe, Strong and Sustainable Communities (Sport England, 2005) makes the case for how sport can impact on the development of sustainable communities. Key strategic drivers from a sporting perspective include:
- the need for more innovative solutions to sporting provision in order to bring about the increases in participation and to link with other agencies
  - the need to link to the growth area agenda, particularly areas of major development, and ensure expectations for a better quality sporting infrastructure are met
  - capital and revenue pressures on local authority budgets impacting on the ability to meet identified needs and improve value for money
  - the impact of London hosting the 2012 Olympic Games

**Needs analysis**

- vi) The comprehensive needs analysis identified gaps / deficiencies and possible capacity issues with current provision alongside opportunities for provision of new facilities within the Sub-Region.
- vii) A number of recommendations were made for the provision of community sports facilities at a district level. These are identified in the main body of this report. In relation to specialist provision the key recommendations are summarised below:

Sub Regional Priorities	Other opportunities for specialist provision linked to 2012 and NGB requirements
<b>Community Football Stadium</b> - a community asset in the widest sense, the stadium will be the new home to CUFC, and if feasible one of the City's two other clubs	<ul style="list-style-type: none"> <li>• <b>Sports hall</b> – 3/4 8 court+ halls</li> <li>• <b>Indoor bowls</b> – within Northstowe</li> <li>• <b>Indoor cricket</b> - 2 lane facility to serve the Huntingdonshire area</li> <li>• <b>Martial arts</b> – specialist provision co-located with other facilities</li> <li>• <b>Gymnastics centre</b> - within the east of the Sub-Region, alongside school provision and club development</li> <li>• <b>Indoor tennis</b> - need for increased provision across the Sub-Region</li> <li>• <b>Equestrian facilities</b> - potential to deliver training and competition opportunities in the build up to 2012</li> <li>• <b>Water sports</b> – supporting the development of Grafham Water</li> </ul>
<b>Ice Rink</b> - there is demand and a unique catchment area for a potential ice rink development	
<b>Multi Lane Rowing Facility</b> - with a Sub-Regional perspective	
50m swimming pool - regional training pool within Cambridge for the ASA and provide for elite and club development pathways within the Sub-Region	

- viii) Given the importance of the growth area agenda, the analysis also highlighted specific recommendations for the Cambridge East and Northstowe growth areas.

**Delivery options**

- ix) The table below sets out the delivery models, which maybe applicable across the Sub-Region in order to deliver the identified needs:

Delivery Level	Delivery Options	Key Partners
City and District	<ul style="list-style-type: none"> <li>• Asset Review and Rationalisation</li> <li>• Traditional delivery</li> <li>• New approaches to capital and revenue                             <ul style="list-style-type: none"> <li>- Private Sector</li> <li>- Trusts</li> <li>- Prudential Borrowing</li> </ul> </li> <li>• Partnership delivery through education</li> </ul>	<ul style="list-style-type: none"> <li>• District Councils</li> <li>• Town and Parish Councils</li> <li>• Cambridgeshire County Council</li> </ul>

## EXECUTIVE SUMMARY

Delivery Level	Delivery Options	Key Partners
New Communities	<ul style="list-style-type: none"> <li>• Section 106 contributions</li> <li>• Co-location of provision</li> </ul>	<ul style="list-style-type: none"> <li>• District Councils</li> <li>• Key local partner agencies including local PCTs</li> <li>• Cambridgeshire Horizons</li> <li>• Developers</li> </ul>
Sub-Regional	<ul style="list-style-type: none"> <li>• Tariff System</li> <li>• Planning Gain Supplement</li> <li>• Private sector funding and delivery</li> <li>• Land disposal</li> <li>• Sport and leisure fund</li> <li>• Procurement competition</li> <li>• Joint venture</li> </ul>	<ul style="list-style-type: none"> <li>• Cambridgeshire and Peterborough Sports Partnership</li> <li>• Cambridgeshire Horizons</li> <li>• EEDA</li> <li>• Sport England</li> <li>• NGBs</li> <li>• Key regional partner agencies</li> <li>• Cambridgeshire County Council</li> <li>• local authorities.</li> </ul>

- x) In order to deliver Sub-Regional needs effectively, key issues for agreement will include:
- for all agencies to agree to the strategic priorities and provide a united front for funding bodies
  - resources to be targeted to increase capacity of the CSP to drive forward the strategy
  - for clear leadership to be demonstrated by the CSP to drive the key infrastructure priorities forward
  - to seek to develop a funding pool through a tariff system to enable the CSP to pro-actively deliver the sub-regional infrastructure requirements
  - the development of working groups to lead the development of particular initiatives
  - the need to agree priorities between partners so energies and resources can be targeted effectively
  - for agencies to commit individual funding to a central post to help pump-prime developments.
- xi) This strategy provides an exciting opportunity for Cambridgeshire Horizons to ensure that current and future sporting needs are met as part of the growth of the Cambridge Sub Region, thereby contributing to quality of life for the current and future population.

### Introduction and background

- 1.1 PMP were commissioned by Cambridgeshire Horizons in August 2005 to undertake a strategy for the provision of major sports facilities in the Cambridge Sub-Region over the next twenty years to 2026.
- 1.2 Cambridgeshire has been identified as the fastest growing shire county in the country with a 21.3% growth in population since 1981 (Census 2001). At the heart of this growth is the Cambridge Sub-Region, which is the planning area defined in the Cambridgeshire and Peterborough Structure Plan 2003. Particular attention within the strategy is given to the major growth areas of Northstowe and Cambridge East.
- 1.3 This study evaluates existing facility provision within the region and identifies the increase in demand anticipated through the significant population growth planned over the next twenty years, when the Sub-Region is expected to grow by approximately 114,000 people from an estimated 2004 population of 427,000.
- 1.4 The approach involved three distinct phases of work:
  - *what have you got?* – evaluating the supply of facilities within the Sub Region, considering issues such as size, type and level of usage, and access etc.
  - *what do you need?* – examining current and future needs through a variety of methods including a review of existing research/policies, wide ranging stakeholder consultation, application of quantitative demand modelling approaches, and catchment area analysis.
  - *how will this be delivered?* – evaluating options for delivering this recommended provision, including innovative approaches for securing funding through growth area developments.
- 1.5 This strategy has been prepared in two documents; a full Technical Report, which is available from Cambridgeshire Horizons, and this report which is a free standing summary concentrating on the background analysis and the key findings.

### The vision

- 1.6 The vision for this strategy is:

***To create a network of high quality community and specialist sports facilities within the Cambridge Sub-Region that will enhance the quality of life of existing and new communities***

- 1.7 Subsequent sections of this summary report include:
  - an outline the strategic context for the development of major sports facilities within the Cambridge Sub Region
  - the analysis of existing facility provision
  - a detailed examination of need for major sports facilities
  - an overview of delivery options to meet the identified needs and achieve the vision for major sports facilities in the Sub Region.

### Strategic context

#### Sustainable communities

- 2.1 Within the context of delivering sustainable growth key strategic documents include Sustainable Communities: building for the future (ODPM, 2003), Regional Planning Guidance Note 6 (2000) and the draft East of England Plan (draft published 2004) and the Cambridgeshire and Peterborough Structure Plan (2003).
- 2.2 As the lead agency overseeing this growth within the Cambridge Sub Region Cambridgeshire Horizons' responsibility is to ensure that the delivery targets set within the Cambridgeshire and Peterborough Structure Plan are met to an agreed timetable and in a sustainable manner. The organisation's key objectives include:
- coordinating development and infrastructure implementation
  - overcoming barriers to development projects
  - securing funding commitments for infrastructure and in particular setting out a strategy for Section 106 planning obligations towards new developments
  - ensuring developments are sustainable and of high quality.
- 2.3 In outlining the sports facility requirements for the Cambridge Sub-Region it is vital to address the key factors in developing sustainable communities. Of particular relation to sports infrastructure is:
- the need to provide a basic level of sporting provision to all local communities
  - the need for good quality public services, especially for leisure
  - an opportunity to use sport to develop a sense of local pride and identity
  - the opportunity to use sport as a means to engage with local communities.
- 2.4 From a planning perspective the Cambridgeshire and Peterborough Structure Plan's overall approach to development makes sequential provision for housing and related development at locations in following order of preference:
- within the built up area of Cambridge
  - as an extension to Cambridge on land removed from Green Belt
  - in the new town of Northstowe
  - within or as an extension of the surrounding market towns.
- 2.5 Therefore in the context of sporting infrastructure, this strategy focuses on developments that are strategic in meeting sporting need and satisfying strategic planning guidelines. Developments must also be of a high quality, sustainable and have the potential to impact positively on the quality of life of the local population.

### **Sporting**

- 2.6 Sport Playing Its Part: The Contribution of Sport to Building Safe, Strong and Sustainable Communities (Sport England, 2005) makes the case for how sport can impact on the development of sustainable communities through:
- strengthening community involvement, engagement, identity and pride
  - improving community cohesion
  - reducing crime and anti-social behaviour
  - improving quality of built and natural environment and creating a sense of place
  - encouraging sustainable travel.
- 2.7 Key strategic drivers from a sporting perspective include:
- the challenge to increase participation in sport and physical activity
  - the need to think broader than 'sport' and consider links to health, education and other agendas
  - there is a need for more innovative solutions to sporting provision in order to bring about the increases in participation and to link with other agencies
  - there are opportunities for the co-location of facilities and consideration should particularly be given to the arts and green spaces
  - the need to link to the growth area agenda, particularly areas of major development, and ensure expectations for a better quality sporting infrastructure are met
  - capital and revenue pressures on local authority budgets impacting on the ability to meet identified needs and improve value for money
  - the impacts of London winning the right to host the 2012 Olympic and Paralympic Games and the opportunities for enhanced provision within the Sub-Region.



### Facilities audit

- 3.1 All major sports facilities, including provision from across public, private and voluntary sectors, were audited to ascertain what the current supply of facilities is, and understand issues with regards to facility type, management, condition, usage, and access. This audit was maintained through a comprehensive sports facilities database.
- 3.2 The brief for the strategy outlined the scope of major sports facilities to analyse, including all such provision from public, private and voluntary sectors. For ease of analysis these have been categorised as ‘community’ or ‘specialist’ facilities and are outlined below:

#### Community

- sports halls
- swimming pools
- health and fitness facilities
- synthetic pitches.

#### Specialist

- 3.3 The following outlines the agreed list of specialist sports facilities for which a needs analysis has been undertaken at a Sub-Regional level:
- indoor bowls centres
  - indoor cricket centre
  - martial arts facilities
  - gymnastics centre
  - ice rinks
  - athletics (outdoor tracks and indoor facilities)
  - ten-pin bowling centres
  - tennis (indoor and multiple outdoor provision)
  - golf courses
  - water sports facilities
  - outdoor adventure facilities
  - riding centres
  - community stadium.

### 3.4 Particular issues identified through the facilities audit include:

- in general terms provision of community facilities (swimming pools, sports halls, and health and fitness) relative to Sport England benchmarks, appears to be below regional and national averages across much of the county
- it is clear that over the life time of this strategy significant challenges will be faced in relation to refurbishment/upgrade of the existing facility stock. Whilst this may present opportunities for rationalisation in the context of growth areas, sport will have to justify its case for capital support to undertake such investment. However, through identifying such issues early a strategic Sub-Regional approach can be adopted to plan for issues in the future.
- the need to examine sport specific development pathways for each sport. At present it would appear that facility provision cannot cater for this adequately for all sports (i.e. according to Governing Body specifications and the ability to cater for spectators)
- at present the Sub-Region has few facilities through which higher profile sporting events can be staged. This has implications in terms of the profile that sport can have within the Sub-Region.

#### ***Facility Database:***

- R1** It is recommended that Cambridgeshire County Council take 'ownership' of the facility database and collect the missing data fields to enable a more detailed analysis of specific issues of relevance, particularly in terms of linking facility provision closely to sports development pathways and initiatives, and delivering directly against the strategic drivers for sport as outlined. In undertaking this role it is recognised that there is a resource implication (initially to complete the data fields, and ongoing in terms of evaluation) and it is therefore recommended that funding be identified to cover this need.

### Needs analysis

- 4.1 A comprehensive analysis was undertaken of need and demand for sports facilities within the Cambridge Sub-Region both now and in the future, taking into account the significant population growth. This identified gaps / deficiencies and possible capacity issues with current provision alongside opportunities for provision of new facilities within the Sub-Region.
- 4.2 This analysis of need has been undertaken using a variety of quantitative and qualitative methods including:
- a review of relevant County and District sporting research and strategies
  - a review of relevant National Governing Body (NGB) strategies
  - the review of existing sports facility provision (see Section 3)
  - consultation with key stakeholders – i.e. Cambridgeshire Horizons, Districts, NGBs, County Council, Sport England, University etc (for a full consultation list please see Appendix B)
  - application of Sport England Facility Calculator models
  - application of bespoke supply and demand models
  - drivetime and accessibility catchment analysis.
- 4.3 Need was broken down by three parameters – quantity, quality, accessibility.

### Assessing future need

- 4.4 A key element of the strategy includes the assessment of need and opportunities for sports facilities over the long term (next 20 years to 2026). In making this assessment a consistent methodology has been applied to take into account growth in the Sub-Region. The Cambridgeshire and Peterborough Structure Plan outlines plans for the provision of 47,500 new homes in the Cambridge Sub-Region by 2016. In projecting forward to what this means in terms of facility demand a standard of an average of 2.4 people per household was applied, which equates to a population growth by 2016 of c114,000 people.
- 4.5 This predicted growth only covers half the life of this strategy. Exact growth projections beyond 2016 have yet to be confirmed but Policy CSR2 (East of England Plan), outlines continuation of the build rate for the Cambridge Sub Region, as set out in the Structure Plan, up to 2021. Therefore on the assumption that the projected growth between 2016 and 2026 continues at the same pace, i.e. circa 2800 new homes per annum, with 2.4 people per household, this would see a continued growth of circa 67,200 people.
- 4.6 Therefore, whilst the population growth of circa 114,000 to 2016 is more certain, overall population growth within the Sub Region up to 2026 could be nearer 180,000.

**Community sports facilities**

4.7 The need for community facilities was analysed at a district level. The following table summaries the key findings of this assessment:

**Table i: key recommendations for community sport facilities**

Facility type	Key recommendations
Sports halls	<p><b>R2</b> - in order to help address issues with the accessibility of facilities across the county there is a need for each district to consider long-term rationalisation of provision. This should be undertaken through the process of examining the refurbishment requirements of facilities. However, given the identified long-term shortfalls in provision rationalisation does not relate to reducing the quantity of provision, it focuses more on quality and location of provision</p> <p><b>R3</b> - there is potential for a small number (3-4 over the period of the strategy) of strategically located larger 8 court (or larger) halls, for example, the Cambridge University development. It is considered that this provision would focus on serving a performance need for specific sports</p> <p><b>R4</b> - specific priority areas for development in order to meet needs for public provision are:</p> <ul style="list-style-type: none"> <li>- Northstowe – greater than 4 courts to allow greater flexibility of use and scope for increased participation</li> <li>- to serve the development area identified as ‘Chesterton’ to the north east of Cambridge City</li> <li>- Cambridge East - given the demand created by this population it is considered that this should be at least 6 courts</li> <li>- Huntingdonshire – (8 court) with careful consideration regarding location given the present good accessibility of provision</li> <li>- long term provision in Ely should focus on development of a new 6 court hall.</li> </ul>
Swimming pools	<p><b>R5</b> - a programme of upgrading provision with new 25 metre swimming pools should be implemented in recognition that many of community swimming pools are aging, in need of refurbishment and become increasingly costly to operate. In doing so, cross boundary issues need to be taken into account and a collaborative approach adopted in provision, programming and the creation of clear pathways of progression.</p>

	<p><b>R6</b> - specific need has been identified in the following areas:</p> <ul style="list-style-type: none"> <li>- development of a 50 metre regional training pool in Cambridge primarily as a focus for the development needs of the sport and to serve as a sub regional venue for elite training. The proposed development by Cambridge University is considered the most suitable option to meet this need.</li> <li>- additional 25m pool provision to address deficiencies around the outskirts of Cambridge. This requires detailed consideration of provision City wide, and particularly the impacts of the supported development of the 50m pool</li> <li>- Northstowe and Northern fringe of Cambridge - with consideration to interrelationship with Impington. Northstowe alone could sustain a 25 metre 6 lane pool</li> <li>- Huntingdonshire - with a strategic approach to identifying the right location</li> <li>- new provision in Ely to address growth area implications and the need to replace Paradise Pools.</li> </ul>
<p>Health and Fitness</p>	<p><b>R7</b> - in developing new / refurbishing public sector / dual use sites careful consideration should be given to the provision of high quality health and fitness provision to help underpin sustainability, e.g. Northstowe</p> <p><b>R8</b> - there is a need to develop high quality localised provision outside Cambridge to reduce transport pressures and improve local access to facilities.</p>
<p>Synthetic turf pitches</p>	<p><b>R9</b> - in assessing need for any additional provision it is important that the wider context of smaller (i.e. 60x40m) more localised synthetic pitches are acknowledged. These facilities perform an important local need</p> <p><b>R10</b> - sport specific needs for 3rd generation and sand dressed pitches mean that in choosing the type of surface the development plan and end usage for that facility should guide the final decision.</p> <p><b>R11</b> - in general terms, from a sustainability perspective, priority sites for development are educational sites.</p>

	<p><b>R12</b> - identified priorities for full size synthetic pitches are:</p> <ul style="list-style-type: none"><li>- floodlit provision - ensuring that all synthetic pitches (current and future) have floodlighting to maximize usage</li><li>- third generation pitches in Cambridge City, Huntingdonshire and East Cambridgeshire</li><li>- sand dressed provision within South Cambridgeshire</li><li>- an additional pitch to serve the south east of Cambridge</li><li>- potential for additional provision to serve the northern fringes of Cambridge</li><li>- Northstowe – with careful consideration on the type of surface</li><li>- consideration should be given to developing a focus site for hockey (possibly existing) with two synthetic pitches and associated social facilities.</li></ul>
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**Specialist provision**

4.8 Specialist provision refers to those facilities that are above the minimum expectations of an area in terms of sports facilities provision. As such they tend to attract participants from a wider catchment area and have therefore been analysed at a Sub-Regional level for this strategy. It was therefore important to put sport across the Sub Region into context. The following highlights some of the key issues identified:

- there is generally considered to be a lack of landmark sporting provision within the Sub-Region with very few facilities of national or regional significance for their respective sports
- facility provision is considered to impact upon the ability to create clear pathways of development within many sports across the Sub-Region
- participation in rural areas is considered to be high in comparison to national figures with growth credited to the strong village club networks
- schools facilities are crucial in the provision of sporting opportunities outside of curricular use
- the Cambridgeshire and Peterborough Sport Partnership has only recently been constituted, later than many other County Sports Partnerships around the country.

4.9 Through the analysis of specialist provision, a number of recommendations were made for the different types of specialist facilities. From these four key sub regional priorities were identified, as outlined overleaf:

**Table ii – sub regional priorities**

Facility	Recommendation
Community football stadium	<p>A community asset in the widest sense, the stadium will be the new home to CUFC, and if feasible one of the City’s two other clubs, with a capacity of c.10,000.</p> <p>If feasible the stadium can become the focal point for football in the Sub-Region offering a new base for Cambridgeshire County FA, and associated football pitches for development programmes and Academy.</p> <p>In relation to the community the stadium will look to provide facilities for a wide range of other services in areas such as health, education, and economic development, as well as offering an affordable resource for the local community to access.</p> <p>It is expected that the stadium will generate commercial income opportunities in areas such as leasing or conferencing and banqueting to ensure that the asset is sustainable.</p>
Ice Rink	<p><b>R18</b> - analysis shows that there is demand and a unique catchment area for a potential ice rink development with plans well advanced through the Cambridge University led consortium. It is recommended that an ice rink is developed with the vision to provide an ice centre which offers a range of ice based activities (ice hockey, public skating, figure skating, curling etc)with a focus on providing opportunities for the community, local clubs and the University. It is also expected that the facility should be accessible to help meet the requirements of the different NGBs.</p> <p>In terms of specification CLIC have developed a facility mix that they believe can meet these aspirations:</p> <ul style="list-style-type: none"> <li>- a 30m by 60m Olympic size ice rink with appropriate amenities</li> <li>- food and beverage provision</li> <li>- retail</li> <li>- seating for approximately 500-1000 people</li> <li>- three curling sheets.</li> </ul>

Multi Lane Rowing Facility	<p><b>R25</b> - given the tradition and demand for rowing opportunities in the Sub-Region it is recommended that a new rowing facility be provided with a Sub-Regional perspective. This strategy follows the current ARA position that within the Sub-Region the top priority development is the Cambridge Rowing Lakes scheme. However, it considers that any proposals that might fulfil this Sub-Regional role must be seen in the context of deliverability, i.e. production of a robust business case, and meeting the needs of rowing as a sport</p> <p>The exact specification should be developed through the ARA with the principle established that this facility should perform a venue for high quality training and development in rowing.</p>
50m swimming pool	<p>The development of a 50m regional training pool within Cambridge for the ASA and provide for elite and club development pathways within the Sub-Region. The Cambridge University proposal would meet this need.</p> <p>Where feasible, the facility should look to cater for other aquatic disciplines (water polo in particular) and ensure that it is complimentary to existing swimming provision in the area.</p>

- 4.10 Alongside these key developments, a series of other opportunities were identified for specialist sports provision linked to 2012 and/or NGB requirements.

**Table iii – recommendations for other smaller specialist sports facility provision (linked to 2012 and NGB requirements)**

Facility	Recommendation
Sports hall	The opportunity to provide 3-4 additional large scale (8 courts+) sports hall within the region to become the focal point for sports specific development opportunities for a selection of sports.
Indoor bowls	<b>R13</b> - there is a demand for indoor bowls provision (3 rinks) within Northstowe. Careful consideration should be made with regards location of such provision in relation to other facilities, alongside sustainable operational models. Elsewhere within the county the focus for improved provision should be rationalisation, for e.g. the potential opportunity for the relocation of the City of Ely club..
Indoor cricket	<b>R14</b> - in order to address increasing pressure on current provision it is considered that there is a need for a new 2 lane specialist indoor facility to serve the Huntingdonshire area.



<p>Martial arts</p>	<p><b>R15</b> - there is both a need and opportunity for a specialist martial arts facility in the Sub-Region. It is considered that this should be co-located with other facilities, e.g. gymnastics, and should be linked to a strong local club. Club development and potential co-location with other sporting provision should be the key determinants for location.</p>
<p>Gymnastics centre</p>	<p><b>R17</b> - there is a need for the future provision of a second specialist gymnastics facility within the east of the Sub-Region, alongside school provision and club development opportunities. There is potential to link this to the Cambridge East growth area.</p> <p>This dedicated facility would act as the catalyst to allow more involvement from the wider community, from pre-school, recreational, adult sessions, squad and competitive training.</p>
<p>Indoor tennis</p>	<p><b>R22</b> - There is a need for increased indoor tennis provision across the Sub-Region although the focus should be outside of Cambridge as the City has 15 of the 18 indoor courts in the region. It is important that any new provision is closely linked to club development structures and pathways.</p> <p><b>R23</b> - Ely and Northstowe provide an opportunity for new provision. As there will be no established club structures in place within Northstowe, the development of such a facility should provide the impetus for such development work to take place to ensure that any provision is well utilised.</p>
<p>Equestrian facilities</p>	<p>An opportunity driven by the popularity of equestrian activities within the Sub-Region and the potential to deliver training and competition opportunities in the build up to 2012.</p>
<p>Water sports</p>	<p><b>R26</b> - Grafham Water Centre is an existing facility of sub-regional, if not regional significance. It is anticipated that the recently approved proposals and funding for improvement will protect its long-term sustainability and its sub-regional role. However, urgent action needs to be taken to address the £400,000 funding shortfall in terms of delivering its multi-phased developments. Alongside this investment it is key that the centre continues to strive to attract usage from a cross section of groups from across the Sub-Region and the wider Growth Areas.</p>

**Growth area implications**

4.11 Due consideration was given to the implications for the major growth areas within the Sub Region. The following summaries identified priorities for Cambridge East and Northstowe:

<b>Growth area</b>	<b>Facilities</b>	<b>Key issues</b>
Cambridge East	25 metre 6 lane pool Minimum of a 6 court sports hall Health and fitness Synthetic pitch Potential location for the new community stadium	Further work required to identify if this is the best site for the Community Stadium  Potential locations for specialist provision, e.g. gymnastics centre
Northstowe	6-8 court sports hall 25 metre 6 lane pool Health and fitness Minimum of 1 x full sized synthetic pitch 3 rink indoor bowls facility Indoor tennis provision Potential replacement of a golf course with an open access policy Potential of other smaller scale specialist facilities with due consideration of likely traffic impacts	It is vital that Northstowe has the sporting provision to help build a sense of community and local pride and impact positively upon the quality of life of its residents  The identification of sustainable operating models are essential. The Sport Village concept may offer a sustainable solution  Facility provision needs to be underpinned by sports development activity, particularly given the lack of formal club structures

### Vision and delivery options

#### The vision

5.1 As noted the vision for this strategy is:

***To create a network of high quality community and specialist sports facilities within the Cambridge Sub-Region that will enhance the quality of life of existing and new communities***

5.2 From the strategic context and through the supply and demand analysis there have been a series of key themes that are clearly central to achieving this vision:

- development must be underpinned by need, both current and future
- facilities development must be supported by sports development to ensure that the desired impacts in terms of increased physical activity are achieved
- the delivery of this sporting infrastructure must examine innovative solutions, new partnerships and delivery methods
- the Sub-Region should aspire to a series of key landmark sporting projects
- opportunities presented by planning policy changes (planning obligations, sub-regional levys and planning gain supplement) to fund major sporting infrastructure developments should be maximised to the full
- the 2012 Olympics and Paralympics present a unique opportunity for sport. The provision of a high quality network of facilities to meet with NGB aspirations can see the creation of an Olympic legacy for the Cambridge Sub-Region, before, during and after the Games.
- key regional partners must now work in partnership and show clear leadership to drive the strategic recommendations forward.

#### ***The role of sports development***

5.3 Sports development need should be a key determinant in assessing the demand for facility provision. Using sport as a focus for community development and capacity building will be critical to deliver sustainable provision in the Sub-Regional growth areas.

5.4 Furthermore the role of sports development is crucial to achieving the vision for facility provision outlined in this strategy. Facilities alone are not the answer and the associated development work must be integral in ensuring the maximum possible use and impact of existing and new sports facilities, and thereby value for money for any investment. This is particularly relevant in relation to the strategic context behind such investment – improving quality of life, increasing participation in sport and physical activity and sustainable development.

5.5 This issue is particularly relevant to Northstowe, as a new town. There will be no established sports clubs from the start and alongside the provision of high levels of affordable housing, a strong sports development emphasis is crucial to underpin any

sports facility provision, and ensure that this provision can impact on the quality of life for residents of Northstowe.

- 5.6 This is an important lesson learnt in the development of the new town at Cambourne. Substantial support was required to help get sports clubs started, develop good links with the primary schools, help identify existing and potential new coaches and volunteers.
- 5.7 It is noted that some local Physical Activity strategies are in place or are under development. However, in order to provide the same strategic overview for the Sub Region as this Major Sports Facilities Strategy, it is recommended that a Sports and Active Recreation Development Strategy be created to sit alongside this Strategy. This will help to ensure that opportunities are capitalised upon and the necessary assistance is provided to help impact positively upon quality of life. The coordination of this logically sits with the emerging Cambridgeshire and Peterborough Sports Partnership (CSP), and indeed further opportunity exists to ensure the full integration of sport and facility development through the CSP taking a lead role in driving forward the sports facility recommendations. This will require increased resource being found for the CSP to broaden its role and co-ordinate the delivery of the major infrastructure priorities identified in the strategy.
- 5.8 The model of linking sports development with facility development, has worked successfully in other areas of the country, most notably Manchester, where the various facilities for the Commonwealth Games have been underpinned by sports development personnel and structured development plans.

### **Delivery options**

- 5.9 In order to deliver the vision and address the needs identified a range of different approaches will be required at District and Sub-Regional level. Whilst different models of delivery will be appropriate at different levels, what will be common throughout will be the need for joint-working between different agencies and organisations and new approaches between partners, which challenge traditional ways of working.
- 5.10 The growth area agenda across the Cambridge Sub-Region provides a wonderful opportunity for authorities and agencies to work together to deliver the future needs across the Sub-Region. The growth area agenda can drive effective joint working between Council's at community level and between key agencies at regional level.
- 5.11 The benefits of this joined up approach will help to ensure delivery solutions are:
- deliverable
  - sustainable and
  - affordable.
- 5.12 Given the financial constraints identified by all partners across the Sub-Region in terms of both capital and revenue, a partnership approach can help to deliver the needs identified in a co-ordinated way, ensuring Sub-Regional priority needs are delivered and resources maximised to the full.

**R32** At **community level** there must therefore be *sign-up from District and City Councils* to:

- strategic review and rationalisation at a local level
- working in partnership to address cross-boundary impacts of growth area initiatives
- a structured commitment to use the growth area agenda to work together and provide local coordination to deliver local needs.

**R33** Within **growth areas** recognition must be given that in order to grow communities in a sustainable way it is not just about facilities, what will also be critical will be:

- activity and event programmes
- structured programmes and interventions
- supporting community led facilities outside the Sub-Regional strategy
- involvement of communities in planning and formulation
- links to existing sport networks/local alliances and the emerging Cambridge County Sport Partnership – involvement of public, private and voluntary sectors
- developing local volunteer and coaching networks
- developing a community club ethos.

**R34** A capacity building plan is developed for each growth area with a focus on growing 1% participation, coaching, voluntary, events, community and workforce development, and involvement funding is sought through the Regional Sports Board.

**R35** To deliver **specialist needs** will require:

- agencies at a Sub-Regional level to work together to examine how they can contribute to the delivery of the specialist infrastructure proposals
- Cambridgeshire Horizons to be the lead agency to co-ordinate the delivery of the key infrastructure requirements, working closely with the CSP
- key agencies to provide a co-ordinated and planned approach to funding through the pooling of resources to support CSP and to fund delivery of the identified infrastructure requirements.

**R36** Partners to seek funding to enable the Cambridgeshire Horizons and the CSP to increase capacity to lead the delivery of the strategy recommendations.

- 5.13 All partners will need to consider, prioritise and commit to the delivery vehicles set out. Particular emphasis should be placed on the continued exploration of how Section 106 funding, planning gain supplement and a tariff system can be used to deliver the major sports facility infrastructure requirements.

**R37** Using the evidence base set out in this strategy, sub-regional partners and the CSP need to continue to lobby to ensure sport benefits from opportunities presented by the new planning gain supplement and the adoption of any tariff system across the Sub-Region.

**Delivery models**

- 5.14 Delivery models will be different to deliver ambitions at City, District and Sub-Regional level. Different approaches will also be relevant to develop the infrastructure within growth areas and deliver the sport and leisure infrastructure needs across the new communities in Northstowe and Cambridge East in a sustainable way. Whilst different options will be relevant there will also clearly be opportunities, as set out in the previous section for developments, to meet needs at both City, District and Sub-Regional level.

- 5.15 It is evident that limited grant funding will be available to fund developments at sub-regional level, although the growth area fund does present opportunities, which should be explored by partners. The table below highlights the estimated capital costs of sub-regional delivery. More innovative mechanisms will have to be explored and partners will have to work together to maximise opportunities under the guidance and leadership of the CSP.

<b>Priority Infrastructure Requirement</b>	<b>Indicative Capital Cost</b>
Community Stadium	£12m
Ice Rink	£6m
Rowing Lake	£16m
50m Pool	£10m
Gymnastics Centre	£2m
Martial Arts	£0.5m
8 Court Hall	£3m
Indoor Tennis	£2.2m
Indoor Cricket	£1.2m
Equestrian Centre	£1m
Water Sports	£0.4m
Indoor Bowls – 4 lane	£1m
<b>Total sub-regional infrastructure requirements</b>	<b>Circa £54.8m</b>

Please note that further guidance on sports facility costs can be obtained from Sport England's website: [www.sportengland.org](http://www.sportengland.org).

5.16 The table below sets out the delivery models, which maybe applicable across the Sub-Region in order to deliver the identified needs.

<b>Delivery Level</b>	<b>Delivery Options</b>	<b>Key Partners</b>
City and District	<ul style="list-style-type: none"> <li>• Asset Review and Rationalisation</li> <li>• Traditional delivery</li> <li>• New approaches to capital and revenue                             <ul style="list-style-type: none"> <li>- Private Sector</li> <li>- Trusts</li> <li>- Prudential Borrowing</li> </ul> </li> <li>• Partnership delivery through education</li> </ul>	<ul style="list-style-type: none"> <li>• District Councils</li> <li>• Town and Parish Councils</li> <li>• Cambridgeshire County Council</li> </ul>
New Communities	<ul style="list-style-type: none"> <li>• Section 106 contributions</li> <li>• Co-location of provision</li> </ul>	<ul style="list-style-type: none"> <li>• District Councils</li> <li>• Key local partner agencies including local PCTs</li> <li>• Cambridgeshire Horizons</li> <li>• Developers</li> </ul>
Sub-Regional	<ul style="list-style-type: none"> <li>• Tariff System</li> <li>• Planning Gain Supplement</li> <li>• Private sector funding and delivery</li> <li>• Land disposal</li> <li>• Sport and leisure fund</li> <li>• Procurement competition</li> <li>• Joint venture</li> </ul>	<ul style="list-style-type: none"> <li>• Cambridgeshire and Peterborough Sports Partnership</li> <li>• Cambridgeshire Horizons</li> <li>• EEDA</li> <li>• EERA</li> <li>• Sport England</li> <li>• NGBs</li> <li>• Key regional partner agencies</li> <li>• Cambridgeshire County Council</li> <li>• local authorities.</li> </ul>

5.17 The delivery options are not mutually exclusive to each delivery level however they provide an indication of the key vehicles and the lead partners. It is evident that to deliver the identified needs will require a mixed approach of funding and delivery sources, the options are therefore not presented as mutually exclusive for delivery at certain levels. Delivery, particularly of Sub-Regional needs is likely to be via a mixed economy.

### Section 106 contributions

- 5.18 Contributions to the sport and leisure infrastructure across the Sub-Region through developer contributions are relevant at all levels. However, with the additional increase in population in the growth areas, contributions towards new provision is perhaps more applicable in the context of new communities. The argument is that an increase in population in areas across the Sub-Region will place existing demands on the existing sports and leisure infrastructure.
- 5.19 As set out, this will result in the need for refurbishment, upgrade and in some cases the need for new provision. Guidance states that developers may reasonably be expected to pay or contribute to the cost of all, or that part of, additional infrastructure that would not have been necessary but for their development (ODPM, Circular 05/2005). The Sport England Toolkit sets out a good practice approach to planning contributions.
- 5.20 At District and new community level it is therefore considered appropriate to use existing 106 guidance. Set out below is a case study example of how this might work. To deliver sub-regional infrastructure the potential of a tariff approach is considered more appropriate.

#### Case Study: Provision of Sports Hall in Northstowe

- Supply and Demand modelling  
8,000 new dwellings @: 2.4 per household = 19,200 pop. increase.  
applied to existing South Cambridgeshire demographics and participation.  
supply and demand model – sports hall implications = 5.4 courts for the growth area of Northstowe (19,200 people)
- Converting supply and demand into standards  
divide by 19.2 = 0.28 courts/1000 population  
one court = 170.775m<sup>2</sup> 0.28 courts = 47.82m<sup>2</sup>  
local standard for Northstowe = 47.82m<sup>2</sup> per 1000 population
- Working out costings for provision  
£11.87 per m<sup>2</sup> Sports Hall provision (Milton Keynes example)  
multiply by 47.82 for cost per 1000 population = £56,762  
divide by 1000 for cost per person = £56.76
- Required cost  
for phase of development – e.g. 2,000 dwellings (4800 people) (56.76 x 4800) = £272,448 for sports hall provision  
one court = 170.775m<sup>2</sup> 0.28 courts = 47.82m<sup>2</sup>  
for the whole development – (8,000 dwellings) = (56.76 x 19200) = £1,089,792
- *based on costings and approach in Milton Keynes Supplementary Planning Guidance*

- 5.21 The example provides a valuable illustration of how this approach could be adopted, though there is an ongoing debate as to whether the costs per square metre accurately reflect current pricing. Sport England's Facility Calculator for example, calculates higher overall costs per square metre for such provision.



5.22 Whilst it is evident that the call on developer contributions may not yield sufficient funding for the sport and leisure infrastructure requirements, it is vital that sports and leisure requirements are clearly attributed through the formula approach set out.

5.23 The use of developer contributions provides opportunities to meet the infrastructure needs in new communities. However, it is clear that other delivery mechanisms will have to be explored. Using the example of Northstowe a number of models will need to be explored to deliver the requirements. These include:

- joint working with education through schools PFI
- co-location with a range of health, sport and community facilities.

5.24 The most effective delivery vehicle will depend on circumstance at the time in the individual growth areas.

### **Co-location of provision**

5.25 Sport England have recognised that stand alone municipal leisure centres have had limited impact on increasing or widening the participation base. New innovative solutions are required and the opportunities provided by the growth area agenda to deliver new models of provision is significant.

5.26 Sport Villages and multi-sport facilities are a concept building on more traditional multi sport models and focusing on the provision of high quality sports facilities in conjunction with other community services. Whilst high quality provision will provide an attraction rather than disincentive to participate the co-location with other community services develops a community hub relevant to all sectors. This helps to break down some of the traditional barriers and stigma attached to sport and enables sport to link directly into supporting the delivery of agendas in health, education, and physical, social and economic regeneration. Other services may include:

- business incubation units
- discreet spaces for young people
- health facilities
- educational services

5.27 This is more than theory with a number of sites developed and or are under development across England. One such example is the Salford Sports Village which is a c£5m scheme that is the focus for the regeneration of a deprived community within Salford. The investment sees the reinstatement of an 18 grass pitch local authority site, synthetic pitches, playground, and built provision including changing facilities, community rooms for use by a wide range of voluntary sector agencies, the home of the Manchester County FA, classrooms and an ICT suite for the local college.

5.28 Examples vary in size and facility mix with many also involving local PCTs in terms of Healthy Lifestyle Centres, health clinics and GP practice. In delivering joined up solutions to local issues Sport Villages are able to attract funding from a diverse range of non-traditional sources for sports.

5.29 Within the Cambridge Sub-Region the Sport Village model has real merit and has been identified by a number of partners.

### ***Key issues for creating delivery models***

- 5.30 Within new communities key issues for creating delivery models will be:
- to recognise that it is not just about facility development, the access, development programmes and marketing of opportunities are all key factors to support the facility
  - to ensure that sport and leisure maximises developer contributions
  - to ensure that co-location opportunities are identified as ways of maximising resources and synergies between sectors. These solutions can help to develop a more sustainable revenue case and ensure that something distinctive is provided for the local community.

### **Delivering Sub-Regional priorities**

- 5.31 Traditional procurement models have been successful in delivering new and refurbished sport and leisure facilities in many areas of the UK, and have usually resulted in an asset being delivered for the public sector. However many of the Sub-Regional facilities may not be public sector driven or owned and more innovative solutions will be required to deliver each of the Sub-Regional facilities.
- 5.32 Therefore, consideration of alternative procurement methods is also important, particularly in the delivery of larger Sub-Regional aspirations. These options could include:
- new planning legislation
  - private sector funding
  - land disposal deal with private partner
  - a sport and leisure fund
  - procurement competition
  - joint venture arrangements

### **New Planning Legislation**

#### ***Tariff System***

- 5.33 Use of a tariff approach is considered appropriate to deliver sub-regional sporting infrastructure requirements. Discussions across the Sub-Region are exploring the application of a tariff based system based on formulae and standard charges for leisure and cultural provision, not only in terms of traditional facility provision but also to find the employment of revenue posts to drive the sustainable communities agenda.
- 5.34 The tariff approach is being developed in the South of England and used to cover all types of infrastructure including roads, public transport, housing, education, open space as well as leisure and cultural facilities.

- 5.35 The size of a tariff is determined by the profitability of new development in an area, and by what developers operating in the area will accept. Figures in the £18,000 - £20,000 per dwelling range have been frequently discussed in Southern England. It has been noted that tariffs will not pay the full cost of new infrastructure to accompany new development. Tariffs may only yield 20-30 per cent of the total cost of new infrastructure. Other sources of funding will be important. Within Milton Keynes an index-linked contribution of £18,500 per dwelling is in place.
- 5.36 Within the context of the Cambridge Sub-Region, a number of issues have been identified in terms of adopting the tariff approach.
- differing land values throughout the Sub-Region
  - the extent of social housing proposed within growth areas and the impact of developers acceptance of tariffs
  - the competing demands for developers contributions from roads, schools, community, health and sport and cultural facilities, which is already in excess of needs
  - whilst the adoption of a formal tariff approach across the Sub-Region may have difficulties, the principles of a tariff approach and the need for sport and leisure to set out clearly an approach to establishing its requirements as part of the growth area agenda will be critical.
- 5.37 In order for a development tariff approach to work and for sport and leisure to clearly articulate its needs, the following will need to be in place:
- an assessment of needs and opportunities for sport and leisure provision
  - the setting down of standards for provision relating to population
  - the costing of sport and leisure facilities
  - the prediction forward of the population and number of dwellings to yield a standard charge
- 5.38 If a tariff were adopted across the Sub-Region, set out overleaf is how it could be used to find the identified sub-regional sporting needs.

### Case Study: Tariff Approach

- needs and opportunities for sport and leisure identified in sub-regional sports facility strategy
- needs based on estimate of 48,000 dwellings over growth period
- costing of sub-regional requirements at circa £55m
- estimate of £252 per dwelling (Elson 2005 – Library example)
- potential contribution of tariff system to deliver sub-regional infrastructure needs of £12.096m.

The standard charge per dwelling is difficult to establish as each sub-regional requirement is for a specialist facility however using the cultural example provides an indication of ‘reasonableness’ as to what a tariff system should contribute to sub-regional sports priorities over the life of growth strategy. This £12m fund could be housed by the CSP as partnership funding towards delivery of the sub-regional priorities.

### Procurement competition

- 5.39 In order to provide the range of facilities aspired to by the Sub-Region, it is evident there is likely to be the need for significant involvement from existing land owners across the region including the City, County and District Councils, the University and Regional College, private developers, equity and debt funders.
- 5.40 In order to bring these complex organisations together in a transparent and auditable process, the CSP may wish to consider running a procurement competition for each of the Sub-Regional facilities aspired to. This procurement process may be jointly promoted with Cambridge Horizons, Sport England and the East of England Development Agency.
- 5.41 The process for this could be:
- CSP drafts a procurement pack setting out the facilities required and the monies available centrally to support developments
  - interested parties then “bid” for one or more of the facilities, setting out how they will provide the facilities, the investment levels, land uses etc.
  - CSP with Cambridgeshire Horizons, Sport England and EEDA undertakes an evaluation of bids received to confirm most appropriate way to deliver new facilities.
- 5.42 An example of this would be a bid from an existing land owner, who could combine their land with some Council land to develop an ice facility plus an enabling development, and they would come forward with a bid that included a developer and operator for the ice facility, and would ask for a specific capital sum from a central strategic pot (through the tariff approach and agency funding) in order to facilitate the development.

- 5.43 This approach could also work for the range of specialist provision identified – cricket, gymnastics, judo, swimming, tennis and rowing where the relevant governing body could be represented on the evaluation body to provide support and a route to channel any funding in a strategic manner. Tennis is an area where gaps have been identified and the Lawn Tennis Association may be able to contribute to a central pot alongside Sport England and EEDA to receive bids from a consortia of Councils, operators, University, College and Club partners to meet the identified needs.
- 5.44 The benefits of such an approach would be that all of the organisations who have expressed an interest in providing facilities across the Sub-Region during this study could put forward their proposals, and then the merits of each proposal could be evaluated in a transparent manner. This would provide the Sub-Region with an auditable process for investing in new sport and leisure facilities.
- 5.45 This could approach could also be used to consider and address 2012 needs across the Sub-Region on a co-ordinated basis.
- 5.46 The key concern with this approach would be the likelihood or otherwise of receiving any bids for certain priority facilities, due to the negative financial implications of this type of facility, particularly in terms of the annual revenue deficits and the difficulty for partners in underwriting an open-ended revenue account on an annual basis. However if the Sub-Region aspires to the facilities identified as a priority the revenue issues would need to be worked through. By encouraging a real partnership approach towards development at the outset encouraged the potential of grant-aid support the development of long-term sustainable propositions are more likely.

### **Case Study: Scottish Executive & sportscotland**

The Scottish Executive and **sportscotland** are currently in the middle of a procurement process to develop new national and regional sports facilities across the Country. They launched a procurement competition to invite bids for providing these new facilities, whereby partners set out how they will provide the facilities and the benefits of their 'bid' and outline how much capital investment they require from the Executive in order to facilitate the project.

The Scottish Executive and **sportscotland** have set aside a minimum of £50m in capital to support the procurement competition, and the first facilities are due for completion in 2008.

- 5.47 Whilst the levels of funding, which could be set aside by partners such as Sport England and the East of England Development Agency may not be significant the principle of the approach to funding one or more of the identified priorities could provide a significant catalyst to the delivery in a co-ordinated way across the Sub-Region. Funding via a tariff approach could increase the potential of this approach significantly.

**Key issues for creating delivery models**

- 5.48 In order to deliver Sub-Regional needs effectively, key issues for agreement will include:
- for all agencies to agree to the strategic priorities and provide a united front for funding bodies
  - resources to be targeted to increase capacity of the CSP to drive forward the strategy
  - for clear leadership to be demonstrated by the CSP to drive the key infrastructure priorities forward
  - to seek to develop a funding pool through a tariff system to enable the CSP to pro-actively deliver the sub-regional infrastructure requirements
  - the development of working groups to lead the development of particular initiatives
  - the need to agree priorities between partners so energies and resources can be targeted effectively
  - as outlined in R36, for agencies to commit funding to a central post to help take forward the strategy and pump-prime developments.
- 5.49 Whilst it is recognised that local circumstances will dictate the most appropriate delivery models set out below is a framework to help guide partners through the most appropriate delivery models at sub-regional level.

Facility	Delivery strategies
Community football stadium	<ul style="list-style-type: none"> <li>• joint venture</li> <li>• prudential borrowing</li> <li>• co-location</li> </ul>
Ice Rink	<ul style="list-style-type: none"> <li>• private sector partnership</li> <li>• joint venture</li> </ul>
Sub Regional Rowing Facility	<ul style="list-style-type: none"> <li>• procurement competition (partners to identify funding through mechanisms identified)</li> </ul>
50m swimming pool	<ul style="list-style-type: none"> <li>• procurement competition (partners to identify funding through mechanisms identified)</li> </ul>
Specialist Provision linked to 2012	<ul style="list-style-type: none"> <li>• procurement competition (partners to identify funding through mechanisms identified)</li> </ul>