

**Meeting:** Council Meeting

**Date:** 19 October 2017

**Wards Affected:** All Wards

**Report Title:** Review of Sports Pitch Surface at Clennon Valley Leisure Centre

**Is the decision a key decision?** No

**When does the decision need to be implemented?** As soon as possible

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## **1. Proposal and Introduction**

1.1 At June's Council Meeting, Elected Members agreed to enter into a new lease for Torbay Leisure Centre to include the adjacent Velopark for an additional 10-year period. Since that time Officers have been negotiating the terms of the agreement to reach a satisfactory conclusion. The report details two matters which are different to the terms originally set out.

## **2. Reason for Proposal**

2.1 The two matters which are different to the original proposal have an implication on the financial savings and usage of the Leisure Centre facilities.

## **3. Recommendation(s) / Proposed Decision**

3.1 That Elected Members note that the extensions of the lease to 12 years is from the end of the current agreement expiring in 2019, to 2031.

3.2 That the current sand-dressed football/hockey pitch be upgraded with a surface which is cost neutral to the Council.

## **Appendices**

Appendix 1: Supporting Information and Impact Assessment

Appendix 2: Option Appraisal and Financial Information

## Supporting Information and Impact Assessment

Service / Policy:	Review of Sports Pitch Surface at Clennon Valley Leisure Centre
Executive Lead:	Councillor Robert Excell
Director / Assistant Director:	Fran Hughes

Version:		Date:		Author:	Fran Hughes
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### Section 1: Background Information

<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>Overall, in order to manage the financial model to the benefit of all parties, the term of the lease should be extended until 2031. This provides the optimum funding solution within the terms of the original proposal on cost savings.</p> <p>That the upgrade to the current all-weather pitch be amended to ensure that the proposal remains commercially viable and limits the risk to Parkwood and the Council.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>In the original proposal from Parkwood there were plans to improve the external sand-dressed football/hockey pitch with a 3G pitch which was compliant with current Sport England guidance and the International Hockey Federation standards. However, subsequent conversations with Sport England and sports governing bodies locally have since determined that the proposed 3G surface will not meet England Hockey's requirements for matches but will meet hockey's needs at development level.</p> <p>A series of meetings has since occurred with Sport England, Torbay Sport, governing body representatives and Parkwood Leisure to try and identify a solution which both meets the needs of local sport and remains commercially viable.</p> <p>Torbay's declared vision for sport is</p> <p style="text-align: center;"><i>The future for sport 2013-2021 is that Torbay will be an area where:</i></p> <ul style="list-style-type: none"> <li>• <i>Accessible, affordable and high quality opportunities are provided for all ages and abilities to develop a sporting habit for life;</i></li> <li>• <i>sports is recognized and makes its contribution to addressing health inequalities;</i></li> <li>• <i>sport contributes positively to the economy of the area, raising the profile of the area as a destination for sport; and</i></li> </ul>

- *sports facilities are well maintained and managed and are viable and sustainable.*

*The Sports Pitch Strategy states:*

3.1 It seeks to deliver on the aspirations of the local sporting community and to respond to the issues identified through the assessment of local playing pitch provision. As such, it is focused around the following principles;

- **Quality of facilities is as important as the amount of provision** – the strategy seeks to ensure that Torbay contains the right amount of facilities, of the right quality and in the right place. It promotes the protection of existing provision, but also recognises the need to improve the quality of existing facilities and the impact that qualitative improvements can have on capacity.
- **Pitch provision will be delivered in partnership.** The strategy seeks to bring together key partners in the delivery of playing fields and to ensure that roles and responsibilities are clearly defined and effectively aligned to maximise the value of assets to the community. Strategic sites and areas of search will be identified in the new Torbay Local plan and Neighbourhood Plans.
- **Investment will focus upon interventions that will have the greatest impact** – the strategy seeks to prioritise investment into sites where the highest impact will be felt and where high numbers of users will benefit. It will seek to increase participation in sport and activity in terms of both numbers and standards.
- **The strategy will seek to maximise sustainability** – it will seek to build relationships between sports, promote good practice and deliver sustainable solutions for sport and recreation across Torbay.

Torbay Council's Playing Pitch Strategy is worded as follows:

“Protect and restore existing sand based astro turf to suit hockey needs. Also priority site for new IRB22/FIFA 1 star 3G pitch to meet the requirements of other sports and clubs, subject to planning. Investigate funding opportunities and review the floodlighting as it is the seat of many complaints, when restoring the existing carpet and developing a 3G should seek funding for alternative floodlighting to give a longer day use.”

Whilst it is not the intention of any new arrangement to design out existing users from Clennon Valley, there is a commercial reality to any proposal to both Parkwood and the Council. Currently, local hockey clubs only use the Clennon Valley pitch for 12 sessions a year and for their annual hockey festival in April. The remainder of the time they use the pitches at Torquay Girls Grammar School. A growth in hockey is anticipated but not at significant rates and there is no firm commitment for hockey to increase their usage at Clennon Valley currently. Torbay's Strategies in relation to hockey state that:

2.1 All three clubs play their matches at the TGGGS pitch, as the pitch at Torbay Leisure Centre is no longer appropriate for match play. Matches are played on Saturdays and the TGGGS pitch is approaching capacity for match-play at this time.

2.2 Population changes to 2021 show no changes in numbers of teams. However, initiatives such as 'Back to Hockey' and 'Rush Hockey' may

	<p>encourage new participants, particularly among the dominant market segments in Torbay (over 50s)</p> <p>However, the Clennon Valley pitches are well used by football and an improved playing surface would further enhance its use.</p> <p>As part of the exploration around pitch surfaces, we are also aware that there is a currently unmet need for artificial pitches for rugby training. This is an area where there is strong potential for growth in the market.</p> <p>A further level of complexity is the emergence of a new 3G pitch at White Rock, which has been part-funded by Sport England but is outside of Torbay's agreed Playing Pitch Strategy. This facility is in competition for football clubs with Clennon Valley, yet has had a significant financial contribution.</p>
<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>Based on the discussions to date, Parkwood have remodelled their offer to the Council based on the level of risk they believe is attached in deviating from the original business model. The impact in financial terms to Parkwood and the Council on an annual basis is shown in Appendix 2.</p> <p>Option 0 – 3G surface which is suitable for football and hockey at a foundation level as per the original business case</p> <p>Option 1 – 3G surface which is suitable for football and hockey at a foundation level but assumes no hockey usage or income.</p> <p>Option 2 – Sand dressed astro which can be used by hockey and football</p> <p>Option 3 – 3G surface which is rugby and football compliant.</p> <p>The most commercially viable option is option 0 or 3 which has no risk to either the Council or Parkwood.</p> <p>The option with the most risk is option 2 which creates an annual budget pressure of £46,000 to the Council (£552,000 over the life of the contract).</p> <p>There is also another option which remains uncoded, which would be for the Council to fund a small 7-a-side 3G pitch in the surplus space adjacent to the sand based pitch. This would require adequate lighting, fencing and drainage as well as appropriate planning permission. It is not possible to progress this within the timescales already agreed by Council with Parkwood which is to commence the new lease from 1<sup>st</sup> November 2017. This clearly places additional cost, officer resource and process on the Council without any guarantee of a successful outcome.</p>

4.	<p><b>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</b></p> <ul style="list-style-type: none"> <li>• Using resources to best effect</li> </ul>
5.	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Consultation has been undertaken with:</p> <p>Parkwood Leisure  Sport Torbay  Hockey  Football  Rugby  Sport England</p> <p>Although not directly related to the above, the Council has also received letters of objection to the potential lack of hockey facilities in response to the Public Notice to dispose of the land. The reasons for the objections are not in relation to the disposal but the type of surface which are not valid in terms of this particular piece of legislation. However, the responses demonstrate a strength of feeling from hockey users.</p>
6.	<p><b>How will you propose to consult?</b></p> <p>Informal consultation has already taken place.</p>

## Section 2: Implications and Impact Assessment

<b>7.</b>	<b>What are the financial and legal implications?</b>  In the original report to Council in June 2017, the final terms of the lease and loan arrangements are delegated to the Assistant Director (Communities and Customer Services) in consultation with the Executive Lead for Community Services and the Section 151 Officer.  For clarity, the financial model has been amended to extend the lease until 2031 to facilitate the model, and Elected Members are being advised of this amendment through this report. Therefore the length of lease agreed with Parkwood Leisure will be extended from the end of the existing term (2019) to 12 years until 2031.  In terms of the financial agreement the original proposals achieved a saving of £286,000 per annum to the Council. This assumed that the proposal for a 3G pitch was acceptable. However, if the 3G pitch is no longer acceptable, then there is an additional risk introduced which will have a £46,000 annual impact to the Council which will reduce the annual saving to £236k. This equates to £600,000 additional cost over the life of the agreement.
<b>8.</b>	<b>What are the risks?</b>  There are a number of risks:  There is a significant financial risk to the Council of not pursuing the original proposal for a 3G pitch. This risk can be mitigated by changing the proposals to a pitch which is both football and rugby complaint surface, for which there is a stronger business model. However, this proposal will still not allow for the continuance of hockey at Clennon Valley for hockey matches.  If the Council which to maintain the provision for hockey matches at Clennon Valley then the risks and cost the council are outlined in section 7 of this report.
<b>9.</b>	<b>Public Services Value (Social Value) Act 2012</b>  Not applicable
<b>10.</b>	<b>What evidence / data / research have you gathered in relation to this proposal?</b>  See below.

11.

**What are key findings from the consultation you have carried out?**

It should be noted that it is for Council to determine the most appropriate way forward taking account of the potential revenue benefits and level of demands and risk when reaching their decision.

Sport England's view is as follows:

Sport England is a non-departmental public body and the National Lottery distributor responsible for the development of community sport. Sport England is also a statutory consultee on all planning applications affecting playing fields. In discharging these roles Sport England assists local authorities to develop sustainable strategies for sport and recreation to meet locally identified need. In recent years Sport England's local team has supported Torbay Council to develop:

- a Vision for Sport in Torbay
- Torbay Sports Facilities Strategy
- Torbay Playing Pitch Strategy

These documents state why Torbay Council supports sport and provide action plans to **protect, enhance** and **provide** facilities. Sport England has also supported Torbay Council to undertake an appraisal of the various management options to secure sustainable ongoing sports provision.

**Sport England's view on the four options proposed**

Following consultation with local sports clubs and representatives of national governing bodies of sport, Torbay Council's Playing Pitch Strategy for 2014 – 2021 identifies the need to retain the sand-dressed AGP for hockey at Clennon Valley and a strategic need for an additional AGP that would be rugby (World Cup Reg 22) / football (FIFA) compliant. Following recent discussions, colleagues from hockey, football and rugby have confirmed their continued support for this approach and are willing to discuss how this aspiration may be realised.

Sport England's view on the options proposed is therefore as follows:

1. *The original option from Parkwood, which introduces 3G, but this would mean that the surface is not suitable for hockey;*

This option is not consistent with the agreed Playing Pitch Strategy and Sport England could and would not therefore support this;

2. *To replace with a like for like sand dressed pitch, and retain both sports;*

Depending on the specification and agreement from England Hockey, this option is consistent with the agreed Playing Pitch Strategy and Sport England would support this approach;

3. *To replace with a surface which is both football and rugby compliant and look to relocate the hockey elsewhere*

Sport England is unaware of any suitable site to relocate hockey and would not therefore support this approach as it is not consistent with the Playing Pitch

	<p>Strategy.</p> <p>4. <i>To consider a smaller 3G pitch for 7 aside in the immediate vicinity, subject to planning permission etc. being sought.</i></p> <p>Provided the sand-dressed pitch remains and is improved Sport England would be willing to explore how a smaller 3G pitch for 9v9 match play (dimensions to be agreed with the FA and RFU) might be achieved with Torbay Council and partners. We are aware that the RFU and Parkwood have corresponded regarding the potential for a rugby compliant AGP at Clennon Valley. We understand that Football Foundation investment into the White Rock site is currently not confirmed. The FA should be included in any discussion regarding technical compliance and funding. We strongly recommend a small meeting with key partners including England Hockey, the FA and RFU to pursue Option 4.</p>
<p><b>12.</b></p>	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>Based on the consultation undertaken to date the only option which the sports governing bodies are prepared to discuss are detailed in the summary note from Sport England above. However, in order to progress these, none of the sports governing bodies or representative have given any form of financial commitment to the Council to assist in achieving a compromise.</p> <p>The Council will need to balance the financial imperative to achieve financial savings to protect a wider range of council services, against the needs of individual sports clubs who use the facilities at Clennon Valley.</p>



## Equality Impacts

13	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	Investment in an improved facility at Clennon Valley	Displacement of existing hockey users	
	People with caring Responsibilities			N/A
	People with a disability			N/A
	Women or men	Investment in an improved facility at Clennon Valley	Displacement of existing hockey users	
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			N/A
	Religion or belief (including lack of belief)			N/A
	People who are lesbian, gay or bisexual			N/A
	People who are transgendered			N/A
	People who are in a marriage or civil partnership			N/A
	Women who are pregnant / on maternity leave			N/A

	Socio-economic impacts (Including impact on child poverty issues and deprivation)	Investment in an improved facility at Clennon Valley		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Investment in an improved facility at Clennon Valley		
<b>14</b>	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	None known		
<b>15</b>	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	None known		

## Option Appraisal and Financial Implications

	Original Business Plan	Option 1	Option 2	Option 3
<b>Surface Type</b>	3G	3G	Astro Sand based	3G
<b>Specification</b>	Football & Hockey	Hockey & Football	Hockey	Rugby & Football
<b>Projected Income</b>	£66,000	£63,000	£20,000	71,000
<b>Risk Profile</b>	Low <sup>1</sup>	Low <sup>2</sup>	High <sup>3</sup>	Low <sup>4</sup>
<b>Annual Impact on Business Case</b>	£0	-£3000	-£46,000	+£4000
<b>Impact on business case over the 12 year lease</b>	£0	-£36,000	-£552,000	+£48,000

Preference from consultation with Sports representatives: Option 2 for an Astro Sand based pitch

Preference from Officers in terms of limiting financial risk to the Council: Option 1 and Option 3.

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<sup>1</sup> Business Plan Income

<sup>2</sup> Assumes no hockey use or income

<sup>3</sup> Assumes current level of use and increased use from Hockey £8000 per annum

<sup>4</sup> Changes specification to rugby & football use and increases likely revenue meeting stated need for rugby training facilities but removing hockey