

**CAMBRIDGE COMMUNITY STADIUM
FEASIBILITY STUDY**



A FINAL REPORT

BY

PMP

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Executive summary

Introduction and study context

- ES.1 PMP was commissioned in December 2007 by a public sector steering group to undertake a feasibility study in relation to a community stadium for Cambridge.
- ES.2 The requirement for a community stadium was previously identified in the Cambridge Sub-Regional Sports Facilities Strategy. It is believed that a community stadium would benefit the City by meeting the requirements of one or more of its major sports clubs and by providing supporting facilities which can generate wider benefits for local, sub-regional and regional communities. However, a vision for a community stadium that meets the needs of clubs and can act as a hub for the community has not previously been explored in detail.
- ES.3 The term ‘community stadium’ is typically used to reflect a stadium facility that delivers amenities and services to local communities beyond its core operations. This can encompass many different services and provisions.
- ES.4 The principles behind a community stadium reflect an aspiration to be at the centre of the local community, through, for example, the provision of sports participation and other community accessible activities and/ or local business engagement opportunities. A community stadium aims to be accessible to the communities it serves throughout the day and evening, on weekdays and weekends. This is markedly different from the typical sports stadium, which beyond its core operation, often provides very little community benefit.
- ES.5 The overarching aims for the study have been to identify the extent of the opportunity for a community stadium in Cambridge, what this might look like and which sites would be suitable for locating such a facility. More detailed objectives for the study have been to:
- consider examples of existing community stadium facilities and identify areas of best practice amongst them
 - refine a vision for the stadium and identify the facilities it could offer to the community
 - identify critical success factors for the stadium development
 - identify potential locations for the scheme and provide a robust evaluation of key sites
 - develop high level financial projections for the stadium, including capital and revenue costs and potential funding streams.
- ES.6 In order to meet these objectives, our work to identify the feasibility of a community stadium has involved the following key elements:
- consulting key stakeholders including a range of local public sector organisations and the City’s major clubs to establish interest in the scheme and identify potential partners to lead its delivery
 - undertaking an evaluation of a large number of sites to identify a shortlist of three site options for further consideration by partners

- undertaking an assessment of potential options for supporting and enabling development, reflecting the constraints and strengths of the short listed sites
- developing high level business planning assumptions for the different site scenarios to identify the likely financial implications of the different potential schemes.

Key findings

ES.7 The key findings of this report relate to the following areas:

- suitable club partners for the scheme
- suitable sites to be considered in more detail
- financial implications of delivering the community stadium.

ES.8 These findings and key recommendations emerging from the study are summarised below.

Club partners

ES.9 At this stage it is believed that Cambridge United FC, Cambridge RUFC and Cambridge City FC are the most likely club partners for the scheme. Histon FC should also be considered in the future but do not have a pressing need to be included in the scheme or capital to invest in a stadium development. The rationale for continued discussion with Cambridge United FC, Cambridge RUFC and Cambridge City FC is summarised below.

Cambridge United FC (CUFC)

ES.10 CUFC is the only club in the area which has the scale of requirements to justify a 10,000 seat community stadium. It is recommended that it is engaged as a lead club partner to enable the delivery of the community stadium scheme. The club has stated its support for the concept of the community stadium and is likely to be able to contribute a significant capital sum to the scheme. The size of this sum will be subject to negotiations with Churchmanor Estates PLC. This organisation is a sister organisation of Bideawhile and leases the current ground to the club. Churchmanor has identified that it would re-provide a stadium for the club if it vacates its current site. Churchmanor also owns the 'Milton' site which is one of the three short listed sites from our site appraisal.

Cambridge Rugby Union FC (CRUFC)

ES.11 It is recommended that CRUFC is considered as a partner in the scheme alongside CUFC. This reflects that the clubs would be expected to work well together to maximise partnership opportunities and that no competitive tensions have been identified between the clubs. The current barrier to this combination is that CRUFC do not have a pressing need to leave their current ground. The key driver for the club to move would be promotion to National League 1 and the subsequent need to increase revenues to compete financially in that league as well as provide 2,500 seats to meet league regulations. CRUFC expect to be able to contribute capital to the scheme, but the scale of this investment requires further exploration based on the existing covenant with King's College around the sale of its current site. The current understanding is that King's College would re-provide the club's existing facilities if it were to sell its current ground but the likely terms of any sale need further investigation with the club and the College. Overall, the club is interested in the stadium principle but can not fully commit to it at this stage.

Cambridge City FC (CCFC)

- ES.12 The second potential partner club that could be part of the scheme alongside CUFC is CCFC. The lease on its current ground runs out in 2010 so it has an urgent need to locate to a new ground. However, CCFC, despite being only one league below CUFC, achieve much smaller attendances and would be expected to contribute less to the stadium in terms of match receipts and supplementary spend. There are also some tensions between the clubs which may make negotiating a partnership agreement more difficult than with other potential partners, although these are not insurmountable. However, CCFC does expect to be able to contribute a capital sum to the scheme as a result of the sale of their existing site¹.
- ES.13 Therefore the success of a partnership between CUFC and CCFC is likely to depend on the structure of the financial package that can be agreed (in light of any further funding from grants or public sector partners). In headline terms, if CUFC was able to work with Churchmanor to part or fully deliver the scheme itself, then it would most likely need a clear financial driver to partner with CCFC. Subject to a decision to progress with the stadium project, further engagement with all potential club partners will be necessary to address these funding and partnership issues.

Development sites

- ES.14 Study conclusions in relation to our appraisal of suitable sites in the Cambridge sub-region reflect that there are three sites which have been short listed for further consideration for a community stadium site. These options provide different propositions for delivering the scheme and all of these sites have specific strengths and potential barriers to delivery. Of the three short listed sites there is no clear favourite at this stage. This reflects that there are potential barriers to delivery on all three sites and further work is required by project partners to identify whether these barriers can be overcome. The benefits of, and potential barriers to, the delivery of the three short listed sites are listed below.

Milton site

- ES.15 This site is located adjacent to Milton and is accessible as a result of its position close to a Park & Ride site, the ring road and A10. It is owned by Churchmanor Estates PLC which is willing to develop the land for use as a stadium in the near future as it has an interest in CUFC's current Abbey Stadium site.
- ES.16 The key barrier to development of this site is its location within the Green Belt and restrictions on development at present. Churchmanor has submitted Representations to the Planning Inspector regarding this site but, since detailed plans were not presented at this stage, a clear decision is yet to be made. As a result, it is not expected that the planning designation will change in the short term. CCFC is the only club with an urgent requirement to move ground and will develop contingencies to allow the club to function in the short term. If partners agree that Milton is the most appropriate site for the community stadium, it may be appropriate to use the interim period to the next Green Belt/LDF Review to build a case for this site.

¹ This capital position follows the positive result of a court hearing in 2007 which identified CCFC's rights in relation to the sale of this land.

ES.17 Notwithstanding significant planning constraints related to the Green Belt, the Milton site is considered an attractive location for a community stadium. It is accessible and large enough to deliver a number of outdoor training pitches, making it a potential hub for sporting activity. The scheme would also be supported by the land owner/ developer, which increases the potential of a deliverable financial solution being identified. However, despite these positive features, it is important to recognise the site's current Green Belt status which may restrict any development.

Cambridge East site

ES.18 This area is attractive but subject to potential barriers that would need to be investigated further if a solution is to be achieved. The attraction of this option is based on the scale of the residential development in the area and the potential for a stadium to be built into the wider masterplan for the area so that it could become a genuine hub for the local community and provide a range of facilities within one complex.

ES.19 A key barrier to this being achieved is that, whilst at an early stage, the owner of much of the site area (Marshall Group) has begun early masterplanning work². These early masterplans currently identify that community facilities will be provided for elsewhere and community pitch provision will be linked to the provision of school sports facilities. Furthermore, little space is left within current proposals to incorporate a community stadium. If a stadium is to be delivered on the site there is a requirement for proposals to be quickly integrated (if still possible) into wider plans for the site.

Cowley Road site

ES.20 The final short listed site is Cowley Road. Our evaluation identified that the site has limited barriers to delivering a core stadium facility. As a result, if the barriers to the Milton and Cambridge East sites cannot be overcome, then Cowley Road is likely to provide a viable solution for provision of a stadium facility, albeit on a different scale to that which could be provided on other sites.

ES.21 Should the project steering group and stakeholders believe the overall priority to be the delivery of a stadium to accommodate the professional/ semi-professional sports clubs with community provision on the site being of lower priority, the Cowley Road option may be presented as favourable (notwithstanding sustainability and affordability issues which will also need to be addressed).

ES.22 However, if the overriding priority is for a 'community stadium', which includes wider facility provision for use by local communities (including educational, health, leisure and community facilities), this site's potential will be restricted by its size.

ES.23 Overall, the site does not provide as attractive a location as others short listed. The footprint is relatively small and unlikely to support more than one additional training pitch (although this could include synthetic turf pitch (STP) / commercial five-a-side provision). The location of the site adjacent to a sewerage works is also thought to restrict its potential to attract enabling development. Finally, the site is not close to a residential community and therefore would not be suitable for delivering local level community facilities.

² This was indicated during consultation with Steve Sillery (Marshall Group)

Financial implications

- ES.24 The key conclusions from our indicative business planning work indicate that the capital costs of delivering a stadium can vary significantly. This reflects numerous factors such as different facility mixes as well as land preparation costs. Our benchmarking exercise has identified that a number of comparable stadia have been delivered in recent years for a cost approaching £1,400 per seat.
- ES.25 We have identified, for each of the short listed sites, potential supporting and enabling development opportunities which reflect their respective strengths and constraints. Analysis has highlighted that each site lends itself to different types of development. The Milton site is thought to be suitable for a supplementary hub of outdoor training/ academy/ community pitches but limited in terms of enabling development opportunities. Cambridge East has the potential to deliver a facility which incorporates a range of local community, cultural and leisure facilities. Cowley Road is limited in terms of supporting community focussed development opportunities but could provide a hub location for local business (Business & Enterprise Hub) given its location within the existing Business Park area.
- ES.26 These different site scenarios mean that the community stadium could take a number of forms depending on the location, the objectives of key partners and the financial imperatives of delivering the scheme.

Next steps

- ES.27 The existence of options for both the club partners for the scheme and the preferred site generates a requirement on behalf of partners to refine the objectives for the scheme and identify a mechanism for delivering it. Our report provides recommendations for taking the community stadium development forward under the following headings:
- confirm ownership of the scheme
 - confirm a vision and key objectives for the scheme
 - engage club partners
 - use refined objectives to prioritise sites
 - stimulate political will for the scheme.

Introduction and approach

Introduction and study context

- 1.1 PMP was commissioned in December 2007 by a public sector steering group to undertake a feasibility study in relation to the provision of a community stadium for Cambridge. The steering group for the study includes the following partner agencies:
- Cambridgeshire Horizons
 - Cambridge City Council
 - Cambridgeshire County Council
 - Cambridgeshire Football Association
 - South Cambridgeshire District Council
 - Sport England East.
- 1.2 The overarching aims for the study have been to identify the extent of the opportunity for a community stadium in Cambridge, what this might look like and which sites would be suitable for locating such a facility. More detailed objectives for the study have been to:
- consider examples of existing community stadium facilities and identify areas of best practice amongst them
 - refine a vision for the stadium and identify the facilities it could offer to the community
 - identify critical success factors for the stadium development
 - identify potential locations for the scheme and provide a robust evaluation of key sites
 - develop high level financial projections for the stadium, including capital and revenue costs and potential funding streams.
- 1.3 The requirement for a community stadium has previously been identified in the Cambridge Sub-Regional Sports Facilities Strategy. It is believed that a community stadium would benefit the City by meeting the requirements of one or more of its major sports clubs and by providing supporting facilities which can generate wider benefits for local, sub-regional and regional communities. However, a vision for a community stadium that meets the needs of clubs and can act as a hub for the community has not previously been explored in detail.
- 1.4 This feasibility study provides the analysis to inform the development of a vision for the community stadium. It also provides recommendations for how it could potentially be delivered. Given that the feasibility study represents an early stage in the stadium development planning process and recognising the varying objectives of the project partners and the changing local and regional development context, we have focussed on producing a shortlist of development options for consideration by the project partners, prior to a further detailed consideration of the partners preferred option(s) in the future.

- 1.5 Specifically, we have short listed a small number of potential sites for the scheme, which partners now need to consider within the context of their objectives for the scheme and wider local planning and spatial requirements. For each short listed site we have also identified potential facility mixes including supporting and enabling development options. We have also consulted with the City's major sports clubs to identify likely club partners for the scheme.
- 1.6 The remainder of this section provides a summary appraisal of what the term 'community stadium' means, outlines the strategic context to our work, and includes an overview of our approach to undertaking the feasibility study.

What is a 'community stadium'?

- 1.7 The term 'community stadium' is used to reflect a stadium facility that delivers amenities and services to local communities beyond its core operations. This can encompass many different services and provisions.
- 1.8 The principles behind a community stadium reflect an aspiration to be at the centre of the local community. A community stadium aims to be accessible to the communities it serves at all times, during the day and evening, on weekdays and weekends. This is markedly different from the typical sports stadium, which beyond its core operation provides very little community benefit.
- 1.9 A community focussed stadium can be achieved by locating the facility within the heart of the community and providing service provision that attracts and engages with it. This may include health provision (including PCT and health improvement services), leisure provision (community health and fitness facilities or larger scale commercial leisure opportunities), education facilities (eg Playing for Success centres, community classrooms and ICT suites), general community provisions (community halls, meeting spaces, libraries etc), sports facilities (indoor sports halls, outdoor pitches etc), and well as local retail and other businesses.
- 1.10 The above facilities are typical of many community stadia that have been constructed but do not by any means provide an exhaustive list of facilities that can either be incorporated within a stadium or collocated on the same site. Indeed, facilities should be provided based on local demand and necessity to ensure that they are specific to the communities that they will serve.
- 1.11 Community stadia can also provide benefits for local authorities and services to engage with their local populations. Providing a critical mass of service provision creates opportunities for cross-fertilisation of users who may not typically have awareness of or access to particular services. The opportunity for enhanced engagement linked to the significant footfall experienced on major stadium event days is a key benefit of such a facility.
- 1.12 Dependant on the 'focus' of provision beyond the core stadium facilities (eg sport, health, community, education, business and enterprise etc), a community stadium provides local communities with a hub facility and presents particular opportunities around community engagement, development and cohesion.
- 1.13 Overall, community stadia differ between areas based on the local demand for particular facilities and services, and the key priorities of the partners involved in the development of the facility.

- 1.14 For the Cambridge sub-region in particular, a community stadium could provide a wide range of services and provisions to service the significant increase in population that is expected. New communities will require facilities and services across the spectrum (including health, leisure, education and community) that could be provided within a stadium or on the same site if a suitable location can be found.
- 1.15 For example, Sport England in its Sports Facilities Strategy for the East of England points to a requirement for improved and extended sporting and community facility provision based on the expected increase in population. This identifies sporting and community facilities as a priority that could be incorporated within the Cambridge community stadium or collocated on the same site.
- 1.16 Furthermore, the South Cambridgeshire Community Strategy aims to provide active, safe and healthy communities where residents can play a full part in community life, with a structure of thriving voluntary and community organisations. These ambitions correlate well with the principles behind a community stadium.
- 1.17 The Cambridge community stadium and the facilities and services that it provides should be linked to the key requirements and priorities of the sub-regions new and existing communities and a number of strategic documents help to identify these priorities.
- 1.18 The next section provides a more detailed appraisal of relevant national, regional and local strategic documents that can help shape the priorities for a community stadium in Cambridge.

Strategic context review

- 1.19 This sub-section provides a summary of the strategic policy environment in which proposals for the community stadium are being developed. It is supported by a detailed appraisal of relevant national, regional, sub-regional and local strategic documents in Appendix A.
- 1.20 On a national scale, and reflecting a number of agendas including health, community, education and physical activity, a community stadium for Cambridge could assist in addressing a number of key national strategic targets.
- 1.21 For example, there is a commitment across government to increase participation in sport and physical activity in order to improve the health of the nation and decrease the impact on the National Health Service. A community stadium for Cambridge could provide a focus for sports development, a hub of community activity, and increase the opportunities for both the existing and new communities of Cambridge and South Cambridgeshire to engage in sport and physical activity.
- 1.22 There is also a wide-reaching national agenda regarding sustainable communities. A community stadium within Cambridge/ South Cambridgeshire could provide a hub for community involvement, engagement and cohesion. The principles behind a community stadium for Cambridge/ South Cambridgeshire fit well with those of sustainable communities.
- 1.23 There is also a strong local and regional case for the provision of a community stadium facility. Produced in 2006, 'A Major Sports Facilities Strategy for the Cambridge sub-region' identifies that a community football stadium facility would be a community asset in the widest sense and is a sub-regional priority.

- 1.24 Furthermore, and related to the expected increase in population over the next few years, there is a strategic case for the provision of facilities that can cater for the needs of the new local and sub-regional population. This includes facilities across the spectrum of community, health, education, sport and leisure, all of which can potentially be accommodated within a community stadium development.
- 1.25 As evidenced above, and detailed further in Appendix A, the development of a community stadium is not only applicable to the sporting agenda, it can also contribute towards health, community, education, social inclusion and economic objectives.
- 1.26 The development of the stadium can provide a facility of regional and sub-regional significance and a flagship ‘destination’ community venue for the East region and the Cambridge sub region. Furthermore, the stadium could help to improve the lifestyles of the local population, assist in the creation of stronger communities and social networks through sporting and wider community interaction and overall improve the quality of life for both current and future residents.
- 1.27 This review clearly demonstrates the strong strategic policy context for a community stadium development in Cambridge. The development of the facility could contribute to a number of national, regional and local objectives across a variety of agendas including health, education, community and economic.

Our approach

- 1.28 Figure 1.1 presents an overview of our approach to undertaking the feasibility study. It highlights that there have been three key stages to our work, as follows:
- a strategic review
 - a site appraisal
 - summary business planning.

Figure 1.1: Study methodology



- 1.29 The initial phase of our work involved a strategic review of the factors informing the development of a community stadium scheme. These have included undertaking a review of key strategic documentation (as summarised earlier in this section), reviewing a number of case study examples of community stadia and consulting with a range of stakeholders and potential partners for the scheme.
- 1.30 Our consultations have principally involved discussions with the major clubs/ sporting institutions in the city, public sector stakeholders (including planning officers) and land owners/ developers in relation to specific sites. These discussions have focussed on the following key issues:
- the requirements of potential partners of the stadium
 - the details of potential partners ability to engage in the scheme (ie club's current position in relation to a ground, finances, suitability etc)
 - the suitability of specific sites identified by the project steering group
 - critical success factors for the scheme
 - potential barriers to success.
- 1.31 The detailed findings of this consultation process are presented in Sections 2 and 3 of this report. Section 2 presents the conclusions of our consultation in relation to potential club partners for the scheme.

- 1.32 The consultation process also formed the first element of our stage two work. This involved the evaluation of a range of sites that were identified by the steering group and added to by our subsequent consultation in relation to potential sites. We have undertaken a detailed review of ten potential sites and have also reviewed and rejected a number of other sites identified by stakeholders.
- 1.33 For each of the sites that have been analysed in detail, we have consulted with planning officials, the clubs and other stakeholders (ie land owners/ developers) where possible. Building upon these discussions we have undertaken an evaluation of each site using a detailed site evaluation matrix which is provided in Appendix A. The summary findings of this process are presented in Section 3 of this report.
- 1.34 Our analysis of emerging findings from the above stages has allowed us to further refine the vision for the scheme and to rule out elements which would not be suitable or viable for Cambridge and its stakeholders. As a result, the culmination of our second stage of work was the identification of a shortlist of viable sites for the community stadium and potential facility mixes for each site, including potential supporting and enabling development
- 1.35 For each of these short listed sites and facility mix options, Stage 3 has focussed on developing headline business plans. This business planning has involved identifying:
- indicative capital costs for delivering a community stadium for each site/ facility mix scenario
 - potential funding mechanisms for the different scenarios drawing on the potential for partner funding and identifying an extensive list of potential grant funding mechanisms
 - likely revenue implications of the different scenarios.
- 1.36 The results of this business planning are presented in Sections 4 and 5 of this report.

Report structure

- 1.37 The remainder of this report is presented under the following section headings:
- Section 2 - Potential stadium partners
 - Section 3 - Site evaluation
 - Section 4 - Supporting and enabling development
 - Section 5 - Business planning- a financial overview
 - Section 6 - Conclusions and next steps.

Potential stadium partners

Introduction

- 2.1 This section summarises our consultation findings related to potential partners in the community stadium. Principally these consultation discussions have been undertaken with the major professional/ semi-professional sports clubs in the City.
- 2.2 These partners were identified by the client steering group as potentially suitable for inclusion within the scheme, having previously expressed interest in becoming an ‘anchor user’ of the core stadium facility. They included:
- Cambridge City Football Club (CCFC)
 - Cambridge Rugby Union Football Club (CRUFC)
 - Cambridge United Football Club (CUFC)
 - Cambridge University
 - Histon Football Club (Histon FC).
- 2.3 Of the clubs/ institutions listed above, CUFC currently has the highest average attendances, with an average home attendance so far this season of 3,300. CUFC is currently in the same league (the Football Conference Blue Square Premier, which is the fifth tier of league football) as Histon FC, who attract an average attendance of 1,200. This position reflects that CUFC has dropped down the Football League structure in the last 15 years, whilst Histon FC has been promoted in three of the last four seasons.
- 2.4 CCFC currently play in the Blue Square South League which is one league below the Blue Square Premier. CCFC currently has the lowest average attendances of the four major sports clubs in Cambridge with average home attendances this season of fewer than 400.
- 2.5 CRUFC has enjoyed similar success to Histon FC in recent years and are currently playing in the highest league in their history following three consecutive promotions between 2003/04 and 2005/06. The 1st team currently play in the National League Two (the third tier of the national rugby union league structure).
- 2.6 The final potential partner, identified by the steering group, is Cambridge University. The University’s sports teams provide a different proposition from the other professional/ semi-professional sports teams in the city as they are not run on a commercial basis and play fewer games during a short season. Even so, the 1st teams for both the rugby and football clubs have requirements for stadium facilities for some games. Therefore, whilst it was initially deemed unlikely that the University would play a role as an anchor tenant in the facility, the University have been consulted for completeness.
- 2.7 The remainder of this section provides a summary of our analysis of the potential for each of these clubs/ institutions to be involved in the scheme. Analysis is presented under the following sub-headings:
- overview of requirements
 - stadium scale requirements

- current stadium and financial positions
- ground sharing and compatibility
- conclusions.

Overview of requirements

2.8 We have identified the likely requirements of each of the potential partners for a new facility. These individual requirements have then been analysed in light of the needs of the other clubs to generate overall recommendations for a viable core stadium facility. Specifically we have taken into account:

- general interest in the scheme
- current attendance levels
- aspirations in terms of expansion/growth and ground requirements that these may generate
- supplementary facility requirements including hospitality, training and office space.

Club interest in the scheme

2.9 Our consultation process has involved meeting the following representatives of each of the potential partners:

- Robert Crangle, Director, Cambridge City FC
- Jerry Otter, Chairman, Cambridge RUFC
- Phillip Law, Chairman, Cambridge United FC
- Tony Lemons, Director of Physical Education, Cambridge University
- Gareth Baldwin, Director, Histon FC.

2.10 The overall response from each of these key club contacts has been broad interest and support for the vision of providing a community stadium for Cambridge. The specific levels of interest for each of the clubs are presented overleaf.

Cambridge City FC (CCFC)

2.11 CCFC has a strong interest in the community stadium, reflecting the club's urgent requirement to find a new ground. In early 2006 the previous board sold their current Milton Road ground to property developers and developed proposals to merge the club with CUFC. As a result of opposition to these proposals, a supporter's trust was formed to run the club. This trust undertook a successful legal action to delay the club's eviction from their current ground (previously scheduled for 2007) until 2010 and recoup a 50% share of the profits from the sale of the ground. As a result, the club has circa two years to find a new ground and on the sale of their current ground expect to receive a capital receipt to use towards the development of a new ground.

SECTION TWO – POTENTIAL STADIUM PARTNERS

- 2.12 It is important to note that the club's eviction from their current ground is subject to them finding a suitable new facility and therefore it is possible that they could remain in their current ground beyond 2010 if appropriate facilities have not been found.
- 2.13 Prior to the favourable outcome of their legal action, the club's financial position was precarious. The outcome of the legal action provides the club with short term financial stability and the opportunity to find a long term ground solution. However, the club's current average attendance of circa 400 means that its suitability for a scheme which aims to provide a stadium with a 10,000 capacity is questionable.
- 2.14 Despite this, discussions with the club have identified that it has high aspirations for a community stadium relative to their current attendance levels. The club's aim is to access a stadium with a minimum capacity of 3,000 to meet Football Conference league requirements. This reflects the club's medium term ambition to gain promotion to the Blue Square Premier league. The club also identify the need to accommodate crowds of over 1,000 for a small number of higher profile games during the season.
- 2.15 CCFC is also keen to highlight their community related aspirations and cite their 'Football in the Community' programme, extensive girls' football set-up and the permitted use of their current pitch for amateur games, as examples of their role as a 'community focused' club.
- 2.16 It should be noted that some tensions have been identified between CCFC and CUFC but we believe that these barriers could be overcome in the future through discussion and negotiation, although they should be considered as a risk factor at this stage.

Cambridge Rugby Union FC (CRUFC)

- 2.17 CRUFC has identified an interest in the community stadium, although its general requirements for a stadium are not as urgent as, for instance, CCFC. The club's position is that it has an existing ground which meets its current requirements and is supported by training facilities which provide for the needs of the club's extensive youth and community programmes.
- 2.18 The key to the club's requirements is the future performance and aspirations of the club and whether they achieve promotion to National League One. Promotion to this league would impact on the club as they would have a requirement to improve their facilities and provide a capacity of 2,500. Achieving commercial parity with other clubs in this league would also require a step change in revenue generated within the club. Therefore, if a new community stadium was deemed to provide the club with the opportunity to increase revenues, then they may seek involvement in the scheme.
- 2.19 These factors mean that at a board level there is an interest in becoming involved in the scheme, although this is based upon the stadium helping the club to achieve future objectives in terms of progression through the league structure and enabling improved financial performance and sustainability. It is also acknowledged that the club currently experience significant parking issues that will be exacerbated should they be promoted. However, there is not a current firm commitment from the club as they are comfortable with their short term position and have no clear requirement to act as a lead partner for the scheme at this stage.

Cambridge United FC (CUFC)

- 2.20 CUFC has experienced recent changes in personnel at board level. Phillip Law, who was consulted with prior to these changes, has recently become Chairman, with a

number of members of the board leaving the club in January 2008. Our discussions with Phillip have highlighted that CUFC is interested in becoming partners in the community stadium scheme and that a move could contribute to the club meeting a range of financial and community objectives (identified in detail later in this section).

- 2.21 CUFC is the largest club in the area, which is reflected by its (relatively) high average attendance levels, as well as the professional set up of the club which includes a number of full time staff. The scale of the club is also reflected in the extent of their community work which includes the Football in the Community programme and 'United in Learning' scheme, which allows young people to access ICT equipment and training at the clubs current ground.
- 2.22 Overall, at a board level, there is significant interest in proposals for a community stadium and CUFC views itself as having the scale and credibility to drive forward the scheme from an anchor tenant perspective.

Cambridge University

- 2.23 The University (primarily rugby and football teams) represents a different proposition for the community stadium than the other clubs that have been considered. This primarily reflects that the University sides are not operated on a commercial basis, large attendances tend only to be attracted to a small number of high profile games and the seasons for university sports are short and are unlikely to include more than 15 home fixtures. Therefore it is not anticipated that the University would provide an anchor tenant for the stadium but that there may be opportunities for its involvement in the scheme either in relation to supplementary training facilities or for one off games in the stadium. This potential involvement has been supported in principle by the University's representative. Overall, the University retains interest in the scheme but does not plan to act as an anchor tenant in the core facility.

Histon FC

- 2.24 Histon FC occupies an existing ground (owned by Histon Holding Group with common Board members to the football club) and supplementary training and community facilities which meet its current and medium term requirements. Therefore, whilst it has stated interest in the community stadium, it does not have a pressing need to access a new facility. It should be noted, however, that the club has enjoyed success in recent years through a number of promotions and has aspirations to continue to progress to football league status. As such, there is recognition at board level that the community stadium could help the club to meet its future financial objectives.
- 2.25 The club is in the process of developing its ground, increasing its capacity to make the ground suitable for league football. The club see these developments as creating assets which could be sold in the event of a move to the community stadium, although it is accepted that the suitability of their current facilities means that of all the potential partners, Histon FC has the least pressing need for re-location to a community stadium.

- 2.26 Overall, Histon FC retains an interest in being involved in the scheme and should continue to be engaged with as proposals for the stadium are developed. The club will face issues with parking at their current site should they be promoted and attendances increase. However, the lack of urgent requirement to move from their current ground means that their board do not expect to be a lead partner in the development.

Stadium scale requirements

- 2.27 Table 2.1 provides a summary of the position of each club in terms of attendance levels and potential future capacity requirements. This summary draws on the following information:

- present season average home attendance level
- recent season high attendance levels
- historical support base and key trends in supporter numbers
- aspirations for future attendances
- future ground requirements.

Table 2.1: Summary of club attendance levels/ requirements

Club	Current average attendance	Recent high attendance	Historical trend	Potential future requirements
Cambridge City FC	383	1,284 (against Histon FC 2006)	Relatively stable crowd numbers over recent seasons.	No reason to suggest significant change in attendances. However, Conference requirement for 3,000 capacity in new grounds.
Cambridge Rugby FC	Circa 650	Not known	Attendances have grown as the side has achieved promotions.	A further promotion to National League 1 would generate a requirement for 2,500 seated capacity.
Cambridge United FC	3,275	7,125 (against Histon FC 2007)	Attendances have fallen from when in the football league. 2002 average in League 2 was 4,000+.	The club has League aspirations and therefore for 4-5,000 average attendances with large games approaching 10,000.
Histon FC	1,205	3,721 (against Cambridge United FC 2007)	Attendances have increased as the club has been promoted.	A further promotion to the football league would create requirement for capacity of 5,000 including 2,000 covered seats.

Note: Attendance figures have been provided by the clubs themselves (ie through club websites etc). It has not been possible to access attendance information for Cambridge University clubs.

- 2.28 Table 2.1 and our wider analysis of likely scenarios for the future development of the City’s major clubs has highlighted that the only club that has a requirement for a community stadium with a capacity approaching 10,000 is CUFC.
- 2.29 CUFC consistently achieve attendances of 3,000+ in the Blue Square Premier League and it is plausible that the combination of a new high quality stadium and achieving its objective to return to the Football League³ would generate significantly higher average attendances. This reflects local interest in the team being stimulated by promotion and a higher standard/ profile of football. It can also be expected that away support levels would increase should promotion be achieved.

³ At the time of writing Cambridge United are 3rd in the Blue Square Premier League

SECTION TWO – POTENTIAL STADIUM PARTNERS

- 2.30 The attendance achieved at the CUFC v Histon FC game on Boxing Day 2007⁴ reflects that for high profile matches such as local derbies, pre-season friendly games against higher league opposition or during successful FA Cup runs, there is a level of interest in the team that suggests attendances approaching 10,000 are possible, although infrequent at this point⁵.
- 2.31 A further factor which can be expected to generate larger attendances for CUFC (and indeed the other clubs in the City) is the growth of the City itself. The current population of Cambridge local authority area is circa 114,000⁶. This population is projected to increase to 149,000 in 2021, which represents a population increase of over 30% in 15 years. This population increase is being driven by large scale residential developments and will provide opportunities for the City's major sports clubs to attract further support amongst these new and growing communities.
- 2.32 Whilst there may be potential for CUFC's future attendance levels to increase, more conservative scenarios for attendance levels should also be considered. Therefore it may be appropriate to provide a stadium with a capacity of circa 8,000, based on a modular construction scheme. This would enable current attendance levels to be easily met whilst allowing the opportunity for further expansion in the future. Benchmark capital implications of different stadium capacities on a cost per seat basis are explored further in Section 5 of this report.
- 2.33 Table 2.1 highlights that Histon FC has the second highest current attendance levels. Despite being in the same league, Histon FC's attendances are significantly lower than CUFC's. Histon FC's future ground requirements are dependent on promotion to the Football League and the subsequent requirement to meet League regulations for a capacity of 5,000, including 2,000 covered seats.
- 2.34 The club is in the process of developing sections of their current ground to accommodate these requirements. Therefore, if the club achieved promotion it would not have an immediate requirement to relocate to the community stadium. The club's interest in the community stadium is likely to be dependent on the identification of clear financial benefits and not capacity issues.
- 2.35 Current attendances at CRUFC of approximately 650 are not of a scale to make relocation to a large community stadium an urgent requirement. However, if they gain promotion to the National League One, they would be required to provide a seated capacity of 2,500.
- 2.36 This scenario would require the club to access a larger ground, particularly as the club has struggled in the past to gain planning permission on its current site for improved facilities such as floodlights.
- 2.37 CCFC has the lowest capacity requirement of all clubs. With current attendances often below 400, there is no real need for a large scale stadium facility other than for infrequent high profile games.

⁴ Over 7,000 people attended this game.

⁵ The Abbey Stadium, the club's current ground, has a capacity of circa 9,600.

⁶ Current and project population levels have been taken from Cambridgeshire County Council Research Group 2005-based population forecasts.

- 2.38 However, Football Conference requirements state that new grounds should provide a minimum capacity of 3,000. Therefore, whilst there is no evidence to suggest that the club will fully utilise a ground of this size, its stated requirement is for a 3,000 capacity facility. The club has stated that, should it be involved in a large scale community stadium scheme, then they would expect to open just one stand of the stadium for most games.

Current club stadium and financial positions

- 2.39 The current ground ownership position for each of the major clubs is summarised in Table 2.2. The table presents key issues in relation to current ground ownership and identifies whether there is a clear requirement for each club to move from their current site. In summary terms the table identifies that:

- CCFC has an urgent need to find a new ground as it is scheduled for eviction from their current ground in 2010⁷
- CRUFC and Histon FC have no immediate requirement/aspirations for a new ground. Promotion may change the requirements of CRUFC for a larger ground, whilst both clubs would be interested in the ground in the future if there were clear financial benefits
- CUFC's ground meets its current requirements in terms of capacity, although the club considers its current lease arrangement prohibitive to the club's development plans and would prefer higher quality facilities in a more favourable location.

- 2.40 Other key points which should be noted in relation to the current ground positions of the clubs include:

- if Histon FC were to move to a new ground, its existing facility could not be used for anything other than leisure activities/ football. This reflects a covenant in relation to the original acquisition of the site and restricts them from gaining capital receipts from the sale of the land
- the key driver for CUFC moving ground is not the size of their current stadium but the suitability of the location for providing a good supporter experience, as well as the relatively high rental costs of the Abbey Stadium. As such, a move is desirable for the club to improve their ability to generate revenue
- CRUFC would face significant planning constraints should it attempt to significantly develop its existing site related to issues of access and its location in the Green Belt and a floodplain.

⁷ Cambridge City FC has also stated optimism that they may be able to stay on the site longer than 2010. This reflects a clause in their lease which states that they need to have found a new ground before they can be evicted from their current site.

SECTION TWO – POTENTIAL STADIUM PARTNERS

- CRUFC has a covenant agreement in place with King's College in relation to their current site. The club believe that the covenant arrangement would allow them to provide a capital contribution if they became a lead partner in the community stadium scheme. It should be noted, however, that the planning constraints that would restrict the club from developing its current ground would also be likely to restrict other forms of development in the future. This may have implications in relation to the viability of selling the site and the value that it would achieve. Furthermore our consultations at this stage have not involved King's College. As such, further discussions are required with the Club and the College to confirm the details of the covenant and therefore whether a scenario where the Club drives the sale of their existing ground and the College provides capital for their relocation is realistic for both parties.

Table 2.2: Summary of club's current ground position

Club	Ground ownership	Time constraints	Suitability of current facilities	Potential future suitability
Cambridge City FC	Ground is leased from Ross River Ltd	Club to be evicted in 2010 - subject to finding suitable replacement	Facilities meet current requirements although the club needs to increase revenues	Have clear requirement for a new ground. League requirements dictate that current facilities would have to be improved and hold 3,000 people
Cambridge RUFC	The club owns the site-although covenant with King's College around terms of sale	Only constraint would be as a result of promotion	Facilities are fully suitable for current uses - include extensive training facilities and hospitality suite in stand	The current capacity would cease to be appropriate if promoted. Would require larger capacity and improved revenue generating facilities to compete in a higher league
Cambridge United FC	Ground is leased from developers (Bideawhile/ Churchmanor)	Recently entered into a 50 year lease	Capacity and facilities are adequate, although not ideal for the club	Capacity and facilities will continue to be adequate, although not ideal for the club
Histon FC	The club owns the ground	Only constraint would be the as a result of promotion	Facilities are fully suitable for current uses - include extensive training facilities, hospitality facilities and recently constructed Cambridgeshire FA headquarters	The current capacity would cease to be appropriate if promoted. Developments are being planned by the club to ensure it meets requirements should it be promoted

Ground sharing and club compatibility

- 2.41 Our analysis of the requirements of each of the clubs has included identifying shared needs and potential barriers to specific combinations of clubs sharing a stadium together. This has included understanding the relationships between clubs at a boardroom and supporter level. Whilst poor relations between clubs are not thought to represent complete barriers to clubs working together, they should be considered in assessing the likely success of different combinations.
- 2.42 Our research into development of community stadia has highlighted a number of key issues that should be considered when assessing the potential partnerships and tenants of any stadium facility. These can relate to ongoing operational relationships or issues regarding the quality of the facilities as highlighted below.

Case study - ground sharing issues

Club combinations

Difficulties may occur when an organisation within the stadium fails to cooperate with and take consideration of the other stadium tenants.

This can be the case when a club has previously been in total control of operations at their own stadium and perceives itself to contribute more than other users and therefore does not seek a joint working approach.

For example problems of this nature occurred at the Doncaster Community stadium.



Pitch problems

Grounds such as the memorial Stadium in Bristol and JJB Stadium, in Wigan have encountered problems with the pitch due to its dual use by football and rugby clubs, often on the same weekend.

As a result some grounds where two teams share a pitch are utilising new pitch laying technologies incorporating synthetic materials to make pitches more robust. Successful examples of this include the Madjeski Stadium, Reading.

- 2.43 Our recommendations in terms of club combinations are based on the assumption that the optimum number of clubs to be involved in the scheme is two. This reflects that programming for the pitch would be problematic if three clubs used the facility, whilst the pitch quality would also suffer. There is an option that CUFC alone could utilise a 10,000 capacity stadium but this solution would not maximise the financial viability of the scheme and is unlikely to deliver full community benefits.

SECTION TWO – POTENTIAL STADIUM PARTNERS

- 2.44 A key factor to be considered in assessing different club combinations is the requirement for at least one club to be in a position to ‘drive’ the community stadium scheme from a position of anchor tenant. As identified earlier in this Section, CUFC is currently the only club that has the combination of requirements and financial position to act as a driver for the scheme. As such, whilst combinations which do not include CUFC may work based on some shared criteria, they are unlikely to be suitable to drive the scheme forward. For instance, CRUFC and Histon FC have similar requirements for a facility but neither club has an immediate requirement for a ground and therefore they are unlikely to take the risk to invest capital in a new facility.
- 2.45 Our analysis of the requirements and relationships between different clubs, has identified that CCFC has few shared needs with the other clubs, and other clubs perceive that they are unlikely to make ideal ground share partners. This particularly reflects the low average attendances of CCFC, as well as potential tensions between clubs both at a board and supporter level.
- 2.46 Despite this, CCFC has a stated desire to work with the other clubs and be included within a ground share option, whilst the other clubs are willing to discuss potential partnership arrangements. Therefore, the option of bringing representatives of CUFC and CCFC together in the future, to explore a mutually beneficial arrangement for a ground share, should be explored further. The differences in perspectives of the clubs should, however, be noted as a significant potential barrier to this combination providing a practical solution for the community stadium.
- 2.47 The requirement for CUFC to act as the driver club for the scheme means that the only other plausible ground share option for the scheme would involve either CRUFC or Histon FC.
- 2.48 Of these clubs, it is thought that the CRUFC would make a more suitable partner for the scheme. This is because, if it moves from its current site, it is thought likely that it will have access to capital to re-provide its existing facility. It is also seen to be a more suitable partner as there is no competitive element to their relationship with CUFC. As such, both clubs have identified that they could work closely together to develop a mutually beneficial arrangement and there are no concerns in terms of rivalries between fans.
- 2.49 The key factor which impacts on the viability of this combination is that CRUFC have a desire to be involved in the scheme at an early stage given that it does not have an immediate requirement for a new ground. It currently retains an interest in the scheme and is waiting to assess the viability of proposals and extent of political will to drive the scheme forward before committing to involvement.
- 2.50 Whilst Histon FC and CUFC have a relatively strong relationship at board level, it is thought that tensions between fans and potential overlapping of revenue streams and scheduling of use would be more problematic between the two football clubs than one football and one rugby club. Furthermore, of all the clubs, Histon FC has less incentive to move grounds given the suitability of their current ground and the lack of likely capital income from the sale of their existing ground. As such, this combination is deemed unlikely at this stage.

2.51 Table 2.3 provides an overview of our recommendations in relation to all of the different potential club combinations. It presents, using a ‘traffic light’ scoring system, the overall viability of each combination. A ‘green light’ identifies that no significant barriers have been identified which would preclude the combination from being successful. An ‘amber light’ reflects that the combination has some potential barriers to overcome but that the option should be considered. A red light reflects that there would be significant barriers to the combination delivering a successful community stadium scheme and that this combination should not be considered without a significant change to the overall vision.

Table 2.3: Potential stadium user combinations

User 1	User 2	Viability	Rationale
Cambridge United	Cambridge RUFC		Compatible clubs, fans and requirements. Dependent on CRUFC displaying commitment to involvement in the scheme.
Cambridge United	Histon FC		Broadly compatible requirements (particular issues around revenue shares) although a relative lack of requirement from Histon FC’s perspective. Even so there remains interest from Histon FC so remains a back-up option.
Cambridge United	Cambridge City FC		Shared desire for a community stadium. Both have potential to make capital contributions. Barriers in terms of compatibility of clubs, fans and requirements.
Histon FC	Cambridge RUFC		Compatible clubs, fans and requirements. Lack of urgent requirement and therefore no ‘driver club’.
Histon FC	Cambridge City FC		Lack of financial drivers and requirement for a large scale development.
Cambridge RUFC	Cambridge City FC		Lack of financial drivers and requirement for a large scale development.

Conclusions

2.52 This section provides detailed information in relation to the position of the major sporting clubs/ institutions in Cambridge. It identifies the potential for their involvement in the community stadium scheme both on an individual basis and also in terms of their suitability for ground sharing.

2.53 Table 2.4 provides an overview of the position of each club. The ‘traffic light’ scoring system identifies, for a given criteria, where there is a strong rationale for inclusion in the community stadium (green), where there is limited clear rationale but no absolute barrier to inclusion (amber) or where there is a distinct barrier to inclusion, which is unlikely to be overcome given current conditions (red).

Table 2.4: Summary club requirements

	Interest in stadium	Interest in training facilities	Urgent need to move?	Need for ‘full scale’ stadium	Compatible with partners?	Provide capital funding?	Overall suitability
Cambridge United FC							
Cambridge City FC							
Histon FC							
Cambridge RUFC							
Cambridge University							

2.54 Overall, Table 2.3 highlights that the most suitable club to be involved in, and indeed drive the scheme, is CUFC. This reflects that CUFC has:

- a clear rationale for being involved in the scheme
- the scale of requirements to suit the provision of a relatively large community stadium
- the likely access to capital to act as a key funding partner for the scheme.

2.55 No clear barriers have been identified at this stage that would preclude CUFC’s involvement in the scheme (this is not to suggest that there would not be risks in their involvement, such as the club being ‘bought out’ of their current lease at the Abbey Stadium). As such, it is recommended that discussions are continued with CUFC to establish its position as a lead club partner to deliver the community stadium.

- 2.56 The following case studies include examples of rugby and football club ground share arrangements, illustrating how issues identified in previous case studies could be overcome to develop a sustainable, operationally sound facility where tenants have good working relationships and arrangements in place.

Case study – ground sharing- football and rugby – success cases

Madejski Stadium, Reading

The Madejski stadium is home to Reading FC and London Irish RFC. The ground has a capacity of circa 24,000 which the football club tends to come close to selling out at present. The Rugby Club has an average league attendance of circa 8,000.



Commercial

The Stadium is owned by Reading FC and incorporates enabling facilities such as offices for a local radio station, conference centre and a nightclub. However, not being in control of the stadium creates uncertainty for London Irish around long term planning. They also do not have the freedom to generate additional commercial income given their tenant status or control over their fixture programme and pitch preparation.

Pitch

The pitch incorporates a 'Desso' system, which includes the interweaving of synthetic fibres with the natural grass. This system is thought to improve the durability of natural grass and has been successful in allowing ground shares where a high volume of games is played on a single pitch.

Case study – ground sharing- football and rugby – success cases

The Liberty stadium

The Liberty Stadium in Swansea was developed as a home for Swansea FC and Swansea Neath Ospreys RFC. Costing £30 million and with a capacity of 28,000 it was principally funded through enabling development provided by an adjoining retail park.



Commercial

The Stadium is owned by the City and County of Swansea and is operated through a tripartite company including the Council, Football and Rugby Clubs. Each Partner has equal shares in the company and share in the success of the stadium.

Scheduling

The clubs and Council work together to ensure the event schedule is managed proactively and to promote additional community and commercial use such as conferences and functions to maximise revenues for the partnership.

Revenue generating opportunities

Opportunities are being explored to introduce a stadium season ticket, where spectators have access to both rugby and football fixtures to encourage weekly use of the facility by a larger group of supporters.

SECTION TWO – POTENTIAL STADIUM PARTNERS

- 2.57 CRUFC is also in a position where there are no specific barriers which would preclude its involvement in the scheme. However, it does not have a clear need to act as a driver of the scheme, which is reflected in it being assigned an ‘amber’ score overall. We therefore recommend that the CRUFC should continue to be seen as a potential partner for the scheme and engaged in on-going discussions around its development. The club’s ultimate involvement in the scheme is likely to depend on its medium to long-term aspirations and its requirement to increase turnover to support a team competing at a higher level.
- 2.58 CCFC has a clear driver to move to a community stadium as the lease for their current ground expires in 2010. However, the scale of its requirements, based on current attendance levels, are the lowest of the clubs being considered for the stadium.
- 2.59 The club would like to be involved in the scheme in some form but its scale, and the relationship it has with the other clubs, reflect a number of potential barriers to their successful involvement in the scheme. The extent of these barriers will be tied to the financial package which is developed for the stadium and the extent that CCFC could be involved in the scheme as ‘equal partners’, given its levels of support and the capital they could invest.
- 2.60 Overall it is recommended that CCFC continue to be considered as a potential partner for the community stadium given their significant requirement to find a new home and their existing community involvement programme.
- 2.61 Histon FC has little current incentive to move ground as its stadium meets all its existing requirements. The ground is also soon to be developed to meet any increased capacity requirements in the future. It would be unable to contribute significant capital to the scheme as it is restricted from selling its current ground for commercial development. Despite these factors, Histon FC is still interested in the scheme and so should be incorporated in discussions in the event that suitable solutions cannot be reached with other clubs.
- 2.62 Finally, the University has not identified a consistent requirement for use of a community stadium. As such, whilst there is interest in using the stadium on an ad-hoc basis for high profile rugby and football games, the University cannot be expected to provide an anchor tenant for the scheme. The University has, however, expressed an interest in the use of any training pitches provided through the scheme. It therefore maintains an interest in the overall development and may be able to contribute to the scheme (most likely through revenue funding) in the future.

Site evaluation

- 3.1 A key objective for this study has been to understand the suitability of different sites within the Cambridge sub-region for the development of a community stadium and potential supporting and enabling development.
- 3.2 To achieve this, a comprehensive site appraisal has been undertaken, involving:
- the identification of potential sites through consultation with the project steering group, potential anchor tenants and relevant local authority representatives, including Planning Officers
 - the development of a site options evaluation matrix based on a series of key success and risk criteria including design, access, funding, usage, political support, planning and other potential issues
 - a detailed site options evaluation and scoring of potential sites drawing on:
 - council planning information
 - consultation with council officers and other key stakeholders
 - a review of relevant strategic documents.

Background/ planning context

- 3.3 A review of local planning documents and consultation with the project steering group and Planning Officers has highlighted a number of key issues which will inform the location of a community stadium in Cambridge.
- 3.4 Approximately 60% of new housing development across the Cambridgeshire structure plan area is expected to occur in the Cambridge sub-region. This reflects a growth rate of 2,000 houses per annum. During this period (2003-2021), employment growth levels are also expected to increase significantly⁸.
- 3.5 As a result, Cambridgeshire and particularly the Cambridge sub-region will be subject to significant demographic and physical change as a result of major housing growth.
- 3.6 Policy H1 of the Governments Further Proposed Changes to the Draft East of England Plan, published in 2007, indicates that the East of England as a region will accommodate over half a million new dwellings over the period to 2021.
- 3.7 Policy H1P9/1 of the emerging East of England Plan provides indicative housing allocation figures for individual local authorities from the Structure Plan (2003). It highlights that Cambridge City and South Cambridgeshire are to witness the largest volume of housing growth in the sub-region, totalling 32,500 houses across the local authority (LA) areas. This large scale housing growth and associated services and infrastructure is putting pressure on the use of land in the sub-region.
- 3.8 These factors mean that there are limited site options available for the location of a community stadium beyond the Major Development Areas (MDAs) that have been identified by South Cambridgeshire and Cambridge City Councils. These MDAs are listed below:

⁸ According to the Cambridgeshire and Peterborough Structure Plan (2003)

SECTION THREE – SITE EVALUATION

- the Southern Fringe
 - the Northern Fringe
 - Cambridge East
 - Northstowe
 - North West Cambridge.
- 3.9 Policy P9/2a of the Structure Plan stipulates that the Green Belt separating Cambridge City from the surrounding market towns will be maintained. This limits the scope for development of a community stadium on the periphery of the City.
- 3.10 P9/2a does not, however, preclude development on the Green Belt altogether. It states that new development will be limited to a number of uses, including outdoor sport. It is important to note that Cambridge is not identified in policy SS7 of the emerging East of England Plan as an area required to undertake a review of the Green Belt.
- 3.11 Consultation with Planning Officers indicates that a community stadium does not necessarily fit within the definition of ‘outdoor sport’ due to the significant build work and its impact on the Green Belt itself.
- 3.12 Consultation with Cambridgeshire County Council, Cambridge City Council and South Cambridgeshire District Council has highlighted that there are few sites under Council ownership available for disposal and use to develop a Community Stadium. Despite this and the local planning context placing restrictions on the number of sites available, a number of sites beyond the MDAs have been identified and these have been subject to evaluation.

Site options evaluation criteria

- 3.13 The criteria for assessing sites are presented in Table 3.1. These criteria have been applied to each site to assess their overall suitability.

Table 3.1 Site options evaluation criteria

Site evaluation criteria
<p>Site factors:</p> <ul style="list-style-type: none"> • site size/ ability to accommodate the development plus potential for future expansion • proximity to housing, roads etc • ground condition – pipes / watercourses etc • visibility / profile • current facilities on site - compatibility • neighbouring uses - compatibility
<p>Development context:</p> <ul style="list-style-type: none"> • other plans on the site - compatibility • plans for neighbouring sites – compatibility
<p>Planning status:</p> <ul style="list-style-type: none"> • local plan status, environmental impact, likelihood of obtaining planning permission, potential planning objections

Site evaluation criteria
<p>Transport/ access:</p> <ul style="list-style-type: none"> • issues / perceptions relating to local / regional access to each of the sites, alternative transport modes, parking, traffic impact and alternative access opportunities
<p>Ownership considerations:</p> <ul style="list-style-type: none"> • security of tenure/ ownership
<p>Development implications:</p> <ul style="list-style-type: none"> • timescale • capital implications - acquisition costs, site clearance, and capital costs • potential impact on the long term costs associated with the development

Site evaluation

3.14 Using the criteria presented in Table 3.1, a detailed site evaluation has been undertaken for the following sites:

- Cambridge East
 - Northstowe
 - the Southern Fringe
 - Cowley Road (Northern Fringe)
 - North West Cambridge Site
- } **MDAs**
- Blue Circle site
 - Barton Road
 - Cambridge Rugby Union FC
 - Milton
 - Arbury Park.

3.15 The remainder of this section summarises the findings from the evaluation process for each of the sites outlined above. The section is completed with a summary of all the sites evaluated during this process and recommendations for the sites which should continue to be considered for the scheme. Further analysis of the individual sites can be found in Appendix A.

3.16 Please note that potential sites were also identified during earlier consultations but were discounted at an early stage due to different factors such as the sites being too small, too far away or allocated for alternative development. For example, the potential to redevelop Histon FC’s ground was highlighted but discounted due to the limited size of the site.

Cambridge East

3.17 Cambridge East is an area of proposed major development located to the East of the City between Coldhams Lane and Airport Way. The area earmarked for development under the Cambridge East Area Action Plan, 2008 (AAP) spans both Cambridge City Council and South Cambridgeshire District Council territories. An illustration of the Cambridge East site is provided below.

Figure 3.1 Cambridge East



Site boundaries obtained from Cambridge East Area Action Plan: Concept Diagram

- 3.18 Cambridge East has been allocated for high-density residential development under the AAP, which provides the basis for the grant of planning permission for the first phase of development of land to the north of Newmarket Road.
- 3.19 Principal land uses identified in the Local Plan document do not identify any specific provision for leisure/ community facilities. However, the vision identifies a large district centre, which could include leisure development to meet sub-regional needs and help in developing the regional role of the City.
- 3.20 The Cambridge East AAP supports this vision, identifying the need to secure the provision of high quality leisure and cultural facilities that would reasonably be expected to be found in a major urban quarter of approximately 24,000 to 29,000 people with a small catchment in adjoining parts of Cambridge and surrounding villages.
- 3.21 Furthermore, the AAP makes specific reference to the potential relocation of sports stadia and the development of improved facilities during the first phase of the Cambridge East development, to be undertaken on land to the North of Newmarket Road.
- 3.22 The potential to link the development of the community stadium with public amenity facilities (such as schools, leisure facilities, health provision and employment) that will need to be provided for a large new community (24,000-29,000 people) is viewed as a major strength of the site.
- 3.23 However, there are inherent disadvantages that have been identified with the development of a community stadium in Cambridge East.

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- 3.24 The scale of development is limited in the early phases. The AAP indicates that development prior to the relocation of the airport (anticipated to begin in 2010) may be restricted to approximately 800 dwellings so as not to place pressure on existing infrastructure. This may preclude development of the stadium until later phases which are dependant on the relocation of the airfield operation.
- 3.25 Furthermore, bringing forward the development of a community stadium into phase one of the overall Cambridge East development may be unfeasible given the requirement to accommodate such a large quantity of high density housing. There may be little land available to accommodate the stadium within the designated area. This may push proposals for the stadium into Green Belt land beyond the boundaries for Cambridge East which would create significant planning issues.
- 3.26 Current road access to the area is perceived as difficult, although existing public transport links are good due to the location of a Park and Ride to the north of Newmarket Road, at the end of the airfield runway.
- 3.27 Although infrastructure improvement suitable for the wider development of Cambridge East will be mandated through development, this is only likely to occur during later phases. As a result, access improvements may be limited during the early phases, which may limit the potential for development of a community stadium.
- 3.28 Consultation with the major landholder for Cambridge East, Marshall Group, has highlighted that masterplanning discussions and developments are underway for the area. We understand that a draft Spatial Masterplan has been produced by the owner and presented to the Cambridge East steering group and is due for presentation to the Cambridgeshire Horizons Board.
- 3.29 This draft Spatial Masterplan has made use of the majority of the land earmarked for development of high density housing. As a result, there is limited land available to accommodate the community stadium within Cambridge East as part of existing masterplan proposals.
- 3.30 To date, the Marshall Group have undertaken significant work into the feasibility of providing a 'community hub' facility for the local Abbey ward community at the junction of Barnwell Road and Newmarket Road. Marshall Group would be mindful of abandoning these current plans, which have been developed in partnership with the Abbey community, in favour of their inclusion within a community stadium.
- 3.31 It is anticipated that this community hub facility will provide a church hall (shared by at least two faiths), a community hall (capable of hosting badminton) and 15,000 sqft of office space, which will be leased to private businesses.
- 3.32 It should be noted however that Spatial Masterplans and discussions regarding the community facilities to be included in Cambridge East are at an early stage within South Cambridgeshire District Council. As a result, the planning authority is yet to take a firm view on the provision of such facilities, although it is acknowledged that a major arts/ cultural venue is earmarked for the area.
- 3.33 Provision of specific community, leisure and wider amenity facilities are yet to be confirmed for Cambridge East, although it was highlighted that approximately six primary schools and one or two secondary schools will be required to support the new community. It is anticipated that community provision will be developed linked to these schools and that stand alone provision (or provision linked to a community stadium) will therefore be avoided.

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- 3.34 It is important to note that in comparison to other sites that have been identified through this process, Cambridge East is not site specific at this stage – the overall area has been identified as possessing potential but a specific site within the MDA is yet to be identified.
- 3.35 A summary of the key strengths and weaknesses of the Cambridge East site is presented in Table 3.2 below.

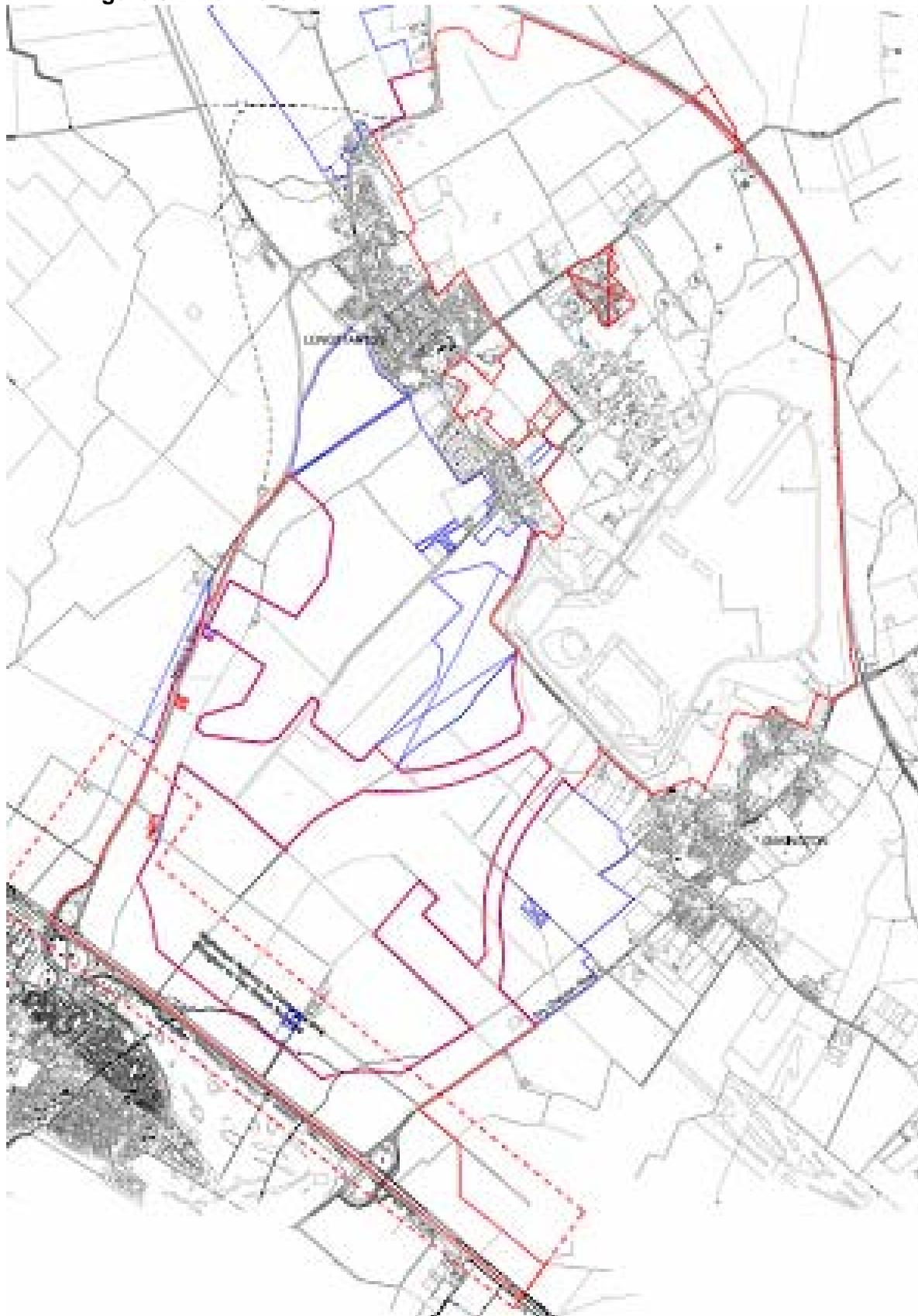
Table 3.2 Key strengths and weaknesses (Cambridge East)

Cambridge East	
Key strengths:	<ul style="list-style-type: none"> • planning documents indicate potential for inclusion of stadia within the Cambridge East area • opportunity to embed a community stadium within the Cambridge East planning and development process and integrate from a ‘forward planning’ perspective • significant potential to create links and collocation with Cambridge East community facilities and infrastructure to be provided (including schools, health, leisure, employment) • existing complementary facilities to the south of the allocated area • potential to leverage developer contributions to help finance development of the stadium
Key weaknesses:	<ul style="list-style-type: none"> • currently not site specific • stadium development potentially contingent on relocation of airport operation (2016) • stadium may not be feasible for inclusion within designated area – may encroach on Green Belt outside of boundaries • long development timescales of approx 15 years • current access perceived difficult • lack of land to accommodate stadium according to draft Spatial Masterplan • conflict with current community facility plans

Northstowe

- 3.36 Northstowe is another proposed MDA located North West of the City of Cambridge within the South Cambridgeshire administrative boundaries. The AAP for Northstowe indicates the size for the total development being 432ha including land required to maintain a separation between the villages of Longstanton and Oakington.
- 3.37 Northstowe will accommodate a new town with a target capacity of 10,000 dwellings (with at least 4,800 of these provided by 2016). An illustration of the Northstowe Area is presented in Figure 3.2 overleaf.

Figure 3.2 Northstowe



SECTION THREE – SITE EVALUATION

- 3.38 There are a number of opportunities for Northstowe as the location of a community stadium linked to its MDA status.
- 3.39 Supporting text within the Northstowe AAP (2007) states that in order for the area to become established as a successful new community, the town will need to provide all the necessary employment, services, facilities and infrastructure required to support a new community of 10,000 dwellings.
- 3.40 The AAP also references a necessity to provide a secondary school and a number of primary schools. These could be included as enabling development opportunities within any stadium provision.
- 3.41 The town centre will be the main defining feature of Northstowe. According to the AAP, it will be crucial to create a town centre where people want to be all of the time because it has the best environment in the whole town and provides a range of opportunities to socialise into the evening. It is also important that it offers locations and facilities to hold community events.
- 3.42 Town centre uses will include shops, restaurants, public houses / bars, commercial services (such as banks, building societies, post office), commercial leisure uses (such as a cinema), library and lifelong learning centre, health facilities, cultural facilities, places of worship and public services including the administrative buildings for Northstowe.
- 3.43 It is understood that a Town Council will also be required and appropriate office provision made. The potential to provide a number of these amenities and integrate civic offices for the Town Council as part of a community stadium could be a significant advantage.
- 3.44 The incorporation of Town Council offices within the stadium or as part of the wider scheme provides opportunity for a unique interface between the Council and residents of the new town and opportunities for increased engagement and a feeling of community involvement.
- 3.45 This overarching vision and the identified uses for the town centre fit well with the principles behind a 'community stadium', which could provide community facilities (library, learning, health) and opportunities for leisure and entertainment either within the complex or as part of the wider stadium development.
- 3.46 There are, however, disadvantages associated with Northstowe as a site for the community stadium. The planning application recently submitted by Gallagher (developer) and English Partnerships has made use of a significant proportion of the land allocations, therefore there is little land available to accommodate the stadium development.
- 3.47 Consultation with South Cambridgeshire District Council Planning Officers indicated that there may be significant opposition from residents of Longstanton and Oakington villages to the inclusion of a stadium within the Northstowe area.
- 3.48 Furthermore, there is a general consensus amongst the clubs consulted that Northstowe is too distant from Cambridge City Centre and their existing locations to be a suitable alternative.

SECTION THREE – SITE EVALUATION

- 3.49 Although there is a strategic requirement to deliver 4,800 dwellings by 2016, it is unclear as to when delivery of facilities to sustain those communities generated through housing provision will be necessary. Provision of large scale community facilities in Northstowe may not be required in the short-term and may be linked to the long term development of the area.
- 3.50 A summary of the key strengths and weaknesses of Northstowe site is presented in Table 3.3.

Table 3.3 Key strengths and weaknesses (Northstowe)

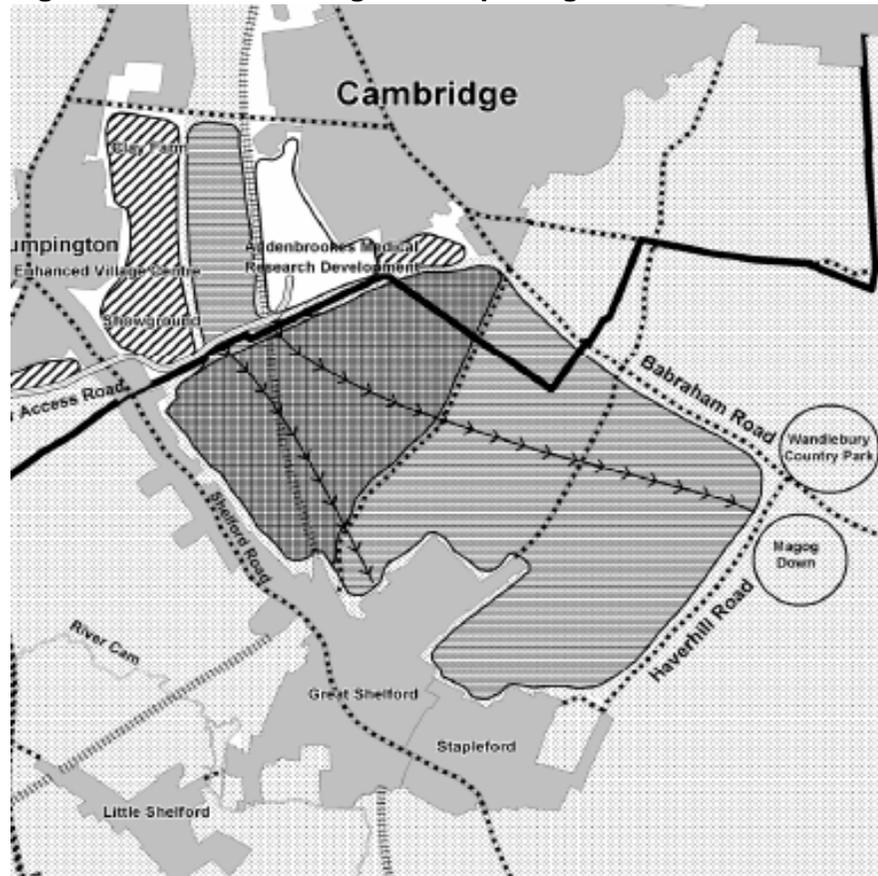
Northstowe	
Key strengths:	<ul style="list-style-type: none"> • opportunity to embed a community stadium within the Northstowe planning and development process and integrate from a ‘forward planning’ perspective • significant potential to create links and collocation with Northstowe community facilities and infrastructure to be provided (including schools, health, leisure, employment) • recognition that community facilities will need to be provided early in development to cater for existing and attract new residents • potential to leverage developer contributions to help finance development of the stadium
Key weaknesses:	<ul style="list-style-type: none"> • delivery timescales unclear (potentially long) • planning application for the site already received by South Cambridgeshire District Council • no reference to community stadium in Northstowe AAP, land allocations almost exhausted • perceived as too distant from clubs current locations and Cambridge City

Southern Fringe

- 3.51 The Cambridge Southern Fringe is an urban extension to Cambridge located to the South of the City, spanning both Cambridge City and South Cambridgeshire District boundaries.
- 3.52 The Cambridgeshire and Peterborough Structure Plan (2003) identifies land to the south and east of Trumpington and adjoining Addenbrooke’s Hospital for development to provide major urban extensions to Cambridge (Policy P9/2c). It requires that provision be made for housing and mixed-use development, as well as a major new employment area, all on land to be released from the Green Belt.
- 3.53 Trumpington Meadows is not a proposal in the Structure Plan but includes recently vacated previously developed land. It provides an opportunity to locate more of the sub-region’s housing requirements in a highly sustainable location on the edge of the City.
- 3.54 Figures 3.3 and Figure 3.4 provide an illustration of the Southern Fringe development areas.

SECTION THREE – SITE EVALUATION

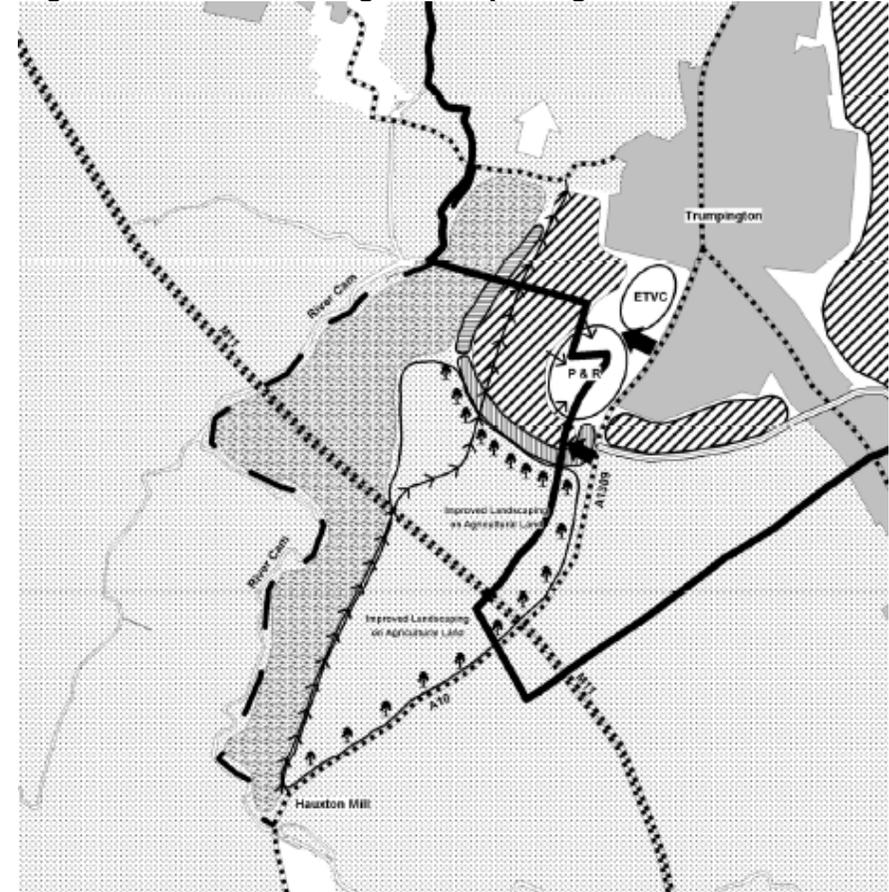
Figure 3.3 Southern Fringe Concept Diagram



- | | | |
|--|----------------------------------|-------------------|
| Country Enhancement Strategy and Ecological Study Area | Existing Road | District Boundary |
| New Foot/Cycle Links | Countryside Enhancement Strategy | Railway |
| New Addenbrooke Link Road | Residential Development | Green Belt |
| Existing Built Up Area | | |

Source: Cambridge Southern Fringe Area Action Plan; Development Plan Document Submission Draft (Jan 2006)

Figure 3.4 Southern Fringe Concept Diagram



- | | | |
|------------------------|--------------------------------|---|
| District Boundary | Residential Development | Country Park |
| Road Access | Riverside development 2 Storey | Foot & Cycle Access to Park & Ride |
| Existing Built Up Area | Gateway development 4 Storey | Green Corridor into Cambridge City Centre |
| Existing Roads | Green Belt | Public Access to parts of River |
| New Cycle/Footpath | Park & Ride | Enhanced Trumpington Village Centre |

SECTION THREE – SITE EVALUATION

- 3.55 Similar to land north of Newmarket Road within the Cambridge East AAP, Trumpington Meadows is capable of early development, provided that sufficient infrastructure and access improvements can be secured without additional impact on traffic. However, since this area has been predominantly earmarked for housing growth (1,200 dwellings), there is little scope for inclusion of a community stadium on this site.
- 3.56 Southern Fringe development concentrates on housing growth around Trumpington and clinical development or research use linked to Addenbrookes Hospital and the relocation of Papworth Hospital. Whilst there are potential health linkages that could be explored for the community stadium, there is little scope for inclusion of the stadium within the Southern Fringe given the land allocations and plans already in place.
- 3.57 Development of facilities related to housing development in Trumpington Meadows will occur mainly within the existing village to create an enhanced Trumpington Village centre. It is unlikely that the scale of a community stadium development will fit with this village setting.
- 3.58 Accessibility is considered problematic, especially via public transport, although the AAP policies require that improvements to this be made via:
- the Cambridgeshire Guided Busway (CGB) route, which will run close to the site and link the area with City
 - a new Park and Ride site towards the terminus end of the CGB, across Hauxton Road.
- 3.59 These transport enhancements will improve the situation of the Southern Fringe in terms of access, although timescales for delivery of these improvements will be linked to the development of the wider areas and are considered undeliverable in the short-term.
- 3.60 A summary of the key strengths and weaknesses of the Southern Fringe site is given in Table 3.4 below.

Table 3.4 Key strengths and weaknesses (Southern Fringe)

Southern Fringe	
Key strengths:	<ul style="list-style-type: none"> • potential linkages with health (hospital) developments for the community stadium (PCT, healthy living centre etc) • opportunity to embed a community stadium within the Southern Fringe planning and development process and integrate from a 'forward planning' perspective
Key weaknesses:	<ul style="list-style-type: none"> • mainly allocated for housing development or medical/research expansion under Local Plan and AAP policies • up to 10.28ha of land will be held until 2016 for future clinical development and research use which may present limitations on stadia development in terms of timescales and site magnitude • access currently limited from within the City and beyond to the North and East and is likely only to develop once significant development of the Southern Fringe for housing and health/research/biotechnology takes place

SECTION THREE – SITE EVALUATION

Cowley Road (Northern Fringe)

- 3.61 The Cambridge Northern Fringe is identified for development in the Cambridge Local Plan (2006)⁹ and in the South Cambridgeshire Local Development Framework (LDF). It incorporates a large area of land across the northern boundary of the City.
- 3.62 The Cowley Road site is situated in the eastern edge of the Northern Fringe MDA to the north west of the City.
- 3.63 The site is owned by Cambridge City Council and currently accommodates a Park and Ride site (leased to Cambridgeshire County Council) which is to be relocated to Milton and a golf driving range. The site is constrained by the water treatment/ sewerage works to the north and the business units to the east extending to Chesterton Sidings (a development area within the South Cambridgeshire District Council administrative boundary).
- 3.64 An illustration of the Cowley Road site is provided in Figure 3.5 below.

Figure 3.5 Cowley Road site (Northern Fringe)



- 3.65 The Northern Fringe has allocated 35ha of land for housing, comprising approximately 2,300 dwellings. An additional 6ha has been earmarked for employment led development.
- 3.66 Plans to accommodate this volume of housing across the entire area are contingent on the relocation of the water treatment works. Cambridgeshire County Council has undertaken an initial investigation into this relocation with the operator of the water treatment works (Anglian Water) and has resolved this to be unachievable.

⁹ The Cambridge Local Plan (2006) identifies the Cowley Road site for mixed use development.

SECTION THREE – SITE EVALUATION

- 3.67 Northern Fringe principal land uses illustrate the necessity for provision of 3ha of land for primary schools. The inclusion of a primary school within the community stadium or wider site would fit with the ethos of such a facility but is currently considered inappropriate for the Cowley Road site in particular.
- 3.68 Since relocation of the water treatment works has been deemed unfeasible, housing growth in the vicinity will be curtailed but the propensity for mixed use/ employment led development enhanced. It should be noted that as a result of the Local Transport Plan, the County Council have planning permission to relocate the Park and Ride operation from the Cowley Road site to the Milton site (see later in this section) which will increase the available footprint and therefore the potential scale of facility.
- 3.69 The Northern Fringe is considered to be at the heart of the Cambridge football supporter community, with support for CUFC drawn from this area in particular. This is an advantage for a community stadium since it will be within the existing football supporter base.
- 3.70 Access to the site is currently via Cowley Road only. However, the CGB will run south of the site and proposed development of a station and interchange at Chesterton on the Cambridge to Kings Lynn main line (which will link with the proposed CGB) will significantly improve public transport accessibility in the future.
- 3.71 Furthermore, this site is within the City boundary and close to the A14/A10 junction, although no access directly from the A14 is currently available. Overall however, the long-term picture for accessibility by both private and public transport is positive.
- 3.72 Whilst there is potential for enabling development linked to the business units to the east of the site, this is limited in comparison to other sites. The scale and type of enabling development required to help finance the construction of the stadium is likely to be limited since the water treatment works will not be relocated.
- 3.73 There is potential to include community sports facilities, health facilities and community facilities on a small scale on this site, although the potential to include additional community facilities is limited due to a lack of current and confirmed future local residents, which detracts from the principles behind such a community facility.
- 3.74 The site could potentially accommodate a synthetic turf pitch (STP) or commercial five-a-side provision on the wider site which would address a specific local need and provide opportunities for the community to engage in sport and physical activity.
- 3.75 The development of a stadium that has a community focus through business and enterprise rather than sport, leisure and health can be considered as an option for this site. Indeed, given its location and current planning status, this may be a more acceptable proposal to the local planning authority. The relative merits of a scheme with an orientation towards business and enterprise rather than a community sport, health, education etc will need to be considered by the steering group in light of the key priorities for the scheme.
- 3.76 A summary of the key strengths and weaknesses of the Cowley Road site is presented in Table 3.5.

Table 3.5 Key strengths and weaknesses (Cowley Road site – Northern Fringe)

Cowley Road site [Northern Fringe]	
Key strengths:	<ul style="list-style-type: none"> • site is Council owned • adjacent to CGB, P&R site and future development area (Chesterton Sidings) • potential for business/enterprise led stadium development • subject to more detailed assessment, considered more likely to be acceptable in planning terms than other sites assessed
Key weaknesses:	<ul style="list-style-type: none"> • small site – limited enabling development opportunities (impact on affordability) • deemed less suitable for community provision eg health, leisure, education etc as not in residential area, although small scale provision could be accommodated • scope of enabling development limited by adjacent water treatment works • accessibility issues via private transport due to singular access route along Cowley Road

North West Cambridge

- 3.77 Two new residential areas are planned in North West Cambridge, providing approximately 3,000 new homes in a landscaped environment.
- 3.78 The site adjoins the southern edge of Girton village and includes all of the open land between the present edge of Cambridge and the M11 motorway between Huntingdon Road and Madingley Road.
- 3.79 Land between Madingley Road and Huntingdon Road will be developed by Cambridge University to meet its long term needs for additional faculty and research space to supplement land already being developed in West Cambridge.
- 3.80 Land between Huntingdon Road and Histon Road will be developed to provide a new high-quality residential suburb with a range of local facilities and open spaces.
- 3.81 An illustration of North West Cambridge is provided in Figure 3.6 overleaf.

Figure 3.6 North West Cambridge



Source: Cambridge Local Plan Proposals Map Redeposit Draft (Cambridge City Council)

- 3.82 The North West Cambridge site is predominantly located within the Green Belt and can only be brought forward for development when the University can demonstrate a clear need for its release. The Cambridgeshire and Peterborough Structure Plan (2003) indicates that the site should be released for housing and mixed use development.
- 3.83 The site outline above is taken from Cambridge University's masterplan document for the land between Madingley Road and Huntingdon Road.
- 3.84 Cambridge University's development aspirations up to 2025 include the provision of between 2,000 and 2,500 dwellings across the site, primarily to accommodate University needs for staff housing (key workers) and 2,000 units of student accommodation.
- 3.85 Furthermore, there is a requirement for additional faculty space (academic facilities) with additional commercial research and development space.
- 3.86 The North West Cambridge Draft Area Action Plan (Preferred Options - Volume One, October 2007) states that the new University quarter will also contribute to meeting the needs of the wider city community.
- 3.87 To this end, the provision of hotel and conference facilities, community facilities (including primary schools, shops and other amenities) public open space and recreational areas will be necessary.

SECTION THREE – SITE EVALUATION

- 3.88 The potential to link the stadium development with enabling developments such as primary schools and other local amenities is a key strength of this site. Furthermore, the provision of student accommodation within community stadia has been undertaken in other recent developments (Leyton Orient FC, Bristol City FC and currently under consideration for the Olympic Stadium in Legacy mode) and could be another key strength of this site.
- 3.89 Existing access, as with other sites towards the west of the City, is difficult. However, masterplanning exercises undertaken by the University highlight improved access from Huntingdon Road and Madingley Road and the draft AAP makes provision for improved infrastructure to accommodate development. Moreover, indicative plans provide a Park and Ride facility as part of the development scheme, which could significantly enhance public transport access.
- 3.90 Additionally, the site is in the vicinity of a significant proposed development by the University to extend its sports facilities south of Madingley Road. Planned facility developments include an eight court sports hall, STP provision, four Fives Courts (Eton and Rugby Fives) and squash courts. These facilities will be primarily for University use with some community use.
- 3.91 Whilst the community stadium is not considered appropriate for this particular site, the potential to create a critical mass of sporting facilities in the area by linking with the North West Cambridge development is considered a key strength.
- 3.92 The planning process for North West Cambridge is well advanced and masterplanning has already been undertaken by the University. As a result, there is limited potential to include the community stadium in the proposals for the area at this late stage.
- 3.93 Furthermore, land released from the Green Belt is perceived unsuitable for a community stadium in the context of this development site particularly since it has been allocated primarily for housing and educational use by the University.
- 3.94 Delivery timescales are also unclear. The provision of the community stadium will be linked to the wider development of the site, anticipated to occur over the next 15 years. Deliverability is therefore considered a key weakness of the North West Cambridge site.
- 3.95 The key strengths and weaknesses of the North West Cambridge site are presented in Table 3.6 overleaf.

Table 3.6 Key strengths and weaknesses (North West Cambridge)

North West Cambridge	
Key strengths:	<ul style="list-style-type: none"> • existing enabling development opportunities with provision of student accommodation within stadium and with wider community facility provision • links with University sports facility development south of Madingley Road
Key weaknesses:	<ul style="list-style-type: none"> • masterplan already produced and planning process well advanced (reduced opportunity to integrate community stadium with this development) • land allocations make no reference to community stadium, predominantly for housing and University uses. • land released based on University development needs – does not include a need for a community stadium [University buy-in unlikely]

Anglia Ruskin University site

- 3.96 Towards the end of the study process an area of Anglia Ruskin University land situated adjacent to Huntingdon Road on the outskirts of Cambridge, near to the village of Girton was also identified for consideration.
- 3.97 The area falls outside of the Cambridge City boundary and as a result is outside of the diagrammatic representation of the North West Cambridge area provided in Figure 3.6 (since this was taken from Cambridge City Council’s draft proposals map). Although outside of the Cambridge City boundary, it is understood that the Howes Close site is allocated within the North West Cambridge Major Development Area under the jurisdiction of the South Cambridgeshire District Council planning authority.
- 3.98 Currently, the plot (known as Howes Close) comprises a sports pavilion and sports fields. These two fields provide relatively poor quality pitches for football and rugby uses and are subject to flooding and are often waterlogged during the winter. s
- 3.99 Anglia Ruskin University has recently submitted a bid to the Football Foundation to improve the quality of the existing pitches and pavilion facilities as well as develop a synthetic 3G training pitch with floodlights.
- 3.100 It is unclear whether these proposals will be successful given that the site is located within the Green Belt but also within the North West Cambridge development area. Therefore, further clarity is required from South Cambridgeshire District Council LA Planning Officers to identify whether a community stadium development is acceptable in planning terms.
- 3.101 Figure 3.7 overleaf provides an aerial view of the site in comparison to the North West Cambridge development area identified by Cambridge City Council in their Local Plan Proposals Map (Redeposit Draft). The aerial view and our initial research highlight the close proximity of residential development on the western borders of the fields.

3.102 Given the proposed development of training pitches, there appears to be very limited space left for a community stadium and the necessary car parking infrastructure on the site. Accessibility is also thought to be a problem given the position of the site next to a village and set back from the main road.

Figure 3.7: Howes Close site



— = Howes Close

3.103 It is recommended that further work is undertaken to confirm whether the Howes Close site is suitable for a stadium development, particularly as it has not been possible within this study to discuss the site in detail with local Planning Officers. Initial analysis and feedback has identified that the site is unlikely to be ideal for a stadium since it lies in the Girton Gap and is within the Green Belt. Given the site's function in preventing coalescence of the main built-up area of the City with the surrounding villages, the proposal to develop a community stadium would be likely to meet with opposition from Cambridge City Council.

Blue Circle site

3.104 The 'Blue Circle site' is located to the east of the City within Cambridge City Council boundaries. A railway line runs to the south, with Coldhams Lane to the north and a business park to the eastern border the site.

3.105 The eastern portion of this site is affected by the existing airfield safety zone which precludes developments and may restrict the development of a community stadium. It is owned by Land Securities and is currently designated as 'white land' under the Cambridge Local Plan (2006), having had previous open space protection removed.

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- 3.106 The site is immediately south of the designated area for the Cambridge East development across Coldhams Lane. This creates significant advantages in terms of future populations and potential markets.
- 3.107 Furthermore, there is an existing health club operation (Next Generation) immediately to the east. This provides a rationale for the collocation of other leisure facilities in the immediate area to create a 'community sports destination' for Cambridge, including the community stadium, ancillary pitch provision and wider enabling development linked to commercial leisure (eg bowling, cinema, restaurants etc). This type of development could also provide useful amenity value for the new community of Cambridge East given its proximity to the site.
- 3.108 Land immediately to the east of the existing health club is preserved as open space which presents opportunities for the provision of community football pitches for outdoor sports use in the surrounding area.
- 3.109 Figure 3.8 provides an illustration of the Blue Circle site.

Figure 3.8 Blue Circle site



- 3.110 The site area considered for development of the community stadium has previously been used for landfill. As such, ground condition issues may be experienced which in turn may preclude development of a community stadium, although this requires further investigation. This may also limit enabling development opportunities.
- 3.111 The site is also adjacent to a City Wildlife Site and is therefore expected to elicit planning objections based on the potential impact on the local wildlife.

- 3.112 Furthermore, access is constrained and limited to a singular route via Coldhams Lane. The railway and pits to the south of the site limit access improvements which could be made.
- 3.113 Infrastructure improvements related to the Cambridge East development will enhance the accessibility of the area, although these improvements will be dependant on the delivery timescales for Cambridge East, which are anticipated to be around 2016.
- 3.114 A summary of key strengths and weaknesses for the Blue Circle site is provided in Table 3.7.

Table 3.7 Key strengths and weaknesses (Blue Circle site)

North West Cambridge	
Key strengths:	<ul style="list-style-type: none"> • unallocated land from planning perspective available for development • adjacent to Cambridge East • potential to locate community, health, leisure and school facilities on the site to accommodate new Cambridge East community in the future • existing complimentary facilities (Next Generation & open space)
Key weaknesses:	<ul style="list-style-type: none"> • former landfill use – potential impact on stadium and enabling development • airport safety zone overlaps eastern edge of the site • adjacent City Wildlife Site (constraint identified in the Cambridge Local Plan 2006) • current access difficulties

Barton Road

- 3.115 The Barton Road site is located to the west of Cambridge City within South Cambridgeshire. It is a large site (approximately 32ha in total) adjacent to the Queens’ College Sports Ground and King’s and Selwyn College’s Sports Ground to the north east of the site. Cambridge RUFC is situated approximately 1km east of the site. An illustration of the site is provided in Figure 3.9 overleaf:

Figure 3.9 Barton Road



- 3.116 As illustrated in Figure 3.9, the site is almost immediately adjacent to the M11 (junction 12) providing excellent access from outside of Cambridge via private transport. However, access from within the City towards the site (along Barton Road), especially via public transport, is a major issue and a key weakness associated with this site.
- 3.117 The land is located within the existing Green Belt. As a result, its release for development of a community stadium is believed to be extremely unlikely as confirmed by Planning Officers from South Cambridgeshire District Council.
- 3.118 This is supported by previous planning applications for the site that have been refused. A sports-led development, including a cricket academy and relocated premises for both the Police and Fire Brigade from within Cambridge was refused permission.
- 3.119 Furthermore, Cambridge City Council have reinforced an opposition to development in the area through defending a recent legal challenge by a local developer (Ashwells).
- 3.120 The developer submitted a legal challenge to the adoption of the Cambridge Local Plan in July 2006, claiming the Council gave insufficient consideration to removing a site north of Barton Road from the Green Belt. However, Cambridge City Council have resisted this challenge to date and give evidence of limited accessibility by public transport to jobs, shops and services, as well as flooding issues, and a detrimental impact on views of Cambridge to justify their argument.
- 3.121 The above planning limitations are examples of other key weaknesses of the Barton Road site in terms of the potential development of a community stadium. A summary of further key strengths and weaknesses of the Barton Road site is provided in Table 3.8.

Table 3.8 Key strengths and weaknesses (Barton Road site)

Barton Road	
Key strengths:	<ul style="list-style-type: none"> • close to CRUFC and College Sports Grounds • good private transport access via M11 • considered an appropriate location by all clubs consulted
Key weaknesses:	<ul style="list-style-type: none"> • Green Belt land – development permission unlikely and enabling development will be limited (affordability issues) • poor public transport links • costs associated with infrastructure improvements required to improve access likely to be high (affordability issues)

Cambridge RUFC (CRUFC)

- 3.122 Cambridge RUFC is located to the west of the City on Grantchester Road, currently occupying approximately 8.5ha of land.
- 3.123 The site is subject to a covenant agreement with King’s College. It currently holds six pitches, including two floodlit for rugby and one adult football pitch, which is used by Cambridge City Ladies FC. The ground also provides a two-storey clubhouse with grandstand seating for 250, including a function and bar area.
- 3.124 An illustration of the site and its facilities is provided in Figure 3.10 overleaf.

Figure 3.10 Cambridge RUFC



- 3.125 CRUFC have plans to develop land to the rear of the pavilion to accommodate three additional rugby pitches and are currently seeking to improve their changing provision.
- 3.126 The club has experienced significant opposition in undertaking the development of its site to date, related to the site being within the Green Belt and development being limited as a result.
- 3.127 CRUFC have faced firm opposition from local residents with regard to development of their pavilion and floodlighting to two of their pitches. Restrictions are currently in place regarding the use of the floodlights.
- 3.128 The site itself is of sufficient size to accommodate a community stadium development and the existing sports activity (both football and rugby, including significant junior rugby development) would complement such provision.

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- 3.129 Whilst there are floodlights on-site, its location within the Green Belt is likely to preclude development of any significant scale and limit enabling development opportunities, both of which are considerable weaknesses of the site.
- 3.130 The CRUFC site is also located within the flood plain, which presents ground condition issues for both ancillary playing pitches and the stadium pitch itself. This may also inhibit the enabling development opportunities available.
- 3.131 Access to the site, as with others to the west of the City, is problematic. The club acknowledges access issues relating to Grantchester Road, which can become congested on match days, especially when there is also activity at the Pembroke College Sports Ground on the opposite side of the road. Whilst private transport access via the M11 and Barton Road is good, access via public transport is limited.
- 3.132 Furthermore, the site boundary with Fulbrooke Road to the north is likely to result in significant objections to any large scale development (as previously experienced by CRUFC).
- 3.133 A summary of the key strengths and weaknesses for the CRUFC site is presented in Table 3.9:

Table 3.9 Key strengths and weaknesses (CRUFC site)

CRUFC site	
Key strengths:	<ul style="list-style-type: none"> • large site with complementary existing usage • under full ownership of CRUFC (covenant in place)
Key weaknesses:	<ul style="list-style-type: none"> • Green Belt land – development permission unlikely and enabling development will be limited (affordability issues) • restrictive covenant related to Kings College could impact on development of the site • poor public transport links • located within flood plain – ground condition issues • costs associated with infrastructure improvements required to improve access likely to be high (affordability issues) • poor vehicular access off a minor road

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Milton

- 3.134 The Milton site is located to the north east of the City, within South Cambridgeshire. It is adjacent to the A10 and within 1km of the A10/A14 junction with the village of Milton immediately to the east, across the A10.
- 3.135 Cambridge Regional College and Cambridge Science Park are located to the south east and south west of the site respectively. This is a considerable strength of the site given potential linkages with education and commercial businesses that could be developed to promote enabling development on the site and community use of facilities.
- 3.136 An illustration of the site is provided in Figure 3.11 below

Figure 3.11 Milton site



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- 3.137 The site is located within the Green Belt, unlikely to be removed in the short term and as such presents significant barriers to development, similar to that for the other Green Belt sites identified in this review.
- 3.138 Work is underway to construct a Park and Ride on the northern edge (relocated from the Cowley Road site). There is an existing landfill operation on the site (due to terminate in 2010). We also understand that a former egg packaging plant has been granted permission to develop 70,000sq ft of industrial space on 2.5ha of land (North Cambridge Business Park) on the site.
- 3.139 The existing landfill area could be used in the future for open space / playing fields. If possible to link to a community stadium, this could potentially provide training facilities for tenant clubs and local communities. This would satisfy the planning conditions attached to the landfill site in particular to return it to countryside in appearance. Making effective use of land previously used for landfill is a particular benefit of this site, given that usage of the land in the future will be inherently restricted.
- 3.140 The site is considered 'ideal' by all clubs and has good access by private transport (from the A10/A14) although further input from the Highways Agency regarding the capacity of both of these major roads will be required.
- 3.141 Currently, public transport access is considered poor due to a lack of bus routes and pedestrian and cycle links that take people from the City on an unacceptable route through Milton village. This will be improved in the future via the CGB which will run past the south east corner of the site on the opposite side of the A10 within the Cambridge Regional College complex. Access to the Milton site could then be enhanced through development of an existing access point under the A10 in the south west corner which would provide better access from within the City.
- 3.142 The proximity of Cambridge Regional College presents potential links with education provision but also a significant student population who may make use of any wider leisure facilities or ancillary pitch provision provided as part of the stadium development. We understand that the College currently make use of facilities at Histon FC to supplement their need for playing pitch facilities.
- 3.143 Discussion with Cambridgeshire FA has highlighted previous plans to provide an STP on the Cambridge Regional College site before priority was given to the provision of additional educational facilities. The College has provided a letter of interest to the owner of the site, indicating significant support for and usage of a community stadium with ancillary pitch provision. Whilst this has no impact in planning terms and the suitability of the site at present, this presents advantages regarding the sustainability of the facility and links with the philosophy of a 'community stadium'.
- 3.144 The site is located close to Milton Village, which we understand to have particular deficiencies of playing field space. Milton Parish Council and Milton Football Club have recently obtained planning permission to develop playing field space approximately 0.5miles north of the Milton site, along the A10 corridor.
- 3.145 This site presents particular opportunities (related to the landfill site and associated planning conditions) to provide ancillary pitch/ playing field provision to accommodate local football teams, such as Milton Football Club. There may also be potential to leverage planning gain for village facilities in Milton, such as the existing Community Hall, which we understand to be in need of refurbishment.

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- 3.146 Discussion with the developer in ownership of the freehold for the site (and with a 10 year option for development of the wider site) has highlighted interest in providing a community stadium within the area they own, as well as enabling development opportunities.
- 3.147 Whilst discussions with the developer of the site has highlighted opportunities for commercial enabling development and positives have been highlighted relating to use of land previously used for landfill and all clubs seeing the site as 'ideal', the existing Green Belt status precludes any such development from occurring for the period that this designation remains.
- 3.148 Overall, despite the key strengths identified, the site remains within the Green Belt, which presents a particular barrier to development. Consultation with South Cambridgeshire District Council Planning Officers has indicated that development will not be permitted due to the site being *'located in an unsustainable location in the Cambridge Green Belt unrelated to any centres of population'*. As such, whilst positives have been identified for this site, these attributes relate to the removal of its' Green Belt status which will not occur in the short term and are as result, irrelevant at this stage.
- 3.149 Whilst Churchmanor has submitted representations to the Planning Inspector with respect to this site, the current Local Development Framework (LDF) preparation round for South Cambridgeshire is almost at a close and the opportunity to influence this process from a forward planning perspective is minimal. Furthermore, these representations have included no detailed plans, therefore it is assumed unlikely that the planning designation on the Milton site will be changed. As a result, the site is considered undeliverable in the short term.
- 3.150 This limited short-term availability is further emphasised by a planning application submitted by Waste Recycling Group (WRG), the operator of the landfill site, to extend the life of the landfill operation to 31 December 2020. It is clear that the operator has a long term interest in this site which may further inhibit development in the short or medium-term.
- 3.151 A summary of the key strengths and weaknesses of the Milton site is presented in Table 3.10.

Table 3.10 Key strengths and weaknesses (Milton)

Milton site	
Key strengths:	<ul style="list-style-type: none"> • large site with critical mass of potential users (sustainability and affordability positive) • good access via private transport • public transport access may be improved via CGB running close to the site and related access improvements to the site • potential to accommodate existing community demands (eg demand for playing pitches from Milton FC and recreation space from Milton Parish Council) on site • links with education, community, health and wider leisure provision • developer interest in provision of a community stadium on this site (willing to undertake development as soon as possible)
Key weaknesses:	<ul style="list-style-type: none"> • Green Belt land – development permission unlikely and enabling development opportunities limited (affordability/sustainability issues) • poor current public transport links with access issues via Milton village • current planning application to extend use of landfill operation to 31 December 2020 – indicates long term operator interest in the site and may further limit short-term delivery options • programming conflict with Park and Ride activity (both stadium and P&R busy on Saturday afternoons) • costs associated with infrastructure improvements required to improve access likely to be high (affordability issues) • ground suitability issues due to use of the site for landfill, which could in turn have affordability implications • could potentially compete with provision at Histon FC site.

Arbury Park

3.152 Arbury Park is located to the north of the City between the Cambridge City boundary and the A14. It is large site within the boundaries of South Cambridgeshire District Council, which has been allocated for residential development.

3.153 The site is to provide 900 homes of which 120 will be affordable. Development will also include a primary school (operational as of September 07), small community centre and facilities, children’s play facilities and a new primary school.

3.154 An illustration of the site is provided in Figure 3.12.

Figure 3.12 Arbury Park



- 3.155 Planning for the site has been granted and development is underway. This will include main site roads, underwater attenuation tanks, an acoustic fence alongside the A14 and the majority of the 19 housing sites.
- 3.156 Private transport access to the site is good via the A14 junction with Histon Road and public transport links will be improved through the development of the overall site. Two stops for the CGB will be included within the development. Enabling development can be explored linked to hotel provision on the west of the site, currently being investigated by the developer.
- 3.157 The developer (Gallagher Estates) is also working on plans to include commercial development alongside the A14 to provide a more appealing 'acoustic barrier' along the roadside edge.
- 3.158 However, site constraints indicate that there is unlikely to be sufficient land available to develop a scheme on the scale of a community stadium.
- 3.159 Since the primary school and playing fields have already been constructed, there are limited opportunities to explore education linkages with the community stadium for this site.
- 3.160 As planning permission has already been granted for this site, major land allocations have been utilised and there is little scope for including a community stadium of any significant scale.
- 3.161 The key strengths and weaknesses of this site are summarised in Table 3.11.

Table 3.11 Key strengths and weaknesses (Arbury Park)

Arbury Park site	
Key strengths:	<ul style="list-style-type: none"> • opportunities for enabling development linked to hotel provision being explored by the developer and wider commercial leisure uses • good access via both private and public transport, continued improvements linked to infrastructure developments • potential linkages with community provision and planned 'high quality all weather football training area'
Key weaknesses:	<ul style="list-style-type: none"> • planning permission already granted and work underway on site – unlikely to yield sufficient land to accommodate development of community stadium • developer unlikely to include community stadium at this stage in development

Site evaluation summary

3.162 Table 3.12 presents a summary of the site evaluation process based on the key strengths and weaknesses for each site. It is presented using a 'traffic light' system to identify the suitability of each site against the assessment criteria (as detailed earlier in this Section and in Appendix B). A 'green light' reflects that the site fulfils requirements for a given criteria, 'amber' reflects that there are issues that would need to be addressed in relation to the site but it is thought there is potential to overcome these issues, whilst 'red' reflects that there is a significant barrier to the site being suitable which is unlikely to be overcome under current conditions.

SECTION THREE – SITE EVALUATION

Table 3.12 Site evaluation summary

Evaluation Criteria	Site 1: Milton	Site2: Barton Road	Site 3: CRUFC	Site 4: Camb. East	Site 5: Blue Circle	Site 6: Cowley Road	Site 7: Arbury Park	Site 8: Northstowe	Site 9 Southern Fringe	Site 10 North West Camb.
Site factors (size, proximity to housing, ground conditions, visibility, compatibility with on site/neighbouring facilities)										
Development context (other plans for the site, plans for neighbouring sites)										
Planning status/ acceptability (local plan status, environmental impact, likelihood planning permission/potential planning objections)										
Transport/ access (issues/ perceptions relating to access to the site, alternative transport modes, parking, traffic impact)										
Ownership issues (security of tenure/ownership and potential impact on timescales & costs)										
Development implications (timescales, capital cost implications, long term costs)										
Overall suitability for 'Community Stadium'										

SECTION THREE – SITE EVALUATION

- 3.163 The following case study illustrates the potential footprint required to deliver a comprehensive core stadium and additional community sport / physical activity facilities of a significant scale. This has been highlighted bearing in view of the site evaluation findings that have identified three potential sites which are outlined in further detail below.

Case Study – Stadia footprints and additional facilities	
<p>The Doncaster Keepmoat Stadium complex straddles a 40 acre site.</p> <p>This site includes a 15,700 all seated stadium, a soccer centre (including eight mini and one full size STP), an athletics track and grass playing surface. Furthermore the stadium complex includes a health and fitness club and IT suite and car parking for 1000 vehicles.</p> <p>Our analysis of recent benchmark developments has identified that core stadium facilities without any additional supporting or enabling development tend to require a footprint of approximately 6 to 8 acres.</p>	

- 3.164 Three sites have emerged as having potential for the development of a community stadium. These are:
- Cambridge East
 - Cowley Road
 - Milton.
- 3.165 Each of the short listed sites present particular opportunities and issues for development which are summarised in Tables 3.13-3.15.

Table 3.13: Milton

Opportunities	Issues
<ul style="list-style-type: none"> • large site with existing potential user base and community surrounding it • enabling development opportunities already identified by owner and developer • potential to make use of landfill site for playing field/open space 	<ul style="list-style-type: none"> • Green Belt land – development of stadium and enabling development prohibited • potential programming conflicts with Park and Ride (both facilities busy on Saturday afternoons) • costs/ other impacts associated with development on landfill site
<p>Conclusions: Whilst large-scale community stadium and ancillary facilities (playing pitches, leisure, health, education etc) may be appropriate for this site, they cannot currently be developed due to its Green Belt status. Linkages to education (Cambridge Regional College) could be established and local needs addressed (eg Milton playing fields) on the site. Considered undeliverable in the immediate future with affordability issues linked to lack of enabling development opportunities through planning constraints. Long term potential exists with review of Green Belt in the future.</p>	

Table 3.14: Cambridge East

Opportunities	Issues
<ul style="list-style-type: none"> • indication of planning acceptance of the area through Area Action Plan references • potential linkages with wider community provision (schools, health, leisure, employment, amenity facilities) • 'blank canvas' approach to development 	<ul style="list-style-type: none"> • timescales unclear (dependant on airport relocation) • land allocations fully utilised – little room to accommodate community stadium • concern over conflict with existing community facility development plans
<p>Conclusions: Potential for sustainable community stadium, which can be embedded within the new community through long-term planning influence and masterplanning of the Cambridge East area. Potential to leverage additional finance through developer contributions. Concerns over conflict with existing plans for community provision and availability of sufficient land for development. This site offers a medium-term delivery solution attached to the delivery of Cambridge East.</p>	

Table 3.15: Cowley Road

Opportunities	Issues
<ul style="list-style-type: none"> • council owned site - increases potential affordability • adjacent to CGB and future development area (Chesterton sidings) • unlikely to attract significant planning issues • provision of a stadium linked to wider business benefits rather than community benefits could be considered 	<ul style="list-style-type: none"> • relocation/termination of existing driving range operation • small site – limited enabling development opportunities decreasing affordability • reduced opportunity to include wider community linked facilities inhibiting the development of a ‘community stadium’ • potential sustainability issues linked to restricted community involvement • perceived accessibility issues via Cowley Road
<p>Conclusions: Site can only accommodate a small-scale stadium with limited ancillary pitch and community provision (although an STP and/or commercial five-a-side could be feasible). Lack of a significant ‘community’ surrounding the stadium limits the potential to truly ingratiate the development within the local and wider Cambridge community and provide facilities to create a significant community offering. Limited community access and facilities presents potential sustainability issues. Planning constraints perceived limited and therefore deliverable in the short term.</p>	

- 3.166 Whilst considered to have particular benefits for community sport and physical activity, education linkages and community benefits, the Milton site is considered to be a long term option. Its current designation within the Green Belt is unlikely to be changed in the immediate future therefore its potential as a site for the delivery of a community stadium is currently limited.
- 3.167 The Cambridge East site has similar benefits to that of Milton, linked to the necessary provision of facilities for the new communities. There are issues to overcome linked to existing plans for community provision and the volume of land available to accommodate development, however, a community stadium is potentially deliverable in the medium term (aligned to the delivery timescales for Cambridge East).
- 3.168 Cowley Road presents a short term delivery solution for a community stadium, however, its size limits the potential community facilities which could be included or collocated, although there is considered to be some opportunity linked to business and enterprise.
- 3.169 It is recommended that the Project Partners now take forward the three sites identified for further discussion with clubs, relevant local planning authorities etc to identify a preferred site for development which can accommodate the vision for a community facility for Cambridge and a stadium which suits the needs of all stakeholders and the wider local community as much as possible.
- 3.170 Having identified a preferred site for development, it is recommended that a masterplanning exercise be undertaken to develop a clear strategic way forward for development.

Supporting and enabling development

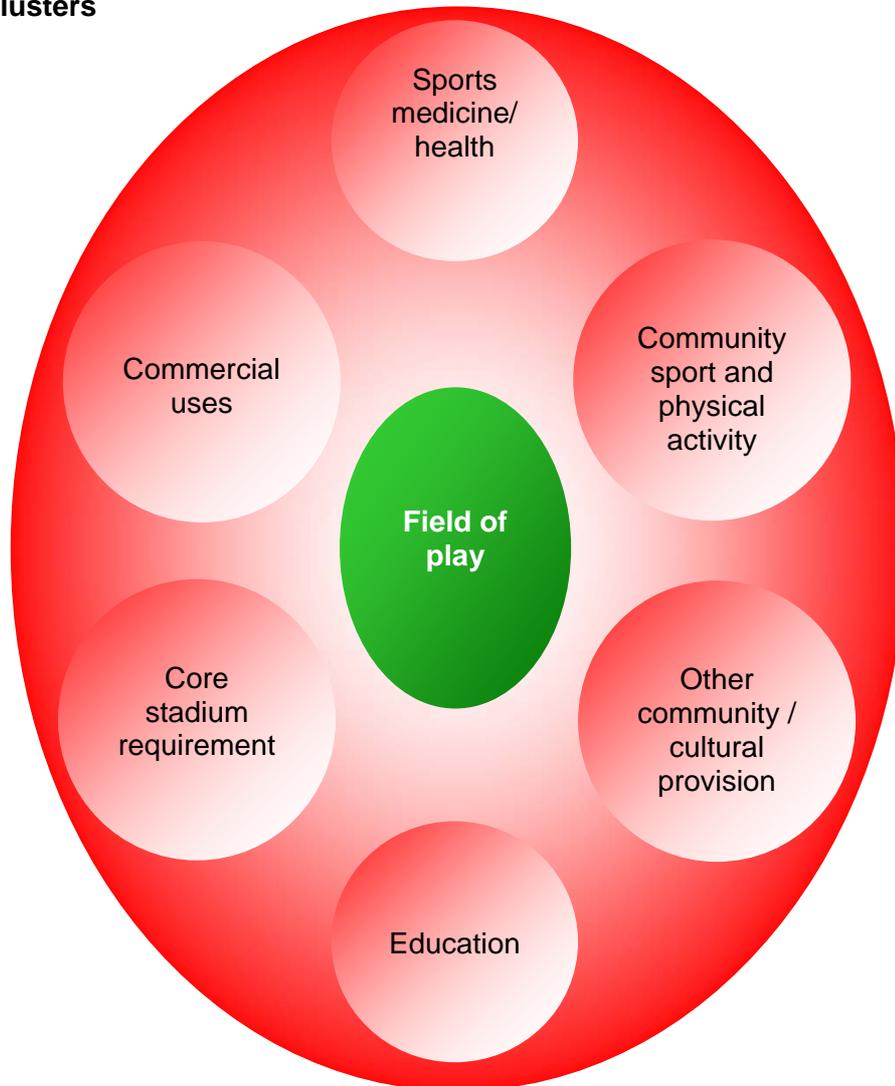
Introduction to supporting and enabling development

- 4.1 This section provides a summary of the analysis undertaken in relation to the opportunities for supporting and enabling development, both within the core stadium and on the wider stadium site. In analysing these opportunities we have aimed to optimise community benefits, and financial viability, both in terms of capital financing and sustainable revenue streams.
- 4.2 Recent examples of community stadia best practice have embraced the concept of a 'living stadium' designed to make a positive contribution to the local environment and community. In operational terms, living stadia are accessed, used and embraced by the local community to a greater extent than traditional stadia.
- 4.3 Of key importance to ensuring that a scheme provides a genuine community stadium, are the developments and facilities that coexist within or alongside the core facility. It is the success of these facilities that will determine whether the facility is embraced by the local community and the extent that it will be used outside of match days. The makeup of these facilities will also determine the extent of capital funding required to finance the scheme and overall operational sustainability.
- 4.4 For the purpose of this study, the facilities that can be provided as part of a stadium development have been grouped in two categories:
- supporting development - facilities provided to increase the community benefits of the scheme
 - enabling development - facilities provided to the overall financial viability of the scheme.
- 4.5 The starting point for our analysis of supporting and enabling development was to identify a long list of potential development opportunities. This long list was then refined to ensure its relevance to Cambridge and to reflect the objectives of stakeholders. This refinement of the list of development opportunities has been undertaken based on consultation with key stakeholders, market appraisal analysis and consideration of best practice in other comparable stadia.
- 4.6 The remainder of this section is presented under the following headings:
- overview of development opportunities
 - site specific supporting and enabling development.

Overview of development opportunities

4.7 The analysis of development opportunities has enabled us to group potential facilities into six cluster groups, as set out in Figure 4.1.

Figure 4.1 Stadium infrastructure and wider site – development opportunity clusters



4.8 A more detailed breakdown of potential facilities encapsulated in the development opportunity clusters is presented in Table 4.1.

Table 4.1 Development opportunities – stadium infrastructure and wider site

	Cluster	Key uses considered
A	Core stadium requirements	<ul style="list-style-type: none"> • stadium and circulation amenities • players and officials areas • venue management, operations and security
B	Sports medicine/ health	<ul style="list-style-type: none"> • sports medicine provision (for professional club tenants and local community) • healthy living centre • PCT/ health service provision
C	Community sport and physical activity	<ul style="list-style-type: none"> • football club academy (eg CUFC) • community health and fitness • flexible indoor sports space • ancillary provision, crèche • playing fields/ open space provision • other sports provision
D	Education	<ul style="list-style-type: none"> • CUFC 'playing for success' centre • community classroom • school/nursery • adult education
E	Other community/ cultural provision	<ul style="list-style-type: none"> • dance / rehearsal / performance space • flexible meeting space for community use/coaching courses etc
F	Commercial uses	<ul style="list-style-type: none"> • bars and restaurants • branded health and fitness • hotel • business/office accommodation • business incubation units • branded play/ children's activities • conference/ exhibition space • commercial leisure • student accommodation • convenience retail

4.9 The remainder of this section provides a detailed assessment of the relevance of each of these development opportunity clusters to a community stadium in Cambridge.

A. Core stadium requirements

- 4.10 There are a series of core facilities that will be needed within the stadium to support the proposed field of play options. The exact scale of these facilities will be linked to the final combination and needs of the anchor tenants.
- 4.11 An overview of the proposed core stadium requirements for a community stadium in Cambridge is provided in the Table 4.2. It is assumed that these basic facilities are essential to the development of a successful stadium from a matchday perspective.

Table 4.2 Core stadium facilities

Stadium and circulation amenities
Field of play
10,000 spectator seats (note potential to be phased)
Circa 8-10 hospitality boxes
Hospitality lounge
Circulation/concourse areas
WCs & disabled WCs
Kitchen facilities
Catering outlets
Players and officials areas
Players medical facilities
Players changing facilities
Officials changing facilities
Laundry facilities
Venue management, operations and security
Venue management offices & meeting rooms
Announcers room
Ticket office
Security control room
Police office
Waste management facilities
Media reception/accreditation area
Interview area
Plant area
Misc. storage space

B. Elite sport/ medicine/ health

- 4.12 Our review of local strategic documentation and the consultation process have identified that there is a future requirement to increase community health provision in Cambridge. This reflects the need to cater for an increased population, resulting from large scale housing developments.
- 4.13 We understand from consultation, that the Cambridge City and South Cambridgeshire Primary Care Trust (PCT) are looking for sites to enhance their service provision and delivery within local communities¹⁰. As such, opportunities may exist to include PCT provision within or on the site of the community stadium.

¹⁰ Please note that this statement has been generated by our consultation exercise and should be investigated in greater detail as plans for the stadium facility mix are developed.

- 4.14 Incorporating these services on the stadium site is thought to provide particular opportunities to access users who would not normally access health services. This relates to taking advantage of the footfall provided by regular match-day crowds to improve the delivery of health information and services.
- 4.15 The case study below provides an example of a stadium being used to successfully provide health related facilities. It also highlights the broad range of individual health services which can be provided within such a facility.

Case study – Provision of health facilities / benefits of a community stadium location

Opened in 2004, the 14,000 capacity, £12m Halliwell Jones Stadium is the home of the Warrington Wolves RFL team.



Warrington PCT opened a £1.3 million state-of-the-art healthcare facility in April 2005 in one of the Stadium's stands. It houses a wide range of community health services for people living locally and throughout the town.

The centre prioritises poor health prevention, healthier lifestyles and services to help people to be as independent as possible, capitalising on the synergies between illness prevention and treatment, injuries and rehabilitation.

Sited in an accessible central location, it offers those people who might otherwise not access healthcare a new style of service. It is the base for more than 90 PCT staff, and plays a key role in plans to modernise the way community services are delivered in the area.

The centre provides cardiac and stroke rehabilitation services, a continence service and a falls prevention service for older people. Other services include smoking cessation, exercise for health, sexual health, physiotherapy, speech and language therapy, an acquired brain injury team, podiatry, orthopaedic triage, and children's eye clinics. It also provides general consulting rooms, as well as training rooms for PCT staff.

C. Sporting and physical activity facilities

- 4.16 A summary of community sport and physical activity opportunities for the community stadium are presented in Table 4.3.

Table 4.3 Summary of community sport/ physical activity opportunities

Community sport/ physical activity use	Description
Club training, academy and community pitch and ancillary facilities	Training, academy and other related community facilities linked to stadium anchor tenants. Stadium based facilities could include classrooms and multi-purposes rooms with wider site facilities including pitch provision and STPs. They would be supported by other indoor and outdoor training facilities within the wider stadium site.
Community health and fitness	Low cost community access health and fitness gym (30-40 stations with supporting multi-purpose room), aimed at encouraging introductory access to physical activity by non-users, as well as serving the anchor tenant clubs
Flexible indoor sporting space	A flexible indoor sports facility to support community use of the stadium.
Ancillary provision eg crèche	Crèche facility to support other users within the stadium and wider development opportunities eg business/office accommodation.
Playing fields/ open space provision	Playing fields or open space provision to supplement community football/ rugby programmes of anchor tenants, provide opportunities for local clubs to utilise the wider stadium area and informal recreation opportunities for the local community.
Other sports provision	Provision of facilities for other sports within the stadium or on the wider stadium site (eg hockey, athletics, cricket, rugby etc).

- 4.17 Consultation with the clubs has highlighted a particular need for training facilities in Cambridge. The County FA has confirmed a position of current under-supply, particularly in relation to accessing STPs, which are important in allowing local clubs and the County FA to run football development schemes.
- 4.18 During consultation, Histon FC’s ground was identified as a good example of a club currently providing wider community pitch access, although the site has size limitations.
- 4.19 Providing additional grass pitches and facilities for club training, academy and community club use, as well as for competitions that are too small for the main stadium, should also be given significant consideration. There is a particular demand for training facilities across all clubs and for community club accessible playing fields in particular areas of Cambridge. Should an appropriate site be located, such facilities should be included.
- 4.20 We understand that CUFC is actively exploring potential sites for the development of a home for their academy and that CCFC and CRUFC have significant community sports programmes which would benefit from additional playing pitch provision. The opportunity to accommodate facilities alongside the community stadium would be particularly useful in creating a stadium development that is at the heart of the local sports community.
- 4.21 The Rugby Football Union (RFU) has confirmed that additional pitch provision would be essential at the new stadium if it was to accommodate CRUFC.

- 4.22 The provision of playing fields / open space on the wider site could also help to establish the stadium as an integral community facility and help emphasise the community focus of the scheme.
- 4.23 The provision of STPs with an appropriate surface for hockey use could also be explored, although at this stage, no evidence of a need for outdoor hockey facilities has been identified.
- 4.24 Health and fitness facilities are another potentially attractive supporting development. Taking into account population projections to 2021 and assuming no facilities are developed beyond those currently being provided, headline supply and demand analysis for Cambridge City and South Cambridgeshire indicates that Cambridge City will experience an oversupply of 70 stations and South Cambridgeshire will have a deficit of circa 250 stations. This produces an indicative combined net deficit for the two Local Authority areas of approximately 180 health and fitness stations by 2021.
- 4.25 Depending on the provision of further health and fitness facilities in the period to 2021, these figures provide a rationale for the inclusion of a low cost community access health and fitness facility within the community stadium.
- 4.26 The inclusion of health and fitness equipment within the stadium also provides facilities for use by anchor tenant professional clubs and associated academy operations, and fits well with the vision of a community stadium in terms of access and benefits to the local community.
- 4.27 A flexible indoor hall space could be used to increase the community benefits of the stadium development and ensure that the stadium is utilised by a cross section of the local community. This flexible space would most likely be in the form of a small multi purpose sports hall or studio space and could be expected to support a range of community and leisure activities. Specific activities which could be provided through such a facility include:
- dance/ fitness classes
 - children's weekend/ holiday sports activity uses
 - CUFC's Playing for Success scheme
 - club football academies, ladies and girls programmes
 - football and rugby club indoor training requirements
 - school uses.
- 4.28 Any sporting facilities could also benefit from the provision of ancillary facilities such as a crèche and a café. These facilities can broaden the appeal of facilities to local residents, particularly for groups who face barriers to participation such as mothers with young families or the elderly.

SECTION FOUR – SUPPORTING AND ENABLING DEVELOPMENT

- 4.29 With regard to other sports facilities, it is recognised that there is a regional need for indoor athletics facilities. However, no particular demand/ need to locate these in Cambridge City Council's or South Cambridgeshire District Council's boundaries have been identified, and ideally these facilities would also be located next to outdoor athletics facilities. Furthermore, the opportunity to incorporate such facilities within a stadium are usually limited given the significant footprint usually required and whilst provision could be considered on the wider site area, this is likely to have planning implications (due to the size of these facilities), and affordability implications.
- 4.30 The case study below from Crawley Town FC highlights the how collocating community pitches on the site of a community stadium can be achieved and the potential football development that can be undertaken as a result.

Case study – Community football development success stories

Broadfield Stadium, Crawley



The Broadfield Stadium is home to Crawley Town FC who are currently competing in the Blue Square Premier League with both Histon FC and Cambridge United FC. Constructed in 1997 at a cost of £5.2million, the stadium has a capacity of 4,996. The site is owned by Crawley Borough Council and the football club have a lease agreement in place to secure their tenure on the land.

The stadium was primarily funded through the sale of the Club's previous site (Town Mead) for development, however, a significant community football offering has also been developed by the Council on the site through Football Foundation grants totalling £831,244. A full size, floodlit, 3G artificial turf pitch was constructed to replace three average quality grass pitches funded through £696,244 of Football Foundation money. A further £135,000 was granted to the Council to implement a Football Development Programme which aimed to attract 1,500 junior male and female players to the facilities every week.

The emphasis placed on this Development Plan was towards forming links and playing opportunities with local schools and clubs, encouraging active lifestyles and positive attitudes to community life amongst under-represented local groups including the disabled, female players and those from Black and ethnic minority communities.

In addition to this Community football offering, the Broadfield Stadium also offers a Function Suite for company conferences, sales meetings, training seminars or parties, weddings and other functions. With a capacity of 200 guests, the Function Suite offers both matchday hospitality options for Crawley Town FC and opportunities for the local community to make use of the stadium facility.

D. Education and training

- 4.31 Potential education and training opportunities appropriate for a community stadium in Cambridge are identified in Table 4.4 overleaf.

Table 4.4 Summary of education opportunities

Education uses	Description
Playing for success	<p>‘Playing for Success’ is a scheme run in partnership between the DfES, Local Education Authorities and a broad range of sports sponsors which provides study support centres within sports venues such as FA Premier League and Football League clubs and also Rugby League and union, cricket, basketball and hockey clubs. The Centres focus on supporting children aged 10-14 who need extra help to acquire and develop the key skills of literacy, numeracy and ICT, using the environment and medium of sport to help motivate them.</p> <p>The facilities required to deliver these services typically include a main study room, an arts and crafts room, an office and meeting room, plus other shared facilities. CUFC already have a successful scheme in operation, which is believed to operate from one ICT suite within their current stadium complex.</p>
School / nursery / adult education provision	This opportunity relates to inclusion of school, nursery or adult education provision within the community stadium site. This is particularly relevant on sites where community developments of this nature are required to meet the needs of growing populations. These facilities can help to ground the stadium within the heart of the local community and optimise cross-usage of the wider stadium facilities.

- 4.32 The potential to provide a school/nursery within the stadium development is linked to the population increases expected in the Cambridge area and associated infrastructure developments that will be required across public sector services, including education.
- 4.33 The provision of a school on the stadium site is considered to have particular advantages in terms of the community vision for the facility and will enable cross-fertilisation with other stadium facilities such as the flexible hall space, health and fitness, an IT suite and open space/ playing field provision.
- 4.34 The stadium should also be considered for continuous adult learning opportunities. As with the provision of health services, this reflects that the stadium is likely to act as a hub for some groups, such as 18-30 year old men who in normal circumstances would not be easily engaged in further training or learning provision.
- 4.35 There are also examples of stadia successfully providing job centre facilities that can enhance the employability and skills of local people. These can be linked to football related initiatives to boost levels of engagement. For example, schemes have been initiated by the Essex Learning and Skills Council (LSC) where incentives such as gym facility use have been used to encourage up-skilling.

- 4.36 The case study from Northampton Town FC below highlights how integration of an education facility within a community stadium can be delivered. This is particularly relevant to Cambridge given the existing education provision at CUFC within the Abbey Stadium.

Case study – Community education development success stories

Sixfields Stadium, Northampton

Northampton Town FC (The Cobblers) moved from their old County Ground in October 1994 to their new home at Sixfields Stadium, located on the outskirts of Northampton. The ground, leased from the Council on a 150 year lease provides 7,653 seats.



The cost of building the stadium was financed by the Council with a £1million grant from the Football Foundation and is part of a wider leisure complex on the outskirts of the market town, consisting of fast food establishments, a multiplex (10 screen) cinema, two pubs, bar/restaurants (Old Orleans, TGI Fridays) and a Sports Bar which also includes a 9-lane bowling alley and 9 Ball Pool tables.

The stadium is described as a ‘multi-use’ facility – it has been used for American Football matches, Rugby League matches and Semi Professional International Rugby matches. The Athletics track to the east of the stadium is served by changing facilities that are incorporated within the Alwyn (east) Stand of the stadium. This stand also incorporates office space for Northampton Town FC’s Football in the Community scheme.

A significant aspect of the Sixfields Stadium is the inclusion of a Playing for Success (PfS) Centre. Developed in partnership with the Council, Northampton Town FC, the DfES and the Northampton Town Learning Partnership, the stadium is one of many PfS sites in Northampton with others included at other professional/semi-professional sports venues including Northampton Saints RFC, Northampton County Cricket ground. The Sixfields Centre in particular has helped the Partnership deliver over 100 PfS programmes to 1,500 children. In particular, The Cobblers Reading Stars project has worked with a range of primary schools extending the impact of football on reading for enjoyment in the school classroom. This pathfinder reading project has been the springboard for the national roll-out of the National Literacy Trust and Football League project -‘Playing with Words’. Reading reward days, special school visits and community projects take place at the football ground which include a mixture of PfS style activity and community football practical sessions. This centre provides a nominal rent to Northampton Town FC but the opportunity to engage children and young people in both education and sport which ensures the stadium is integral within the local community.

The Club have plans to develop the stadium further in order to raise capacity to 15,000 spectators. This development will be part funded through plans to include a hotel behind the South Stand of the stadium amongst other wider development objectives.

E. Other community/ cultural provision

- 4.37 The provision of community and cultural facilities is important in creating a facility that caters for a cross section of the local population.. This allows the stadium to provide a range of activities which are relevant to all groups in the local community and will also help to optimise stadium usage on non match days.
- 4.38 Table 4.5 below summarises the other community and cultural provision which could be provided within a stadium development of the scale anticipated for Cambridge.

Table 4.5 Summary of potential community and cultural opportunities

Other community and cultural use	Description
Cultural/ performance space	It is anticipated that a range of cultural and community activities could be catered for in a flexible hall space. In particular this space could be used to encourage participation in dance, performing arts and physical activities.
Flexible meeting space for community use	This requirement could be addressed within meeting/ conference rooms, educational classroom facilities and any flexible hall space to meet the needs of local community groups.

F. Commercial uses

- 4.39 A range of commercial uses are regularly incorporated within stadium developments. These uses represent the enabling development aspects of the scheme.
- 4.40 The key advantage of providing these facilities is to increase the financial viability of the overall scheme. Therefore these elements will be critical if there is a gap in the capital or ongoing revenue funding required to finance the stadium.
- 4.41 An overview of potential enabling development opportunities is provided in Table 4.6. This is supported by more detailed analysis of each option in the remainder of this sub-section.

Table 4.6 Summary of commercial opportunities within stadia

Commercial use	Description
Bars and restaurants	There are two key elements to this type of use. Firstly any scheme would expect to provide food & beverage catering services as part of the stadium match day and non match day operation. Secondly, there is a further opportunity for branded bars and restaurants that could be open on non-event days and could contribute to making the scheme a sustainable leisure destination.
Branded health and fitness	Branded health and fitness tend to come under two categories based on their scale, location and facilities. These are basic gym and fitness facilities (eg LA Fitness/ Fitness First) and wider lifestyle facilities (eg Virgin Active, David Lloyd).
Hotel	Hotel accommodation has been considered for the wider stadium site and can generate benefits in terms of providing a critical mass of commercial uses. This option can be particularly attractive if there are perceived to gaps in the provision of certain types of hotel provision in the City.
Office/ employment space/ business incubation units	Business and office accommodation is appropriate for consideration as part of the community stadium development given likely employment increases and the need for office / business space in Cambridge.
Branded play/ children’s activities	This category includes children’s soft play/ play centres for children aged 2-16 years.
Conference/ exhibition space	Small - medium scale conference and exhibition spaces are often included in new stadia, although it has been noted that Cambridge is thought to have an existing oversupply of these types of facilities.
Commercial leisure	Typical ‘commercial leisure’ facilities for new developments include the provision of cinema, family entertainment centre, gaming, and extreme sports facilities.
Residential/ student accommodation	This relates to residential accommodation as part of the stadium or wider site, including student accommodation.
Major retail provision	This opportunity includes large non-sports related retail development, including major retail anchors. Stadium sites often include, for example, a large scale sports retail offer.
Convenience retail	If located at the heart of a community it may be appropriate to provide convenience shops for local residents. For instance, the provision of small scale grocery shops, a post office and pharmacy.

Bars and restaurants

4.42 There is a requirement to provide a catering infrastructure within the stadium to support both match day and non-match day uses. Industry standard practice is for the provision of food and beverage to be contracted out to a specialist provider. Maximising the match and non-match day usage of the stadium would increase the value of any food and beverage contract (should the services be contracted out) and increase stadium company revenue generation.

- 4.43 There is also the opportunity (depending on the site) to include branded bars/ signature restaurants outside of the core stadium facility. It is expected that these facilities would be leased to commercial operators to generate rental income. The attraction of the site for operators would be dependant on the level of non-match day usage, and its suitability for accessing the operators target markets.

Branded health and fitness

- 4.44 There are a number of private health and fitness facilities currently provided in Cambridge and South Cambridgeshire. Using 2001 Census population levels and based on current demand and Sport England's Active Places tool an oversupply of 288 stations within the Cambridge area and an unmet demand of 92 stations in South Cambridgeshire has been identified. Therefore across the two Local Authority areas there is a net surplus of 196 stations for 2001.
- 4.45 However, projected population growth to 2021 means that there is expected to be a net deficit of circa 250 stations based on current demand levels being maintained in both Local Authority areas during the period (as presented earlier in this Section).
- 4.46 This increase in population is likely to attract commercial health and fitness operators to the area and a community stadium, with its good access and other on-site club and community activity, could be attractive to operators.

Hotel

- 4.47 Whilst a detailed appraisal of the hotel market in Cambridge has not been undertaken as part of this study, consultations have not indicated an oversupply of hotel accommodation. Therefore, given the City's attraction as a business and visitor destination, this option may be worthy of further consideration for the stadium site.
- 4.48 Whilst providing limited community benefits, a hotel would provide opportunities to improve the affordability and sustainability of the overall development. Alongside leisure facilities it could also help to achieve a critical mass of activity on the site on non match days.

Office/ employment uses/ business incubation units

- 4.49 The proposed growth in the housing stock and the expected demographic profile of the area's new population¹¹ mean that Cambridge City's population aged 30-64 is expected to increase by 43% between 2006 and 2021. As a result, a key consideration for the area will be to provide local, sustainable employment opportunities. This demographic growth coupled with the relatively strong performance of the Cambridge economy means that there will be a requirement for increased office/ employment space in the area. Potentially a community stadium site could incorporate these activities.
- 4.50 Our consultation process has also identified that there may be a requirement to provide office space for a number of key public sector bodies. Such reports are anecdotal at this stage but it has been identified that the Cambridgeshire Constabulary and Cambridgeshire County Council are in the early stages of seeking alternative/ extended office accommodation. It may be appropriate for any relocation to consider a future community stadium site.

¹¹ According to Cambridgeshire County Council population projections to 2021

Branded play

- 4.51 Population projections for the sub-region identify that the number of children aged 0-14 will increase from 16,000 in 2006 to 23,000 in 2021¹². The growth of this demographic group presents an opportunity to provide branded play facilities for children and young people in the area. This type of commercial facility is also likely to be attractive to stakeholders as it can contribute to the development in terms of revenue but also provide a positive impact from a community and child development perspective, whilst also making a potential revenue contribution.

Conference/ exhibition space

- 4.52 The provision of conference/ exhibition facilities is increasingly common as part of stadium developments as it complements and maximises the use of space that would already be provided with the core stadium building. Conference facilities and related opportunities generate revenue streams themselves and are also likely to increase the value of any food and beverage contract delivered as part of the operation of the stadium.
- 4.53 Cambridge Horizons has commissioned a consultancy firm to undertake a feasibility study into the development of a large scale conference facility. However, initial conclusions indicate that there is no need for a facility of this scale at present.
- 4.54 It should also be noted that our initial consultations have identified perceptions of an over supply of conference/exhibition space in the City. Therefore, whilst this conclusion requires more detailed analysis, there does not appear to be a clear demand for the inclusion of these facilities at this stage.

Commercial leisure

- 4.55 Previous analysis¹³ has identified demand for an ice rink within the sub-region. Public sector partners have identified this provision as an objective and Cambridge Leisure and Ice Centre (CLIC) has also been actively investigating the opportunity to locate an ice-rink within the City. As a result, sites have been identified and appraised in the City for the provision of this facility. It is currently thought that the North West Cambridge AAP site has been identified as a potential suitable site.
- 4.56 Therefore, it is not currently expected that there will be a requirement for a community stadium site to include an ice rink facility. Although, if a site with a suitable footprint was identified, there would be some advantages in locating these facilities together as this would help develop a critical mass of leisure activities and stimulate demand.
- 4.57 Other commercial leisure facilities which have been successfully incorporated as part of stadium developments include cinemas, ten pin bowling and casino / gaming facilities. Such facilities, alongside restaurant and bar outlets, are already provided at the Cambridge Leisure Park which incorporates a nine screen cinema and a 28 lane bowling alley. As such these facilities are not thought to be appropriate for a new community stadium development in Cambridge.

¹² According to Cambridgeshire County Council population projections to 2021

¹³ Undertaken as part of the Sub-regional Sports Facilities Strategy

Residential/ student accommodation

- 4.58 Enabling residential development has provided a key financial input for a number of recent UK stadium developments. Whilst the market has for a number of years embraced hotel-style accommodation in stadium executive suites between matches, it is now starting to deliver permanent residential accommodation inside core stadium structures.
- 4.59 Leyton Orient was one of the first clubs to incorporate residential provision within their stadium development. They were able to raise a significant proportion of the funds to redevelop their Matchroom Stadium in the 2003 through selling off the four corners of the Stadium for residential blocks of flats, receiving £7.5m from Bellway Homes.
- 4.60 There are further examples (such as the 2012 Olympic Stadium) where proposals for residential accommodation are being considered, particularly aimed at student, key worker and the social housing markets.
- 4.61 Consultation and research into planned developments undertaken by Cambridge University supports the premise that increased student and key worker accommodation is required in the City. This research has been undertaken to inform proposals for the Cambridge North West Development Area but there is potential to explore the inclusion of student/ key worker accommodation within a community stadium development.

Retail provision

- 4.62 There are two key forms of retail provision which have been incorporated within recent stadium developments. Examples such as Swansea have included large scale enabling retail development on the wider stadium site. Such large scale provision includes supermarkets as well as retail park style development.
- 4.63 In contrast, community focused stadium developments often include retail units that cater for smaller scale community requirements. These units, including convenience retailers, chemists and hairdressers, benefit from collocation with community facilities such as doctor surgeries etc. Such facilities become particularly attractive if the development itself provides residential accommodation or generates large numbers of visitors from supporting residential or community facilities.
- 4.64 The following case study highlights the success of community provision within the Halton Stadium in Widnes.

Case study – Sustainable development success stories

The Halton Stadium, Widnes

This 13,300 capacity stadium is home to Rugby League side the Widnes Vikings, providing a multi-purpose complex featuring a range of community provision, including a social club with 1,000 local users, conference facilities, recreation facilities and catering/function facilities.



The West Stand, which was built in 1998, contains leisure and lifestyle services from the local residential sports and business communities. It contains Halton's regional Table Tennis Centre of Excellence, a 50 station health and fitness facility, crèche, café bar and a state of the art injury clinic.

A range of other functions and activities take place continuously in the two extensive conference suites and exhibition hall.

Site specific supporting and enabling development

- 4.65 The conclusions from our site appraisal work highlight that there are three sites which we believe should be considered in detail for the community stadium. It has been identified that these sites provide very different propositions in terms of their size, location and ownership. These differences have implications in terms of the supporting and enabling development which will be suitable for each site.
- 4.66 This section provides a summary of the development which is believed to be appropriate for each site, as well as an overview of the rationale for each proposed facility mix. For each site we have analysed potential facility mixes under the following headings:
- site constraints and overview of suitability
 - core stadium/ training facilities (it is assumed that the core stadium facilities identified in Table 4.2 can be provided on each site. Therefore differences in the suitability of sites reflects the ability to provide supporting training facilities)
 - supporting community facilities
 - potential enabling development.

A. Milton

Site constraints and overview of suitability

- 4.67 The Milton site, which has been identified for the community stadium is part of a larger plot of land designated as Green Belt. This precludes any built development from occurring whatsoever and the implications of this status for a community stadium on this site are discussed in Section 3 of this report. However, **for the purposes of this section it is assumed that the Green Belt status is overturned** (the stadium proposal will not be viable at all if it is not) and that there is subsequent potential for enabling and supporting development. The land next to the proposed stadium site is currently used for landfill (this use will be discontinued in 2010) and therefore it is recognised that not all land uses (ie residential and employment units) would be suitable for this part of the site.

Core stadium/ training facilities

- 4.68 The land adjacent to the proposed core stadium site, which is currently used as a landfill site, is expected to be suitable in the future for the provision of open space, training pitch and 3G STP facilities. Current planning restrictions stipulate this land should be returned to countryside in appearance and grass pitches are assumed to be acceptable in this regard. This land is relatively large and therefore could provide a number of pitches which would establish the site as a real hub for outdoor sporting activity. The requirements of Cambridge Regional College¹⁴ for training pitches could also be met by provision of pitches on this site, which would improve the community benefits and financial sustainability of the scheme.

Supporting community facilities

- 4.69 The Milton site is situated across the A10 from Milton village, the closest residential community. As such it is not thought to be suitable for the provision of extensive community facilities as these are already adequately provided for within the existing community. Therefore it is not thought that facilities relating to health provision or cultural and social facilities are appropriate for the site.
- 4.70 Even so, the use of outdoor sports facilities by the local community and Cambridge Regional College is likely to be complemented by the provision of indoor sports facilities such as a health and fitness suite and indoor flexible space.

Potential enabling development

- 4.71 The Milton site is owned by Churchmanor - private developers linked to the owners of CUFC's current site. Therefore the financial deal to be negotiated based on the relationship between CUFC and Churchmanor is likely to deliver a more commercially focused option than the other short listed sites. This expectation is supported by the site's position close to a Park and Ride site and the A14 and A10 but isolated from a local residential community.
- 4.72 Our consultation with Churchmanor has identified that they have already had preliminary discussions with a number of potential enabling development partners. These discussions have not resulted in any firm commitments but highlight that the site is likely to be suitable for a range of developments, subject to planning considerations.

¹⁴ Which is located within walking distance of the site

- 4.73 Specifically a company currently based in the Cambridge Science Park has identified a potential interest in accessing office space on the site, whilst a major retailer has also expressed interest in the site. The scale and accessibility of the site in terms of public transport and road links may also make it a suitable for commercial leisure developments such as those operated by David Lloyd or Virgin Active.
- 4.74 It has been stressed by Churchmanor that the development of the site for a community stadium is not necessarily reliant on the delivery of any specific enabling development. However, the extent and quality of the core stadium facilities they provide are likely to be linked to some extent to the amount of enabling development achieved on the site.
- 4.75 Again, it should be stressed that the above summary presents enabling development opportunities that can only be explored on the Milton site in lieu of its Green Belt status being relinquished. We understand that this is not the case at present and therefore none of these options are viable until such time as this status is removed.

B. Cambridge East

Site constraints and overview of suitability

- 4.76 The Cambridge East site is thought to represent the greatest opportunity to integrate the stadium within a local community and match the vision of a community stadium which adheres to the principles outlined in Section 1.
- 4.77 This reflects that the masterplanning for the wider Cambridge East development site is at a relatively early stage and there may be potential to integrate proposals for the site into the masterplan¹⁵. This provides an opportunity to design the stadium and supporting/ enabling developments whilst maximising its integration with the community, ensuring that facilities meet resident's requirements and aspirations.
- 4.78 Key factors which make the Cambridge East site particularly suitable to deliver community focused facilities are that:
- the wider development site is expected to generate over 12,000 new households, providing the stadium and its supporting and enabling facilities with a large local catchment population and the opportunity to provide a focus for many of their needs
 - proposals for the overall Cambridge East development are at a relatively early stage in the masterplanning process. This presents an opportunity to build the stadium into wider plans and deliver a scheme which is fully integrated into its community.

Core stadium/ training facilities

- 4.79 The new community within the Cambridge East development site will not be serviced by any existing community or sporting facilities. Current early proposals are for sports pitch provision to be incorporated into school facilities. However, these proposals are at an early stage and could be reconsidered if a stadium development was deemed appropriate for the site.

¹⁵ As identified in Section 3 early proposals have now been developed. Plans do not currently refer to a stadium development and the developing partners do not currently see a stadium as a particularly attractive element for the development. If this site is considered potentially viable by the project partner, further discussion on this matter should proceed as soon as possible.

4.80 A best case scenario for the community stadium would be for the provision of the core stadium, supported by extensive training pitch facilities including a 3G STP and 5-a-side pitches. However, our initial discussions with the land owner suggest that space is too limited to provide this scale of provision given early development proposals.

Supporting community facilities

4.81 The site's potential to put the stadium development at the heart of the local population means that Cambridge East represents the site most likely to provide extensive community facilities. In particular, the following facilities are likely to be required by the growth of a new community and as such could be explored in terms of their suitability of inclusion in a stadium complex:

- community sport/ physical activity provision - including health and fitness suite and flexible indoor hall space
- community and cultural provision - including dance studios, rehearsal space and community group space/ meeting rooms
- community health facilities - potentially including PCT facilities, GP or dentist surgeries
- education provision - potentially including IT provision and class rooms for children and young people through to lifelong learning provision and vocational training centres. A particularly ambitious scheme could see the linking of the stadium development with the requirement for the provision of local schools, given synergies such as the requirement for a large footprint and the need for indoor and outdoor sporting facilities.

Potential enabling development

4.82 The Cambridge East site is not thought to be appropriate for extensive enabling development. This is because many of the community facilities would be expected to be delivered through developer planning gains and there is not expected to be a strong financial driver for enabling development to contribute the capital required to fund the scheme¹⁶.

4.83 It should also be noted that the designation of the wider Cambridge East development site for residential uses means that any significant employment uses could be inappropriate as part of the stadium development (ie enabling office developments).

4.84 The lack of a clear requirement for enabling development to finance a scheme on the Cambridge East site suggests that any enabling development that is provided should complement the local community and necessary amenity provision. This could include:

- small scale community retail - ie grocery shops, a post office, a pharmacy
- small scale community entertainment - ie local catchment restaurants and / or bars.

¹⁶ This financial position is dependent on a range of factors but the statement reflects the relative likely financial position for this site compared to the Cowley Road and Milton sites.

C. Cowley Road

Site constraints and overview of suitability

- 4.85 Cowley Road is the smallest of the short listed sites for further consideration. Our initial analysis indicates that a core community stadium facility would take up over half of the footprint of the site. Therefore, depending on the extent of parking provided, there is relatively little space left on the site to provide supporting or enabling development, other than that provided within the core stadium facility itself.
- 4.86 Further key constraints associated with the site include its position close to a sewerage works¹⁷. This use of the adjoining site dictates that Cowley Road is unlikely to be suitable/ attractive for higher value commercial uses such as office space or residential development.
- 4.87 The site is also situated close to the Cambridge Science Park, an industrial area and an area of railway sidings, and has no immediate residential community which would provide a catchment for local community facilities. Therefore, whilst surrounding sites such as the railway sidings are expected to be developed in the future, it is not expected that this development would significantly increase the suitability of the site for community facilities.

Core stadium/ training facilities

- 4.88 The limited footprint of the site means that there is thought to be room for little more than one full sized training pitch adjacent to the main stadium development (this could include an STP or commercial five-a-side provision)¹⁸. As such, the site is not thought to be suitable to provide the relatively large scale outdoor training facilities favoured by key club partners and the County FA.

Supporting community facilities

- 4.89 The lack of a local residential community means that provision of supporting cultural, community or sporting facilities would not be appropriate on this site.

Potential enabling development

- 4.90 The constraints of the site (its size, the sewerage works and the lack of a local community) mean that it is not expected to be attractive for higher value commercial activities. As such, our assessment of potentially suitable uses has concentrated on identifying facilities that are self contained, require a limited footprint and could be expected to attract users from a sub-regional or larger catchment.
- 4.91 On this basis, we have considered the site for an ice rink facility¹⁹, but it is thought that this facility would be too large for the site.
- 4.92 Other potential enabling developments are limited to small scale commercial leisure facilities. Of these facilities a branded soft play area may be suitable although this would need to be explored with the market.

¹⁷ Our site evaluation notes that proposals have been developed to move the works from this site at a high cost to the Council. Given the lack of clarity on the feasibility of such move it has been assumed for the purposes of this study that the works will remain on this site in the short-medium term.

¹⁸ This is based on initial indicative analysis and the capabilities of the site to accommodate different uses should be tested in detail in the future if the option is taken forward for further detailed analysis.

¹⁹ The demand for which has been identified in the Cambridge Sub-Regional Sports Facilities Strategy

- 4.93 There may be potential to explore a business and enterprise led scheme on the Cowley Road site (including the provision of Business Incubation Units). This has potential given the sites location close to the existing Business Park and its planning designation for mixed use development. This needs to be assessed in line with the priorities of the Project Partners given the reduced community impact that this scheme may have in comparison with others.
- 4.94 Overall, the enabling development provided on the site would be likely to be dependent on the financial drivers of the scheme and market appetite. In the absence of a clear financial requirement, it may be more appropriate to maximise the use of any additional space for providing training pitches/ facilities in order to provide as much community benefit as possible both within the stadium and on the wider site.

Summary - all sites

- 4.95 Table 4.7 overleaf provides, for each of the short listed sites, a summary of proposed supporting and enabling development. The table highlights the different nature of each of the sites and therefore the different ways that the community stadium could develop.
- 4.96 Table 4.7 also reflects that the choice of the eventual site for the stadium should be made not just on the basis of the generic site evaluation detailed in Section 3, but also in light of the impact specific sites will have on their wider objectives.

Table 4.7 Supporting and enabling development site scenarios

	Short listed site 1: Milton	Short listed site 2: Cambridge East	Short listed site 3: Cowley Road
Site footprint	Large	Uncertain - potentially large	Small
Site constraints	Previous landfill site - not suitable for all uses Green Belt site	Constraints limited to timescales, ownership and uncertainty associated with planning already undertaken	Proximity to sewerage plant - the site is not likely to be suitable for all uses Size - there is scope for only limited supporting/enabling development
Ownership	Churchmanor - note Cambridge United FC links	Marshall Group	Cambridge City Council
Planning acceptance	Unlikely Current public inquiry - likely continued greenbelt status	Possible (although further investigation required) No constraints - designated development area	Possible (although further investigation required) No constraints - available for development
Core stadium facilities	Supporting training/pitch facilities	Supporting training/pitch facilities (potential)	Limited area - potentially one further pitch (possibly STP / commercial five-a-side)
Supporting community facilities	Indoor community sport - health and fitness Small scale training/IT facilities	Community hub- health, cultural, community, training facilities School provision	Unlikely
Potential enabling development	Likely to be limited due to planning restrictions If planning restrictions did not apply, site could be suitable, from a market perspective, for office space/ science park expansion, retail and potentially commercial leisure	Local community retail Other potential enabling development would be dependent on the overall site masterplan and financial requirements - it is anticipated that planning gains associated with the site may reduce the need for enabling development compared to the other sites.	Small scale commercial leisure - ie branded play Ice rink? (subject to size constraints) Business and enterprise units plus incubation units

Business planning - a financial overview

Introduction

- 5.1 This section provides an overview of the likely financial implications of delivering a community stadium in Cambridge. It presents an indicative assessment of the capital costs associated with providing a core stadium with a circa 10,000 capacity. It also provides a discussion of the likely revenue implications of the enabling and supporting development options identified in Section 4. Using this assessment of the financial implications of providing different facilities within the scheme, we provide a summary of the likely financial implications of delivering the different site scenarios identified in Table 4.7.
- 5.2 It should be noted that this study represents the first stage in identifying and delivering a community stadium scheme. As such, it is not thought appropriate to undertake detailed business planning for the different proposed site scenarios at this stage. The financials provided in this section are indicative only and do not aim to identify detailed costs or revenues for specific elements of the scheme. The overall likely implications of different facilities are identified in terms of whether they can be expected to generate revenue, break even or require cross subsidy, should they be provided and operated competently.
- 5.3 The remainder of this section is presented under the following headings:
- benchmark capital costs
 - potential capital funding streams
 - supporting and enabling development - financial implications
 - site based financial scenarios
 - financial conclusions.

Benchmark capital costs

- 5.4 This sub-section provides a summary of the capital costs for a number of recent comparable stadium facilities delivered in the UK. The use of benchmark data is deemed appropriate at this stage given that the final proposed facility mix for a stadium in Cambridge has not yet been confirmed.
- 5.5 In particular, analysis of capital cost benchmarks highlight the breadth of costs which can be accrued in the construction of a stadium depending on factors such as site preparation costs and the extent of supporting development within the scheme. Therefore relatively simple schemes which provide only basic core facilities have been delivered in recent years for a cost of circa £1,100 per seat. However, the provision of extensive supporting development at some stadia has meant that more ambitious schemes have resulted in costs in excess of £2,200 per seat.
- 5.6 Table 5.1 presents examples of a number of comparable recent stadium developments. A 'cost per seat' measure has been provided for ease of comparison, although the stadia listed have different facility mixes (including wider supporting and enabling development) and therefore this does not provide a like for like measure of the cost of core stadium facilities. The cost per seat figure has also been adjusted to reflect 2008 prices. As such, annual construction cost increases of 5% have been applied to all stadia completed before 2008.

5.7 Overall, and given that these cost figures are provided for indicative purposes only, the examples of developments such as the Pirelli Stadium and Colchester Community Stadium are thought to provide reasonable cost benchmarks for a core community stadium facility. Therefore, at a headline level a cost per seat figure of circa £1,400 is thought to provide a reasonable benchmark for a core community stadium facility in Cambridge.

Table 5.1: Benchmark Stadia capital costs

Stadium name	Seating capacity	Cost	Completion date	Indicative Cost per seat (in 2008 prices)	Facilities
Pirelli Stadium, Burton	6,068	£7.2 million	2005	£1,380	300 capacity function room, bar/restaurant/accommodation facilities, children’s activity and study area, purpose built conference centre.
Colchester Community Stadium	10,000	£14 million	2008	£1,400	Two 5-a-side pitches, IT suite, training/conference centre, restaurant and bar facilities.
Liberty Stadium, Swansea	28,000	£30million	2005	£1,240	Within the stadium conferencing and hospitality facilities. External retail enabling development.
Halliwel Jones Stadium, Warrington	14,000	£12 million	2003	£1,090	Primary Care trust health facility, science learning education facility, hospitality facilities, foundation learning centre.
Keepmoat Stadium, Doncaster	15,700	£32 million	2006	£2,250	Conference facilities, health and fitness club, eight 5-a-side pitches, one full size STP, athletics track/ football pitch, additional grass surface, IT suite.

Potential capital funding streams

5.8 This sub-section provides a headline appraisal of the potential funding sources which could contribute to the affordability of the community stadium. It identifies potential for:

- club capital investment
- council capital investment
- section 106 (s106) agreements
- grant funding sources

- public debt finance
- capitalisation of revenue funding.

Club capital inputs

5.9 The clubs that have been short listed as suitable to partner in the scheme all have the potential to input some capital investment²⁰. However, the scale of their investment differs significantly and would be subject to clarification and confirmation in the future. Key issues in relation to CUFC, CRUFC and CCFC capital funding input are presented below:

- **Cambridge United FC** is identified in Section 2 as the club most likely to drive the development of the stadium. It is likely to have significant capital to invest in the scheme but this is subject to negotiations with the owners of its current site and who would benefit from the early termination of the lease. As a result, there is a requirement for the club and the land owner/ developer (Bideawhile/ Churchmanor) to confirm the club's likely scale of investment in the scheme.

Churchmanor has stated that it would re-provide stadium facilities for the club if it can access its Abbey Stadium site for residential development. However, their expectations regarding the costs of this re-provision have not been confirmed to us (or to our knowledge agreed with the club themselves). A possible scenario is for CUFC, in partnership with Churchmanor, to provide the capital for the core stadium development themselves. This scenario is most likely if planning permission is granted for the Milton site which is owned by Churchmanor and if the scheme is able to include enabling development elements. This scenario would require the lowest levels of input and direction from the public sector but may not meet all objectives to provide a community focused development

- both **Cambridge RUFC** and Cambridge City FC have the potential to invest capital in the scheme as a result of their current site arrangements. The CRUFC site has a covenant that means that if sold by King's College, the College would re-provide its existing facilities elsewhere (the actual capital value of this contribution would need to be negotiated in the future). Further detailed discussions are required with the Club and the College to clarify the financial position should CRUFC leave the site of its own volition and whether there are clauses which limit the College's financial responsibility under this scenario.
- Further key issues in relation to the investment by CRUFC are the timing of its involvement in the scheme and its ability to sell (part of) its current site (which is subject to planning constraints). At the moment CRUFC has not been able to provide a firm commitment to the scheme. To provide a capital input into the stadium (as opposed to them becoming a partner in the scheme in the future) the Club would need to be formally engaged at an early stage

²⁰ Histon FC should still be considered for involvement but have not been short listed at this stage. Histon FC does not have capital to invest in the scheme.

- **Cambridge City FC** is positioned to secure capital from the sale of its existing ground, which it would be prepared to input into the community stadium project depending on terms.

5.10 Overall, whilst it is not possible for the clubs to commit to a potential capital investment sum at this early stage, it is clear that the different club combinations have the ability to generate a significant proportion of the capital required to fund the core stadium facilities.

Council capital commitments

5.11 From consultation with Cambridgeshire County Council, Cambridge City Council and South Cambridgeshire District Council, we understand that capital contributions from these bodies are unlikely to be substantial and therefore should not be relied on as a source for capital funding.

Section 106 agreements

5.12 Section 106 of the Town and Country Planning Act 1990 (s106) allows landowners to enter into "planning obligations" either unilaterally or by agreement with a Council as local planning authority. Most planning obligations are by agreement and are referred to as Section 106 agreements. Planning obligations relate to a specific area of land and are usually used to make sure that a planning permission is carried out satisfactorily. They may cover one or more of the following:

- restricting the use of the land or the way in which a development is to be carried out
- requiring specific operations or activities to be carried out
- requiring the land to be used in a specific way
- requiring a sum or sums of money to be paid to the Local Planning Authority for a specified purpose.

5.13 Local authorities can use s106 agreements to provide capital resources to improve public assets and services resulting from the provision of a planning consideration.

5.14 The large scale housing growth in the sub-region provides an opportunity to leverage significant contributions towards the community stadium development and supporting facilities such as training pitches and STPs. At this stage it is not clear whether the local authorities in Cambridge and the surrounding area have clear policies on s106 contributions towards community stadium facilities and whether this source could be used, although contributions towards wider open space (including sports pitches) and sports facilities are now typical.

5.15 The exact levels of contribution towards either the core stadium or supporting facilities should be explored further once the preferred site and facility mix have been identified.

Grant funding sources

5.16 A number of potential capital grant funding sources have been identified and these are summarised below and on the following pages:

Football Foundation (Grassroots Scheme)

- 5.17 The Football Foundation is a unique partnership funded by The F.A. Premier League, the FA and the Government, playing a key role in revitalising grass roots sport. Investing in parks, schools and playing fields and harnessing the power of the game within communities, to promote education and social inclusion, the mission of the Football Foundation is to:
- improve facilities
 - create opportunities and
 - build communities.
- 5.18 The Facilities Scheme provides funding to refurbish or construct changing rooms, grass and artificial pitches and clubhouses for community benefit across the country.
- 5.19 The Foundation will consider a relatively high level of support if a project makes significant impact on under-represented groups in football, in an area where there is a demonstrable under-representation such as:
- BME participants
 - women and girls
 - disability
 - low income groups.
- 5.20 The Foundation require 50% of the total project costs to be match funded by other partners and is willing to make a maximum contribution of £1million, however, we are aware that discussions are currently taking place within the Foundation to re-evaluate this funding cap.
- 5.21 The community stadium would be eligible for Football Foundation funding and consultation with Cambridgeshire FA has confirmed that the project would have a strong case for funding, especially towards wider community pitch or STP provision and related ancillary provision.

Football Foundation (Football Stadia Improvement Fund)

- 5.22 The Football Stadia Improvement Fund (FSIF) provides money to clubs in the Football League and National League System (down to Step 7 and below) who want to improve their facilities.
- 5.23 The Football Stadia Improvement Fund guarantees £400k to clubs that redevelop their stadium facilities through relocation.
- 5.24 The type of projects which qualify for FSIF funding and the amount of grant available depends on the competition level of the applicant club but include safety work, refurbishment and upgrading, spectator accommodation (excluding director and executive facilities), toilets, floodlighting, changing facility improvements, pitch drainage, relocation projects and provision for disabled spectators.

5.25 Given the scope of the FSIF for funding a variety of projects and the profile of this case in particular, it is understood that funding from this source could be achieved although the exact amount cannot be confirmed at this stage. Further detailed investigation into this source should be undertaken by the partner football clubs involved to establish the likelihood of achieving funding.

Sport England Community Investment Fund (CIF)

5.26 Sport England's Community Investment Funding (CIF) is allocated by the nine regional sports boards, which make decisions based on the priorities in their region's sports plan and the National Framework for Sport.

5.27 Projects which request funding must reflect the overall aims and objectives of the Regional Plan for Sport.

5.28 It is unlikely funding will be given to large requests for single grants over £1 million and projects with football as the primary focus (on the basis that the Football Foundation is a more appropriate source of funding for this sport). However, where a football project has an additional dimension that seeks to promote participation in other sports, Sport England will consider making a funding contribution to that additional dimension.

5.29 The amount of CIF funding available can also be dependant on the contribution of the scheme to other agendas such as health and education.

5.30 Feedback from Sport England has indicated that CIF predominantly focuses on revenue funding rather than large capital grants. As a result, a capital commitment from this resource is unlikely although funding to assist with sports development work may be obtained.

5.31 Given that the community stadium has been highlighted as a key strategic facility in the Sub Regional Facilities Strategy²¹, it is anticipated that revenue funding for programmes linked to the development will appeal and be eligible for funding to ensure delivery, subject to appropriate and sustainable impact on participation and other agendas being demonstrated.

East of England Development Agency (EEDA)

5.32 EEDA is a government funded agency responsible for the economic and social development of the East of England. EEDA's aim is to improve the region's economic performance and it has three defined key roles:

- setting and shaping the direction of economic development in the East of England
- persuading and influencing others to bring resources together to find innovative ways to solve challenging economic issues
- investing in imaginative projects that challenge the norm and that will have a significant impact on economic development in the East of England.

²¹ A Major Sports Facilities Strategy for the Cambridge sub-region (2006) – commissioned by Cambridgeshire Horizons with support from Sport England

- 5.33 The majority of EEDA's investment is channelled through four core products:
- business support
 - enterprise hubs
 - investing in communities
 - regional renaissance.
- 5.34 Of these core products, the most relevant to the community stadium development is the investing in communities (IiC) programme. This programme does not offer funding directly to organisations that approach it, the majority is allocated through the Cambridgeshire IiC Partnership to deliver activities outlined in their IiC business plans.
- 5.35 The 2007-2011 business plan for the Cambridgeshire IiC Partnership focuses on three strategic interventions which focus on the delivery of increased employment opportunities and placing those from deprived communities in long term employment.
- 5.36 It is considered unlikely that significant capital contributions will be obtained through any EEDA funding streams.
- BIG Lottery Fund**
- 5.37 The BIG Lottery Fund is responsible for distributing over half of the money for good causes raised by the National Lottery, providing a budget of circa £630million per annum.
- 5.38 The fund has a clear focus to help finance projects and programmes within three key themes:
- supporting community learning and creating opportunity
 - promoting community safety and cohesion and
 - promoting well-being.
- 5.39 Underpinning these three key themes, are four outcomes which set out how BIG anticipate their awards having an impact on the community. These four outcomes are:
- people having better chances in life, with better access to training and development to improve their life skills
 - stronger communities, with more active citizens, working together to tackle their problems
 - improved rural and urban environments, which communities are better able to access and enjoy
 - healthier and more active people and communities.
- 5.40 Details concerning a number of schemes that BIG currently have open for application, and could potentially be relevant for this project, are outlined below.

Reaching Communities (England)

- 5.41 This three year programme (launched in December 2005) has been allocated by the Big Lottery Fund to help improve the lives of people most in need –including traditionally “hard to reach”/disadvantaged groups.
- 5.42 BIG will fund projects that respond to needs identified by communities and actively involve them.
- 5.43 Guidance information for this fund identifies potentially eligible projects to include those that help improve access to local parks, play facilities, public places and the countryside which can include refurbishment schemes.
- 5.44 The fund will not grant awards to projects which have a capital value of more than £750,000 and that have secured more than £200,000 in funding. Also, it will not allocate any more than £50,000 towards capital funding – a majority of grants will be for revenue funding.
- 5.45 Since the total capital cost of development is likely to exceed the limit imposed and in light of other restrictions surrounding the Reaching Communities scheme, it is unlikely that the community stadium will benefit from contributions from the fund.

Parks for People (England)

- 5.46 The Parks for People programme is the first from the Big Lottery Fund and Heritage Lottery Fund, with BIG committing £90million towards the Heritage Lottery Fund's significant continuing investment in parks between 2006 and 2009.
- 5.47 Parks for People aims to bring real improvements to local environments and quality of life, making a lasting impact on the lives of local people and the places where they live. Their vision is that every community should have access to a good quality local park with opportunities for enjoyment and recreation for all.
- 5.48 Stage one decisions are made in competitive batches twice a year with closing dates being March 31st and September 30th and applications must meet the needs and demands of the local community.
- 5.49 Green spaces will usually be owned and managed by local authorities therefore the likelihood of obtaining funding for the community stadium development from this source will be determined by the facility mix at the chosen site.
- 5.50 However, the delivery timescales for the community stadium are likely to surpass those for the closure of this funding stream, therefore, the potential for grant finance to contribute to the community stadium project is unlikely.

Fields in Trust (FIT) (formerly the National Playing Fields Association, NPFA)

- 5.51 FIT is dedicated to protecting and improving outdoor sports and play spaces and facilities. Through protecting individual playing fields from development and improving the facilities on playing fields, FIT aim to ensure that everyone has somewhere nearby to go for healthy outdoor activities in order to improve the quality of life and health of everyone in the UK.
- 5.52 As part of the movement to deliver an Olympic Legacy from London 2012, FIT has established a FIT for Gold programme which aims to protect 2012 playing fields by 2012. FIT works to improve fields by either direct financial support, or through sourcing funding for improvements.

5.53 Achieving funding will be dependant on the chosen site for development. Should the site already be identified as an area of playing fields under the Council's Local Plan/ LDF, it is likely that contributions from FIT may be achieved. Furthermore, contributions towards the development of playing fields linked to the community stadium may be achieved.

Sportsmatch

5.54 Sportsmatch is a government funded scheme set up to help fund grassroots and community sports in England. New sponsorship money is matched with Sportsmatch funding, on a pound for pound basis.

5.55 Applications to Sportsmatch can be made from any not-for-profit organisation capable of delivering community sport. It is directed at projects which aim to increase participation in sport at grass roots level, and/or improve basic skills.

5.56 Projects must be new projects involving a sporting activity, which aim to encourage new participation at grassroots level.

5.57 It is unlikely that a significant capital contribution will be achieved from this funding stream given the necessity to match sponsorship funds and the focus on community sports development programmes rather than capital projects.

National Sports Foundation (NSF)

5.58 Similar to Sportsmatch, the NSF is a Government-led initiative to facilitate and encourage partnerships between private investors and community sports projects in England. NSF will match donations from commercial bodies and individuals. There are three key priority areas:

- 2012 Kids - getting more children and young people playing sport
- Women into Sport - involving more women in playing sport
- Fit for Sport - investment in clubs, coaches and volunteers in local communities.

5.59 Projects must be focused on improving community-based, sporting activity at grass roots level in England and involve a recognised sporting activity, as defined by Sport England.

5.60 Similar to Sportsmatch, it is unlikely that significant capital contributions will be obtained.

Landfill Communities Fund

5.61 Formerly the landfill tax credit scheme (LTCS), this enables landfill site operators to donate up to 6% of their landfill tax liability to environmental projects in return for a 90% tax credit.

5.62 The LTCS was designed to help mitigate the effects of landfill upon local communities. It encourages partnerships between landfill operators, their local communities and the voluntary and public sectors.

5.63 There are a number of Environmental Bodies (EB's) across Cambridgeshire with potential to contribute funding to projects which have significant community benefit. These include:

- Global Environmental Management Trust Ltd (GEM Ltd)
- SITA Trust
- Waste Recycling Environmental Ltd (WREN)
- Royal Society of Wildlife Trusts –Biffaward
- Grantscape
- CEMEX Community Fund Limited.

5.64 Funds of up to £500k may be available through some of these bodies, however, given the uncertainty surrounding the community stadium scheme at present, it is difficult to provide a clear indication that funding will be available.

Foundation for Sport and the Arts

5.65 The Foundation distributes money subscribed from the football pools. They look to support a wide range of activities where there is clear beneficial impact across the community. Their particular goal at this time is to encourage active participation by young people.

5.66 With the exception of professional football and horse racing, most socially inclusive sport is considered. The Foundation aims to offer grant aid where it will help to create or maintain facilities and opportunities for the general community or will assist arts or sports provision that the community can enjoy.

5.67 Given the aims of the Foundation and the synergy with the aims and vision for the community stadium, it is likely that funding can be sourced from this stream. However, awards are likely to be too small to make an impact on the development.

Public debt finance

5.68 The introduction of the Prudential Code on the 1st April 2004 has provided local authorities with the opportunity to raise capital finance themselves for the procurement of their assets.

5.69 In terms of the cost of borrowing, local authorities should theoretically be able to borrow more cheaply than private companies as they are considered lower risk by lenders. In fact, local authorities should be able to borrow from the Public Works Loan Board (PWLb) at a rate of circa 5% compared to a blended rate of circa 8% that currently represents the market position for private finance.

5.70 Although it is accepted that the public sector can borrow at lower rates than the private sector, due to its covenant strength, a Council must satisfy itself that in the event of an increase in debt financing costs, its overall budget will remain affordable. The Prudential Code states that, affordability is ultimately determined by a judgement about acceptable council tax levels.

Capitalisation of revenue funding

- 5.71 With pressure of Council Tax rises, many local authorities are not in a position to finance large elements of their capital investment from revenue. However, they may be able to release revenue by replacing expensive to run assets with new modern facilities and use any surplus resources to finance public sector borrowing. Every £70,000 of saving will finance £1 million of debt (25 year), but there are issues with how the structure of the debt costs are accounted for in Council accounts, which can be restrictive in the early years.
- 5.72 This funding option could be relevant if the community stadium provided an opportunity to replace older community or leisure facilities provided by the relevant local authority. However, at present, none of the public sector project partners has indicated that they are likely to be able to support the project in this way.

Housing Growth Fund

- 5.73 The Growth Fund, allocated by the Department of Communities and Local Government (DCLG) will provide £732m to support the delivery of infrastructure in the Growth Areas and the Growth Points for 2008-09 - 2010-11.
- 5.74 This is part of the £1.7bn Communities and Local Government will be investing across the Growth Areas, the Thames Gateway, Growth Points and Eco-towns. The Growth Fund builds on the experience of the Growth Areas Fund and the Growth Points Fund to provide a new way in which to fund growth which will better serve the needs of local areas.
- 5.75 Instead of funding individual projects from April 2008, the Growth Fund will provide unringfenced block funding to local authorities and partnerships based on an assessment of their Programmes of Development. As an unringfenced grant, with the exception of reflecting the split between capital and revenue, there will be no grant conditions about how or when it is spent.
- 5.76 Local authorities will prioritise how the funding is used in their area and performance will be monitored through the indicators in the Local Government Performance Framework.
- 5.77 According to indicative figures from DCLG, Cambridgeshire as a Growth Area is to witness £34,164,779 over the period to 2010/11. It will be at the discretion of each of the six local authorities in the area to decide how this funding is attributed and utilised although there is an opportunity to make use of a portion of this funding to contribute to the community stadium development.
- 5.78 The following case study outlines the facilities delivered, capital cost and the financial package used to deliver a community stadium in Colchester.

Case study – Sustainable development success stories

Colchester Community Stadium, Colchester

This 10,000 all seated stadium has recently been developed by Colchester United Football Club.

The stadium development is linked with the overall regeneration programme for Colchester which is estimated to be costing in the region of £3billion.



The stadium will act as a catalyst for regeneration and development of employment land and up to 3,500 new jobs on adjoining site alongside the building of 1500 new homes.

Within the stadium itself office accommodation is provided for the Colchester United Football Club Community Trust, an IT Suite and training/conference facilities capable of hosting up to 400 people are provided. 24 executive boxes and bar/restaurant facilities are also provided within the stadium.

The wider stadium site accommodates two five-a-side football pitches (with plans to provide two further pitches). There are also plans to include a crèche and changing facilities to support the five a side pitches.

The total cost of the development was £14m funded by a number of parties. The East of England Development Agency (EEDA) provided £1m, the Department of Communities and Local Government (DCLG) a further £1m, with £2m achieved from the Stadia Improvement Fund (Football Foundation). Colchester Borough Council have committed to £10m of prudential borrowing to fund the rest of the development.

Supporting and enabling development - financial implications

- 5.79 This sub-section presents an overview of the likely financial implications of the different supporting and enabling development options identified in Section 4. As with the presentation of capital costs, it is not thought appropriate to provide detailed business planning data until a preferred site and facility mix scenario has been identified. Therefore this analysis of indicative costs identifies which elements of the scheme can be expected to contribute to revenue incomes and which will require cross subsidy.

- 5.80 In broad terms the capital implications of different elements of the scheme can be categorised depending on whether they are supporting or enabling developments. This reflects that supporting developments would be provided to increase the community benefits of the scheme and therefore capital costs would be expected to be financed by funding partners. Some of these supporting elements are likely to generate a positive revenue contribution, whilst others will operate at breakeven or require a subsidy.
- 5.81 Enabling development would be expected to improve the capital viability of the scheme and therefore be provided by the eventual developers of the site. Allowing enabling development on the stadium site would increase the attraction of the scheme for developers and potentially reduce the level of capital funding required of funding partners.
- 5.82 Table 5.2 presents an overview of the revenue implications of the potential facilities for consideration as part of the community stadium. It identifies, for three categories of development (core stadium facilities, supporting community facilities and enabling development), which specific elements can be expected to:
- positively contribute to the operating position of the overall scheme
 - break even - where a facility is thought to be able to be self financing on a revenue basis but is unlikely to generate significant profit
 - require a cross subsidy to operate the facility.
- 5.83 The financial position of any facility is dependent on market factors and the quality of its operational management. Therefore Table 5.2 should be used for indicative purposes only and assumes that all facilities operate within a stable market environment and are operated competently.
- 5.84 The key implications of the information presented in Table 5.2 are that:
- overall the core stadium facilities, including external training pitches, can be expected to generate a net income through the generation of match day receipts and the use of core facilities such as bars, restaurants, hospitality suites and car parking
 - most supporting community facilities, whilst requiring a capital subsidy, can be expected to at least break even in terms of their operating position. As such, health and fitness and crèche facilities can be expected to generate an operating surplus to cross fund less profitable facilities such as training and education facilities. Whilst facilities such as the flexible hall space have conservatively been categorised as break even elements of the scheme, if these facilities are well managed and located in a suitable area they could also feasibly generate an operating surplus
 - the provision of health service (PCT, sports medicine provision etc) facilities could either be viewed as supporting or enabling development. As such a public sector partner may 'ring fence' capital receipts to develop this element of the scheme or it could be provided as part of the wider development with the eventual user paying a rental fee to the likely stadium partners for its use. It is this scenario which has been reflected in Table 5.2

- all enabling developments would be expected to contribute financially to the overall scheme. The key issue in relation to these facilities is how the overall scheme is financed and the extent that the stadium operating company benefits from any income streams. This will reflect the initial deal agreed by the stadium operating company and the developer for the scheme and the extent to which the stadium operating company negotiates a revenue income from any enabling development.

Table 5.2 Revenue implications of potential supporting and enabling developments

Category of development	Expected positive contribution	Expected break even	Expected cross subsidy requirement
Core stadium facilities	Catering Bar/ corporate/ hospitality Seating- match day receipts Club shop/ merchandising Car parking	Supplementary training/ pitch facilities	Club offices Stadium management and operations
Supporting community facilities	Health and fitness facilities Health service provision/ GP/ PCT/ sports medicine provision (rental stream) Ancillary provision- crèche etc School provision	Indoor community sport Community facilities- hall, meeting rooms, studios etc	Training facilities/ IT suite
Enabling development	Commercial leisure (leisure facilities, branded play, ice rink etc) Office space Local community retail Residential/ student accommodation Major retail Conference/ exhibition space Hotel		

Site based financial scenarios

- 5.85 This sub-section uses the likely financial implications of different supporting and enabling development options identified in Table 5.2 and applies them to the site based scenarios for the scheme identified in Table 4.7. This information is used to identify the likely financial implications of delivering a scheme on each of the short listed sites. Therefore Table 5.3 identifies which elements of the site specific scenarios are likely to generate a net positive contribution, break even or require cross subsidy.
- 5.86 It is assumed that the core internal stadium facilities are not site dependent and therefore would be assumed to positively contribute to all of the sites. It should be noted however that the better integrated the site is with the target market, the more profitable the overall facility is likely to be.
- 5.87 Table 5.3 also provides a summary of the overall likely financial position for each site scenario. This summary assesses the facilities likely to be suitable for each site and therefore the likely relative financial position of each scenario.

Table 5.3 Site scenario financial implications

	Short listed site 1: Milton	Short listed site 2: Cambridge East	Short listed site 3: Cowley Road
Expected positive contribution	Indoor community sport- health and fitness Office space/ science park expansion Major retail Commercial leisure	Indoor community sport- health and fitness School provision Local community retail	Small scale commercial leisure- ie branded play Potentially an ice rink but this is thought unlikely due to site size constraints Possible business units
Expected break even	Extensive supporting training/ pitch facilities- provide the critical mass to make operational profitably more likely	Potential for some supporting training/ pitch facilities Community and cultural facilities- flexible hall space, meetings rooms etc	Potentially one training pitch. Lack of critical mass means that revenues will be limited and losses are a significant risk
Expected cross subsidy requirement	Small scale training and education facilities	Training and education facilities	
Relative financial position	Strong	Fairly strong	Relatively weak
Summary of financial rationale	The site has the potential to provide extensive training pitch provision alongside enabling developments. This combination of commercially viable facilities is likely to generate an operational surplus.	The community focus for this scenario results in an overall scheme which is likely to generate an operational surplus, but not to the same extent as a more commercial focused scheme such as Milton.	The constrained site size, the proximity of the sewerage and the lack of local resident population all limit the commercial viability of the site. Therefore Cowley Road is thought to represent a slightly weaker commercial proposition than the other short listed sites.

Financial conclusions

- 5.88 This section has identified the following key issues in relation to the financing of a community stadium for Cambridge:

Potential capital costs

- 5.89 Benchmark capital costs for other comparable recent stadium developments identify that design and construction costs can differ significantly depending on the scheme and variables such as the extent of supporting and enabling development costs.
- 5.90 However, for indicative purposes, a benchmark cost per seat of approximately £1,400 has been identified for a number of recent developments²². This figure cannot be relied upon to predict the precise capital cost of a community stadium for Cambridge, but does provide a starting point for the magnitude of capital investment needed to fund a 10,000 seat stadium scheme. Therefore using this cost per seat rule of thumb suggests that a new core stadium development can be expected to cost circa £12-16 million at current prices.

Potential club investment

- 5.91 The clubs who are thought most suitable for involvement in the scheme all have the potential to input some capital investment. However the scale of their potential investment differs significantly and needs to be confirmed going forward. Even so, it appears possible that a combination of the clubs could provide the capital investment required to finance a significant amount, if not all, of the core stadium facilities.
- 5.92 CUFC is likely to have significant capital to invest in the scheme but this is subject to negotiations with the developers who own its current site and who would benefit from the early termination of their lease. As a result there is a requirement for the club and the land owner/ developer (Bideawhile/ Churchmanor) to confirm the clubs likely scale of investment in the scheme. Churchmanor have, however, stated that they would re-provide the club's facilities if they can access the Abbey Stadium site for housing development. This option would be particularly attractive for Churchmanor if the Milton site was used for the development as they own this site as well and would seek to provide enabling development alongside the stadium.
- 5.93 The other clubs recommended for further consideration as part of the scheme are CRUFC and CCFC. Both of these clubs have the potential to invest capital in the scheme as a result of their current site arrangements. The CRUFC site has a covenant that means that if sold by King's College, the College would re-provide its existing facilities elsewhere (the actual capital value of this contribution would need to be negotiated in the future). The mechanism where capital could be contributed should the club leave the site of its' own volition requires further clarification through detailed discussions with the Club and the College.
- 5.94 CCFC has already positioned itself to secure capital from the sale of its existing ground, which they would be prepared to invest in the community stadium depending on terms.

²² Adjusted to reflect 2008 prices

Further potential funding streams

- 5.95 This section also identifies that there are a number of other potential funding streams which could be accessed to meet the overall capital requirements of the scheme. In particular these include Football Foundation grants to finance additional training pitches and the Stadium Improvement Fund which could contribute to the cost of the core stadium facility.

Supporting and enabling development

- 5.96 This section has also identified the likely capital and revenue impact of providing different supporting and enabling development within the overall scheme. This analysis has been used to assess the likely financial implications of the short listed sites identified in Section 3 and has highlighted that the sites are likely to generate very different schemes in terms of both content and financial position.
- 5.97 This reflects that the Milton site lends itself to providing a number of outdoor training pitches for community and club use. Its ownership by a private developer who also has a financial incentive to re-locate CUFC from their current site means that discussions have already begun with potential enabling development partners to provide office and/or retail provision on the site.
- 5.98 The large scale housing development on the Cambridge East site provides the potential opportunity to plan the site to make the stadium a focal point for the local community. As such it could incorporate a large proportion of the facilities which a new community requires. These would be expected to be provided to some extent by the developer of the wider residential development through s106 planning gains and would potentially be affordable from a capital perspective. In terms of revenue position, the community facilities deemed suitable as part of this development can be expected to perform either at break even position or slightly better and therefore would be expected to provide a financially sustainable option.
- 5.99 The Cowley Road site is not expected to present as positive a financial proposition as the other short listed sites. This reflects that its location and size mean that it is thought less attractive for most supporting and enabling developments. As a result, it is expected that this option would be likely to provide a more basic concept for the community stadium with supplementary facilities likely to be limited to parking and potentially one training pitch with limited enabling development. However, this position needs to be confirmed through soft market testing with potential developers.

Conclusions and next steps

Study conclusions

6.1 This feasibility study has explored the opportunity to develop a community stadium in Cambridge, what this might look like and which sites would be suitable for such a facility. Our work has involved:

- consulting key stakeholders including a range of public sector organisations and the City's major clubs to establish interest in the scheme and identify potential partners to lead its delivery
- undertaking an evaluation of a large number of sites in the area to identify a shortlist of three site options for further consideration by partners
- undertaking an assessment of potential options for supporting and enabling development, reflecting the constraints and strengths of the short listed sites
- developing high level business planning assumptions for the different site scenarios to identify the likely financial implications of the different potential schemes.

6.2 Our high level conclusions in terms of club partners for the scheme are as follows:

- **Cambridge United FC** is the only club in the area that has the scale of requirements to justify a 10,000 seat community stadium. We therefore recommend that it be engaged as a lead club partner within any community stadium scheme. The club has stated its support for the concept of the community stadium and is likely to be able to contribute a significant capital sum to the scheme. The size of this sum will be subject to negotiations with Churchmanor Estates PLC. This organisation, a sister organisation of Bideawhile, lease the club's current ground to them. Churchmanor has identified that it would re-provide a stadium for the club if it vacates its current site. Churchmanor also owns the 'Milton' site which is one of the three short listed sites from our site appraisal
- we recommend that two other clubs also be engaged further with a view to being core users of the community stadium, namely **Cambridge RUFC** and **Cambridge City FC**. One scenario would be that Cambridge RUFC becomes a partner in the scheme alongside CUFC. This reflects that the clubs would be expected to work well together to maximise partnership opportunities and that no competitive tensions have been identified between the clubs. The current barrier to this combination is that CRUFC do not have a pressing need to leave its current ground. The key driver for CRUFC to move would be promotion to National League 1 and the subsequent need to increase revenues to compete financially in that league as well as provide 2,500 seats to meet league regulations. Therefore the club is interested in the stadium principle but can not fully commit to it at this stage

- the second potential partner club alongside CUFC is **Cambridge City FC**. This club's current ground lease runs out in 2010 and therefore they have an urgent need to locate to a new ground. However, CCFC, despite being only one league below CUFC, achieve much smaller attendances and would be expected to contribute less to the stadium in terms of match receipts and supplementary spend. There are also some tensions between the clubs that could make negotiating a partnership agreement difficult, although these are not considered insurmountable. CCFC do, however, do expect to have a capital sum to invest in the scheme. On this basis, the success of a partnership between CUFC and CCFC is likely to depend on the structure of the financial package that can be agreed between the two parties (in light of any further funding from grants or public sector partners). In headline terms, if CUFC was able to work with Churchmanor to part or fully deliver the scheme themselves, then they would most likely need a clear financial driver to partner with CCFC. We would recommend further discussions between these clubs in the next stage of the feasibility process to identify what this solution might look like once clearer parameters for the scheme have been identified.

6.3 Study conclusions in relation to our appraisal of suitable sites in the Cambridge sub-region are as follows:

- there are three sites which have been short listed for further consideration for a community stadium site. These options provide different propositions for delivering the scheme. All of these sites have specific strengths and potential barriers to delivery
- of the three short listed sites there is no clear favourite at this stage. This reflects that there are potential barriers to delivering on all three sites. As a result, further work is required by Project Partners to identify whether these barriers can be overcome
- the key barriers include that the **Milton site** falls within the Green Belt and cannot be developed at present. Churchmanor has submitted representations to the Planning Inspector regarding this site (with respect to the current LDF consultation period for South Cambridgeshire) but, since detailed plans were not presented at this stage, a clear decision is yet to be made. Therefore, it is not expected that the planning designation will change in the short term. CCFC is the only club with an urgent requirement to move ground and will develop contingencies to allow the club to function in the short term. If partners agree that Milton is the most appropriate site for the community stadium, it may be appropriate to use the interim period to the next Green Belt/LDF Review to build a case for this site
- Notwithstanding significant planning constraints related to the Green Belt, the Milton site is an attractive location. It is accessible, large enough to deliver a number of outdoor training pitches to make it a hub for sporting activity. The scheme would also be supported by the land owner / developer, which increases the potential for a deliverable financial solution. However, all of the above are irrelevant given the site's current Green Belt status. Overall the Milton site presents a potential delivery solution only in the long term

- the **Cambridge East** development site is another attractive site which is subject to potential barriers that would need to be investigated further if a solution is to be achieved. The attraction of this option is based on the scale of the residential development in the area and the potential for a stadium to be built into the wider masterplan for the area so that it could become a genuine hub for the local community and provide a range of facilities within one complex
- the key barrier to this being achieved is that, whilst at an early stage, the owner of much of the site area (Marshall Group) has begun early masterplan proposals. These plans currently identify that community facilities been provided for elsewhere and community pitch provision will be linked to the provision of school sports facilities. Furthermore, little space is left within current proposals to incorporate a community stadium. These factors mean that if a stadium is to be delivered on the site there is a requirement for proposals to be quickly integrated (if still possible) into wider plans for the site. This site is considered deliverable in the medium term linked to the delivery timescales for Cambridge East itself.
- the final short listed site is **Cowley Road**. Our evaluation identifies that the site is subject to few barriers to delivering a core stadium facility. As a result, if the barriers to the Milton and Cambridge East sites cannot be overcome, Cowley Road is likely to provide a viable solution for provision of a stadium facility, albeit of a different scale to that which could be provided on other sites
- should the project steering group and stakeholders believe the overall priority to be the delivery of a stadium to accommodate the professional/ semi-professional sports clubs with community provision on the site being of lower priority, the Cowley Road option may be presented as favourable (notwithstanding sustainability and affordability issues which will also need to be addressed)
- however, if the overriding priority is for a 'community stadium' which includes wider facility provision for use by local communities (including educational, health, leisure and community facilities) this site is inherently restrictive through its size
- overall, the site does not provide such an attractive location in comparison with others short listed. The footprint is relatively small and unlikely to support more than one additional training pitch (although this could include an STP / commercial five-a-side provision). The location of the site adjacent to a sewerage works is also thought to restrict its potential to attract enabling development. Finally, the site is not close to a residential community and therefore would not be suitable for delivering local level community facilities. This site presents a short-term delivery solution.

6.4 The key conclusions from our indicative business planning work are as follows:

- the **capital costs** of delivering a stadium can vary significantly. This reflects numerous factors such as different facility mixes as well as land preparation costs. Our benchmarking exercise has identified that a number of comparable stadia have been delivered in recent years for a cost approaching £1,400 per seat, which would equate to a built cost for the core stadium of £12-16 million

- we have identified, for each of the short listed sites, **supporting and enabling development** which could potentially be suitable given the strengths and constraints of the sites. This analysis has highlighted that the three sites lend themselves to different types of development. The Milton site is thought to be suitable to provide a supplementary hub of outdoor training pitches as well as offering enabling development opportunities. Cambridge East has the potential to deliver a facility that incorporates a range of local community, cultural and leisure facilities. Cowley Road is the most limited site in terms of the supporting and enabling development which are likely to be provided
- overall the different site scenarios mean that at this stage the community stadium could take a number of forms depending on the objectives of key project partners and the financial imperatives of delivering the scheme.

Delivery of a community stadium for Cambridge - next steps

- 6.5 This initial feasibility study concludes that there are three clubs in Cambridge that should be considered as partners for the scheme. Of these, CUFC is the key club partner that has the desire and scale of requirement to lead the delivery of the stadium. However, CRUFC and CCFC are also interested in the scheme and should also be engaged with the project going forward to identify the potential for one of these clubs to partner with CUFC in the community stadium.
- 6.6 In terms of sites, we have identified that Milton and Cambridge East both provide attractive site solutions in principle, but that there are potential barriers that need to be explored in order to confirm their future viability. As such, the Cowley Road site should also continue to be considered as a site because, whilst not ideal, it appears to provide a deliverable short-term solution in terms of ownership and planning constraints.
- 6.7 The existence of options for both the club partners for the scheme and the preferred site generates a requirement on behalf of project partners to refine the objectives for the scheme and identify a mechanism for delivering it. Below are recommendations resulting from this study for how the scheme should be taken forward:
- **confirm ownership of the scheme** - a number of public agencies have an interest in the proposals for a community stadium and have formed a partnership to deliver this feasibility study. However, different organisations currently have slightly different objectives in being involved in the scheme. A key factor in achieving the delivery of stadium or other major facilities is often a single organisation or specified partnership driving the process. This helps to ensure that partners have clear responsibilities and that objectives are set so that all parties work towards a common aim. It is therefore recommended that the current steering group organisations work together to identify roles and responsibilities to galvanise the commitment of public partners to the scheme
 - **confirm a vision and key objectives for the scheme** - a critical element of developing a scheme which has a number of partners is agreeing at an early stage a vision and key objectives. In this case, discussing and confirming key objectives will allow partners to assess which combination of clubs and which site is suitable to deliver the City's vision for a stadium. Providing a firm steer on objectives and the desired direction for the scheme will particularly help to generate credibility for the scheme amongst potential club partners

- **engage club partners** - this feasibility study has begun the process of engaging with clubs and identifying their interest and suitability for the scheme. Once objectives are agreed amongst the public sector partners, it is recommended that the key clubs be engaged on a more day-to-day basis. This formal engagement of the clubs will help to generate credibility with the clubs as at present there is a feeling that the scheme may not be delivered due to planning restrictions and lack of political will
- there is also a requirement to **discuss likely commitments and financial positions in more detail** with clubs on an individual basis and then bring key clubs together to discuss shared issues, mutual interests and potential barriers to developing a successful partnership. This will particularly be the case in relation to CUFC and CCFC, given the relatively weak relationship between these clubs at present
- **use refined objectives to prioritise sites** - at the same time as engaging clubs, partners also need to set in motion a process for identifying a preferred site for the scheme. This will mean identifying a favoured site based on an agreed set of objectives but also setting in motion a mechanism for investigating and ideally overcoming the potential barriers to development for the Milton and Cambridge East sites identified in this study. This will mean undertaking further detailed discussions with Planning Officers and developers to agree the viability, risks and potential benefits of trying to move forward with either of these sites
- **stimulate political will for the scheme** - the process for delivering the stadium will benefit if political and community support can be generated. Specifically the potential barriers to the Milton and Cambridge East sites are more likely to be overcome if there is strong political backing for proposals and there is a general feeling that providing a community stadium is a priority for the sub-region. As such, proposals for the scheme should be put on the agenda of key local bodies, supported by suitable lobbying activity, so that an awareness and enthusiasm for the scheme can be generated.

Strategic review

National level strategies

- Game Plan: A strategy for delivering Government's sport and physical activity objectives (DCMS/Strategy unit, December 2002)

- 1.1 Game Plan is the key national document that highlights the government's long term vision for increasing participation and high performance in sport.
- 1.2 The long term vision of Game Plan vision is "by 2020 to increase significantly levels of sport and physical activity, particularly among disadvantaged groups, and to achieve sustained levels of success in international competition."
- 1.3 The community stadium will provide a focal point for sport in the local area and present opportunities for increased participation in sport. Should the stadium include the provision of training facilities adjacent to the core facility, these facilities are expected to have a positive impact on the City's major clubs and broaden access to sporting activity for the wider community.

- National Framework for Sport (2004)

- 1.4 The framework provides a national context for the development of sport. The strategy sets a platform for action which includes ensuring the right infrastructure and investment is available to support sport. This includes club, coach and volunteer development in addition to facility developments.
- 1.5 The stadium would provide an improved physical infrastructure to support sports development within the area. This impact would be increased if training pitches are provided as part of the scheme.

- Choosing Activity (Department of Health, 2005)

- 1.6 Choosing Activity provides a summary of how government will deliver the commitment to physical activity presented in the overarching white paper Choosing Health: making healthier choices easier.
- 1.7 A key priority of Choosing Activity is to support participation in the community by addressing barriers such as safety, cost and accessibility of physical activity. The new stadium should aim to be easily accessible both for any immediate local community as well as the wider sub-region.

- Sustainable Communities: Building for the future (OPDM, 2003)

- 1.8 This document outlines a programme of action aiming to tackle pressing problems in communities in England such as social cohesion and the existence of disadvantaged groups.
- 1.9 Current objectives for the community stadium include delivering a high quality facility for leisure/ community activities. Therefore, ensuring a healthy population, community engagement and providing opportunities for the personal development of young people are key aims in delivering a community stadium.

Regional level strategies

- East of England Plan – Draft revision to the Regional Spatial Strategy (RSS) for the East of England (2007)

1.10 The vision for the East of England is as follows:

'By 2021 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable and inclusive communities. At the same time it will reduce its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets.'

1.11 There are a number of objectives that have been set in order to achieve this vision which are based on five broad objective statements:

- to reduce the region's impact on, and exposure to, the effects of climate change
- to increase housing opportunities for people in the region
- to realise the economic potential of the region and its people
- to improve the quality of life for the region's people
- to improve and conserve the regions environment.

1.12 Paragraph 3.10 of the document stipulates that development will be focused and concentrated at the region's cities and other significant urban areas, including selected market towns. A number of the sites assessed in this study are on the edge of the City and in areas which could be considered for development.

1.13 Policy H1 of the Governments Further Proposed Changes to the Draft East of England Plan, published in 2007, indicates that the East of England as a region will accommodate over half a million new dwellings over the period to 2021.

1.14 Policy H1P9/1 of the emerging East of England provides indicative housing allocation figures for individual local authorities from the Structure Plan (2003). It highlights that Cambridge City and South Cambridgeshire are to witness the largest volume of housing growth in the sub-region, totalling 32,500 houses across the local authority (LA) areas. This large scale housing growth and associated services and infrastructure is putting pressure on the use of land in the sub-region.

1.15 With specific reference to leisure, sport and recreation facilities, Policy C2 of the document states that:

'Regionally or nationally significant leisure, sport, recreation arts or tourism facilities should be supported in locations where proposals:

- a) will enhance existing facilities of regional or national significance or elsewhere, satisfy a sequential test – with priority to locations in town centres before off -centre or out-of-town locations, and to the use of brownfield land in preference to greenfield sites. Exceptionally, the specific attributes of a rural site may make it appropriate for a regionally strategic proposal;

- b) are designed to enhance the environment and do not adversely affect areas designated for their ecological, landscape or historic value, including sites of European or international importance for nature conservation;
- c) meet sustainable development objectives as outlined in the RSS;
- d) maximise opportunities to use means of transport other than the car and use transport networks that have adequate capacity to accommodate passenger and rail freight requirements;
- e) are well related to regional transport nodes;
- f) minimise their use of energy and natural resources and their impact on public services, and have satisfactory proposals for minimising their long-term use and impact;
- g) are of an appropriate scale and impact.

1.16 This policy provides a measure for assessment of proposals whilst local development documents are in preparation.

1.17 Furthermore, paragraph 6.7 of the document stipulates that developments should be in or close to Key Centres for development and change. There is also a recognition that in some cases the scale of facility may not be appropriate for such an approach, therefore it may be necessary to exploit specific locations eg former mineral workings or in regard to facilities attracting a large number of visitors, interchange facilities outside of large settlements with good or potentially good public transport.

- Sport England: Creating Active Places: Sports Facilities Strategy for the East of England (2007)

1.18 This framework underpins the regional vision for future facility provision through identification of facility needs and provides the basis for multi-agency partnerships to shape, implement and deliver Creating Active Places.

1.19 The region's population is expected to grow from approximately 5.4 million to 6.05 million people as a result of the development of new homes, generating a requirement for improved and extended sporting and community facility provision.

1.20 A 'Living Sport' survey highlighted that Cambridge City residents are concerned generally about the condition of existing facilities.

1.21 Development of a high quality community sports facility integrated within a stadium operation will provide facilities for the growing population and address perceived quality issues amongst the current resident population.

- The East of England Regional Plan for Sport (2004)

1.22 More people in the East of England participate in sport and active recreation and belong to sports clubs than anywhere else in England. Over 40,000 people are employed in sports related activities and approximately £1.2 million is spent annually on goods and services.

1.23 The community stadium will aim to improve the planning and delivery of sport within the Cambridge area through the provision of a bespoke sporting facility. Furthermore, the demand for facilities that could potentially adjoin the new stadium, such as additional football pitches and STPs, is likely to be high.

Sub-regional strategies

- Cambridge City Sports Strategy, 2003

- 1.24 The purpose of this document is to set out the Sports Services Strategy for Cambridge City Council. Cambridge aspires to be ‘a city with diverse, high quality sports services which are accessible to all Cambridge citizens and which will make a major contribution to a healthy, thriving community.’
- 1.25 The Sports Services strategy highlights four key themes to focus action on:
- improving access to facilities and services
 - developing better basic services at facilities
 - consider the contribution of sport to the wider social agenda, particularly health and inclusion
 - improving support for community sport.
- 1.26 The community stadium will represent an opportunity to increase the quality of local facilities and provision of opportunities for the community.

- Cambridgeshire and Peterborough Youth Sports Report, 2002

- 1.27 This report was based on the views of young people aged 5 – 16, through a questionnaire focused on the popularity of sports rather than their participation levels.
- 1.28 The survey results highlight that a football based stadium is likely to be more popular amongst the male community, highlighting the need for the provision of facilities at the stadium that will attract women, alongside the largely male football community.

- South Cambridgeshire Community Strategy (2004-2007)

- 1.29 The purpose of this strategy is to improve the quality of life in South Cambridgeshire, providing active, safe and healthy communities where residents can play a full part in community life, with a structure of thriving voluntary and community organisations.
- 1.30 The community stadium will aim to provide a modern, high quality development providing an attractive place with its own identity and supported by a range of services in line with the strategy’s aims and vision.

- Cambridge City Community Strategy (2004-2007)

- 1.31 The purpose of this document is to improve quality of life for people in the city. The incorporation of both educational and training facilities within the stadium and the sense of community the stadium will provide are in accordance with the aims of the strategy.

- Cambridgeshire City PCT (from C&PASP document) – 2003 Director of Public Health Report

- 1.32 This report acknowledges that although the local population is relatively healthy, there is scope to improve the lifestyle determinants of health, including physical activity, smoking and diet.
- 1.33 The inclusion of health and lifestyle facilities within the stadium would also contribute to improving awareness of health issues and improved delivery in the area.

Furthermore the additional facilities at the stadium will ensure that the community has access and opportunities to participate in physical activity.

- South Cambridgeshire PCT (from C&PASP) – 2004 report from the Director of Public Health

- 1.34 This report identifies the contribution that sport and physical activity can make to improving the health of the local community.
- 1.35 The community stadium may improve the lifestyle and health of local residents through a variety of means, for example by raising the profile of role models for young people and providing opportunities for increased participation.

- A Major Sports Facilities Strategy for the Cambridge sub-region (2006)

- 1.36 The vision for the strategy is “to create high quality community and specialist sports facilities within the Cambridge sub-region that will enhance the quality of life for new and existing residents.”
- 1.37 The strategy recognises that both high quality community and specialist sports facilities are required, in line with the projected growth in population due to plans for the provision of 47,500 new homes in the Cambridge sub-region.
- 1.38 A key issue identified regarding the provision of specialist facilities is that 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.
- 1.39 A community football stadium was highlighted as a community asset in the widest sense and a sub-regional priority. It is anticipated that the stadium will satisfy the stated local desire for landmark sporting facility within the Cambridge sub-region and provide unrivalled opportunities for community sports participation in the area.

- Cambridgeshire FA football development plan (2007)

- 1.40 The County Football Development Plan core work will continue to focus on education, clubs and workforce development. A key priority of the plan is to deliver a comprehensive and viable network of facilities to meet the needs of local communities.
- 1.41 Further aims of the plan are to:
- encourage greater participation and to ensure more leadership opportunities at secondary, further and higher education institutions in playing, coaching and officiating
 - include ‘multi team’ community clubs with excellent playing, training and social facilities
 - investigate, develop and promote the ‘Sports Village’ concept in our communities from within the County Sports Partnership.
- 1.42 The community stadium would aim to address all the aims of the development plan providing the local community with a range of additional facilities and opportunities for participation in football.

- Cambridgeshire FA 6 month interim plan (January - June, 2008) – Executive update and review of investment priorities

- 1.43 A key priority is to develop County FA plans for 2008-2012 in line with the National Game Strategy (NGS). Immediate targets of the plan include growth and retention, raising standards, developing better players, leading and governing the game efficiently, workforce development and improving the quality and access to facilities.
- 1.44 The provision of a community stadium with high quality synthetic and grass turf provision can aid the County FA in the achievement of many of the objectives outlined in the interim plan in the long term. The stadium will represent an improvement in quality and access to facilities and would contribute to the development of better players and a growth in participation.

- Cambridge City Council Open Space and Recreation strategy (2006)

- 1.45 This strategy seeks to ensure that open space helps in developing communities, enhancing the health and well being of residents and the biodiversity of the city.
- 1.46 Targets for new urban extensions include creating open spaces and recreational facilities with a variety of characters and functions, including playing fields and indoor sports facilities. The community stadium will meet the strategy's targets by providing a facility with a variety of recreational opportunities, that will likely include outdoor playing surfaces and indoor sports facilities.
- 1.47 The standard set for outdoor sports facilities is 1.2ha/1000 people. The sports provision in Cambridge study (2004) presents a current level of 1.1ha/1000 people.
- 1.48 At least one fully serviced ATP/STP will be required to serve the expanding city, likely to be located in East Cambridge or the southern fringe and should be located within the urban extension. Therefore an ATP/STP delivered as part of the stadium complex would address the current deficit.

- South Cambridgeshire Recreation study (2005)

- 1.49 This study provides an audit and assessment of the need for outdoor play space in South Cambridgeshire. It investigates current quantity and quality of provision and how this is meeting local need.
- 1.50 The most common type of pitch shortfall is in mini-soccer pitches. The stadium complex may include such pitch provision on the wider site to address the current shortfall within South Cambridgeshire.
- 1.51 The report also recommends that the City Council may wish to secure two more STPs/ ATPs for public use. The audit highlights the need for one additional senior and one additional junior pitch in Milton as well as two mini soccer pitches.

Site appraisal

Cambridge East evaluation

Site evaluation criteria	Cambridge East
<p>Site factors</p>	<ul style="list-style-type: none"> • located to the East of Cambridge on land in between Coldhams Lane, Newmarket Road and Airport Way • currently operational air strip with ancillary aircraft repair business located on site • large site able to accommodate significant development with adjoining residential areas to the South East and South West • Teversham village located towards the East of the site across Airport Way • existing leisure provision (Next Generation Tennis and Fitness Club) to the South of the site, across Coldhams Lane
<p>Development context</p>	<ul style="list-style-type: none"> • Cambridge Airport / Cambridge East has been allocated for high density residential development under the Cambridge East Area Action Plan (2006) with specific provision for a community stadium made in the plan (see below) • approximately 10,000-12,000 dwellings are to be constructed as part of a new urban quarter of Cambridge in the Cambridge East area
<p>Planning status</p>	<ul style="list-style-type: none"> • principal land uses identified in the Local Plan do not identify any provision for leisure / community however, the vision identifies a large district centre which may include leisure development which will meet sub-regional needs and help in developing the regional role of the City. • Cambridge East Area Action Plan objective D6/d is <i>'To secure the provision of high quality leisure and cultural facilities of a high standard of design which would reasonably be expected to be found in a major urban quarter of approximately 24,000 to 29,000 people with a small catchment in adjoining parts of Cambridge and surrounding villages'</i> • Policy CE12 (1) highlights that <i>Cambridge East will provide a full range of publicly provided services and facilities eg schools, community uses, health facilities</i>. Furthermore, policy CE12 (2) stipulates that <i>Cambridge East will provide those services and facilities which are to be delivered by the community or voluntary sector and which are essential to establish a sustainable community through the provision of serviced land, suitable for their development eg faith, social and sporting clubs</i>. • Policy CE12 (5) <i>any planning permission granted for the development of Cambridge East will include a planning obligation requiring the phased delivery of publicly provided community services, facilities, leisure, arts and culture, of a high standard of design</i> • Policy CE12 (D6.1) relating to the Phase 1 Development of land to the North of Newmarket Road stipulates that this area <i>'could provide the opportunity for existing facilities in Cambridge such as sports stadia to relocate and develop improved facilities'</i>

APPENDIX B – DETAILED SITE EVALUATION

Site evaluation criteria	Cambridge East
Transport / access	<ul style="list-style-type: none">• current access perceived difficult since current road structure liable to congestion especially in routes to surrounding villages such as Cherry Hinton.• existing Park and Ride site north of Newmarket Road ensures good public transport access to and from the area• infrastructure improvements related to development of Cambridge East will make provision for improved access in the future
Ownership considerations	<ul style="list-style-type: none">• Cambridge Airport site is under full ownership of Marshalls Aerospace. Therefore, development on the airport site within Cambridge East cannot take place until the business is relocated and land sold appropriately.• discussion with local planning officers has highlighted attempts by the company to locate an alternative site and that this is being considered, however, is unlikely to happen in the immediate future. Furthermore, consultation has also highlighted that the company is nearing its centenary year and has no ambition to move prior to this. Planners indicated that it is unlikely the site will become available until at least 2012
Development implications	<ul style="list-style-type: none">• potential long timescales for deliver relating to relocation of Airport although development may be brought forward into the first phase of Cambridge East development, north of Newmarket Road (S.Cambs)• current access perceived difficult although necessary infrastructure improvement related to the development of Cambridge East will address

APPENDIX B – DETAILED SITE EVALUATION

Blue Circle site evaluation

Site evaluation criteria	Blue Circle site
Site factors	<ul style="list-style-type: none"> • located to the East of the City, within the existing City boundaries • bordered to the South by railway line, Coldhams Lane to the North and business park to the East • business park includes leisure development (Next Generation Tennis & Fitness Club) and commercial options (hotel etc) • ex landfill site • eastern portion of the site currently affected by the airport safety zone which may restrict the scope for development • adjacent to the identified Cambridge East MDA
Development context	<ul style="list-style-type: none"> • currently unallocated land under the Cambridge City Council Local Plan. • previously protected open space but protection has been removed • effectively 'white land' and available for development • affected by the airport safety zone which stretches across the Western half of the site • previous landfill use may preclude development (methane gas issues, land contamination issues) • ground conditions may preclude any significant enabling development to assist in the funding of the Community Stadium
Planning status	<ul style="list-style-type: none"> • following the Inspectors review of the Proposals map, this site no longer has any allocation • CLIC previously investigated placing an ice rink into the vacant pit • adjacent to City Wildlife Site – planning constraints expected due to impact on wildlife
Transport / access	<ul style="list-style-type: none"> • site appears constrained, access only permissible from Coldhams Lane • perceived congestion around Cherry Hinton High Street end of Coldhams Lane and lack of current public transport links • current access issues may be alleviated with infrastructure improvements related to the development of Cambridge East
Ownership considerations	<ul style="list-style-type: none"> • land is owned by Land Securities and it is understood that they are looking to sell this land (this position has not been confirmed by the vendor)
Development implications	<ul style="list-style-type: none"> • potentially dependant on the relocation of the Marshall Aerospace business due to the airport safety zone and potential restrictions which may impact timescale • previous uses of this site may inhibit any significant enabling development on the site • ground conditions may impact on timescales for development

APPENDIX B – DETAILED SITE EVALUATION

Cowley Road (Northern Fringe) evaluation

Site evaluation criteria	Cowley Road (Northern Fringe)
Site factors	<ul style="list-style-type: none"> • situated to the North East of Cambridge • bordered by Cowley Road to the South, business units and retail to the East and Water Treatment works to the North • included within the boundaries of a designated Major Development Area of the Cambridge Local Plan (2006)
Development context	<ul style="list-style-type: none"> • County Council have resolved not to relocate sewage treatment works • if larger area cannot be realised, there is limited scope for enabling development on the site to provide additional funding for development • without movement of the water treatment works, limited potential for enabling development on this site • phased development of housing on the Northern Fringe is contingent on the relocation of the water treatment works
Planning status	<ul style="list-style-type: none"> • Northern Fringe principle land uses include the following: <ul style="list-style-type: none"> • around 35 hectares for housing comprising approximately 2,300 dwellings • 6ha of land for mixed commercial uses including up to 2 ha for B1, B2 and B8 employment uses • 0.5ha retail • 5.4ha community facilities including up to 3ha for primary schools • indicates that the Park and Ride site may be located if a suitable alternative can be found (has been relocated to Milton) • no specific reference to the provision of stadia or leisure facilities as part of the Northern Fringe MDA • planning priorities lead towards employment led development
Transport / access	<ul style="list-style-type: none"> • Park and Ride currently located on site • CGB will run close to the site giving significant public transport benefits • close to the A14 / A1309 junction • South Cambridgeshire District Council plans to develop Chesterton railway sidings into rail terminus / station provided future potential public transport access benefits with improved access from Milton Road – overall future public transport access is likely to be significantly improved • currently, access perceived to be constrained and development would likely have to resolve access issues from adjacent routes/junctions
Ownership considerations	<ul style="list-style-type: none"> • Cambridge City Council own the site – land leased to Cambridgeshire County Council for the Park and Ride operation
Development implications	<ul style="list-style-type: none"> • much of the development in this area is contingent on the relocation of the water treatment works • site specific development of a community stadium is also likely to be similarly contingent given the limited potential for enabling development to take place within the proximity to the water treatment works

APPENDIX B – DETAILED SITE EVALUATION

Southern Fringe evaluation

Site evaluation criteria	Southern Fringe
Site factors	<ul style="list-style-type: none"> located towards the South of the City as an area of major development
Development context	<ul style="list-style-type: none"> principal land uses for the Southern Fringe identified in the Local Plan include: <ul style="list-style-type: none"> around 65 hectares of housing, accommodating approximately 3,320 dwellings leisure and recreation facilities 2.2ha reserved for the relocation of Papworth Hospital (potential health linkages with the Community Stadium) a large scale public open space of City-wide importance up to 10.28ha of land will be held until 2016 for future clinical development and research use
Planning status	<ul style="list-style-type: none"> Trumpington Meadows will be primarily used for residential development with open space provision other areas identified within the Southern Fringe principally reserved for clinical development and biotechnology research and development activities
Transport / access	<ul style="list-style-type: none"> current access to the site is limited although area is predominantly undeveloped in line with Local Plan policies, infrastructure development will create new transport links, including the CGB, which will run close to the site and link the area with City and a new Park and Ride site towards the terminus end of the CGB, across Hauxton Road Southern access road linking Addenbrookes Hospital to Hauxton Road (to the South West) linked to infrastructure development will improve access. Furthermore, access to the site from Long Road (to the North) will also improve public access
Ownership considerations	<ul style="list-style-type: none"> considered to be multiple ownerships across the area
Development implications	<ul style="list-style-type: none"> mainly allocated for housing development or medical/research expansion under Local Plan and AAP policies potential linkages to hospital expansion and community health facilities within the stadium could be explored if stadium development could be accommodated within the Southern Fringe up to 10.28ha of land will be held until 2016 for future clinical development and research use which may present time limitations on stadia development access is currently limited and is likely only to develop once significant development of the Southern Fringe for housing and health/research/biotechnology takes place

APPENDIX B – DETAILED SITE EVALUATION

Northstowe site evaluation

Site evaluation criteria	Northstowe
<p>Site factors</p>	<ul style="list-style-type: none"> • the site for Northstowe (a proposed new town) of approximately 432 hectares (including the land needed for Green Separation to protect the village character of Longstanton and Oakington) will accommodate a new town with a target capacity of 10,000 dwellings (with at least 4,800 dwellings provided by 2016) and associated employment, services, facilities and infrastructure • the town will be located to the east of Longstanton and to the north of Oakington towards the North West of the City with high quality public transport links to Cambridge provided by the CGB and infrastructure development related to housing provision • Northstowe will achieve an average housing density of 40 dwelling per hectare
<p>Development context</p>	<ul style="list-style-type: none"> • principle land uses for Northstowe identified in the Area Action Plan include: <ul style="list-style-type: none"> • 20 hectares of employment land throughout the town • little hectarage information is given for other land uses • a large number of facilities at Northstowe will be provided commercially e.g. health and fitness clubs, cinemas, tenpin bowling, golf course, etc. Some of these are considered essential to the development of a successful community and there will need to be some certainty that they will be capable of being provided, and sustained long term. This will be particularly important in the early phases of development in order to ensure that Northstowe has a range of services and facilities which will help attract its first residents
<p>Planning status</p>	<ul style="list-style-type: none"> • planning applications will have to demonstrate how development proposals will encourage a mixed economy including employment in various town services including in schools, leisure and community facilities • objectives under Section D5 of the Northstowe AAP stipulate that community facilities, leisure, art and culture will support the early establishment of a successful new community in Northstowe • <i>to secure the provision of high quality leisure and cultural facilities of a high standard of design, which would reasonably be expected to be found in a new town with an ultimate population approaching 25,000 people with a small catchment of surrounding villages</i>

APPENDIX B – DETAILED SITE EVALUATION

Site evaluation criteria	Northstowe
Planning status (cont...)	<ul style="list-style-type: none"> • Policy NS/9 of the Northstowe AAP includes the following: <ul style="list-style-type: none"> • <i>Northstowe will provide a full range of publicly provided services and facilities (e.g. schools, community uses, health facilities), funded where appropriate and reasonable by the development, or by taking every opportunity to draw down funds from as many sources as possible</i> • <i>the development will provide for innovative means of provision, including opportunities for joint provision and co-location to provide services which best meet people’s needs, are accessible to all and which are cost efficient to service and facility providers</i> • Policy NS/19 of the Northstowe AAP also states: <ul style="list-style-type: none"> • <i>a Strategy for Formal Sports Provision must be prepared, which provides a full assessment of the formal indoor and outdoor sports facilities and takes account of the Major Sports Facilities Strategy for the Cambridge Sub-Region prepared by Cambridgeshire Horizons, and consider the implications for Northstowe</i> • Planning application recently submitted by Gallaghers and English Partnerships for 9,500 new homes, schools and community facilities which takes up almost all of the land allocated for the area by the AAP – therefore maybe little scope for inclusion of the community stadium at this stage in the process.
Transport / access	<ul style="list-style-type: none"> • high quality public transport will be provided, with associated quality infrastructure, serving the whole of Northstowe. • a dedicated local busway, linked to the CGB on the disused St Ives railway line, will be aligned and have a number of stops to maximise accessibility within Northstowe whilst not compromising the level of service.
Ownership considerations	<ul style="list-style-type: none"> • considered to be multiple ownerships across the area
Development implications	<ul style="list-style-type: none"> • Northstowe AAP acknowledges the necessary provision of community facilities including the collocation of core facilities such as health, leisure, commercial etc • the AAP also makes provision for facilities to be provided throughout the early phases of development in order to attract residents to the new town • high potential for enabling development linked to the community stadium to help increase affordability and sustainability

APPENDIX B – DETAILED SITE EVALUATION

North West Cambridge evaluation

Site evaluation criteria	North West Cambridge
<p>Site factors</p>	<ul style="list-style-type: none"> • site adjoins the southern edge of Girton village and includes all of the open land between the present edge of Cambridge and the M11 motorway between Huntingdon Road and Madingley Road. It includes land in both Cambridge City and South Cambridgeshire • land between Madingley Road and Huntingdon Road will be developed by Cambridge University to meet its longer term needs for key worker housing, as well as providing some additional faculty and research space to supplement land already being developed in West Cambridge. • land between Huntingdon Road and Histon Road will be developed to provide a new high-quality residential suburb with a range of local facilities and well landscaped open spaces reaching out to the countryside to the North
<p>Development context</p>	<ul style="list-style-type: none"> • the location is identified in Policy P9/2c of the Cambridgeshire and Peterborough Structure Plan 2003 as one where land should be released from the Green Belt for housing and mixed-use development and reserved for predominantly University related uses and only brought forward when the University can show a clear need for the land to be released.
<p>Planning status</p>	<ul style="list-style-type: none"> • North West Cambridge Area Action Plan (Preferred Options – Volume 1, October 2007) Policy NW1 Vision: <i>‘North West Cambridge will create a new University quarter, which will contribute to meeting the needs of the wider city community, and which will embody best practice in environmental sustainability’</i> • the University’s stated aspirations for development at North West Cambridge for the period up to 2025 include: <ul style="list-style-type: none"> • student accommodation (approx 2,000) • approx 2,000-2,500 ‘significant proportion’ affordable for University staff • academic facilities • sui-generis research institutes • commercial research and development space • hotel and conference facilities • community facilities (primary schools, shops etc) • public open recreational space • nature conservation areas • preferred Policy Option NW5: <i>‘Approximately 2,000 to 2,500 dwellings will be provided, with a priority on providing for University needs. An average net housing density of at least 50 dwellings per hectare will be achieved across the development as a whole’</i>

APPENDIX B – DETAILED SITE EVALUATION

Site evaluation criteria	North West Cambridge
Transport / access	<ul style="list-style-type: none">• as an MDA, infrastructure will be inherently improved related to the development undertaken• AAP identifies vehicular access to the area will be via Huntingdon Road and Madingley Road with access restricted from Storeys Way• a new route will be developed linking Madingley Road and Huntingdon Road. This road will be designed as part of the development and its design will be based on low vehicle speeds.• Policy NW16 indicates high quality public transport will be provided to support development including priority bus routes and linkages with existing bus routes
Ownership considerations	<ul style="list-style-type: none">• considered to be under the complete ownership of the University (or associated Colleges)
Development implications	<ul style="list-style-type: none">• little allocation for leisure development on the scale required for a community stadium• land predominantly allocated for University uses and release of land from Green Belt based on demonstration of need by the University. University have indicated that whilst they may make use of the community stadium facility, it is not essential to their development plans – little scope for inclusion on this site• university plans for the site are well advanced and land allocations made therefore development of community stadia on the site may be difficult• costs of acquisition from University likely to be high and it is unlikely that University will release land in light of their existing proposals

APPENDIX B – DETAILED SITE EVALUATION

Barton Road evaluation

Site evaluation criteria	Barton Road
Site factors	<ul style="list-style-type: none"> • large site located to the west of the City with significant frontage to Barton Road • located close to the M11 junction 12 and within close proximity to University (College) sports ground and Cambridge Rugby Union Football Club
Development context	<ul style="list-style-type: none"> • previous planning applications submitted to S.Cambs for sports led development including Cricket Academy and relocation of police and fire stations from the City Centre – refused • other sports uses located in the vicinity including Cambridge Rugby Club and a number of University Sports Grounds • Cambridge Rugby Union Football Club have developed their existing ground and have plans to develop further grass pitches to the rear although they have had significant difficulties in developing to this stage and anticipate further opposition to any future developments
Planning status	<ul style="list-style-type: none"> • land is located in the Green Belt and therefore is unlikely to be released for development for a community stadium, other uses with limited impact (such as outdoor sport – grass pitches) would be more acceptable
Transport / access	<ul style="list-style-type: none"> • transport and access to sites to the west of the City is deemed to be a significant issue • Barton Rd has good access from the M11 since it is close to Junction 12, however, access from within the City is limited to via Barton Road alone and public transport links are deemed to be poor • Rugby Club experience traffic issues along Grantchester Road on match days, especially with concomitant games taking place on the College sports ground opposite
Ownership considerations	<ul style="list-style-type: none"> • understood to be owned by Corpus Christi College
Development implications	<ul style="list-style-type: none"> • costs of acquisition potentially high and infrastructure developments would be necessary increasing costs further • planning restrictions may inhibit enabling development and therefore potential funding

APPENDIX B – DETAILED SITE EVALUATION

Cambridge RUFC evaluation

Site evaluation criteria	Cambridge RUFC
Site factors	<ul style="list-style-type: none"> • large site covering a total of 22 acres including 6 pitches (2 floodlit rugby) with large clubhouse and 250 seat stand
Development context	<ul style="list-style-type: none"> • CRUFC's long term plans are: <ul style="list-style-type: none"> • to develop 3 extra pitches to the rear of the clubhouse • invest a further £500k in changing provision on site to accommodate Cambridge City Ladies FC who currently make use of the football pitch on site (Football Foundation Grant) • CRUFC have experienced significant difficulties in developing their current site (especially in terms of floodlighting) • promotion to National League 1 would necessitate significant expansion to accommodate up to 2,500 spectators (deemed unachievable on current site)
Planning status	<ul style="list-style-type: none"> • land is in the Green Belt but has been developed to include a clubhouse including changing and conference/banqueting facilities with seated spectator provision. • floodlights on site although restrictions on their usage
Transport / access	<ul style="list-style-type: none"> • public transport access limited and considerable traffic issues anticipated with Grantchester Road • potential to include car parking on the site due to its significant size • as with other sites located to the west of the City, public transport links are perceived to be poor
Ownership considerations	<ul style="list-style-type: none"> • CRUFC own the ground outright although existing covenant with King's College stipulates that College retains profits from sale of land but is obliged to re-provide facilities to the same level provided at the time of sale on a suitable site adjacent to the City (if sold by College) • CRUFC perceive few issues with this covenant in negotiating contributions towards a wider stadium development
Development implications	<ul style="list-style-type: none"> • development on site considered unlikely due to difficulties experienced with gaining planning for current scale of facilities and anticipated constraints to any future expansion • sale of land may not yield significant capital for rugby club to put into development, although potential for some capital linked to College obligation to re-provide facilities elsewhere • planning restrictions may inhibit quantity of enabling development to help fund development of the community stadium

APPENDIX B – DETAILED SITE EVALUATION

Milton site evaluation

Site evaluation criteria	Milton site
Site factors	<ul style="list-style-type: none"> • located just north of the A14 and immediately adjacent to the A10 • Milton village immediately east) across the A10 with Cambridge Regional College and Cambridge Science Park immediately south of the site, south of the A14 • large site overall with capacity to accommodate stadium and enabling development, close to Cambridge Science Park and Cambridge Regional College (links)
Development context	<ul style="list-style-type: none"> • neighbouring residential development at Arbury Park • Milton Parish Council granted planning permission to create playing pitches approximately 0.5 miles north of the site for Milton FC (potential community football linkages) • Cambridge Sport Lakes (259 acres) approved on the northern fringe of Milton Village – potential to link developments and create a ‘leisure quarter’ in the area • police looking to relocate from centre of City to the periphery – Milton site has ideal links to the City centre and wider road networks (potential for supporting development and collocation of key public service providers) • landfill at existing site due to terminate in 2010 – Waste Recycling Group (WRG) have submitted a planning application to extend the life of the existing landfill operation until 31 December 2020 indicating interest in the site beyond the current deadline for restoration to agricultural use.
Planning status	<ul style="list-style-type: none"> • currently Green Belt and partly farmland however: <ul style="list-style-type: none"> • site has been approved for development of a Park and Ride (relocated from Cowley Road site) • former egg packaging plant granted planning permission for 70,000 sq ft of industrial space on 2.5ha (North Cambridge Business Park) • site can potentially be considered as a ‘gateway site’ into Cambridge from the north with potential to develop iconic architecture such as large scale leisure/community stadium • discussion with planners (S. Cambs) indicated limited potential for development of a stadium on this site • developer has submitted representations to South Cambridgeshire District Council and Inspector currently looking at these representations (no specific masterplan presented) – considered unlikely that planning designation will change as limited information on proposals provided • planning unlikely in short term whilst Green Belt status remains

APPENDIX B – DETAILED SITE EVALUATION

Site evaluation criteria	Milton site
Transport / access	<ul style="list-style-type: none"> • good road accessibility from the west, north and east and from the City Centre • part of site is being developed for a new Park & Ride facility which indicates significant public transport access benefits • CGB will run close to the site providing transport links from the south, throughout the City and from the new community at Northstowe • Milton Bridge and other public access routes (foot and or cycle) link the site to City and Milton village residents • vehicular access under the A14 in the south west corner of the site (to travellers camp site - County Council owned)
Ownership considerations	<ul style="list-style-type: none"> • freehold for part of the site owned by developers (Churchmanor) and agreed terms with freeholder of the remainder to undertake a joint planning application for comprehensive development with appetite for development of a community stadium on the site • Waste Recycling Group (WRG) (landfill operator) have submitted planning application to extend the life of the existing landfill operation until 31 December 2020 indicating interest in the site beyond the current deadline for restoration to agricultural use. • Churchmanor's associated company (Bideawhile Ltd) owns freehold of Cambridge United existing ground
Development implications	<ul style="list-style-type: none"> • considered minimal due to developer interest in accommodating community stadia on the site (minimal acquisition costs) • developer commitment to providing finance to CUFC (through existing lease agreement) for building of stadium on part of the site • impact on timescales considered minimal (potentially only influence by planning consent) • site can accommodate significant enabling development

APPENDIX B – DETAILED SITE EVALUATION

Arbury Park evaluation

Site evaluation criteria	Arbury Park
Site factors	<ul style="list-style-type: none"> located adjacent to the A14 junction with Histon Road south of the A14. allocated for residential development
Development context	<ul style="list-style-type: none"> site will provide 900 quality homes of which over 120 will be ‘shared ownership’ (affordable) development will also include a primary school (already built and operational as of September 07), small community centre and facilities, children’s play facilities and a new primary school. potential collocation with community facilities to be provided as part of wider development of Arbury Park
Planning status	<ul style="list-style-type: none"> planning for site granted and development is already underway with construction to date yielding main site roads and underwater attenuation tanks, an acoustic fence alongside the A14 and construction on the majority of the 19 housing sites Gallagher Estates (developer) working on plans for commercial development to provide a more attractive roadside edge (potential for community stadium and enabling development within this corridor) revised plans for hotel on the western edge of the site awaiting approval (potential linkages for enabling development) unlikely to be able to accommodate significant stadium development at this stage in the process, given that construction has already begun on site
Transport / access	<ul style="list-style-type: none"> Citi 4 bus service will run through the site linking in with existing public transport networks work already progressing on the development of 2 CGB stops on the site with a dedicated route running alongside the southern edge of the site access extremely good from A14 straight off the carriageway with infrastructure improvements related to the Arbury Park development creating further transport and access improvements
Ownership considerations	<ul style="list-style-type: none"> understood to be owned by multiple agencies but that tenure secure and few issues with development relating to ownership anticipated
Development implications	<ul style="list-style-type: none"> unlikely to be land available for development although potential inclusion of community stadium highlighted with respect to commercial development band adjacent to the A14 to provide an acoustic barrier to the housing development behind, unlikely to be of a large enough size to accommodate community stadium site limitations may inhibit enabling development opportunities to help finance the stadium since planning application already being realised, little scope for inclusion of stadium on Arbury Park at this stage

List of consultees

Name	Organisation
Paul van de Bulk	Cambridgeshire Horizons
Philip Raiswell	Sport England
Gary Hughes	Cambridgeshire County Council
Stewart Patience	Cambridgeshire County Council
Stephen Conrad	Cambridgeshire County Council
Jane Lampshire	South Cambridgeshire District Council
Jane Thompson	South Cambridgeshire District Council
Keith Miles	South Cambridgeshire District Council
Debbie Kaye	Cambridge City Council
David Roberts	Cambridge City Council
Joanna Gilbert-Wooldridge	Cambridge City Council
Jim Hill	Cambridgeshire County FA
Tony Lemons	Cambridge University
Nick Evangelista	Anglia Ruskin University (Student's Union)
Philip Law	Cambridge United Football Club
Gareth Baldwin	Histon Football Club
Robert Crangle	Cambridge City Football Club
Jerry Otter	Cambridge Rugby Club
Stephen Clark	Churchmanor Estates/ Bideawhile
Robert Walden	Churchmanor Estates/ Bideawhile
Steve Sillery	Marshall Group