

## Doric Park 21<sup>st</sup> July 2020

This is an updated version of a similar report which has been presented to the council during the development of the project.

### Trowbridge Town Council Strategic Investment

The Town Council Strategy says:

**Trowbridge Town Council will ensure that Trowbridge continues to develop as a place to live, to visit and to do business; by being the best local council; influencing those who make decisions for the town and delivering quality, value and satisfaction. We will continue to;**

- **Invest in facilities and services.**
- **Promote a positive attitude to sustainable housing growth.**
- **Take responsibility for more of those things which are local.**

In January 2017 the town clerk reported:

*On 12<sup>th</sup> July 2016 Wiltshire Council made decisions on all of the town council's proposals for changes to the town boundary. Wiltshire Council accepted the proposals from the town council to transfer areas from Wingfield, Hilperton and West Ashton, amounting to around 400 existing properties and areas for the development of around 600 new homes in future years.*

*The impact of this is that Trowbridge Town Council now has a significant level of financial certainty and is in a position to consider a medium-term plan for investment in sustainable services and facilities for the community and can make progress on a number of projects which have been on hold pending the Community Governance Review decision.*

*These projects include; the Expansion of the Museum, which can now proceed to Heritage Lottery Fund round 2 application, the transfer of assets and services from Wiltshire Council including play areas, open spaces, bus shelters, the management of car-parks and street cleansing and also the development of new outdoor sports pitches for the Trowbridge Community.*

The Museum Project application to the NLHF was successful and was awarded £1.172 million, with other funding from grants, donations and borrowing by the council at a cost of just under £50,000 per annum. The transfer of play areas concluded in 2019 and the town council also commenced its street cleaning service with a new road sweeper, which will be stored in the new storage facility in the Town Park.

Wiltshire Council has now published its recommendation for a further Community Governance Review to be implemented in 2021, including the transfer of most of the Ashton Park residential development, the Elm Grove development site, the development land at Woodmarsh and White Horse Business Park. This accords with the Town Council Policy that all areas planned to be and already developed as part of extensions to the town should be included in the town boundary.

***Trowbridge Town Council will continue the campaign to ensure that Trowbridge can have A TOWN COUNCIL FOR ALL OF THE TOWN, including all the built up urban areas which are not connected to their respective villages and if necessary will seek a further Community Governance Review when Ashton Park urban extension is being built-out or if other areas of development take place on the edges of the current town boundary.***

Whilst the town council has consistently objected to development close to North Bradley, Wiltshire Council has decided to allow development here as part of the expansion of Trowbridge and therefore the town council has reluctantly accepted that this site should be included in the town boundary.

When all of the new development takes place in these and other sites the town will include an additional 2000 or more additional Band D equivalent houses, the additional Council Tax receipts at current 2020 rates (£164.98) will be £329,960 per annum.

## Background to the Sports Pitches Project

The (West Wiltshire) Leisure and Recreation Development Plan final document was published in January 2009 and adopted by West Wilts District Council on 21<sup>st</sup> January 2009 and by the Implementation Executive of the new Wiltshire Council on 26<sup>th</sup> February 2009. It identified shortages (-) and surpluses (+) in leisure facilities in Trowbridge (and other areas in West Wiltshire):

Allotments	-2,475 m <sup>2</sup>
Bowling Greens	-3,070 m <sup>2</sup>
Equipped Play	-5,025 m <sup>2</sup>
Multi-functional Green Spaces	+225,514 m <sup>2</sup>
Sports pitches & courts	-22,495 m <sup>2</sup>
Teenage facilities	-2,728 m <sup>2</sup>
Urban Parks	+19,110 m <sup>2</sup>

The shortage in Teenage Facilities was met in part by the Town Council's development of the skate-park at Stallards, undertaken following this assessment. The other shortfalls have not been significantly met, whilst additional multi-functional greenspace has been provided, particularly at Castle Mead. For many years, the town council sought to obtain an interest in additional land for sports pitches, going as far as bidding in auction for the purchase of land between Woodmarsh and the White Horse Business Park almost twenty-years ago. The Town Council strategy 2008–2011 included a commitment to develop new sports pitches for the community. The Town Council Strategy 2013-2017 stated:

*We have purchased 5 acres to provide land to develop new **Sports Pitches**, funded by Section 106 planning funding and we will need to consider the best way to progress the development of this in conjunction with sports clubs during this period. . . We also need to consider if the Town Council has a role to play in the management of the new-build element of the **Campus** providing indoor active leisure facilities as it is established.*

The current Strategy 2017–2021 states:

*Trowbridge Town Council recently purchased the freehold of Woodmarsh to secure the future of Trowbridge Town Football Club. The Council remains committed to securing additional land in the community area for grass pitches but in the short term can now proceed with the development of an all-weather pitch at Doric Park. This can be done in conjunction with the Football Foundation, Rugby Football Union and other organisations as well as partly funded by existing S106 planning contributions. The Town Council will continue to scrutinise Wiltshire Council's Health & Well-being Centre proposals for Bythesea Road and will also need to consider if the Town Council has a role to play in its management, as it is established.*

### **13. DEVELOPMENT OF NEW SPORTS FACILITIES**

**Trowbridge Town Council will support and if necessary be actively involved in:**

- a. Provision of an all-weather pitch at Doric Park in conjunction with national sports funders and other organisations.**
- b. Development of the Health & Well-being Centre by Wiltshire Council in the town centre.**

The 2017 **Wiltshire Council Playing Pitch Strategy** identifies, over the medium/long term (3-6/6+years), the need for at least 1 full size 3G pitch in the Trowbridge Community Area and as an action the Strategy refers to "site search (potentially adjacent to Trowbridge RUFC)". A 2019 review of the Strategy identified the progress that had been made with proposals for the site.

## Wiltshire Council Leisure Facilities

The original Campus programme was changed some years ago into a regeneration through redevelopment plan in Trowbridge and focussed on the County Hall East site. Wiltshire Council are now seeking to secure redevelopment of the Castle Place site, including the multi-storey car-park to include new leisure facilities and at Cabinet on Tuesday 14<sup>th</sup> July 2020 confirmed that this includes a new swimming pool. This development, it is hoped will be funded from the Future High Streets Fund. We still anticipate that these facilities may be offered to the town council to manage at some point in the future.

## **Current Sports Pitch Facilities**

### ***The Town Council owns;***

**TOWN PARK.** The Town Council has in recent years resurfaced and re-fenced the tennis courts and MUGA in the Town Park using funding from the Lawn Tennis Association, S106 and the Area Board. We are now progressing the refurbishment of MUGAs at Grove, Longfield, Studley Green and Seymour with funding from the Area Board, Selwood Housing and Sport England.

**WOODMARSH.** Trowbridge Town Football Club has a 30-year lease from the council which commenced on 30<sup>th</sup> May 2017, for the ground at Woodmarsh in North Bradley. They are currently investing in the site, funded from S106 contributions secured from the developer of the former District Council Offices at Bradley Road (£18,644). The site is owned freehold by the town council, purchased a few years ago using S106 funding and a loan from Ashford Homes. The rent charged to TTFC pays the loan finance.

**STUDLEY GREEN (LAMBROK).** Trowbridge Wanderers Football Club has a 16-year lease from the town council for the changing rooms at Lambrok, which also gives them the rights to hold their games on the pitches there. This lease commenced on 1<sup>st</sup> July 2014 and runs until 30<sup>th</sup> June 2030. It is unlikely that the town council will seek to or agree to any greater level of formalisation of the Lambrok facility for competitive Association Football, so that if Trowbridge Wanderers first team wish to progress into the next level of the league they would need to play games elsewhere. The MUGA is being refurbished using funding from Sport England and Trowbridge Future are seeking funding for the provision of a cabin.

**GROVE.** The Grove Recreation Ground (also known as Chapman's Field), off Silver Street Lane, includes an informal grass pitch area, MUGA and a children's playground. The site is not suitable for further development or the provision of changing and toilet facilities. The MUGA is now being refurbished.

### ***Wiltshire Council owns:***

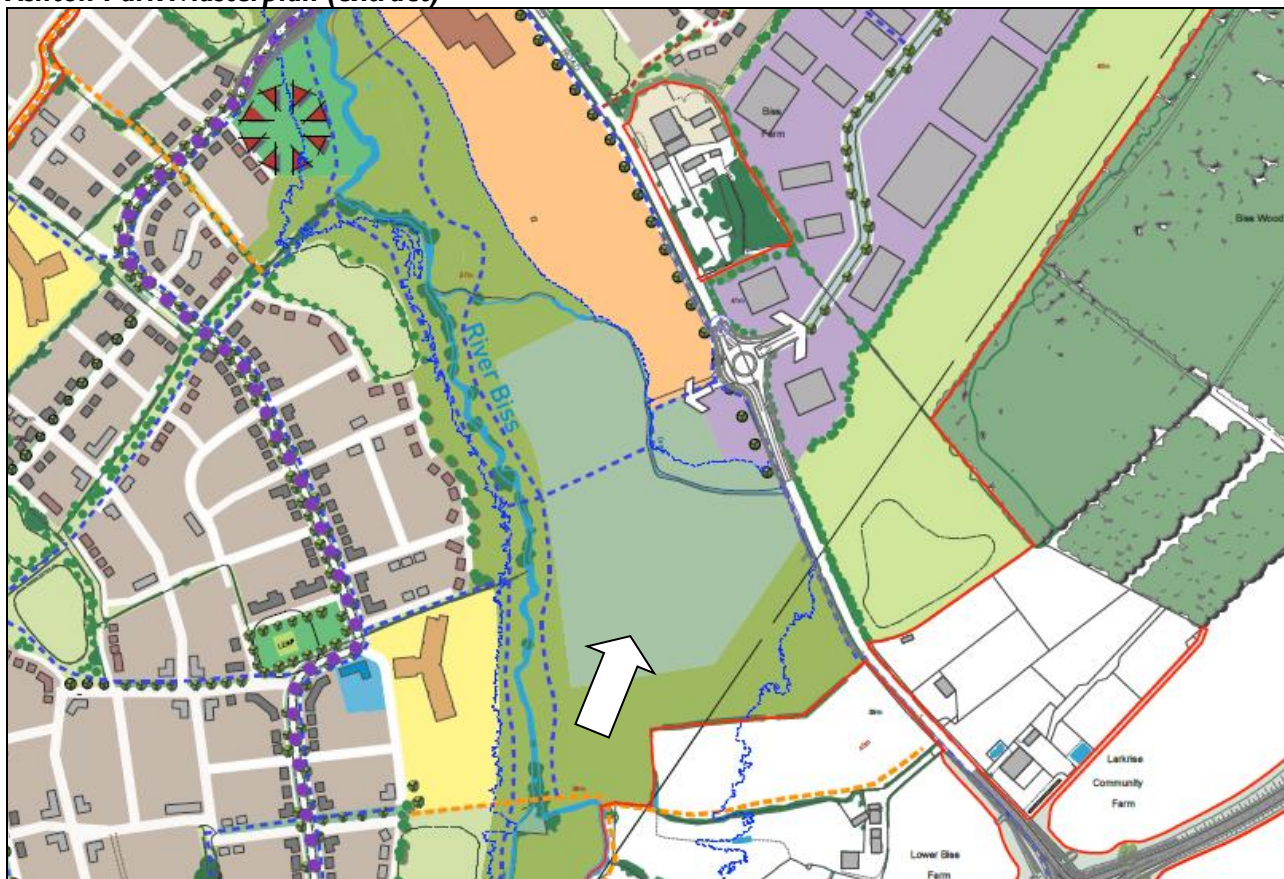
**STALLARDS.** Stallards Recreation Ground (also previously known as the Flower Show Field) is owned by WC and is situated adjacent to the railway station between Holy Trinity Church and Innox Road. Within the Rec is a football pitch, a children's play area and the skate-park. The skate-park is subject to a lease to the town council. Adjacent to the site is the judo club building which is also owned by WC and is let to the judo club on a long-term lease. Between the Rec and Innox Road is also the site of the former Innox Hall. Some years ago WC proposed allocating that site for housing development, but this was vigorously resisted by local residents and the town council and was not progressed. A proposal was then considered for the provision of changing facilities on the site to provide the football teams that use the Rec with changing and toilet facilities. This has not been progressed due to the FA requirements for facilities, which do not provide value for money for a single pitch site. The Town Council has included Stallards in the facilities which will be discussed for transfer from WC.

**SEYMOUR.** Seymour Recreation Ground provides a football pitch, children's play area and multi-use games area. It is owned by WC. The Town Council owns the cabin on the site which was established as a community venue, but has now been superseded by the HUB in Charles Street. The Cabin is currently used by Trowbridge Future in conjunction with their youth service offer. The Town Council has included Seymour Rec in the facilities which will be discussed for transfer from WC. The town council has already taken responsibility for maintenance of the children's play areas in the town, including those which are within Stallards and Seymour. The MUGA is being refurbished using funding from Sport England.

## Future Sports Pitch Facilities

**ASHTON PARK.** This is the site allocated in the Wiltshire Core Strategy. New pitches, parking and changing rooms are proposed as part of the development of 2500 new houses, located off West Ashton Road.

### Ashton Park Masterplan (extract)



Following consultation by WC with West Ashton and North Bradley PCs about the proposal we are now progressing discussions with Persimmon. Both parishes are happy to let TTC lead and that we should seek to avoid a Management Company taking on this role, as has been contentious at Castle Mead. The facility is due to be provided on the west side of the West Ashton Road by the developer including 6-team changing rooms and car-parking. A proposed building layout has recently been considered. The site for the new pitches is the mid-green coloured area in the centre of the above plan which is extracted from the Ashton Park Application Masterplan. It lies to the south of the proposed new secondary school (orange) and the proposed business park (purple). The application documents are available from the following link to the Wiltshire Council Planning system: <https://unidoc.wiltshire.gov.uk/UniDoc/Document/Search/DSA.851482>

**ELM GROVE.** The promoters of the Elm Grove development site which is allocated in the Wiltshire Housing Sites Allocation Plan have proposed an extension to the Elm Grove Recreation Ground to provide two new pitches, changing facilities and parking. Elm Grove Recreation Ground is expected to be transferred to the town council once the development has been completed, including the play area, which is the only play area in the town still managed by WC.

## Doric Park

Trowbridge Rugby Club (TRFC) moved to Doric Park in Devizes Road, Hilperton in 2013 and in 2014 the town council purchased a 5-acre site adjacent to Doric Park. We have been in discussion since, with TRFC, county FA representatives, RFU and Sport England regarding investment in the site. In addition to the land we own, the town council sought to purchase additional land (circa 13 acres) at Devizes Road but has so far been unsuccessful. Once a 3G-Artificial Turf pitch facility is established we may be able to progress the purchase of additional land for grass pitches.

**The Site.** The site is bounded to the south by the A361 Devizes Road and a lay-by, to the west by the Rugby Club and on the other two sides by arable fields. It is accessed by a field gate and a track leading up the eastern edge to the stables and outbuildings in the northern part of the site. Utilities – gas, water and waste are provided to the buildings. The site has otherwise been left to grass. There is a wooden pole-mounted high tension electricity supply cable running across the southern field which would need to be buried. This cable was buried for the Rugby Club development up to the boundary. This size of pitch requires a small strip of Rugby Club Land to be obtained, but does not require changes to the pitches at the Rugby Club. A larger pitch to RFU requirements would have required more TRFC land.

**Highways.** TRFC had issues when establishing Doric Park with highways and so in progressing our proposals for the 3G-ATP facility we held early discussions and a site meeting with WC Highways. The solution for the Rugby Club which was finally approved was no right turn into the site, requiring those coming from the east to travel to the roundabout to do a U-turn and then turn left into the site.



The Google Maps picture above shows the access and the club house and car park. WC Highways agreed that an appropriate solution for the ATP pitch development would be shared access with the Rugby Club with priority turn on entry to the right to avoid backing up onto the A361. Highways indicated that if the town council secured other land along the A361 then a more substantial access at the far end of that land with a right turn lane accommodated within the highway would be required. This suggests that any proposal should be flexible enough to allow for access from the other direction at some future stage.

The land owned by the town council is shown edged red in the extract from the Land Registry Plan below:



This official copy issued on 16 October 2013 shows the state of this title plan on 16 October 2013 at 14:39:17. It is admissible in evidence to the same extent as the original (s.67 Land Registration Act 2002).

This title plan shows the general position, not the exact line, of the boundaries. It may be subject to distortions in scale. Measurements scaled from this plan may not match measurements between the same points on the ground. See Land Registry Public Guide 19 - Title Plans and Boundaries.

This title is dealt with by Land Registry, Weymouth Office.

**Negotiations with the Rugby Club.** Discussions with the Rugby Club have been held to appraise them of our plans and the access proposal and the need for some of their land to progress the 3G-ATP development. The Rugby Club has sought additional changing room capacity and significant car-parking capacity from the new development. This works well with our proposals, as additional parking can be provided alongside the access route, which will remain in the ownership of the Rugby Club, whilst on the town council land will be sufficient parking for the 3G-ATP itself.

**Trowbridge College.** The College has indicated that it would like to use the facility for its sports courses from 2020/21 during the daytime. They would require two classrooms and a gym facility as part of the development.

**Other sports.** The Town Council did hold discussions with Trowbridge Squash Club to explore the option of courts being built for them on the site. It was decided that this option could not be included due to cost. The town council has also discussed the proposals in the past with hockey and lacrosse, unfortunately they cannot be accommodated with Football and Rugby.

**SI06 Funding.** Section 106 (planning gain) contributions have been made over recent years, some of which is specifically allocated towards the provision of off-site outdoor sports pitches and associated buildings (pavilion/changing rooms), some of which has already been used to support other developments, as follows.

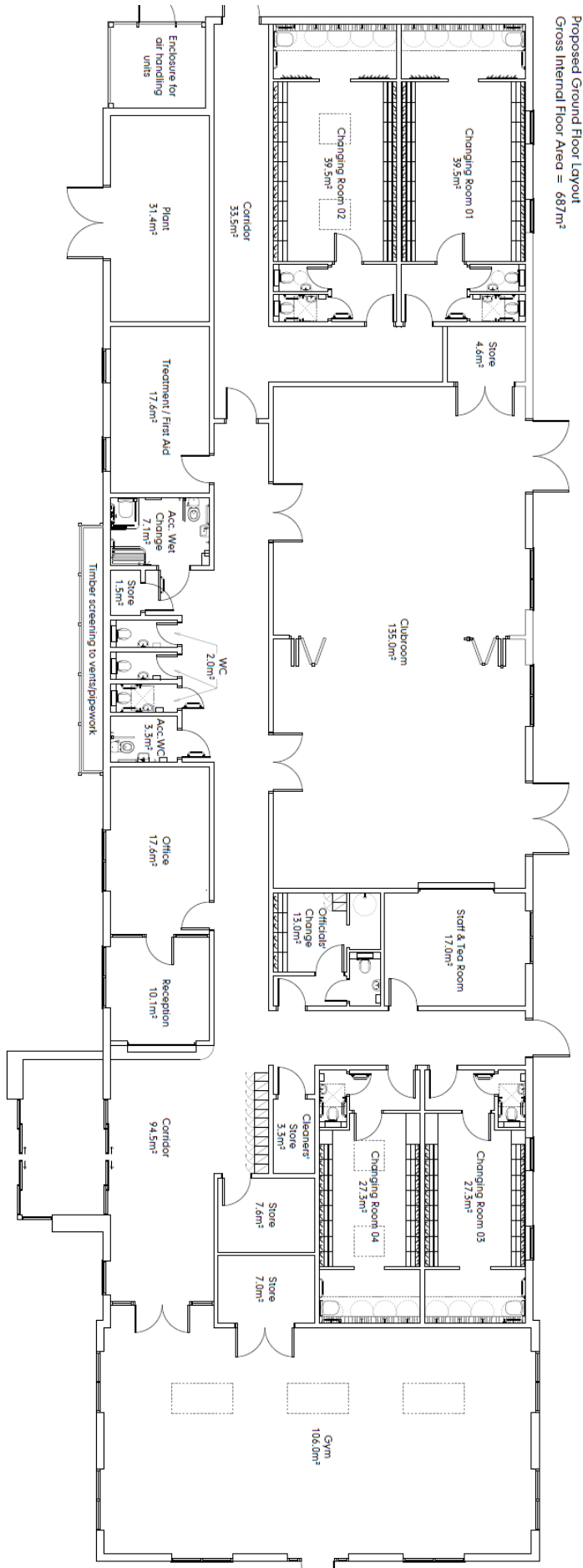
<b>Income</b>		
04/01063/OUT	Southview Farm	£225,000
04/02105/OUT	Castle Mead (Land adj. Scrap Yard, Green Lane)	£465,802
05/00967/OUT	Paxcroft Mead West (Land North of Paxcroft Way)	£147,294
07/03864/OUTES	Abbey New Homes (Land North of Green Lane)	£55,991
14/10154/FUL	16 Holbrook Lane	£11,165
16/12263/FUL	St George's Works	£7,418
<b>Sub-total income</b>		<b>£912,670</b>
<b>Expenditure –</b>		
Completed purchase of 5 Acres at Devizes Road		£78,093
Completed purchase of Woodmarsh		£187,770
Development of Town Park tennis courts		£91,500
<b>Sub-total expenditure</b>		<b>£357,363</b>
<b>Total available November 2019</b>		<b>£557,307</b>

In May 2020 we received £555,307.32 from Wiltshire Council.

**Football Foundation.** In July 2020 we received confirmation that our application to the Football Foundation for a grant towards the project had been approved by the Panel and we have been awarded around £450,000.

**Planning Application.** The planning application 19/10805/FUL was registered on 3<sup>rd</sup> December. In February 2020 Wiltshire Council adopted the Trowbridge Bat Mitigation Strategy (TBMS) which has caused delays with the assessment of the application, it is now for Natural England to determine the ecological aspects of the proposal. It should be noted that this site is situated further away from the bat sites which are protected by the TBMS, compared to Woodmarsh, Elm Grove and Ashton Park. These are potential alternative sites for a Trowbridge Community Area 3G-ATP.

The first plan shows the building layout to provide two sets of changing rooms plus officials changing rooms and accessible changing as well as two classrooms which can be used as a single larger room and a gym facility.







**Business Plan.** The commercially confidential business plan is provided to the Council, for consideration in closed session. This is provided to demonstrate how the costs of providing the facility can be covered from finance available through S106 and grants and from borrowing £2.2million, with the cost of financing the borrowing covered from the revenue generated by the facility.

We have confirmation from each of the user groups including Trowbridge Town Football Club, Trowbridge Wanderers Football Club and Staverton Rangers Football Club of their requirements and the expected charges which would be levied.

We have been in negotiation with Trowbridge College with regards to their requirements for a day-time base and incorporated their requirements into the plan based upon their commitment. As with most such business arrangements there are aspects which are commercially confidential, but they have agreed the fees and would be willing to enter into a medium term deal with break clauses. We anticipate that this arrangement would be successful and become a long-term arrangement, but we have taken a pragmatic low-risk approach to future income, although we anticipate that we would be able to secure other day time users, as have Chippenham and Calne if the deal with the College did not continue.

## **Agenda and Recommendation to Council for Funding and Borrowing**

The following was presented to the Council on Tuesday 21<sup>st</sup> July:

In order to ensure that the project can proceed without further delay, if approvals are forthcoming before the September meeting, the council should consider arrangements for proceeding to the next stage of the project. The following information and recommendation are presented to the committee.

**Equalities:** The proposed facilities meet all of the requirements of the Football Foundation and Sport England to be fully inclusive and will provide a facility which is better suited to meet the needs of a range of abilities compared to existing grass-based facilities and those facilities located further away.

**Climate:** Whilst the facility will use traditional construction materials and plastic in the pitch, it will be to national standards. The facility is located close to current public transport routes and is easily accessible to a large proportion of the Trowbridge and surrounding area population and should result in lower emissions as users will not need to travel to other similar facilities further afield.

**Ecology:** The planning application has been subject to a range of ecology reports and is subject to the approval of Natural England.

**Staff:** The facility will require one full-time and one part-time member of staff and the costs associated with these are included in the business plan.

**Legal:** The development will be subject to planning permission and other statutory permissions and is also subject to a legal agreement with Trowbridge Rugby Football Club.

**Risk:** The risks are associated with reduced levels of demand relative to the business plan. We have held detailed discussions with user groups and believe that the pragmatic middle ground position of the business plan is realistic and limits the level of risk to the council.

**Benefit to Trowbridge:** This type of facility is much in demand in the Trowbridge area and will complement the existing grass pitch facilities and the proposed additional grass pitches. We have received many positive comments from a range of residents regarding the proposal.

**Finance:** Further to the resolution of the Policy & Resources committee on 7<sup>th</sup> July the following three options for financing the project are presented to the Council:

**Option 1** - Funded in full over one year.

£2.2million less the net income gives £2,098,498

With 11740 Band D equivalent households would result in an increase of £178.74 on the current Council Tax Charge of £164.98

Which would equate to a 108.34% increase.

It would generate a positive cumulative contribution from year twenty-one.

**Option 2** - Funded over 4-years.

£550,000 per annum plus interest (1.92%) is £574,025 less the net income gives £472,523

With 11740 Band D equivalent households would result in an increase of £40.25 on the current Council Tax Charge of £164.98

Which would equate to a 24.40% increase.

It would generate a positive cumulative contribution from year twenty-two.

**Option 3** - Funded over 30-years.

£104,398.74 per annum including interest (2.48%) less the net income gives £2,898

With 11740 Band D equivalent households would result in an increase of 25p on the current Council Tax Charge of £164.98

Which would equate to a nil increase (as this can be covered by the budget).

It would generate a positive contribution from year three.

**NOTES:** Both option 1 and option 2 would mean that the majority of residents in Ashton Park and other areas of new development would make little, if any, contribution to the facility but would benefit from reduced Council Tax Charges in future years when the facility was making a positive financial contribution, whereas existing residents of the town would be making a significant contribution immediately. An alternative for future projects is that the council increases the Council Tax to set aside a Capital Reserve which can be used to fund or contribute to capital projects.

**RECOMMENDATION:** That; subject to confirmation of tenders, planning approval and public consultation; the Town Council submits a borrowing approval application to MHCLG for up to £2.2million for the Doric Park 3G – Artificial Turf Pitch Project.

**And That the Council notes the following:**

**Based on the latest information from HM Treasury this equates to an annual repayment, including interest of £104,398.74 over a 30-year term at an interest rate of 2.48%. This equates to a total of £3,131,962.20 including interest and repayments.**

**And, the borrowing application, if approved, would not be taken until the financial situation of the town council resulting from the impact of the pandemic and the future financial security of the council is understood.**