
**LAND AT FORMER EASTBOURNE SCHOOL – RESIDENTIAL DEVELOPMENT
AND INVESTMENT IN EASTBOURNE SPORTS COMPLEX**

**Responsible Cabinet Member - Councillor Chris McEwan,
Economy and Regeneration Portfolio and
Councillor Nick Wallis, Leisure and Local Environment Portfolio**

**Responsible Director - Paul Wildsmith,
Director of Neighbourhood Services and Resources and
Ian Williams - Director of Economic Growth**

SUMMARY REPORT

Purpose of the Report

1. To consider the opportunity to further develop land at the former Eastbourne School marked D, E and F on the plan attached at **Appendix 1** and to utilise the receipt from sales of the land to invest in replacing/refurbishing the complex and associated facilities.

Summary

2. Development of the former school site has already commenced on the area marked plot A on the plan attached at Appendix 1 of the report.
3. Eastbourne Sports Complex is the Council's main outdoor sports facility providing multi-purpose space and changing facilities for the following :-
 - (a) 6 Full size football pitches and 3 Junior football pitches
 - (b) A Bowling Green and Pavilion
 - (c) National Standard Athletics Track
 - (d) Full size Synthetic Turf Pitch (STP)
4. The facility is integral to deliver on priorities within the Sports and Physical Activity Strategy.
5. The facilities are in need of investment particularly the athletics track and the STP.
6. To maximise development on the site it is proposed that the changing facilities and indoor multi-purpose space are relocated nearer the outdoor facilities allowing for a comprehensive development of the site by the housing developer.

7. Until 2019 the use of part of the capital receipt from the sale of the former playing fields is subject to Department for Education (DfE) approval with a strong presumption it will be re-invested in sports provision.
8. Initial informal discussions with the DfE indicate that re-investing the capital receipt in new changing facilities and other improvements as above would be acceptable. The Council's School Place Planning and Projects section have advised provisionally that none of the land is required for the construction of a new school or, detached playing fields but has not yet commenced the formal consultation to demonstrate this required by the DfE
9. The expected receipt from the sale of plots D, E and F is circa £1.6m which would be invested as follows :-

	£m's
• Replacement Eastbourne Complex and changing facilities, etc.	1.000
• Replacement synthetic turf pitch and lighting	0.250
• Replacement running track	0.180
• Sports facility at Heathfield School to enable playing fields to be utilised for classrooms to cope with additional demand	0.170
	1.600

10. The proposed development of Plots D, E and F would generate approximately £200,000 per annum in council tax and new homes bonus for the Council when fully developed.
11. An option appraisal of alternative approaches has been carried out and given the Council's recent commitment to keeping the facility open and the financial consequences of the options, the proposal outlined above is recommended.

Recommendation

12. It is recommended that :-
 - (a) Cabinet declare plot E surplus to operational requirements and approve the sale by private treaty of plots D, E and F to the developer of Site A in line with the terms outlined in paragraph 27 of the report.
 - (b) Subject to approval by the DfE to the proposed sale and use of the receipts in respect of Plot F, Cabinet agree the release of the receipt for investment in the Eastbourne Sports Complex as indicated within the report.
 - (c) Approve the inclusion of the works required as a result of the scheme moving forward in the procurement plan and designate this as a non-strategic procurement.

- (d) Delegate to the Director of Economic Growth in consultation with the Portfolio holder for Economy and Regeneration to finalise negotiations and conclude the sale of the plots by private treaty.
- (e) Delegate to the Director of Neighbourhood Services and Resources, in consultation with the Portfolio Holder for Leisure and Local Environment to finalise investment plans for the complex in light of the final receipt.

Reasons

13. The recommendations are supported by the following reasons :-

- (a) To dispose of land and achieve additional income from the development.
- (b) To ensure the continuity of Eastbourne Sports Complex by making suitable investment.
- (c) The designation of contracts as strategic or non-strategic is a Cabinet function under the Council's contract procedure rules
- (d) To enable the scheme to be delivered within budget.

Paul Wildsmith
Director of Neighbourhood Services and Resources

Ian Williams,
Director of Economic Growth

Background Papers

No background papers were used in the preparation of this report

Paul Wildsmith : Extension 2301
TAB

S17 Crime and Disorder	There are no specific Crime and Disorder implications
Health and Well Being	There are no specific implications on Health and Wellbeing
Carbon Impact	The carbon impact of any proposed development will be subject to approval through the planning process
Diversity	The proposal will be of benefit for the provision of sport for schools and the community
Wards Affected	Lingfield
Groups Affected	All groups are affected equally
Budget and Policy Framework	This decision does not represent a change to the budget and policy framework
Key Decision	This is not a key decision
Urgent Decision	This is not an urgent decision
One Darlington: Perfectly Placed	The proposed investment in and reprovision of sports facilities meets the objectives of One Darlington: Perfectly Placed
Efficiency	The proposed sale of this site will facilitate the reprovision and refurbishment of sports facilities with consequential improvement in sports provision for the community and reduction in maintenance costs to the Council.

MAIN REPORT

Information and Analysis

14. Work is ongoing to deliver economic growth within the Borough, the Council agreed a £1.5m income target as part of the Medium Term Financial Plan (MTFP) and the building of new homes contributes to this target by increased Council Tax collection and New Homes Bonus.
15. Development has commenced at Plot A on the plan attached at Appendix 1 being the former school site, a comprehensive proposal for the development of the whole site has now been received by the developer of Plot A which would include the development of plots E, D and F on the plan. The plots are explained below :-
- (a) PLOT E is the site of the Complex changing facilities and indoor multi-purpose space. The facility was funded by grant in 1995 and is subject to grant clawback until 2019 and if it was closed in 2014 the estimated repayment of grant could be £360,000.
 - (b) PLOT D is the former school site which can be disposed of immediately with no restrictions.
 - (c) PLOT F site can be developed without restriction from 2019, prior to that date receipts must be invested in sports provision, it is envisaged investment in the complex would count as such expenditure but it will be subject to DfE approval

which will be subject to an application and consultation. The process of getting approval or not is likely to take up to eight months.

16. The developer, as a result of their involvement with Plot A are aware of the site's significant development constraints. They have also assisted in design and cost feasibility exercises for relocating and upgrading the changing facilities at Eastbourne Sports Centre and have undertaken at their own cost initial design work for the development of the site.
17. A sale by private treaty to the developer of Plot A would provide advantages to the Council including certainty as to the level of capital receipt which will be of benefit in seeking DfE approval and in determining the level of works capable of being carried out at the Sports Centre and the timetable for implementation.
18. Initial informal discussions with the DfE indicate that re-investing the capital receipt in new changing facilities and other improvements as above would be acceptable. The Council's School Place Planning and Projects section has advised provisionally that none of the land is required for the construction of a new school or, detached playing fields but has not yet commenced the formal consultation to demonstrate this required by the DfE.
19. Clearly if the development of the site is to be maximised there are implications for the sports complex which is a significant contributor to the key aims of Council priorities in ONE DARLINGTON PERFECTLY PLACED, the Borough's ability to engage in sport, improve health and give access to all to such facilities. Set out at **Appendix 2** are details of how these priorities are delivered and the statistics associated with the delivery. The information contained within Appendix 2 together with the Council's commitment given via the MTFP process to support the facility at a decreasing level of subsidy would suggest that the Council would not consider the closure of the facility as a reasonable solution to gain the increased development.
20. Whilst considering the development opportunity against the continuation of the complex a review of required investment in facilities at the complex has been undertaken which reveals the need to upgrade facilities if this successful complex is to continue to operate in the short to medium term as detailed below :-

	£'s
Replacement synthetic turf and lighting to the 5-a-side pitches	250,000
Replacement running track	180,000
	<u>430,000</u>

21. The relocation of the changing rooms, gym and associated space to facilitate development would cost in the region of £1m. In addition, a provision of £170,000 will need to be made from any receipt to provide additional classrooms at Heathfield School to accommodate additional school places if required as a result of the new development.

Option Analysis

22. An options analysis has been undertaken considering when and if the development should take place taking into account the opportunity cost of freeing up capital resources for other Council capital priorities. Also considered in the options is closure of the centre although for the reasons outlined earlier this is not recommended. The options and analysis are set out below :-

Option One

23. Implement the proposal in full.

24. Outcome :-

- (a) 85 new homes.
- (b) New sports complex and refurbished facilities at Eastbourne
- (c) Nil available capital receipt for other uses.
- (d) Annual revenue of circa £200,000 when site fully developed
- (e) 2015 to 2020 additional revenue circa £800k.

Option Two

25. Dispose of the site in 2019 to maximise flexibility of use of capital receipt e.g. no longer required for school sports and only sell sites D&F to avoid need to re-provide the Complex but invest in refurbishment of pitch and track.

Outcome:-

- (a) Facilities may fail before 2020 and require investment.
- (b) Old Complex remains and makes for a less suitable and valuable site.
- (c) 60 new homes built after 2020
- (d) Receipt for land circa £1m less required investment £430,000 leaving £570,000 for alternative investment e.g. priorities.
- (e) Additional revenue of £140,000 when site fully developed
- (f) No revenue before 2020

Option Three

26. Sell sites E, D and F in 2019 and do not re-provide the Centre or invest in the track or pitch.

Outcomes :-

- (a) Eastbourne outdoor football pitches managed from elsewhere with no changing facilities.
- (b) Keep facilities open until 2019 but may fail in the interim.
- (c) Post 2019 – May find a commercial buyer for the synthetic pitch or not. Unlikely to find another use for the running track – would need to be closed.
- (d) £1.6m less school provision e.g. circa £1.2m for other priorities.
- (e) £200,000 revenue income when site fully developed
- (f) No revenue prior to 2020

- (g) Redundancy costs minimised over time due to turnover.

Option Four

27. Sell E, D and F but do not invest in Eastbourne.

Outcomes:-

- (a) 85 new houses.
- (b) Synthetic pitch and track operate/managed remotely until fail or, close immediately, or sell in some form.
- (c) Lottery Grant of circa £360,000 to be repaid.
- (d) Capital receipts of net £1.0m (£1.4m, less grant repayment) the majority to be utilised for school based sport. At this stage not sure how flexible this could be and what priorities we have, for example could it be used for part of a new school?
- (e) Annual revenue circa £200,000 when site fully developed.
- (f) £800,000 additional revenue 2015-2020.

Analysis of Options

28. There may be variations of the above options but set out below is a comparison of the 4 above:-

Option	No of houses	Houses Built	2015-2020 revenue income	Capital investment available for other priorities	Sustainable Complex	Redundancy Costs	Overall Financial Implications
			£'s				£'s
1	85	2015-17	800,000	Nil	Yes	No	+800,00
2	60	2020 onwards	NIL	570,000 (2020)	Yes	No	+ 570,000
3	60	2020 onwards	NIL	1,200,000 (2020)	No	No	+1,200,000 Less closedown costs
4	85	2015-17	800,000	Up to +1,000,000 (2015) ⁽¹⁾	No	Yes	+1,800,000 Less redundancy closedown costs

(1) but may only be available for sports provision.

29. The above analysis suggests that Option One delivers the best financial consequences for the Council if the complex remains open with the added advantage over Option Two of much earlier investment in facilities and earlier economic growth benefits. Options Three and Four identify what would happen if investment was not made in the complex which would ultimately lead to closure of certain facilities. If Members do not agree the recommendations within the report

and wish to consider Options 3 and 4 more detailed work will need to be undertaken to understand fully the financial and planning consequences of such options.

30. Given the priority for economic growth and to maintain delivery of key outcomes it is recommended that plots D, E and F are disposed of for residential development and the receipt invested as follows :-

	£m's
• Replacement Eastbourne Complex and changing facilities, etc.	1.000
• Replacement synthetic turf pitch and lighting	0.250
• Replacement running track	0.180
• Sports facility at Heathfield School to enable playing fields to be utilised for classrooms to cope with additional demand	0.170
	1.600

31. As final values in terms of income and investment will vary, a delegation to the Director of Neighbourhood Services and Resources in consultation with the Portfolio Holder for Environment and Leisure be given to finalise expenditure plans within the available receipt.

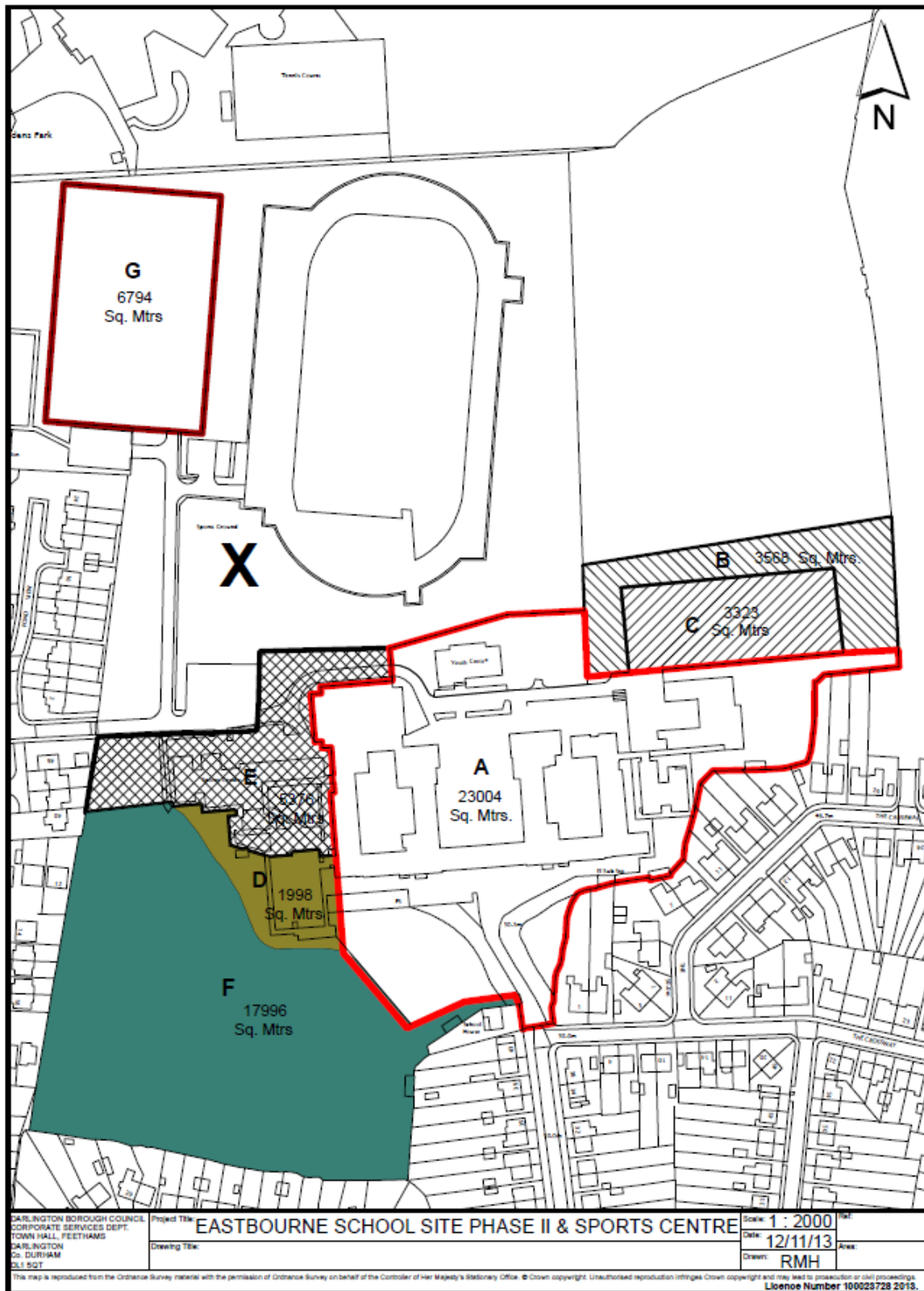
Corporate Landlord

32. In principle Heads of Terms have been agreed with the developer of Plot A on the basis of a gross value for areas D, E & F in the region of £2,300,000 based upon 80No. Plots for market housing with no requirement for Affordable Housing due to the high level of provision on Plot A. Initial estimates for known Abnormal Costs - drainage at £450,000 to £500,000, foundations at £180,000 and the demolition of Eastbourne Sports Centre's current changing facilities at £40,000 – totalling say £700,000 producing a net land receipt of £1,600,000. The net capital receipt is still subject to further negotiation and may vary to reflect abnormal ground conditions and development costs. An overage mechanism on sales of finished dwellings has also been introduced to ensure the Council's position is protected.

Procurement Advice

33. The works involved in the proposal are under the EU procurement threshold and the proposed procurement is considered to be non-strategic. An assessment was been undertaken set out in **Appendix 3**, utilising the assessment matrix at **Appendix 4** for the analysis of the procurement rating. The works proposed will need to be added to the annual procurement plan.
34. All procurements will be carried out in line with the Public Contract Regulations and the Councils Contract Procedure Rules.

MAP OF LAND AT EASTBOURNE SCHOOL SITE PHASE II AND SPORTS CENTRE



Sport and Physical Activity Strategy Outcomes

Outcome 1: Participation in sport and physical activity has increased across the population as a whole

Action 1: All public facing staff use every opportunity to promote the benefits of physical activity to the public

As a centre based in one of Darlington's more deprived wards, Eastbourne Sports Complex (ESC) is uniquely placed to be able to 'plant seeds of change' within the local community. Staff based at ESC are trained to offer brief interventions, and do so when the opportunity arises in order to make every contact an opportunity to promote participation in sport and physical activity.

Action 2: Ensure sport and physical activity provision for children and young people, paying particular attention to those who traditionally experience the most barriers, such as girls those who are disabled and those in minority ethnic groups.

Eastbourne Sports Complex is the hub for the delivery of the Darlington School Games programme, which includes over 45 separate events each year, engaging over 4,000 individual children. The events include: the Primary School Sports, Primary School Orienteering, Quad Kid Clusters, Hockey, Rugby and Cricket festivals, the Secondary School Town Sports and annual Community Games.

The complex also delivers a varied programme of vacation activities, which includes Athletics, Hockey, Orienteering, Futsal, Netball, Tennis and Rounders. These events are delivered by the Sports Development team, and their team of highly experienced and qualified coaches. Last year, over 1000 children took part in vacation programmes over the summer and October holiday periods. A partnership is also in place with Martin Gray's Football Academy to provide high quality football camps during the school holiday periods.

Eastbourne Sports Complex is also the key outdoor hub site for Disability Sport in the south of the region. This provision was developed through a partnership with the English Federation of Disability Sport given the quality and accessibility of the site and the commitment to a highly inclusive programme alongside National Governing Bodies. Eastbourne is home to the Gateway Wheelers: a club who offer the opportunity for those of all abilities to experience and enjoy cycling through the use of adapted cycles. The Darlington Rockets Disability Football Club is also based at the complex and works with the Sports Development team to grow participation in the sport for young people.

The complex is also home to a number of sports clubs which have regular training sessions and competitions taking place from the site such as Darlington Hockey club, Darlington Harriers, Middleton Rangers and Martin Gray Academy. The complex offers three specific junior gym sessions a week for children aged between 11 and 16 years. This gives juniors the opportunity to use the gym in a safe manner whilst accompanied by a qualified gym instructor at a discounted rate making it affordable.

Action 3: Partners work together to support and encourage inactive groups to reduce sedentary behaviour.

In line with Sport England's national strategy, the focus for the Sports Development Team has shifted to concentrate on supporting those who are inactive to become active for at least 30 minutes/week. The hub for this focussed work is Eastbourne Sports Complex, particularly for those who experience the most barriers to participation. A recent application to Sport England's Community Sport Activation fund for over £147,000 was successful for its use of community sports hub, amongst which ESC was the key site. The bid was the result of collaboration between the Sports Development Team, several community organisations, and 10 National Governing Bodies. Eastbourne Sports Complex not only hosts the project staff, but will be the venue for a lot of the activities over the next three years.

See also Action 4 below.

Outcome 2: Gaps in the extent of participation between different communities are narrowed.

Action 4 : Programmes and methods of support are available to those who require additional help to be active

Eastbourne Sports Complex, through the Sports Development team, has excellent links with both the Public Health team, and the Clinical Commissioning Group. Through funding for condition specific exercise programmes, Eastbourne acts as the hub for the provision supported exercise following medical discharge, in particular the Exercise After Stroke programme and the Cardiac Rehabilitation. The Exercise After Stroke programme is delivered by Sports Development funded by the CCG. The Cardiac Rehabilitation Programme is delivered by County Durham and Darlington Foundation Trust specialist cardiac nurses. Both of these programmes are hosted by Eastbourne Sports Complex, who provide gym provision to help sustain these programmes.

Action 5: Empower and mobilise local community leaders to help promote and run community sport and physical activity

Sports clubs using Eastbourne Sports Complex include:

Darlington Harriers
Darlington Quakers
Darlington Triathlon Club
Gateway Wheelers
Martin Gray Academy
DFC Junior Clubs
Middleton Rangers
Darlington Rockets
Darlington Hockey Club
Bishop Auckland Hockey Club
Hundens Bowls Association

Other groups using facilities include:

Eastbourne Playgroup
Darlington Sunday Invitation Football Teams
Darlington RA Football Teams
Queen Elizabeth Sixth Form
Polam Hall School
Darlington College
St Aidan's Academy

Many of the clubs who are based at the complex have received support to secure external funding, and help to achieve or work towards the relevant Sport England Clubmark 'kitemark'. The clubs receive free advertisement around the site and through Council websites and social media to attract new participants.

Eastbourne Sports Complex hosts an annual club open day where clubs are given the opportunity to showcase the club and offer a trial before you buy option to the local community.

See action 10 for successful funding application for Eastbourne based clubs.

Outcome 3: Clear pathways enable individuals to reach their full potential within their chosen sport

Action 6: A comprehensive, high quality, pathway for sport and physical activity throughout the life-course is in place, and is widely recognised and used by all partners.

As is detailed above, ESC offers opportunities to take part in sport and physical activity for people of all ages through the centre based provision, such as the gym and classes, and through the activities of its partner clubs. All of the clubs who are based at the Complex work within the National Governing Body pathways, ensuring that those who have the talent are able to progress to the highest level for them within their sport.

Outcome 4: A high quality community sport and physical activity infrastructure is in place across the Borough

Action 7: Local sports clubs and community groups help people to achieve their sporting potential, both at recreational and performance levels.

As is detailed above, Sports Development staff work with the clubs to identify any athletes competing at high levels who would qualify for the Tees Valley Future Champions programme.

The complex has also worked closely with Middleton Rangers to achieve the FA community standard award, which is the highest award possible to achieve through the Football Association.

Outcome 5: Access to quality provision of recreational facilities for sport and physical activity has improved

Action 8: The municipal offer ensures that sports and physical activity is accessible to all.

Eastbourne Sports Complex has a pricing structure that enables access to community sport.

Action 9: Sports and physical activity facilities and spaces (including schools) are available for community use.

Eastbourne Sports Complex leads the way in Darlington in terms of a workable and successful model of community use. Between the hours of 9.00 – 16.00 ESC facilitates St Aiden's' PE curriculum. During these times, we also assist other Darlington schools including a number of Primary sites, Queen Elizabeth Sixth Form College, Darlington College, Polam Hall and Martin Gray Academy deliver sports such as hockey, football and athletics, which they are unable to carry out on their own education sites.

The Complex also provide a base for Eastbourne Playgroup who offer early education 15 hours free to eligible 2 year olds and childcare provision to fee paying children.

After 16.00 and on weekends Eastbourne Sports Complex opens to the wider community and provides sports facilities for many sports clubs and casual usage.

Outcome 6: Partners work together to achieve wider social outcomes through sport and physical activity

Action 10: Partners work together to share resources and opportunities to develop sports and physical activity.

The Sports Development team work with a broad range of partners to facilitate club, coach, volunteer and athlete development at Eastbourne.

Funding opportunities are highlighted through the development meetings and sports clubs are supported through the process with insight and bid development. Examples of this are funding projects that assisted the Hundens Green Community Bowls Association to secure £10,000 to buy equipment to help them sustain the future of the club, Darlington Hockey club received funding to buy rush hockey equipment which attracts new players to the club, and Middleton Rangers are in the process of applying for funding to help improve facilities and to sustain the adult section of the club.

Outcome 7: Sport and physical activity offer across the Borough is sustainable

Action 11: *Those who deliver sport and physical activity demonstrate efficiency in delivery and planning*

Eastbourne Sports Complex offers a club development package and sports festival package which assists clubs to reduce the overall costs of training and competition. The package assists with training costs, match costs, tournament cost and preparation, land based training sessions, reduction in presentation night and assistance with fundraising activities.