

Meeting of:	CABINET
Date of Meeting:	23 JULY 2024
Report Title:	LLANGEINOR PLAYING FIELDS
Report Owner / Corporate Director:	CORPORATE DIRECTOR COMMUNITIES
Responsible Officer:	ZAK SHELL, HEAD OF OPERATIONS - COMMUNITY SERVICES
Policy Framework and Procedure Rules:	There is no impact on the policy framework or procedure rules.
Executive Summary:	<p>This report summarises the proposal to lease Llangeinor Playing Fields and Pavilion to Llangeinor Football Limited for a period of 35 years and allow consideration of a funding package under the Council's Community Asset Transfer Fund to enable the demolition of the existing pavilion and building of a replacement sports changing pavilion, leveraging external funding from the Cymru Football Foundation.</p> <p>The report outlines the facilities available (which are currently closed due to health and safety concerns), the club's proposals to replace the current building and manage the playing fields and pavilion for the benefit of the club members and the wider community.</p> <p>The report recommends that the business case provided and the CAT Fund requests be approved in the sum of £160,000.00.</p>

1. Purpose of Report

1.1 The purpose of the report is to enable 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 pavilion and football pitch, other green spaces and car park at Llangeinor Playing Fields to Llangeinor Football Limited.

- (2) Assess and, where appropriate, approve the funding package requested by Llangeinor Football Limited under the Council's CAT Fund to support proposals to undertake the demolition of the existing, obsolete, pavilion and the building of a replacement sports changing pavilion upon the completion of a proposed long-term 35-year lease for the majority of the site.

2. Background

2.1 CAT Funding

- 2.1.1 The Council originally set aside capital funding of £1 million during 2014-15 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.
- 2.1.2 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 sums in excess of this threshold being required to be referred to Cabinet for approval.
- 2.1.3 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 per playing surface 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.
- 2.1.4 Cabinet / Corporate Management Board (CCMB) recommended on 5th October 2021 that the CAT Fund should be topped up by £500,000 and this was approved by Council and included in the Capital Programme in June 2022. Further top up of £480,000 was approved by Council and included in the Capital Programme on 19th July 2023.

2.1.5 Cabinet and the CAT Steering Group has, to date, allocated funding totalling £1,770,628.96 from the £1.98 million CAT Fund. Of this, £1,242,542.90 has been spent and £528,086.06 is committed.

2.2 Llangeinor Playing Fields – Facilities & Usage

2.2.1 The facilities at Llangeinor Playing Fields, Bettws Road, Llangeinor, Bridgend CF32 8PG, (see Site Plan at Appendix A) is located 5 miles (8 km) from the centre of Bridgend town and includes the following:

- (1) *Pavilion:* (see Pavilion Plan at **Appendix B**), A changing pavilion, constructed circa 1950 of traditional brick and render construction under a corrugated asbestos roof. Internally, the property consists of 4 no. changing rooms with shower facilities and a function room. The condition of the pavilion is extremely poor, and it is currently closed due to the costs associated with the repairs necessary to allow it to be reopened.
- (2) *Playing Fields:* 1 x football pitches. Used solely by Llangeinor Football.
- (3) *Clubhouse:* Clubhouse was built in 1981 and extended in 1986. This has been leased to the Trustees of Llangeinor Football Club for many years and the current lease is for 10 years from 22 July 2014 at a peppercorn rent. This lease also includes the various structures erected by the club (dug outs, stand, pitch paths and spectator barriers).
- (4) *Scancis (MUGA) Mini Pitch:* Built in 2007 by the Council, with funding from UEFA. This is currently maintained by the Council with the Trustees of Llangeinor Football Club being responsible for managing bookings and keeping the surface clean.
- (5) *Children's Playground:* A small children's playground (LEAP) was developed in 2009 which is to be excluded from the CAT and is scheduled for refurbishment via the playground refurbishment programme being undertaken by the Green Spaces team.

2.3 Llangeinor Playing Fields - Pavilion

2.3.1 The pavilion has been subject to three independent condition surveys in recent years. Oakleaf undertook a survey in June 2016 which concluded that the property was in a poor condition. Backlog building works having a total value of £68,000 were highlighted under Priority 1 (Urgent to prevent immediate closure) and Priority 2 Essential, i.e., within 2 years) and additional maintenance estimated to cost £100,000 within a 3–5-year period was also highlighted in the survey. (See Condition Survey at **Appendix C**). Construction industry costs have increased considerably since this survey was undertaken, circa. 42%, due to market conditions and inflation.

2.3.2 The Oakleaf Survey identified the following priority works. None of these works have been undertaken to date and its condition has since deteriorated further, to the extent that it was closed by the Green Spaces Section on 17 February 2022 on health and safety grounds.

- Roof was in a poor condition and would require repair or replacement.
- Windows were dated and would require repair or replacement.
- Hot and cold-water plant was dated.
- Lighting throughout was dated.
- Electric heaters were also dated.
- Sanitaryware and decoration were dated throughout.

2.3.3 Faithful+Gould undertook a survey in February 2020 which also concluded that the building was in poor condition. Backlog building works having a total value of £85,654.03 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 £10,991.43 over a 5 Year period was also highlighted in the survey (see Condition Survey at **Appendix D**).

2.3.4 The Faithful+Gould condition survey identified that the building was in a poor condition both internally and externally and concurred with the Oakleaf findings although it was suggested that the majority of the items listed would require replacement rather than repair. However, some of the costs in this survey appear very low, for example the costs associated with the replacement of the roof is costed at £14,652.00 (compared to £48,000 in the Oakleaf 2016 survey).

2.3.5 The latest condition survey was undertaken by Roger North Long & Partners in July 2022. This did not include costs but concluded that the building was generally dated and in a poor state of repair and they did not consider the pavilion was economically viable to refurbish. (See Condition Survey at **Appendix E**).

3. Current situation/ proposal

3.1 The Club

3.1.1 Llangeinor has a history of football going back to before the Second World War when football was played at Pandy Woods. The move to Llangeinor Playing Fields came after a brief spell playing on Llangeinor Common. Llangeinor Football offers football playing and social opportunities to adults and children with 9 active football teams currently established within the Club. 5 of these provide opportunities for local youngsters under the age of 16. Current membership stands at 141 (60% adults / 40% juniors) with player registrations (despite the club currently having no changing facilities) gradually recovered post Covid. The club is an FAW and SWFA member and seeks to widen participation particularly women and girls, fully supporting the FAW's mission to create better 'Environments For Her'. A link to the FAW website is included <https://faw.cymru/news/environments-for-her/> which provides some further information on this.

3.1.2 To facilitate the asset transfer, the management committee agreed in 2019 to become incorporated. Llangeinor Football Limited (Company No: 12121000) was incorporated on 24 July 2019 and although currently not trading, its 5 directors run the club in the 'unincorporated association' form. Once an asset transfer date has been agreed upon, Llangeinor Football Limited will begin trading. The change in status was required to conform to the Council's CAT Policy document that ensures that community groups finalising CATs must have a legal status demonstrating limited liability.

3.1.3 The main objects of the company are: “to promote, encourage and provide facilities for the playing of football and other sports and games.

3.2 The Project

3.2.1 Llangeinor Football submitted an expression of interest for the Llangeinor Playing Fields site on 25th July 2017 which was approved by the Council’s Community Asset Transfer Steering Group on 18th August 2017. The scope of the project has, however, changed significantly over the intervening period due to the condition of the pavilion.

3.2.2 Llangeinor Football believes that football is for everyone and has identified the path to success: -

- Provide a pitch and pavilion that will be both attractive to existing and new users and designed for efficient and convenient operations for all. Due to the current closure of the existing changing rooms, the club’s senior teams are forced to play away from Llangeinor Playing Fields incurring additional expenses and reducing income-generating opportunities at Llangeinor clubhouse post matches.
- Market the facilities to help build a solid base of loyal users and maximising pitch and pavilion to both help the community and increase the club’s turnover.
- Supporting new structures and opportunities to accelerate the growth of women’s & girls’ football to reach its full potential.
- Work in partnership with schools and community organisations, making environmental improvements to make the most of Llangeinor Park’s woodland walks, active travel routes, and central location.

3.2.3 The Club will seek to develop the Llangeinor Playing Fields site in stages with further enhancements planned subject to additional external funding being secured.

3.2.4 The Stage 1 proposal that Llangeinor Football Limited is seeking funding under the CAT Fund is for:

- (1) Pitch maintenance equipment to enable the self-management of pitch and other green spaces and associated essential improvements, and
- (2) The demolition of existing and construction of new changing room facilities in the same location.

which Cabinet are being requested to consider as part of the CAT approval process set out in 3.2, as they fall over the £50,000 threshold.

3.3 Business Case

3.3.1 Llangeinor Football Limited have prepared detailed business and financial plans outlining their proposals to replace the pavilion 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 Wales Co-Operative Centre under the Council’s CAT Business Support contract and this support contract may also be used

to engage with third parties, i.e. external funders (see Copy of the Business and Financial Plan at Appendix F).

3.3.2 The Business and Financial plan submitted by Llangeinor Football Limited have been reviewed by the Finance Department 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.

3.3.3 The self-management of the facilities under a proposed 35-year lease is seen by Llangeinor Football Limited as safeguarding the longevity and financial sustainability of the Llangeinor Playing Fields site for future generations. In particular, it allows external funding to be secured to enable the demolition of the existing pavilion and the building of a replacement sports changing pavilion.

3.4 Project Funding

3.4.1 Llangeinor Football Limited have submitted the undermentioned funding application to the CAT Fund.

Purpose of Funding	Total Cost*	CAT Fund Request*	Other Funding*
Pitch Maintenance Equipment	£10,685.52	£10,000.00	£685.52
Changing Pavilion	£435,485.00	£150,000.00	£285,485.00*
Total	£446,170.52	£160,000.00	£286,170.52

* This includes £280,000 of funding already confirmed by the Cymru Football Foundation towards the project.

** Amounts shown are exclusive of VAT as Llangeinor Football Limited are VAT registered

3.4.2 The funding applications have been reviewed alongside the business and financial plans by the Finance Department in the first instance and by members of the CAT Steering Group.

3.5 Replacement Pavilion

3.5.1 The condition survey undertaken by Oakleaf (June 2016) estimated that the cost of the building works required to be undertaken to the existing pavilion, over the following 5-year period, to be £168,000 (excluding preliminaries, contingency and professional fees). None of the works identified have been undertaken and allowing for the increase in build costs, this would equate to some approximately £235,000 at today's costs.

3.5.2 However, the pavilion is at the end of its original build life and its design, particularly the internal layout, does not meet modern requirements. In addition, even if the building fabric was refurbished, it is likely that further significant funding would be needed to remodel it to bring it in line with current design guidelines.

3.5.3 As a result, the existing pavilion is considered to be uneconomical to reopen and investment is better served through redevelopment. Conditional planning consent was granted on 30 October 2023 for the demolition of the existing changing facilities and the erection replacement single storey changing facilities new single storey changing facilities (Planning Reference P/22/832/FUL refers) (see Plan of Proposed Building at **Appendix G**). The intention is to create a new energy and space efficient building to:

- Accommodate home and away changing facilities for training and match days to secure the future viability of the club and the wider site.
- Provide high-quality, functional, and attractive changing facilities to retain existing members and attract new participants, particularly women and girls (who currently make up just 1% of club membership).
- Create a comfortable environment with adequate privacy for users with a diverse range of abilities to feel safe and secure. In particular a more female-friendly and welcoming space including positive imagery and separate changing facilities for female referees.
- Improve accessibility. The proposed development is accessed via a level threshold and the layout is simply arranged from the central lobby. The layout has been carefully considered with regard to the needs of all users with a diverse range of abilities.
- Designs are in line with Cymru Football Foundation (Changing Room Guidance / Football Foundation Changing Accommodation). Each changing room will have an en-suite cubicle shower and lavatory provision.

3.5.4 The project provides an opportunity to provide new inclusive changing facilities to retain and attract new football club members and protect the long-term future of the playing fields for formal sports use.

3.5.5 A procurement exercise was undertaken by the club, which resulted in the submission of tenders from three local contractors:

Contractor	Cost Excluding VAT	VAT	Total Cost
Company A	£667,192.25		£667,192.25
Company B	£387,041.00		£387,041.00
Company C	£466,312.00		£466,312.00

3.5.6 Llangeinor Football have reported and applied for a total project value of £435,484 (exclusive VAT), which incorporates the building work based on the lowest tender return of £387,041.00 (excluding VAT), plus an amount for professional fees at 12% of the build contract being £46,444.00 (excluding VAT) plus £2,000.00 (excluding VAT) for Building Regulations Approval. As previously highlighted Llangeinor Football are VAT registered.

3.5.7 Llangeinor Football are advising that it is their intention to proceed on the basis of the lowest tender submitted by Company B in the sum of £387,041.00 (excluding VAT). The Council has completed a cost verification exercise using the Building Cost Information Service Construction Data based upon a pavilion of this size, construction type and location using up to date independently verified and regionally adjusted construction costs. The resultant exercise has returned a forecasted project value average of £397,650 for the pavilion build, excluding demolition, groundworks and

fees. Based upon this exercise The Council recommends an award at the lowest tender return demonstrates significant value and is deemed a very competitive quote for the completion of the project as a whole.

3.6 Present Position

3.6.1 Llangeinor Football have undertaken the self-management of their clubhouse for many years by virtue of a number of leases, the most recent of which was granted in 10 years from 22 July 2014. The Club wish to complete the proposed 35-year lease for the wider site which will enable them to demolish the existing pavilion, which is not currently operational, and replace it with a modern, fit for purpose, building subject to Cabinet approving their funding application in the sum of £150,000. The Club have already secured £280,000 towards the overall costs of the project from the Cymru Football Foundation Fit-For-Future Facilities Fund

4. Equality implications (including Socio-economic Duty and Welsh Language)

4.1 EIA screening – no impact identified. An initial Equality Impact Assessment (EIA) screening has identified that there would be no negative impact on those with one or more of the protected characteristics, on socio-economic disadvantage or the use of the Welsh Language. It is therefore not necessary to carry out a full EIA on this policy or proposal.

4.2 The protected characteristics identified within the Equality Act, Socio-economic Duty and the impact on the use of the Welsh language have been considered in the preparation of this report. As a public body in Wales, the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions. It is considered that there will be no significant or unacceptable equality impacts as a result of this report.

5. Well-being of Future Generations implications and connection to Corporate Well-being Objectives

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

5.1.1 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 Llangeinor Playing Fields:

Long-term	Supports the priorities identified by Llangeinor Football in response to current and future needs of the area and the wider local community, and in particular the participation of women and girls.
Prevention	Ensures the facilities to be leased can continue to be used by the football club and the wider community and promote healthier lifestyles and general well-being.
Integration	Enables Llangeinor Football to work in partnership with the FAW, Cymru Football Foundation, 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, FAW, Cymru Football Foundation and Llangeinor Football
Involvement	The proposals will be delivered in close partnership with Llangeinor Football and range of local stakeholders.

5.2 Corporate Well-Being Objectives Implications

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

- 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.
- Helping people and communities to be more healthy 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.
- 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.

6. Climate Change Implications

6.1 The proposed project at Llangeinor Playing Fields, will enable the existing poorly performing building (in terms of both thermally poor building fabric and inefficient plant and machinery) to be replaced with a new energy and space efficient building. If the project is approved, this will be of benefit to the climate change agenda by saving energy and reducing the carbon footprint.

There is also potential to carry out additional, renewable energy, works to the pavilion but these will not be progressed at this stage.

7. Safeguarding and Corporate Parent Implications

7.1 There are no safeguarding or corporate parent implications arising from this report.

8. Financial Implications

8.1 Unallocated funding of £209,371.04 is presently available under the CAT Fund based upon the original allocation of £1 million and top-ups of £500,000 and £480,000 approved by Council in January 2022 and July 2023 respectively with total funding of £1,770,628.96 already earmarked or expended (see paragraph 3.12)

- 8.2 The proposed lease of the pavilion, football pitch, other green spaces and car park at the Llangeinor Playing Fields to Llangeinor Football Limited will achieve revenue savings for the Council, but the estimated annual revenue savings, which are unlikely to exceed £5,000 (in respect of football pitch maintenance only) being readily quantifiable. It is more difficult to quantify the savings to the capital and revenue budgets for the pavilion as this would depend on what actions are taken with regards to the existing pavilion. However, either significant spend would be needed to refurbish the pavilion to enable it to be brought back into use with ongoing revenue implications or it would need to be demolished and the functionality of the site reduced for formal sports use.
- 8.3 Llangeinor Football have already obtained tenders for the proposed replacement to the pavilion which is estimated to cost £435,485 based upon the Schedule of Work and Returned Tender Analysis. The Council can be assured that any reimbursement for building works are independently verified by an independently appointed Quantity Surveyor based upon a review of the valuation and work before any funding is released. As the works are being jointly funded by the Cymru Football Foundation, they will also undertake their own due diligence on the project and will provide this information to The Council prior to any payments being made against the project.
- 8.4 If approved by Cabinet, the allocation of £150,000 towards the cost of demolishing the existing pavilion and replacing it with a modern, fit for purpose, building essential pavilion at Llangeinor Playing Fields together with £10,000 for the associated pitch maintenance equipment will reduce the balance of unallocated funding in the CAT Fund to £49,371.04. BCBC's allocation will not exceed the allocated maximum value of £150,000.00 in regards to the pavilion replacement.
- 8.5 Cabinet has previously indicated that the CAT Fund should be replenished to encourage CATs, subject to the availability of finite capital resources, so that assets can be developed and safeguarded for future generations, particularly where value for money can be clearly demonstrated. It is intended that a report highlighting the outcomes and benefits already achieved under the CAT programme will be submitted for consideration to the Cabinet, along with a business case under the Change Management Fund and Capital Programme to request additional funding where deemed appropriate. Any additional requests for Capital funding would have to seek approval from Council.

9. Recommendation(s)

Cabinet is requested to:

- 9.1 Approve the business case (business and financial plans) submitted by Llangeinor Football Limited to support the leasing of the Pavilion, football pitch, other green spaces (excluding the children's playground) and car park at the Llangeinor Playing Fields, under the Council's CAT programme, by demonstrating the financial viability and sustainability of the project.
- 9.2 Approve the funding request under the CAT Fund submitted by Llangeinor Football Limited towards the cost of purchasing Pitch Maintenance Equipment in the sum of £10,000.

- 9.3 Approve the funding request under the CAT Fund submitted by Llangeinor Football Limited towards the cost of demolishing the existing pavilion and replacing it with a modern, fit for purpose building in the sum of £150,000 and which would take the full funding package for the transfer under the CAT Fund to £160,000.
- It should be noted that the BCBC contribution of £150,000.00 in respect of the pavilion is deemed as a contribution to the larger Cymru Football Foundation funded project, at a total project value of £435,485. BCBC's contribution is a capped maximum amount and will only be provided when the CAT transfer is completed, and the Cymru Football Foundation project funding is initiated.

Background documents

Revised CAT Policy Document (July 2019)