

**Sustainable Drainage Solutions for Playing  
Pitches: increasing the amenity value of Wakefield  
Council sports grounds and facilities**

**MARKET SOUNDING regarding supply of innovative  
and cost effective solutions**



**August 2010**

*This project is supported by CO2Sense Yorkshire.*

*CO2Sense Yorkshire is supporting organisations on Forward Commitment Procurement as part of its drive to help organisations in Yorkshire and Humber to profit from resource efficiencies and to help the region make the shift to a low carbon economy.*

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*‘The unique features of local government – its democratic mandate, its close proximity to citizens through the services it delivers, its regulatory and planning responsibilities and its strategic role working with public, private and voluntary sector partners, and regional bodies – mean that it is on the frontline in tackling climate change’.*

LGA (2006) A climate of change.

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## EXECUTIVE SUMMARY

### Sustainable Drainage Solutions for Playing Pitches

#### Increasing the amenity value of Wakefield Council's sports grounds and facilities

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Wakefield Council manages a number of sports grounds that form an important amenity to the local population. However, many of the sites suffer from flooding which normal maintenance practices have been unable to resolve, resulting in a significant loss in access, amenity and income due to reduced use, and limited options for future development.

Consequently, the Council has identified a specific requirement; a cost effective, sustainable, and effective solution to long term pitch maintenance with regard to flooding that will maximise use of the existing pitches and facilitate the development of the sport pitches amenity.

With challenging efficiency savings the Council will also need to demonstrate that the solution increase income and value of the amenity and provides other benefits, for example with regard to carbon savings.

The Council is aware that business as usual will not deliver these aspirations – new approaches and thinking are needed.

This Forward Commitment Procurement market sounding exercise is being undertaken to communicate the Council's 'unmet need' to the supply chain and invite potential suppliers to let us know what is possible, when and how we can facilitate and support the delivery of an effective solution. It will also gather the information necessary to enable the estates team to present a business case for the improvements. (The procurement has budgets agreed in principle but along with all spending is subject to final business case approval)

**This Market Sounding Prospectus has been prepared to provide the supply chain with the background information and context to this call, additional information on the requirement, how to respond to the consultation, and details of further market opportunities.**

*This project is being undertaken with the support of CO2Sense Yorkshire and is one of a series of Forward Commitment Procurement projects being undertaken by Wakefield Council in support of the climate change, carbon management and energy efficiency agendas.*

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### Background

Greenspaces are a valuable asset to the Wakefield community and it is recognized that good quality Greenspace enhances the quality of life of local citizens and has a positive impact on their health and well-being. Their effective management is part of the Council's commitment to enhance the social, economic and environmental well-being of local citizens through the Greenspace Strategy which sets out the policies and measures required to protect and improve these in the district.

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Greenspaces provide settings for a wide range of social and recreational activities; promotes biodiversity and nature conservation; enhances the visual environment and can contribute in a number of ways to the economic development of the district. Involving local people in the design and management of Greenspace also helps to develop a sense of community pride and cohesion.

The Community Strategy for the Wakefield District also recognises that high quality public space will play a key part in achieving our longer term aims. The Greenspace Strategy for the District is a major element in this approach.

An important aim of the Strategy is the preparation of a Playing Pitch Plan to guide future management, improvement and development of playing pitches across the District in meeting community needs.

*“Taking part in sport, at whatever level, promotes healthier lifestyles, social interaction, better skills and encourages community cohesion. Playing pitches not only allow participation in casual and organised games for the sporting community, they also provide a setting for walking and other outdoor recreational activities that can be enjoyed by everyone”. Councillor Olivia Rowley – Cabinet Member for Environment and Councillor Clive Hudson - Deputy Portfolio Holder for Environment*

There are considerable drivers – both environmentally, regulatory and financial – for the council to become more ‘green’ in its own operations, as well as to prepare and improve its infrastructure and the services it delivers for the impact of climate change. Any solution therefore needs to contribute to this agenda.

### **Invitation to the Supply Chain**

This market sounding exercise provides an opportunity and a framework to enable the supply chain to inform the business case and shape the procurement strategy, design and specifications for a new and effective solution.

We wish to understand what options are available and what is, or could be, deliverable in terms of sustainable drainage to enable Wakefield Council and its partners make informed procurement choices.

### **Opportunities for Innovative Solutions**

The Council is prepared to consider the take up of innovative and pre-production technologies and approaches through forward commitment and to adopt products and services that are being developed or not yet in production, subject to agreed performance targets being met and following a public procurement process.

The Council wishes not only to explore the scope to provide the best possible solution for the districts sports pitches, but also signal our direction of travel to the market and make the supply chain aware of our future requirements in relation to sustainable drainage. This project has relevance throughout the council portfolio where similar problems persist i.e. school facilities, car parks, urban environment.

In addition, we will, in partnership with CO2Sense Yorkshire, and in line with the FCP approach, proactively facilitate routes to the wider public sector market, both regionally and nationally.

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## How to participate in the market sounding

Interested parties should read this **Prospectus** and complete the short **Response Form**.

We would be grateful if you would complete the response form and return by:

- **13th September 2010** if you wish to register interest in participating in the site visit and consultation event

**OR**

- **30th September** if you or another representative of your company or organisation do not wish to attend the event

Please submit your completed response forms via the Supplier and Contract Management System (SCMS): <http://scms.alito.co.uk> (preferred) or if necessary by email to Rob Allan at [rallan@wakefield.gov.uk](mailto:rallan@wakefield.gov.uk).

## Site visit 21st September 2010

This event will give you a chance to view two of the problem sites and meet the estates and procurement team and help us to determining the most effective procurement approach and specification.

**Please register your interest in attending this event by returning the response form by 13<sup>th</sup> September (earlier if possible).**

## Supplier and Contract Management System (SCMS)

SCMS is the new procurement website for the Councils within the Yorkshire and the Humber region. This website has been introduced by the Yorkshire and the Humber Centre of Excellence (YHCoE), and is designed to give suppliers, contractors, consultants, service providers, etc. the information needed to be able to trade more easily with the Councils in the region

It would be beneficial for you to register at: <http://scms.alito.co.uk>. If you need any advice you can contact the helpline on: 0113 247 4001. We would also prefer you to return the completed form via: <http://scms.alito.co.uk>.

## Indicative timeline

|  |  |
|--|--|
| PIN published in OJEU                    | August 2010  |
| Market sounding response period          | 26 Aug 10 – end Sept 10 (or 13 <sup>th</sup> to attend site visit) |
| Market consultation event and site visit | 21 Sept-10   |
| Procurement strategy                     | Oct-10 to Nov-10   |
| Procurement                              | Nov-10 to Mar-11   |
| Works begin                              | May 11   |

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## Any questions?

Email any questions or requests for more information to: Rob Allan  
[rallan@wakefield.gov.uk](mailto:rallan@wakefield.gov.uk). Any questions about the process of Forward Commitment  
Procurement should be directed to Gaynor Whyles: [gaynor.whyles@jeraconsulting.com](mailto:gaynor.whyles@jeraconsulting.com) or  
call 01666 575353.

Copies of all the documentation and updates on the projects development can be also requested  
from: [gaynor.whyles@jeraconsulting.com](mailto:gaynor.whyles@jeraconsulting.com) or [rallan@wakefield.gov.uk](mailto:rallan@wakefield.gov.uk).

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| July 10             | D3      | draft   | Final draft                                 |
| July 10             | D5      | Final draft   | For formal sign off                         |
| August 10           | Final   | Approved  | Approved for market sounding communications |

Supported by



The Region's  
Development Agency

### **Important: Please Note**

This prospectus provides background information to parties responding to the market sounding exercise being undertaken by Wakefield Council and partners regarding the requirement for an innovative approach to the delivery of a sustainable drainage solution for sports pitches in Wakefield district.

This is not a call for tenders or a pre-qualification exercise. It is a market sounding exercise to provide advance information of requirements and open a dialogue with the supply chain.

The results will be used to enable the development of a full business case and inform the future procurement specifications and strategies.

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## 1. Introduction

### 1.1 Sustainable drainage solution to increase the amenity value of Wakefield Council sports grounds.

Wakefield Council has recognised that Greenspaces are a valuable asset to the community in creating the Greenspace Strategy which sets out policies and measures required to protect and improve the range of Greenspaces in the district. An important part of the Greenspace strategy is the Playing Pitch Plan which is strongly supported by local councillors.

Key sports grounds suffer from serious flooding and water logging which normal maintenance practices have been unable to resolve. This results in a significant loss in access, amenity and income due to reduced use, and limited options for future development.

This situation is unacceptable and the Council wishes to procure a solution, which if proven to be successful, can be adopted widely and assist in further developing access and use of the sports ground under its management.

*“Greenspaces are a valuable asset to the Wakefield community and part of the councils commitment to enhance the social, economic and environmental well-being of local citizens through the Greenspace Strategy which sets out the policies and measures required to protect and improve these in the district”.*

### 1.2 Finding a solution

This **market sounding** is part of a market engagement exercise being undertaken by Wakefield Council, in order to communicate a **specific requirement** to the market concerning innovative solutions for the effective management and drainage of sports pitches and other poorly drained sites.

We wish to understand what options are available and what is, or could be, deliverable in terms of sustainable drainage to help Wakefield Council make informed procurement choices.

### 1.3 Why market sounding?

The poor drainage and reduced amenity of sports pitches is a persistent problem that is set to increase with the impact of climate change. Standard maintenance practices have been unable to resolve this problem. The Council is aware that new solutions, approaches and thinking are needed.

Through this market sounding we wish to understand what options are available and what is, or could be, deliverable in terms of energy efficiency. This will help Wakefield Council and its partners make informed procurement choices.

The **aims of the market sounding** are to:

- communicate needs and requirements to potential suppliers and collaborators
- stimulate innovative solutions
- discover what the market can deliver in the short, medium and long term
- understand how the Council might support the delivery of innovative solutions.

### **What is Market Sounding?**

Market sounding is a way of “assessing the reaction of the market to a proposed requirement and procurement approach, in order to bring supplier perspectives to public sector procurements at an early stage” (ref: Early Market Engagement: principles and examples of best practice, Office of Government Commerce Guide 2006). This offers potential benefits to both the market place and the procuring organisation. Such early supplier engagement is recognised best practice in procurement, particularly where there are new requirements that may require innovative solutions, or where currently available solutions cannot deliver the required outcomes.

## **2. Invitation to the supply chain to propose innovative solutions**

We are issuing two documents: a **market-sounding prospectus** and a **response form**.

This prospectus sets out our thinking about what we need and why. The response form sets out a few questions and gives a simple format to gather your feedback.

We welcome participation from all parts of the supply chain. Innovative ideas, and pre-commercial approaches, good and services are encouraged.

### **2.1 How to respond**

#### **How to participate in the market sounding**

Interested parties should read this **Prospectus** and complete the short **Response Form**.

We would be grateful if you would complete the response form and return by:

- **13th September 2010** if you wish to register interest in participating in the site visit and consultation event

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## 2.2 Next steps

A directory of individuals, organisations and companies who have made submissions will be published online, and you can decline to be included in this directory if you wish.

Those responding will be invited to a site visit and consultation event on the 21<sup>st</sup> September.

Following this event, the feedback from the supply chain will be collated and reviewed and the Council may arrange discussions with a cross section of interested suppliers and consortia.

The results of the market consultation will be used to help develop a sound business case (now required to confirm budget spend) and procurement strategy and to define credible outcome based specifications for sustainable drainage solutions.

The results will also inform options for other areas that suffer from flooding both in Wakefield and the Yorkshire and Humber region.

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### 3. The Councils unmet need and requirement for a solution

The Council has a responsibility to manage its sports grounds for public use throughout the year both for sport and informal recreational purposes, ensuring that the land is maintained in a safe and usable condition as far as is reasonably practicable.

Key sports grounds suffer from serious flooding and water logging which normal maintenance practices have been unable to resolve. This results in a significant loss in access, amenity and income due to reduced use, and limited options for future development.

With climate change expected to result in an increase of 15% in winter rainfall and increased storm events with longer dry spells in summer months, we anticipate that the flooding and associated problems are expected to get worse.

It is the responsibility of the Council to act on climate change, conserve water, and reduce energy consumption and carbon emissions of its activities.

#### 3.1 Current situation: the problem and opportunity

The Council currently has the potential to provide approximately 100 full size sports pitches, of these approximately 34 have major difficulties associated with flooding, rendering them unsuitable for use over substantial periods of time during peak playing seasons and requiring frequent remedial repair works. These works are costly and do not provide an effective, sustainable or long term solution.

We have included some pictures showing the problem in Annex 1.

In addition, the wet conditions create a greater hazard to all users and increased maintenance is required to improve safety. The risks are greatly increased during cold spells when the ground can freeze creating trip hazards which are difficult to flatten due to the cold weather.

Moreover, the effect is cumulative: the wet ground conditions lead to a number of cancellations on poorly drained sites when other better drained fields are available. This then has the knock on effect of extending the playing season to ensure all matches are completed. This in turn reduces the time available to reinstate the pitch in preparation for the next season therefore potentially producing ever decreasing pitch quality.

#### Maintenance and management practices

Current maintenance practice for the pitches includes regular rolling, spiking and sanding of the worn areas throughout the playing season with further remedial works at the close.

Current management of playing pitches involves reducing the number of teams that use the pitches from four to one or two per pitch which significantly reduces amenity value, is unpopular with the teams using the pitches and limits the income to the Council from sports teams using the pitches.

#### Benefits of improvement

The benefits of improving drainage on the pitches are considerable, not only providing a reliable and high quality venue for users but also reducing the number of pitches required, allowing the Council to rationalise the available pitches and reduce costs whilst providing improved facilities. It would open the door for further use and development of the sites and pitches.

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We estimate that this would reduce maintenance costs by approximately £1,500 per closed pitch per season. It would also allow us to close some of the changing rooms at single pitch sites, further reducing repair and maintenance costs, and reducing travel and freeing up valuable revenue funds to improve facilities at multi pitch sites.

### **3.2 Example: Pontefract Park**

As an example of the impact of badly drained pitches in Pontefract Park 2008/9 had in excess of 30 matches cancelled.

Pontefract Park has the potential to provide a large sports development centre including 8 more full size pitches and this has been identified as part of the new site management plan. Currently however, pitches at this important facility are consistently under used; a potential facility for thirty two teams is reduced to eight. Loss of revenue would include £280 - £405 per team.

A herringbone drainage system which was installed in the 1970's and, despite the remedial action taken subsequent to this, the poor pitch quality often leads to match cancellation creating greater frustration and dissatisfaction of the clients.

In the 2009/10 season 4 pitches were marked out and used by 8 teams, matches were cancelled over 8 weekends with these fixtures being rebooked at other venues, leaving disgruntled home teams requesting permanent relocation visiting teams to reluctant to return.

### **3.3 Conclusion**

In conclusion, the Council needs to break the downward spiral of its playing pitches and loss of amenity and income.

Currently:

- pitches are under-used due to drainage problems and fail to provide their full amenity value, and present a greater health and safety hazard.
- this leads to loss of revenue from the pitches for the Council and a failure to deliver the required facilities to the community.
- remedial action is costly and ineffective in resolving the situation in a satisfactory way. Moreover the effect is cumulative – getting worse season on season.

The situation is clearly unacceptable and needs to change.

An effective and sustainable drainage solution would lead to efficiencies from a reduction in the number of pitches and associated facilities, increased income from pitch use, reduced safety risks and increased community satisfaction.

In addition it would provide an attractive facility for use by other customers. Indeed the Council has been approached by a major local sports club to work in partnership to develop the facilities at Pontefract Park as a focus for community sport within the Five Towns area of Wakefield.

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## **4. The requirement: a cost effective and sustainable drainage solution for sports pitches**

A new and innovative solution is needed to keep these pitches drained and operational without recourse to frequent temporary restorative works, increasing time available for use, reducing maintenance and reducing the amount of water discharged to the overloaded sewerage infrastructure.

### **4.1 The requirement**

The Council has identified a requirement for a sustainable, cost effective, holistic and future proof solution to the constant flooding and degradation of playing fields, ensuring resilience and maximum availability of the resource whilst exploiting sustainable technologies.

Any solution should reduce rather than increase the Councils carbon emissions.

Sustainability and environmental management are core drivers and requirements of the solution.

### **4.2 Procurement**

We anticipate that this will be a two-phased project:

- In the first phase we anticipate procuring a solution on 2 sites, following an evaluation of one or more solutions on 2-3 pitches over the winter 2011/12.
- The proposed sites for phase 1 improvement are shown in Annex 2a & b. They are:
  - o Snyderdale Miners Welfare
  - o Pontefract Park
- Should the trials prove successful, we anticipate rolling out the second phase in 2012/13 and then subsequently.

(The procurement strategy and specification will be informed by this market sounding and by further consultation in the early autumn).

Sustainable drainage is key to reducing the effects of storm water reducing pressure on sewerage infrastructure and the impact of water treatment and on carbon emissions and a solution for this problem could provide answers for issues the Council faces in other areas e.g. car parks.

These problems are set to increase as an effective of climate change. The solution should ideally be adaptable enough to address other flood and drainage problems and reduce pressure on sewerage infrastructure.

Therefore we would also explore with other Council Departments the take up of the solution in other environments to which it is suited, for example schools, car parks and if appropriate the urban environment.

In terms of the wider demand for a solution to this problem, all Local Authorities and sports pitch managers universally suffer similar issues hence Wakefield could pioneer a sustainable drainage solution for the region and indeed nationally.

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## 5. Drivers for a solution

- There are considerable environmental, regulatory, and financial drivers that require the Council to procure ever better, more efficient goods and services:
- The Council has commitments under the Greenspace Strategy and Playing Pitch Plan to provide high quality public space. The current situation that sees pitches out of use during the peak season is unacceptable.
- The Council is currently working towards identifying activities and defining mechanisms for coordinating programmes internally and across the Local Strategic Partnership to:
  - Better manage land to address drainage, water shortage and flooding
  - Develop and encourage new land management methods
  - Facilitate greater uptake of greener infrastructure
  - Stimulate private sector involvement
  - Improve coordination within the region, within and between sectors, to raise awareness of resilience and develop proactive and reactive approaches to climate change mitigation
- The Council has made a commitment through signing the Nottingham Declaration to take action on climate change and changing behaviour to respond to the impacts of such making decisions that are sustainable, timely, maximising benefits and minimising costs.
  - “Wakefield Council needs to act on climate change, reducing energy consumption and carbon emissions of its activities”.
- The Government has challenged Local Authorities to improve their environmental performance with a series of national performance indicators (NI’s). The Council is currently making arrangements to accurately collect and record this data and the Councils performance will be monitored. The Council needs to become more ‘green’ in its own operations, as well as to prepare and improve its infrastructure and the services it delivers for the impact of climate change.
  - NI188 – Planning to adapt to climate change – Local Authority Area. Specific areas to address include water management in particular flooding, surface water run off, erosion and pressure on drainage infrastructure.

### 5.1 Greenspace Strategy and Playing Pitch Plan

This project is an important part of Wakefield Councils ‘Playing Pitch Plan 2005 - 2015’, which provides a ten year programme of improvements to ensure the District’s playing pitch resources meet the community’s requirements both now and in the future. It will guide the future management, improvement and development of playing pitches right across the District.

It is recognized that good quality Greenspace enhances the quality of life of local citizens and has a positive impact on their health and well-being. It provides settings for a wide range of social and recreational activities; promotes biodiversity and nature conservation; enhances the visual environment and can contribute in a number of ways to the economic development of the district. Involving local people in the design and management of Greenspace also helps to develop a sense of community pride and cohesion.

The **Greenspace Strategy** for the District sets out the policies and measures required to protect and improve the District's Greenspaces. An important aim of the Strategy is the preparation of a playing Pitch Plan to guide future management, improvement and development of playing pitches across the District in meeting community needs.

Taking part in sport, at whatever level, promotes healthier lifestyles, social interaction, better skills and encourages community cohesion. Playing pitches not only allow participation in casual and organised games for the sporting community, they also provide a setting for walking and other outdoor recreational activities that can be enjoyed by everyone.

The Community Strategy for the Wakefield District also recognises that high quality public space will play a key part in achieving our longer term aims.

The aims of the **Playing Pitch Plan** are:

- To assess the condition, quality, distribution and accessibility of the District's playing pitches.
- To determine the current and projected demands of various user groups and the ability of the District's playing pitch resources to meet their requirements.

## 6. Innovative approaches and Forward Commitment Procurement (FCP)

There are considerable drivers - both regulatory and financial - for all new developments undertaken by the Council to be sustainable, highly efficient, low carbon and future proof. The Council is aware that business as usual will not deliver these aspirations – new approaches and thinking are needed.

As many of the regions unmet needs are similar, it is anticipated that there will be a demand for technologies that can deliver cost effective solutions and our expectation is that the FCP approach will facilitate their adoption across the region.

The Council is prepared to consider the take up of innovative and pre-production technologies and approaches through forward commitment and to adopt products and services that are being developed or not yet in production, subject to agreed performance targets being met and following a public procurement process.

More information about FCP can be found at Annex 3.

## 7. Additional information

**Table 1: Total costs incurred due to poor drainage per pitch**

| Maintenance Task    | Additional work incurred due to poor drainage annually                      | Additional cost effect |
|---------------------|---|------------------------|
| Reinstatement       | Additional soil and labour is required for remedial works                   | £75                    |
| Rolling and spiking | Additional rolling and spiking is required to retain a safe playing surface | £434                   |

|                               |   |      |
|-------------------------------|---|------|
| Sanding of goal mouths        | Additional sanding of goal mouths is required to retain structure of goal mouth and reduce pooling.                           | £300 |
| Selective herbicide treatment | Poorer drainage increases the wear of the surface allowing greater weed invasion requiring more frequent herbicide treatment. | £360 |

**Table 2: Income effect of drainage problems on income**

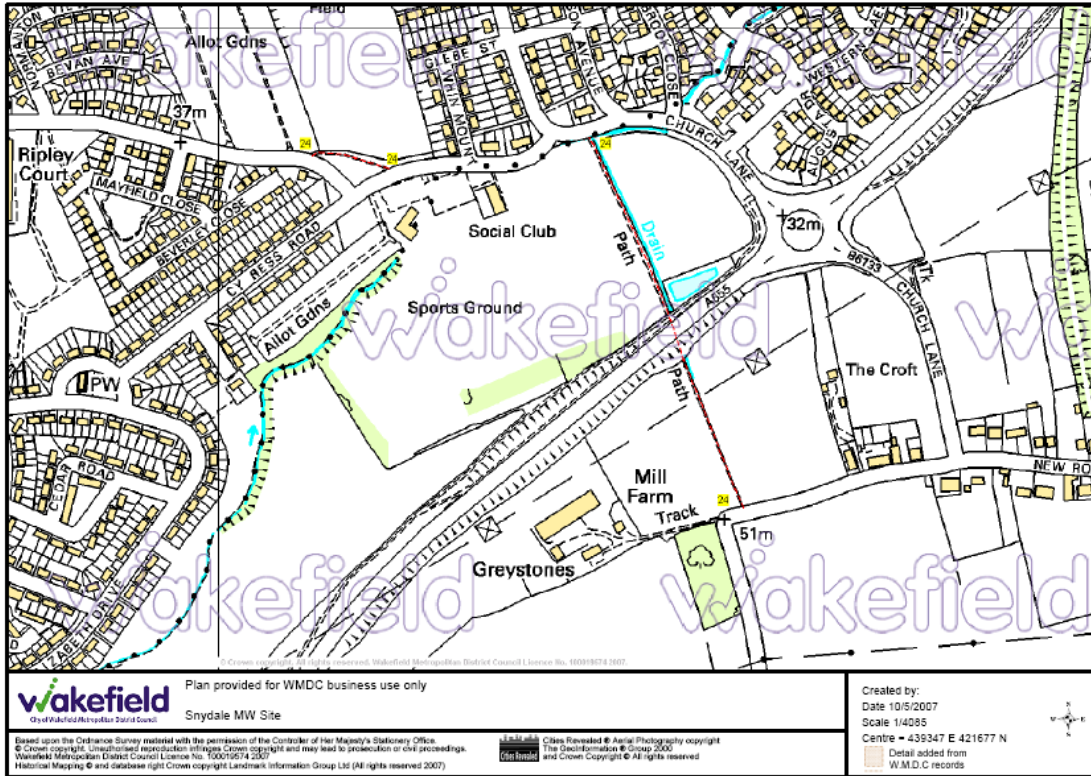
| Income per pitch | Well drained Pitch | Poorly Drained Pitch |
|------------------|--------------------|----------------------|
| £280             | £1120              | £560                 |

### Appendix 1 - The problem

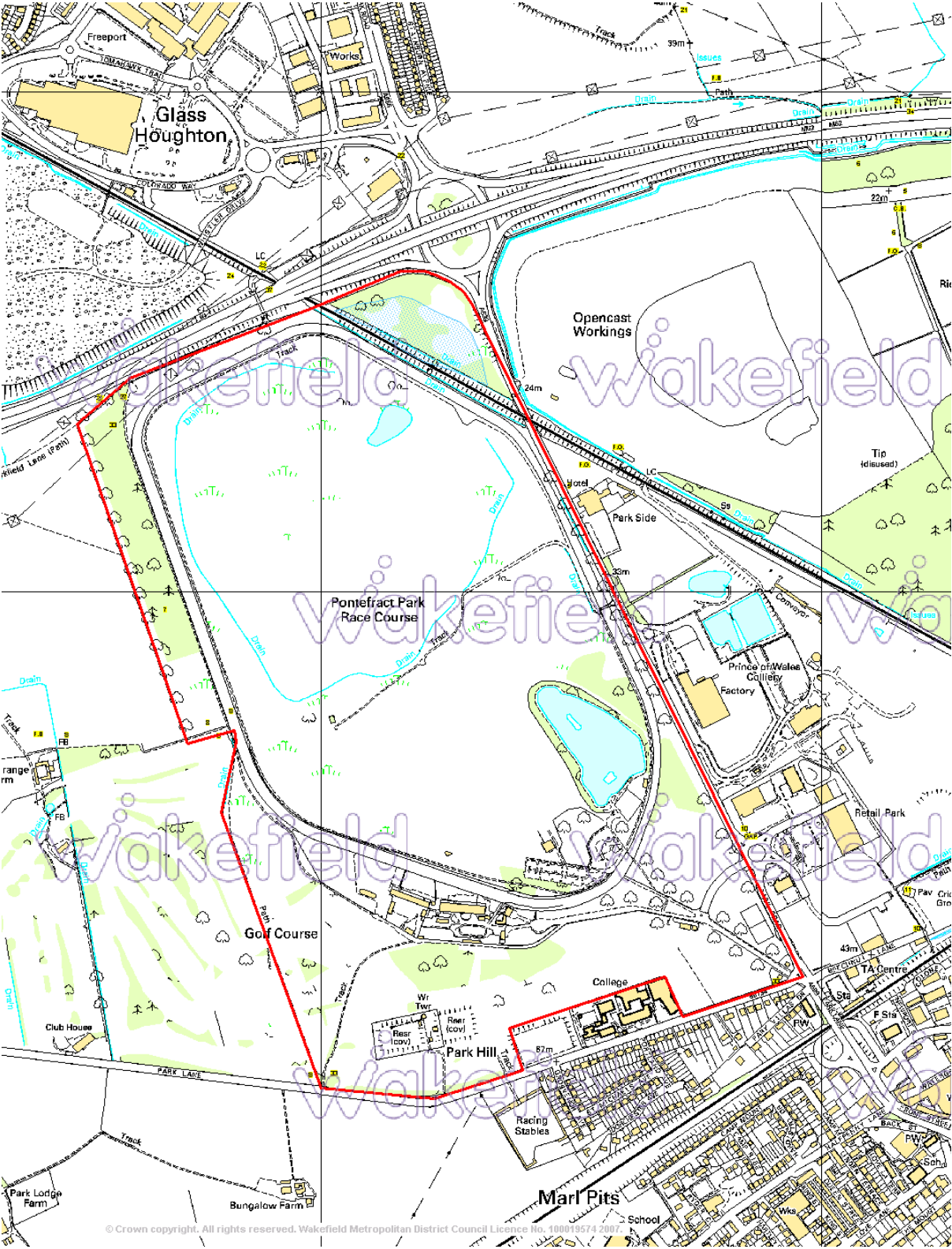
These images show the typical problems of poor drainage on the playing pitches.

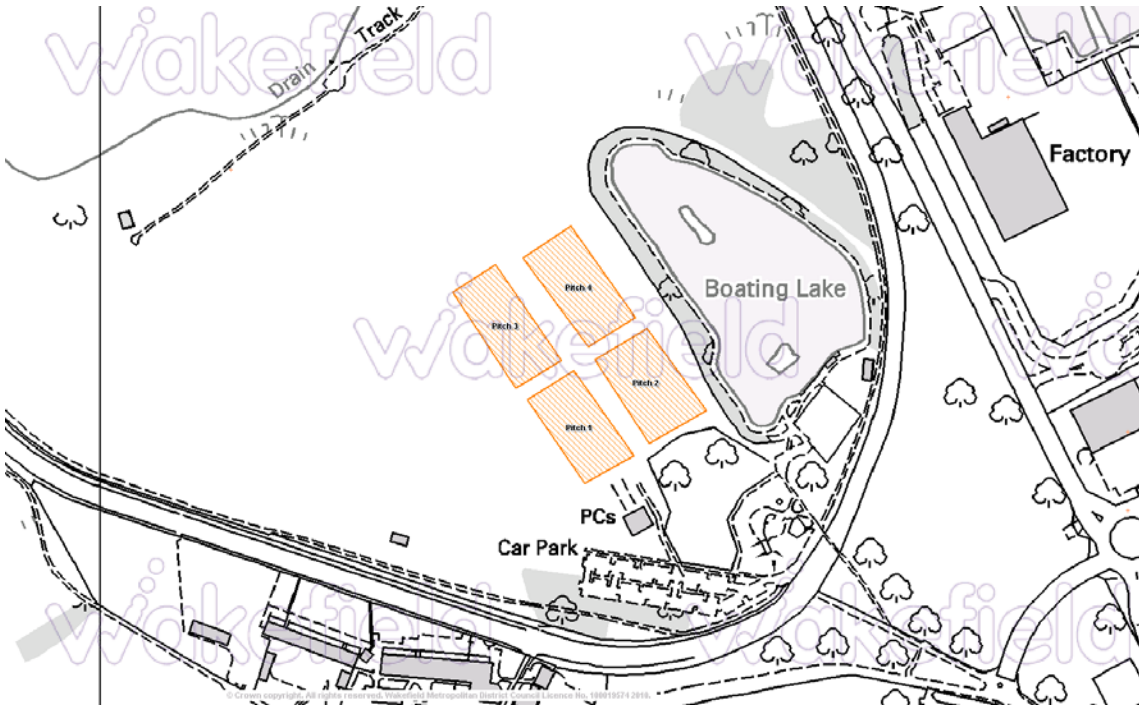


## Appendix 2 - Proposed Sites for Phase 1 Improvement Programme Snyderale Miner's Welfare



**Appendix 3 - Pontefract Park**





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## Appendix 4 - CO2Sense Innovation for a low carbon economy

# CO2Sense Forward Commitment Procurement Projects

## Innovation for a low carbon economy

Forward Commitment Procurement (FCP) is designed to create the conditions necessary to bring to market the innovative goods and services the public sector needs to deliver sustainability targets.

The concept of forward commitment procurement was developed in partnership with the Office of Government Commerce and the Government's industry-led Environmental Innovations Advisory Group. The Commission on Environmental Markets and Economic Performance (CEMEP) recommended the wider use of FCP to unlock private sector investment in innovative environmental solutions. The Sustainable Procurement Action Plan committed Government to scale up and replicate the approach. FCP has been highlighted in the UK's low carbon industrial strategy as an effective tool for driving innovation.

## Achieving a low carbon and resource efficient economy

CO2Sense Yorkshire is supporting organisations on Forward Commitment Procurement as part of its drive to help organisations in Yorkshire and Humber to profit from resource efficiencies and to help the region make the shift to a low carbon economy.

For more information call Gaynor Whyles on 01666 575353.