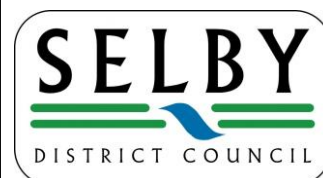


## Corporate Business Case

*The business case expands the project brief into a structured evidence based logical argument, why decision makers should approve the case for the project to proceed to the next stage.*



<b>Version:</b>	<b>Author:</b>	<b>Date:</b>
<b>Project Name</b>	Tadcaster Community Sport Hub A project led by the Tadcaster Community Sports Trust (TCST)	
<b>Project Reference</b> (if applicable)		
<b>Senior Responsible Owner</b> (SRO)	Dave Caulfield*	
<b>Project Manager</b>	Angela Crossland*  *SDC lead officers but project led by the Tadcaster Community Sports Trust (TCST)	
<b>Document Author</b> (if different from PM)	Angela Crossland	
<b>Date Approved</b>	19 <sup>th</sup> May 2021	
<b>Approved By</b>	Dave Caulfield	

### Introduction and Background

*Explain the current issues and reasons why the project is needed and therefore the purpose and aim of the proposed change.*

The Council have been approached by the Tadcaster Community Sports Trust (TCST) to consider providing funding towards the next stages of development of their Community Sport Hub for Tadcaster (see letter to Leader of 7<sup>th</sup> February 2021 - Appendix 1). This Corporate Business Case (CBC) sets out further detail to assist the Executive/Council to consider whether grant funding should be provided and if so what conditions should be attached to any Grant Agreement.

TCST have identified phase 1 design and development costs (£182k). This doesn't cover the additional funding required for further business case development (estimated to be £10k).

The TCST have been clear that there may be further requests for funding to deliver phases 2-7 but these costs cannot be firmed up until the detailed business planning and funding strategy work is completed.

The aim of the project is to provide an accessible, multi-sports site in Tadcaster to enhance opportunities for sport and recreation and the health and well-being of residents.

## **Scope**

*Using the outline scope within the Project Brief as the basis, define the parameters of the project and in so doing identify the project boundaries and therefore things or issues the project does not cover.*

This CBC focusses on whether there is a case for investment in the TCST project. In order to do that it gives an overview of the project, what it is trying to achieve, the likely costs, risks and outcomes. It also considers how well the project fits with the Council's strategic priorities and how well it fits with the strategic priorities of other key organisations and stakeholders in the district.

The Council is NOT project managing this project – it is the TCST's project and it is their responsibility to assess wider project viability, need for project management, secure funding and ultimately ensure delivery.

This CBC contributes to the initial level of due diligence required to consider whether their request for funding is worthy of support and starts to identify potential conditions that should be attached to that funding.

## **Objectives or reasons for the project**

*Why is this project needed and therefore what objectives is it required to deliver? Does it fit with and support the council's strategic priorities.*

The Purpose of the Tadcaster Community Sports Trust is:

*To promote community participation in healthy recreation and the advancement of amateur sport for the benefit of the inhabitants of Tadcaster and the surrounding area through the provision of playing surfaces and facilities for the playing of amateur sport and community recreation for the benefit of the local community with the object of improving physical and mental wellbeing.*

They see the Tadcaster Community Sport Hub as a key means of achieving this purpose.

The masterplan of the project is included at Appendix 2. The scope of the project is summarised in paras 4.6 and 4.7 of the Carol Lewis report attached at Appendix 1.

The strategic rationale for the project is strong. It would consolidate and enhance sporting and community provision in Tadcaster. It is identified as a key ambition for the town in the new Local Plan Preferred Options document. It can be seen as an integral part of the wider regeneration led masterplan for Tadcaster. It aligns well with the Council Plan ambitions to help our towns reach their true potential.

There have been numerous conversations with Football Foundation and Sport England as well as other National Governing Bodies to understand sports provision and needs in the district. The emerging evidence is that more quality football and outdoor pitch provision is required – Tadcaster suffers regular flooding issues on the majority of playing pitches.

It is timely to consider this project due to the development of the Local Plan, potential growth of Tadcaster and in considering the infrastructure needs of the town in the future if it is to achieve

its true potential. With this perspective, we go on to consider how the TCST proposal may support wider Council and town regeneration objectives.

The Council secured through Community First Yorkshire, at no cost to TCST, a Support Needs Appraisal from community sports consultant Carol Lewis (See Appendix 1). This provides an in-depth review of the current status of the project. Section 5 of that report looks at the strategic context, identifies a number of synergies but also identifies the requirement to do a further assessment of need and demand, engage with the local community to strengthen the evidence base and to develop a funding strategy.

### **Benefits and outcomes**

*Describe the key outcomes and anticipated benefits the project will deliver. Benefits can be tangible and measurable or they may be intangible. Where a benefit is tangible, identify the critical success factor as a measure of delivery success.*

The project if realised would deliver a range of key outcomes and benefits including:

- Improving the quality of sport and community provision in Tadcaster
- Increasing participation in sport in Tadcaster and surrounding areas
- Securing wider investment into Tadcaster and the district from other key partners public and private sector partners e.g. sport governing bodies, Sports England, Football Foundation, NHLF, businesses etc
- Delivering wider health and wellbeing benefits e.g. developing healthy behaviours and resultant improvements in key health areas such as obesity levels
- New community facilities leading to an increase community participation, initiatives and events in the town
- An enhanced car parking area close to the town centre which can contribute to overall town centre public car parking provision.
- Deliver a key element of the wider Tadcaster Regeneration masterplan as set out in the Local Plan Preferred Options consultation document
- Help to improve town centre vibrancy.
- Creating a sustainable Community & Sport Hub for the town reducing the need to travel further to access quality sport facilities, which will benefit all ages including young people who may not have easy access to alternative forms of transport.

The project is dependent on external grant funding. Funding awards from bodies such as Sport England or NHLF will also require a clear articulation of benefits and outcomes and evaluation and monitoring to ensure these are delivered.

TCST are seeking funding from SDC to enable the Phase 1 Design and Planning works to be progressed – they see this as a major advantage in demonstrating a clear delivery intent to potential external funders – particularly when positioned as a “post covid project” that could deliver government health and well-being priorities.

### **Options appraisal**

*Describe in detail each option available and analyse the merits of each option including costs, timescales, delivery of desired outcomes and how it will address any known issues. The analysis will define the preferred option but it may not deliver all the desired outcomes and or benefits so a pragmatic approach is need to identify the option of “best fit”. (something has to be done and it may not be an ideal solution but it is the best available).*

In terms of the options SDC have before it these are:

1. **Reject the request for funding (£182k)** – this would mean TCST may not be able to progress the further business planning work identified by sport consultant Carol Lewis. They would not be able to progress the further project design work on the masterplan required to support external funding bids. Given the wider benefits and outcomes the scheme can deliver for the town and district, and the strong synergies with our own Council Plan, **an out-right rejection of the funding request is not recommended.** An alternative phased approach to funding is set out at Option 3 below.
2. **Accept the full request for funding (£182k)** – this would enable the TCST to progress with its further design work which they see as key for securing external funding bids. However this could put significant project spend funded by SDC at risk as some elements of scheme design work may be abortive. This is because scheme design can't be finalised with any certainty until the further business case work is completed to look at need/demand and potential external funding sources which will ultimately shape what elements of the scheme are delivered. TCST accept that the scheme will have to be flexible in scope dependent on external funding available. **For the above reasons this option is not recommended.**
3. **Accept the full request for funding (£182k) but make the funding conditional on certain steps being completed first, to be set out in a Funding Agreement.** We would also offer £10k to fund the additional business planning needed making a total offer of £192k. The stepped and conditional approach would be as follows:
  1. Grant funding offered to enable the TCST to complete the necessary business planning work – this would require: some technical survey work to firm up potential scheme costs and do some necessary revisions to the masterplan; a look at need/demand; a review of potential external funding sources. This work will ultimately shape what elements of the scheme are delivered. The further work from the business consultant is expected to cost £10k. The other technical survey and design work circa £20k. The scope of this work and cost will be agreed and captured in the Grant Agreement but is expected to cost circa £30k.
  2. The remainder of the grant funding would be released in phases dependent on key milestones and deliverable being achieved as set out in the Funding Agreement. These milestones and deliverables would be based on TCST's project plan with milestones and deliverables to be agreed between TCST and SDC.

This approach will enable the further survey and design work to support further development of the business plan and to firm up likely costings to be completed.

Once the draft business plan has been completed, consulted on and then finalised then external funding bids to be progressed. This phased release of the grant funding means we can ensure that the further design work required will be shaped by the outcomes of the business planning which will establish a realistic scope for the project including core project, optional extras and potential for phasing of delivery. The scope of this further design work will need to be agreed by SDC and we would make this a condition of the grant.

## Recommendation

*Describes the preferred option and a summary of the reasons why it is being recommended.*

**Option 3** (from the option appraisal set out above) **is our recommended option** - this will ensure the TCST complete the necessary business planning critical to establishing the right scope for the project reflecting need/demand and potential external funding critical to delivery. This would also protect the Council's grant investment by ensuring significant (and potentially abortive) spend on design did not take place until the business planning recommended in Carol Lewis's report is undertaken and a firmer project scope agreed from this.

## Outline Project Plan

*This should define the overall timescale for project completion, delivery phases and timescales for each together with milestone dates for each phase. Each phase should be broken down into the main activities / actions plus identify key decision dates within each phase. This will help define key milestone dates for developing the detailed delivery plan in the PID and setting these up in Covalent.*

The TCST and Carol Lewis in her report have made the point that the project could be between £4-6m depending on which elements are included. Which are included will depend upon a further analysis of need/demand and availability of external funding on which this project is dependent. The scope of the project will influence timescales for delivery.

The Tadcaster Community Sport Hub project is at an early stage in project planning but TCST have developed an outline Project Plan for the full £6m project but have also identified core and optional elements. This includes a number of phases as follows:

- Phase 0 – Project and governance (Q1 2021 to Q1 2022)
- Phase 1 – Design and Planning Approval (Q2 2021 to Q2 2022)
- Phase 2 - Site establishment
- Phase 3a – Perimeter, Grass pitches, site Access Routes
- Phase 3b – A162 Pedestrian access routes
- Phase 4a – Hub building
- Phase 4b – Car Park access
- Phase 5a – Artificial pitches
- Phase 5b – Sprint track
- Phase 5c – Cycling and skateboards
- Phase 5d – Childrens Play Areas
- Phase 6 - Completion of Works (Q3 – 2023)
- Phase 7 – Provision of Hub building and additional grounds maintenance equipment (Q3 – 2023)

The TCST have highlighted two actions of significant importance:

1. **Production of the Business Plan** – which will include: demand and future sustainability of the sports park; delivery plans and cost estimates; management of the facilities following delivery and financial projections of all TCST expenditure and income arising from the Sports Park and Community Hub.
2. **Identification of project funding streams** with the business plan being integral to support discussions with National Governing bodies.

It is worth noting that this reflects closely the advice from Carol Lewis, sports consultant, in her Support Need Appraisal (see Appendix 1) who identified Business planning, Funding Strategy and a stakeholder Consultation plan as key next elements of the project.

The TCST see Phase 1 Design and Planning Approval (where they are seeking £182k support from SDC) as a critical stage in the process. The advice from Carol Lewis, which we would concur, places strong emphasis on finalising the business planning first so that a realistic scope for the project can be established that reflects need/demand, and potential funding options.

TCST's own Phase 0 – from Q1 2021 to Q1 2022 – includes Business Financial and Project Planning and establishing funding availability, both in Q1-Q2 of 2021. We see this as a critical first stage in the process as outlined in our Options Appraisal above. In our view this needs completing before significant spend takes place on design and planning, as ultimately this could be abortive if the project scope changes significantly as a result of the business planning and funding strategy work. We are recommending support is given to TCST to help complete this critical business planning phase of the project.

### **Resources and Finance**

*This will be based on the delivery of the preferred option and the outline project plan to produce a fully costed project resource plan. From the research conducted in developing the business case to date you may have done some market testing to ascertain costs of a procured solution or researched other similar projects and associated costs. Phasing of expenditure or links to project phases should also be included.*

It is worth re-emphasising that this will be a TCST scheme and they will be project managing and delivering it. The Council's role has been purely advisory, and as a potential source of funding. The Council has enabled support for the TCST, with further advice secured from Community First Yorkshire, North Yorkshire Sport and consultant Carol Lewis. Assessing their funding request has been resource intensive for a number of officers to date which is challenging given the other major project priorities in the Council Plan we need to deliver. Further support to undertake due diligence and shape the conditions of grant will be required and therefore access to legal and financial advice will be required.

However our approach reflects the principles in the Council Plan of being collaborative (we will be outward-focused and work with others to get things done) and reflects the strong alignment with Council priorities and the potential of the project to deliver significant outcomes and benefits for Tadcaster and the district. It should also be noted that the TCST through their PDG have contributed significant 'in kind' resources and time to developing their project.

The TCST and Carol Lewis have identified that the project could be between £4-6m depending on which elements are included.

The estimated costs and phasing of work (for the full £6m scheme) is in the TCST's Outline Project Plan.

The estimated capital costs of the scheme could change as a result of:

- firming up the scope through further business planning
- value engineering in design
- the outcomes of the procurement process for the construction works.

The TCST identifies £182k of costs relating to Design and Planning which it is seeking funding for from SDC. From discussions with TCST we believe circa £20k is needed up front to do some technical surveys and amend the masterplan so that firmer scheme costs can be established to inform the business planning work.

We've also identified a cost of £10k to secure external expert sport consultancy support to help TCST to complete the necessary business planning work.

This would equate to a £192k grant from SDC if SDC were minded to support the project.

If Executive/Council were minded to provide grant funding to this project we have identified an option of it being phased with £182k being allocated but released in stages when key milestones and deliverables agreed between TCST and SDC are achieved - with the majority of funding not released until the business planning is completed first (see option appraisal above).

TCST have also requested that SDC and TCST enter into discussions to see if SDC is prepared to fund any of the other works set out in phases 2 to 7 of the project plan. Our view is that a firmer idea of likely costs and funding sources can only be established once the further business planning work is completed. This will shape the final scope of the project. The Council should await the findings of this work before considering anything additional to the total £192k grant funding covered in this CBC.

There could be potential for the Council to consider committing further funding if elements of the project would deliver wider benefits. For example a number of the elements of the scheme would have clear health and well-being and community benefits. The car park element, if a shared resource for the town centre, may be something we could consider helping to fund, including considering whether it would be a project the Programme for Growth would wish to contribute towards.

## **Risks / Issues**

*Summarise the main risks of the project including the risk of not doing the project and if appropriate at this stage reference to a risk register . In addition reference the issues identified within the background section that this project will resolve.*

There are a number of risks we need to consider. The risks related to whether we fund, fund but make it phased and conditional, or reject the request have been set out in the Options appraisal section above.

There are a range of other project risks we need to consider. Potential mitigations are set out after these are listed.

### **Delivery Risks**

- Non delivery of the project unless TCST can secure grant funding.
- Other external funding bodies less likely to commit funding unless the Council commits some funding/resource to the project?
- The project is dependent on successful relationships with a range of stakeholders - including SSOB who own some of the land and we understand have offered a long lease
- Delivering on time – the TCST have set a very ambitious delivery timeline given they have yet to open-up detailed discussions with external funding partners on which delivery is dependent.
- SDC internal staff capacity to support this project

### **Financial Risks**

- £4-6m project that will require significant investment - if funding opportunities do not present, there is a risk of no delivery.
- Risk that SDC invest significant funding and the project cannot be delivered - financial and reputational losses as a result of this.

- Risk that unless SDC does show commitment that other external funding bodies will be less likely to invest
- Impact on SDC/IHL sport and leisure facilities if competing offer?
- Future sustainability of the project and operational management

#### Reputational Risks

- The expectation on scope and scale of the project is not met.
- Ensure early deliverables are agreed and committed to, to ensure that the vision and project is realised - failure to do so will realise reputational issues and risk disengagement from the community, decision makers and key developer stakeholders.

#### Legal Risks

- Potential for challenge as to why funding is being given to TCST.

We would seek to minimise delivery risks by making any phased release of SDC grant funding conditional on certain things happening first e.g. secured tenure of the land, completion of business planning, funding strategy, shaping the scope of the project after completion of the business planning. We would make positive engagement and agreement with key stakeholders and landowners a condition of any funding. TCST to lead and project manage the project to minimise SDC staff input required given other competing priorities.

We would seek to minimise SDC's exposure to financial risk through taking a phased and conditional approach to SDC grant payments as set out under Option 3 in the options appraisal above. We would also ensure through the scoping and business planning that impact on existing SDC/IHL sport and leisure facilities was properly considered and reflected in any revised project scope. Future sustainability of the project would be considered at the business plan stage including detailed financial modelling and open book approach to understanding TCST finances and the contributions they would be making to the project.

Manage reputational risk by fully briefing the Executive on the options and risks as set out in this CBC. Mitigation going forward would be through requiring TCST to undertake regular and positive engagement with key politicians, including local ward members, as well as other key stakeholders including landowners, funding bodies, local businesses and community groups. We could include this as a condition of any grant agreement.

In terms of any potential legal risks we have sought to manage this by involving legal colleagues early on in shaping the approach taken, any grant agreement and conditions, if members were minded to approve. We would ensure that any legal and governance issues, as they related to TCST, are picked up in the additional business planning they will be required to do. In terms of informing any decision, full consideration of all the issues, risks, strategic fit of the project, and potential outcomes and benefits are covered in this CBC. This will inform a report to Executive and Council, setting out the justification for funding being given.

#### Links and Dependencies

*Describe how this project links to the Council's strategic priorities and any other projects or programmes the Council is involved in. This project may also be dependent on the delivery of other projects, approvals or resource availability that should be described in this section*

As noted earlier the **strategic rationale for the project is strong** and it links as follows:

- **Local Plan** – the TCST project is identified as a key ambition for the town in the new Local Plan Preferred Options document.



- **Council Plan 2020-30** –The TCST project can contribute towards the vision of ‘Selby district is a great place’ and the strategic priorities of; ‘a great place to live, enjoy and grow’. SDC will be looking to achieve this through collaborative work with others, being close to communities and supporting wellbeing - there is therefore a clear link. It also aligns well with the Council Plan ambitions to help our towns reach their true potential.
- **Town Centre Regeneration** – enhancing sport and leisure provision in the town was a key headline from the public consultation work done by Chris Wade and is likely to be a key project in the Action Plan for Tadcaster
- **Tadcaster Regeneration masterplan** – it can be seen as an integral part of the wider regeneration led masterplan for Tadcaster – SSOB see it this way with both this and the TCST project seen as inter-dependent.
- **Car Park Strategy** – the proposed car park in the project would be located in the part of the site closest to the town centre and is proposed as a shared resource which could, along with other replacement town centre car parking, help to replace the loss of the central area car park, which is required to deliver the Town Regeneration Plan.
- **Selby Health Matters** – potential health and well-being benefits
- Tadcaster falls within the **Vale of York Clinical Commissioning Group (CCG)** and the **Tadcaster and Rural Selby Primary Care Network (PCN)** whose identified priorities are obesity and reducing inequalities - TCST have the opportunity to contribute to the PCN priorities and work in partnership with social prescribing team.
- The **Playing Pitch, Open Space and Built Facilities Strategies** are anticipated to highlight and prioritise the demand and need for an outdoor multi sports complex in Tadcaster.
- The **Local Football Facility Plan** already concurs the need for football pitch and changing facilities development.
- The **Sport England 10-year strategy** was launched in January 2021 and identifies ‘The Five Big Issues’ of Recover and Reinvent, Connecting Communities, Positive Experiences for Children and Young People, Connecting Health and Wellbeing, Active Environments – the TCST project has a role to play in addressing these issues.

## Key Stakeholders

*Summarise the outcomes of your initial stakeholder analysis and identify the key stakeholders together with the relative power, influence and interest of each individual or group. This will aid the development of the communication plan in the PID.*

Delivery of the project is likely to involve significant input and communication with the following stakeholders (list not exclusive):

- Key landowners
- Sports Governing Bodies
- Potential funding partners
- Tadcaster Community Sports Trust members
- Local ward councillors
- Tadcaster Town Council
- North Yorkshire County Council
- Local schools
- Local businesses
- SDC internal teams as appropriate – legal, financial, Community & Partnerships, Planning, Property & Assets, Procurement etc

We would expect the TCST to lead on this work – it is their project – and therefore their responsibility to project manage and deliver.

The Council's role would be to give ongoing advice and ensuring key messages and communications were in place. This could a condition of any funding agreement.

### Checkbox

Have you met with the following corporate functions and identified any issues, links, dependencies or constraints.

<b>Functions</b>	<b>Officer</b>	<b>Date</b>	<b>Comments</b>
<i>Finance</i>	Karen Iveson	19 May 2021	Financial risks identified and release of funds subject to TCST meeting milestones contained in a proposed funding agreement. This funding remains at risk as the project is subject to a viable business plan.
<i>Legal</i>	Glenn Sharpe	19 May 2021	The key legal issues are covered in this CBC. The reports to Executive and Council will draw on this CBC to set out a clear recommendation on whether funding should be given. Legal will also ensure any Funding Agreement captures any conditions placed on funding.
<i>ICT</i>			No implications
<i>Procurement</i>			No implications
<i>HR</i>			No implications
<i>Communications</i>	Jenny Walker	19 May 2021	An agreed communications strategy would be a condition of the Funding Agreement
<i>Customer Services</i>			No implications
<i>Impact Assessments Considered:</i> <ul style="list-style-type: none"> <li>• <i>Equality</i></li> <li>• <i>Data Protection</i></li> </ul>	Angela Crossland	19 May 2021	Initial Equality Impact Assessment has identified no issues.
<i>Other</i>			None

## Appendices:

### 1. Support Needs Appraisal – Carol Lewis



Appendix 1  
TadcasterCST- CFY Su

### 2. Tadcaster Community sports Hub masterplan



Appendix 2 TCST  
proposed masterplan.