

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

19 JANUARY 2021

REPORT OF THE CORPORATE DIRECTOR COMMUNITIES

CAE GOF PLAYING FIELDS

1. Purpose of report

1.1 The purpose of the report is to enable the Cabinet to:

- (1) Consider the business case prepared in accordance with the Council's Community Asset Transfer (CAT) Policy document to support the leasing of the bowls pavilion, bowls green, two rugby pitches and tennis courts at Cae Gof Playing Fields to Cefn Cribwr Athletic Club (CCAC);
- (2) Assess and, where appropriate, approve the funding package requested by CCAC under the Council's £1 million CAT fund and Change Management Fund to support CATs, so that proposals to re-develop the bowls pavilion and drainage / pitch improvements and day to day management of the bowls green and two rugby pitches at Cae Gof Playing Fields can be undertaken following the completion of a long-term lease. Prior to the lease being completed CCAC will be permitted to take over the day to day management of the property by way of a temporary tenancy at will (while a lease is being finalised).

2. Connection to corporate well-being objectives / other corporate priorities

2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:

1. **Supporting a successful sustainable economy** – taking steps to make the county borough a great place to do business, for people to live, work, study and visit, and to ensure that our schools are focussed on raising the skills, qualifications and ambitions for all people in the county borough.
2. **Helping people and communities to be more health and resilient** - taking steps to reduce or prevent people from becoming vulnerable or dependent on the Council and its services. Supporting individuals and communities to build resilience, and enable them to develop solutions to have active, healthy and independent lives.

3. **Smarter use of resources** – ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

3. Background

Cae Gof Playing Fields – Facilities & Usage

- 3.1 The facilities at Cae Gof Playing Fields, Cefn Road Cefn Cribwr CF32 0BA (see Site Plan at **Appendix A**) are set in the village of Cefn Cribwr which is located 5 miles (8 km) from the centre of Bridgend town and includes the following:
 - (1) **Main Pavilion:** Divided into two blocks (see Main Pavilion Plan at **Appendix B**): The Ground Floor of Block 1 has already been re-configured to meet the requirement of the South Wales Football Association and consists of 4 x changing rooms, 3 x shower areas, 1 x assembly room, 1 x kitchen and storage and toilet facilities. The First Floor of Block 1 consists of 3 x changing rooms, 2 x shower areas, and toilet facilities. Block 2, a smaller building used as a kiosk to serve refreshments.
 - (2) **Bowls Pavilion:** A square-shaped single-storey building of red facing-brick elevations and a tiled roof (see Bowls Pavilion Plan at **Appendix C**). The Pavilion consists of 2 x changing rooms, 1 x assembly room, 1 x kitchen and storage and toilet facilities.
 - (3) **Playing Fields:** 2 x football pitches and 2 x rugby pitches (see Playing Field Plan at **Appendix D**).
 - (4) **Bowls Green:** 1 x Flat Bowling Green in front of the Bowls Pavilion.
 - (5) Two tennis courts/multi-use sports areas are in the south east of the fields which are in a very poor condition and not currently used.
 - (6) Play Area which is not currently subject to an expression of interest from any party to progress a CAT;
 - (7) The site is served by two car parks. One in the north eastern corner used by users and visitors to the fields and the CCAC Clubhouse and also by the adjoining Bethlehem Church. There is another car park near the Bowls and Main pavilions.
- 3.2 Users of the sports facilities at the site are currently sub-divided as follows:

Part of Site	Current User
Main Pavilion – Block 1 Ground Floor	Cefn Cribwr Football Club (FC)
Main Pavilion – Block 1 First Floor	CCAC (Rugby Section)
Bowls Pavilion	CCAC (Bowls Section)
Bowls Green	CCAC (Bowls Section)
Pitch A and Pitch D	CCAC (Rugby Section)
Pitch B and Pitch C	Cefn Cribwr FC

- 3.3 Historically, CCAC and Cefn Cribwr FC (formerly Cefn Cribwr Boys Club) had discussed building a dedicated clubhouse facility or an extension to the Main Pavilion but following a lack of agreement, CCAC obtained planning consent in 2007 for a 2 storey clubhouse on land immediately south of the main car park by the Life Centre, to replace the club's existing premises in the centre of Cefn Cribwr. On 19 March 2013 the Council granted an 80-year lease to Cefn Cribwr Rugby Club Ltd (Company no. 07608846 with the trading name of Cefn Cribwr Athletic Club - a company limited by guarantee, registered April 2011) for the land on which the clubhouse was built in 2014.

Cae Gof Playing Fields - Cost of Maintenance

- 3.4 The Main Pavilion has been subject to two independent condition surveys in recent years. The latest undertaken by Faithful+Gould in March 2020 concluded that the fabric of the building was in a satisfactory condition. Backlog building works having a total value of £34,178.63 were highlighted under Category C (Poor with major defects) and Category D (Bad; life has expired or risk of imminent failure) and additional maintenance estimated to cost £9,749.51 over a 5 Year period was also highlighted in the survey (see Cost Summary at **Appendix E**).
- 3.5 The condition survey identified that the external single glazed softwood windows were generally in poor condition and past their serviceable life and these were replaced with aluminum framed windows by the Green Spaces Section of Green Spaces & Bereavement Services (more commonly referred to as the Parks Department) in July 2020 at a cost of £13,480.
- 3.6 The Bowls Pavilion was subject to a refurbishment early 2018 following storm damage. Water damage occurred throughout the building requiring replacement floors, ceilings, walls at a total cost of approximately £42,000. The building is considered to be in a good condition and as such no independent condition survey has been undertaken since refurbishment.
- 3.7 Green Spaces & Bereavement Services have previously calculated the unit cost for the Council of ground maintenance per playing surface (excluding other green spaces, e.g. grass verges) and when applied to Cae Gof Playing Fields annual ground maintenance costs are estimated to be as follows:

Playing Surface	Unit Cost	No. of Assets at Cae Gof	Annual Maintenance Cost
Football Pitch	£3,667	2	£7,334
Rugby Pitch	£5,488	2	£10,976
Bowling Green	£13,735	1	£13,735
Total Annual Maintenance			£32,045

- 3.8 CCAC has already taken over the day to day maintenance of the bowls green under a short-term tenancy at will which was completed on 13 October 2020 while a long-term lease is negotiated. The Council has allocated funding of £5,232.38 under the CAT Fund to assist with the cost of purchasing green maintenance equipment and also awarded a further £5,000 under the Council's Transitional Bowls one-off grant to support self-management.

CAT Funding

- 3.9 The Council originally set aside capital funding of £1 million in February 2014 in the capital programme for works to refurbish pavilions, to encourage CATs and assist in ensuring that assets become sustainable. The scope for this funding was subsequently widened to also include building works undertaken on other Council facilities such as community centres and public toilets, to support the CAT process and ensure that as many buildings as possible could be kept open and provide long-term community benefits.
- 3.10 Under the revised CAT protocol approved by Cabinet on 25 July 2017, funding applications up to £50k from the £1 million CAT Fund can be approved by the CAT Steering Group with all sums in excess of this threshold being required to be referred to Cabinet for approval.
- 3.11 Cabinet agreed a range of measures designed to stimulate the CAT Programme on 25 February 2020 when approving the Playing Fields, Outdoor Sports Facilities and Parks Pavilions and Community Asset Transfer report which included:
- (1) A commitment to replenishing the £1M CAT Fund as and when necessary, subject to the availability of finite capital resources, to encourage transfers and meet demand particularly where value for money can be clearly demonstrated post CAT;
 - (2) Extending the CAT Fund to include the maintenance of playing fields so that pitch and drainage surveys can be undertaken along with capital grants to enable pitch improvements and self-management and thereby increasing the chances of long-term sustainable CATs by:
 - Developing a programme of sports pitch improvement and drainage capital grants valued at £5,000 to £25,000 to ensure that prioritised sites are fit for purpose based upon independent condition assessments.

- Establishing pitch maintenance equipment grants to provide capital funding valued from £5,000 up to £10,000 for Town and Community Councils (T&CCs) and sports clubs who complete transfers to assist with the purchase of equipment to enable the self-management of associated green spaces.
- (3) A one-off grant of £5,000 for each bowls facility on the condition that the bowls clubs also commit to taking over the bowls green maintenance on a day to day basis from 30 September 2020.

3.12 Earmarked Reserves were established in 2019-20 to fund two of these CAT related initiatives:

Transitional Support for Bowls Facilities - one-off £5,000 grant per site for clubs formally agreeing to self-management arrangements	£60K
Independent pitch condition surveys	£50K

3.13 A Business Case for support under the Council's Change Management Fund was approved by the Corporate Management Board (CMB) on 14 October 2020 to provide additional resources to progress multiple CATs to achieve the financial savings of £300K attributed to the Parks Department in the Financial Year 2021-22 under the Medium Term Financial Strategy (MTFS). In addition to the creation of three new fixed-term contract posts (1.0 x CAT Surveyor, 1.0 x Green Spaces Assistant and 0.5 x CAT Assistant), CMB also approved the extension of the CAT Officer post for an additional 6 months along with the following extra revenue funding:

Smaller pitch and drainage improvements that cannot be classed as capital and provided for under the CAT Fund	£50K
Sundry CAT related expenditure such as Section 123 Notices and Energy Performance Certificates	£50K

3.14 Cabinet and the CAT Steering Group has, to date, allocated funding totalling £364,740.59 via the CAT Fund which is summarised in the table below and detailed at **Appendix F**:

Purpose of Funding	Amount Allocated
Building Refurbishment / Development	£240,553.77
Maintenance Equipment	£104,186.82
Miscellaneous	*£20,000.00
Total Allocation	£364,740.59

* Match funding allocated to Maesteg Town Council to support sports clubs progress CAT related projects under via £50K CAT Fund

- 3.15 The CAT incentives approved by Cabinet on 15 February 2020 have already resulted in 10 out of 12 sites which have bowls greens being subject to self-management arrangements to date.

4. Current situation / proposal

The Project

- 4.1 CCAC represent the interests of the rugby and bowls sections at Cae Gof Playing Fields and first submitted an expression of interest for the Main Pavilion on 12 August 2016 which was approved by the Council's Strong Communities Connecting Services Board on 5 October 2016. The Club re-engaged with the CAT process on 10 January 2019 when more formal discussions also involving Cefn Cribwr FC have been progressed. This resulted in a joint expression of interest being submitted by CCAC and Cefn Cribwr FC for the lease of Cae Gof Playing Fields including the Main Pavilion which was approved in principle by the CAT Steering Group on 19 December 2019.
- 4.2 However, having deemed that little progress was being made with Cefn Cribwr FC, the rugby and bowls sections of CCAC decided to progress a CAT on their own by proposing to take a lease over part of Cae Gof Playing Fields, namely the Bowls Pavilion and Green, 2 x rugby pitches and tennis courts. The revised proposal was agreed in principle by the CAT Steering Group on 7 December 2020. Under the new arrangements Cefn Cribwr FC have confirmed that they would wish to complete the separate lease of the Main Pavilion and 2 x football pitches with discussions presently ongoing.
- 4.3 Draft plans showing a suggested split of the Cae Gof Playing Fields between CCAC and Cefn Cribwr FC have been prepared by Corporate Landlord and have been included at **Appendix G**. This includes the land that could be included in the lease to CCAC shown edged blue with land edged red being included in a separate lease to Cefn Cribwr FC. The existing children's playground has been excluded from the proposed extent of both leases. The site has two car parks shown coloured in green and yellow on the plan. It is proposed that the car parks should be included within the respective leases but with rights reserved over both for the Council (including users of the retained playground) and other authorised users (including the other club) to park therein. It is also suggested that provision is made for each tenant club to be able to recover a contribution towards the costs of repairs and maintenance from other authorised users of the car park on a proportional use basis. As the leases will require the clubs to continue to permit the public to use the site for general recreation purposes, the Council would need to ensure that the car parks are available for their use as well. In addition, a right of way will need to be reserved over the lane leading to the "yellow" car park as shown coloured brown on the draft plan, to the Council and other authorised users, with the tenant clubs' again being able to recover a contribution towards the cost of any repairs and maintenance thereto. Heads of Terms are due to be issued by the Council to CCAC and Cefn Cribwr FC shortly.

- 4.4 The full proposal submitted by CCAC seeks to:
- (1) Extend the existing bowls pavilion to cater for rugby, referee, disability and female sport needs with Conditional Consent for Planning Application P/20/624/FUL being approved on 4 November 2020 (see Proposed Plan at **Appendix C**); and
 - (2) Improve the condition of the rugby pitches which have been subject to an independent condition survey by Oolong Sports Pitch Consultancy in February 2020 under the CAT Business Support contract. The main conclusion of the survey being that "*The main problem associated with these pitches is the lack of adequate drainage*" (see Copy of Pitch Surveys at **Appendix H**).

Business Case

- 4.5 CCAC have prepared detailed business and financial plans outlining their proposals to redevelop the Bowls Pavilion and improvements to both rugby pitches and to provide assurance on the viability and sustainability of the project. The plans have been prepared with assistance from a Business Adviser from the Coalfields Regeneration Trust under the Council's CAT Business Support contract and may also be used to engage with third parties, i.e. external funders (see Copy of the Business Plan at **Appendix I** and the Financial Plan at **Appendix J**).
- 4.6 Both the business and financial plans submitted by CCAC have been reviewed by the Finance Department and the CAT Steering Group and are considered to demonstrate the financial viability of the project being proposed in the short and medium term in accordance with the CAT Policy document.
- 4.7 The self-management of the facilities under a 35-year lease is seen by CCAC as safeguarding the longevity and financial sustainability of the Cae Gof site for future generations. CCAC asserts that the CAT will also ensure that:
- (1) The proposed new rugby changing facilities at the bowls pavilion meet Welsh Rugby Union (WRU) standards and are fit for purpose (due to size limitations at the current Main Pavilion there is no scope for expansion).
 - (2) The continuation of bowls in the village which is likely to require ongoing subsidy from the rugby section of CCAC.

Project Funding

- 4.8 CCAC have also submitted the undermentioned applications to the CAT Fund that have been reviewed alongside the business and financial plans by the Finance Department and the Parks Department in the first instance and by the CAT Steering Group.

Purpose of Funding	*Total Cost	*CAT Fund Request	*Other Funding
Bowls Pavilion Extension & Remedial Works	£154,441.55	£103,441.55	£51,000.00
Drainage & Pitch Improvements: - Pitch A (First Team) - Pitch D (Second Team)	£23,415.00 £37,622.25	£23,415.00 £23,838.25	Nil £13,784.00
Pitch Maintenance Equipment	£8,580.67	£8,580.67	Nil
Total	£224,059.47	£159,275.47	£64,784.00

* All costs exclude VAT. As CCAC is VAT registered any grant funding awarded will be net.

- 4.9 It should be noted that Cefn Cribwr FC are presently preparing financial projections for a 5-year period and associated funding applications under the CAT Fund to support the lease of the rest of Cae Gof Playing Fields and it is reasonable to expect further funding requests estimated to be as follows:

Purpose of Funding	Cost Estimate	Basis for Estimate
Main Pavilion Refurbishments	£30,448.14	Faithful+Gould Condition Survey £43,928.14 (see Appendix E) less recent window replacements valued at £13,480
Drainage & Pitch Improvements: - Pitch B - Pitch C	*£25,000.00 *£25,000.00	Oolong Sports Pitch Consultancy surveys (see Appendix H) estimate that each pitch will cost £28,000 to repair
Pitch Maintenance Equipment	*£10,000.00	Funding applications submitted by other sports clubs

* Maximum Allowed under CAT Fund

Bowls Pavilion Extension & Remedial Works

- 4.10 The Council's Quantity Surveyor (Major Projects) was requested to check the reasonableness of the funding application submitted by CCAC to support the building works to the Bowls Pavilion based upon the submission of tenders from two local contractors requested by CCAC and a site visit with members of the Club in attendance on 18 November 2020. Due to a lack of quantities/rates and detailed specification the Quantity Surveyor (Major Projects) also prepared a comprehensive schedule highlighting all elements of work required against measured quantities to ensure fair and reasonable comparison which has determined the estimated total cost of building works to be £154,441.55 which

includes a contingency of £20,144.55 (or 15%) which has been accepted by CCAC (see Copy of Schedule of Works at **Appendix K**).

- 4.11 CCAC have secured in principle funding totalling £40,000 from two external sources Cefn Cribwr Community Council (£20,000) and Ford Community Legacy Fund (£20,000) which is in addition to £11,000 the Club has earmarked from its own funds towards the cost of the proposed building works. When other funding is taken into account a maximum contribution from the Council of £103,441.55 would be required under the CAT Fund.

Drainage & Pitch Improvements

- 4.12 The independent pitch condition surveys (see Copy at **Appendix H**) commissioned under the Council's Business Support contract has been used by CCAC to inform the funding applications for the improvements to two rugby pitches (Pitch A and Pitch D) with quotations requested by the Club from a contractor specifying the drainage and other work required (see Quotations at **Appendix L** and **Appendix M** for Pitch A and Pitch D respectively).
- 4.13 CCAC are initially seeking to undertake works on Pitch A valued at £23,415.00 (see items 1.1 to 6.3 contained within the Quotation at **Appendix L**). The Club also intends to undertake additional works (items 7.1 to 8.5) that total £17,506 at a later stage of the overall project as and when funding allows.
- 4.14 CCAC are also requesting funding from the Council to undertake works on Pitch D totalling £23,838.25 (see items 1.1 to 4.15 contained within the Quotation at **Appendix M**). CCAC intends to undertake additional works (items 5.1 to 5.4) that total £13,784.00 that will be funded via their own funds with further work (items 6.1 to 7.5) valued at £25,690.75 being planned to be progressed when funds permit.
- 4.15 The drainage and pitch improvements specified have been assessed by the Green Spaces and Bereavement Services Manager as regards technical content and are considered to be reasonable based upon a comparison of the corresponding condition surveys.
- 4.16 The Finance Department have also reviewed both funding applications and concluded that works specified totalling £20,688.45 (Pitch A £9,043.20 and Pitch D £11,645.25) for drainage and pitch improvements cannot be funded from the CAT Fund as they are revenue in nature and therefore do not qualify for capital funding. Paragraph 3.13 has previously identified that CMB has allocated funding of £50,000 under the Change Management Fund to enable drainage and pitch improvements of a revenue nature to be progressed, and the Cabinet can approve funding from both sources if a decision to support the proposals is agreed.

Pitch Maintenance Equipment

- 4.17 CCAC have submitted a funding application to enable pitch maintenance equipment which totals £8,580.67 which is in addition to funding of £5,232.38

already provided under the CAT Fund to enable equipment to maintain the bowls green to be purchased.

- 4.18 The latest funding application has been assessed by both the Finance and Parks departments and considered to be reasonable although it should be noted that the Council's preferred option would have been for the rugby and football clubs to have shared pitch maintenance equipment but it is appreciated that this may not be practical.

5. Effect upon policy framework and procedure rules

- 5.1 There will be no direct effect on the Policy Framework & Procedure Rules.

6. Equality Impact Assessment

- 6.1 There is no impact on specific equality groups as a consequence of this report.

7. Well-being of Future Generations (Wales) Act 2015 implications

- 7.1 The Council is committed to promoting sustainable development and to discharge our duties under the Well-being of Future Generations (Wales) Act 2015. The required Assessment Template has been completed and a summary of the implications from the assessment relating to the five ways of working is outlined below in respect of the proposed CAT of the Cae Gof Playing Fields:

Long-term	Supports the priorities identified by CCAC in response to current and future needs of the rugby and bowls clubs and the wider local community.
Prevention	Ensures the facilities to be leased can continue to be used by the rugby and bowls clubs and the wider community and promote healthier lifestyles and general well-being.
Integration	Enables CCAC to work in partnership with the Cefn Cribwr Community Council, the governing bodies of sport, other sports clubs / users and the wider community to meet local needs in a more holistic way.
Collaboration	The proposals have been developed and will be delivered through a strong partnership between the Council, the Community Council and the rugby and bowls sections of CCAC.
Involvement	The proposals will be delivered in close partnership with CCAC and range of local stakeholders including the Community Council. Discussions and development with the CCAC and the Community Council has taken place through the Council's Community Asset Transfer Officer.

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8. Financial Implications

- 8.1 A budget of £635,259.41 is presently available under the CAT Fund based upon the original allocation of £1 million provided by the Council and total funding of £364,740.59 already earmarked or expended (see CAT Fund Allocations at **Appendix F**). Although Cabinet has previously indicated that funding should be replenished to encourage CATs and meet demand particularly where value for money can be clearly demonstrated post CAT.
- 8.2 CMB approved funding of £50K towards smaller drainage and pitch improvements considered to be of a revenue nature. The CAT Steering Group has agreed that the Council should undertake essential drainage works at two playing fields - Llangynwyd and Rest Bay – before these leases are completed with funding of £8,340 and £6,630 being allocated respectively based upon the recommendations of recent drainage surveys undertaken by Redwood Environmental Services Ltd. These allocations would reduce available funding for future revenue drainage and pitch improvements to £35,030 via the Change Management Fund. Cabinet approval of the drainage and pitch improvements at Cae Gof Playing Fields of a revenue nature outlined at paragraph 4.16 valued at £20,688.45 would reduce available funding to £14,341.55.
- 8.3 The proposed lease of the Bowls Pavilion, bowls green, two rugby pitches and tennis courts at the Cae Gof Playing Fields to CCAC will achieve estimated annual savings of £24,711 in respect of pitch and green maintenance (see paragraph 3.7) in support of the Council's MTFs with further savings to the capital and revenue budgets also anticipated in future years as regards the costs associated with the Bowls Pavilion and tennis courts.
- 8.4 CCAC have already obtained tenders for the proposed Bowls Pavilion Extension & Remedial Works which are estimated to cost £154,441.55 based upon the Schedule of Work (see **Appendix K**) prepared by the Quantity Surveyor (Major Projects), however, the amount of funding requested of £103,441.55 will require the Club to adhere to the Council's procurement regulations should the proposal be approved by the Cabinet.

9. Recommendation

Cabinet is recommended to approve:

- 9.1 The business case (business and financial plans) submitted by CCAC to support the leasing of the Bowls Pavilion, bowls green, two rugby pitches and tennis courts at the Cae Gof Playing Fields by clearly demonstrating financial viability and sustainability of the project.
- 9.2 The associated funding applications submitted by CCAC under the CAT and Change Management funds:

Funding Purpose	Total Amount of Funding	CAT Fund	Change Management
Bowls Pavilion Extension & Remedial Works	£103,441.55	£103,441.55	Nil
Pitch Improvements: Pitch A	£23,415.00	£14,371.80	£9,043.20
Pitch Improvements: Pitch D	£23,838.25	£12,193.00	£11,645.25
Pitch Maintenance Equipment	£8,580.67	£8,580.67	Nil
Total	£159,275.47	£138,587.02	£20,688.45

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January 2020

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Background Papers:
Revised CAT Policy Document (July 2019)