

# Public Document Pack



**COTSWOLD**  
DISTRICT COUNCIL

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## CABINET

A meeting of the Cabinet will be held at Council Chamber - Trinity Road on **Thursday, 2 November 2023 at 6.00 pm.**

Rob Weaver  
Chief Executive

To: Members of the Cabinet  
(Councillors Joe Harris, Mike Evemy, Claire Bloomer, Tony Dale, Paul Hodgkinson, Juliet Layton, Mike McKeown and Lisa Spivey)

Recording of Proceedings – The law allows the public proceedings of Council, Cabinet, and Committee Meetings to be recorded, which includes filming as well as audio-recording. Photography is also permitted.

As a matter of courtesy, if you intend to record any part of the proceedings please let the Committee Administrator know prior to the date of the meeting.

# AGENDA

1. **Apologies**
2. **Declarations of Interest**  
To receive any declarations of interest from Members and Officers, relating to items to be considered at the meeting.
3. **Minutes (Pages 5 - 8)**  
To approve the minutes of the previous meeting on 2 October 2023.
4. **Leader's Announcements**
5. **Public Questions**  
To deal with questions from the public within the open forum question and answer session of fifteen minutes in total. Questions from each member of the public should be no longer than one minute each and relate to issues under the Cabinet's remit. At any one meeting no person may submit more than two questions and no more than two such questions may be asked on behalf of one organisation.

The Leader will ask whether any members of the public present at the meeting wish to ask a question and will decide on the order of questioners.

The response may take the form of:

- a) a direct oral answer;
- b) where the desired information is in a publication of the Council or other published work, a reference to that publication; or
- c) where the reply cannot conveniently be given orally, a written answer circulated later to the questioner.

6. **Member Questions**  
No Member Questions have been submitted prior to the publication of the agenda.

A Member of the Council may ask the Leader or a Cabinet Member a question on any matter in relation to which the Council has powers or duties or which affects the Cotswold District. A maximum period of fifteen minutes shall be allowed at any such meeting for Member questions.

A Member may only ask a question if:

- a) the question has been delivered in writing or by electronic mail to the Chief Executive no later than 5.00 p.m. on the working day before the day of the meeting; or
- b) the question relates to an urgent matter, they have the consent of the Leader to whom the question is to be put and the content of the question is given to the Chief Executive by 9.30 a.m. on the day of the meeting.

An answer may take the form of:

- a) a direct oral answer;
- b) where the desired information is in a publication of the Council or other

- published work, a reference to that publication; or
- c) where the reply cannot conveniently be given orally, a written answer circulated later to the questioner.

7. **Issues Arising from Overview and Scrutiny and/or Audit and Governance**

To consider any recommendations from the Overview and Scrutiny Committee and any matters raised by the Audit and Governance Committee.

8. **Parking Strategy (Pages 9 - 52)**

Purpose

To consider proposals to undertake a full review of the Council's parking provision to ensure the efficient utilisation of the Council's off-street carparks and support access to the District's Town Centres including the gathering of further data on carpark usage ensure best use of Council assets.

Recommendations

That Cabinet resolves to:

1. Agree to review and update the Parking strategy to better reflect the changing needs of service users.
2. Agree to undertake a full review to understand the requirements of the Council's future parking provision as detailed in Annex C.
3. Endorse the proposal at paragraph 7.1 to employ the services of a professional customer insight gathering company.

9. **Playing Pitch Strategy (Pages 53 - 146)**

Purpose

To consider the findings and recommendations proposed by consultants commissioned to develop a Playing Pitch Strategy for the District and to approve the Strategy.

Recommendations

That Cabinet resolves to:

1. Endorse the findings of the consultants and approve the Playing Pitch Strategy, including the key recommendations and site specific action plan;
2. Authorise officers to work in partnership with other organisations to establish the feasibility and funding sources for the projects identified within the strategy and to prepare business cases, where opportunities arise, and bring them forward for consideration;
3. Note that the resources needed to develop these partnerships and implement the action plan will be met from existing resources by reprioritising existing work.

10. **2024/25 Budget Strategy And Medium-Term Financial Strategy (MTFS) Update (Pages 147 - 186)**

Purpose

This report sets out the Budget Strategy to support the preparation of the 2024/25 revenue and capital budgets and presents an updated Medium Term Financial Strategy forecast.

Recommendation

That Cabinet resolves to:

1. Approves the 2024/25 Budget Strategy as outlined in Section 4 of the report.
2. Notes the forecast surplus on the General Fund revenue budget in 2024/25 and proposed transfer to the Financial Resilience Reserve.

11. **Publica Review (Pages 187 - 246)**

Purpose

To consider the Human Engine Consultants report and to approve the recommendations therein.

Recommendations

That Cabinet resolves to:

Recommend to Full Council to:

1. Approve the recommendations set out in the Human Engine report (that the majority of services are returned to the Council as per the detail provided on page 12 of the Human Engine report)
2. That the Chief Executive oversees the creation of a detailed transition plan for subsequent agreement by Cabinet and Council.
3. Endorses the approach to the further due diligence outlined in the financial implications of the report including analysis of the detailed payroll data required, which will be essential to calculate the short and long-term costs associated with the recommendations set out in the Human Engine report.

12. **Schedule of Decisions taken by the Leader of the Council and/or Individual Cabinet Members (Pages 247 - 248)**

To note the decisions taken by the Leader and/or Individual Cabinet Members.

(END)

# Agenda Item 3

Cabinet  
02/October2023



COTSWOLD  
DISTRICT COUNCIL

## Minutes of a meeting of Cabinet held on Monday, 2 October 2023.

### Councillors present:

Joe Harris - Leader  
Claire Bloomer  
Tony Dale

Mike Evemy – Deputy Leader  
Juliet Layton  
Mike McKeown

Lisa Spivey

### Officers present:

Robert Weaver, Chief Executive  
David Stanley, Deputy Chief Executive and  
Chief Finance Officer  
Angela Claridge, Director of Governance and  
Development (Monitoring Officer)  
Jon Dearing, Assistant Director for Resident  
Services  
Claire Locke, Assistant Director for Property  
and Regeneration

Andrew Brown, Democratic Services Business  
Manager  
Caleb Harris, Senior Democratic Services  
Officer  
Michelle Clifford, Business Manager for  
Customer Experience and Resources  
Kira Thompson, Election and Democratic  
Services Support Assistant

### **173** Apologies

Apologies were received from Councillor Paul Hodgkinson.

### **174** Declarations of Interest

There were no declarations of interest from Members.

There were no declarations of interest from Officers.

### **175** Minutes

The minutes of the last meeting on 12 September 2023 were considered as presented.

Councillor Joe Harris proposed and Councillor Claire Bloomer seconded.

RESOLVED that the minutes of the meeting of the Cabinet held on 12 September 2023 be approved as a correct record.

### Voting Record\*

**7 For, 0 Against, 0 Abstention/Did not vote**

Cabinet

02/October2023

\*Due to a technical error with the electronic voting, the casting of the votes for this item was done by a show of hands.

### **176 Leader's Announcements**

The Leader first thanked Mr Motivator for his Active Cotswold event in the Bingham Hall in Cirencester, and for the officers involved in organising it. It was noted as a positive example of a proactive event to support health and wellbeing which was attended by over 100 people.

The Leader also noted the increase in contact by concerned residents in regards to accident and emergency waiting times. It was noted that in August, over 6,000 people were waiting over 4 hours to be seen with only 57% of people being seen within 4 hours, which is below the target of 95%.

The Leader highlighted that he would be writing to Sir Geoffrey Clifton Brown, MP for The Cotswolds, and the Department for Health and Social Care to raise the concerns outlined in regards to National Health Services in Gloucestershire.

### **177 Public Questions**

There were no public questions.

### **178 Member Questions**

There were no member questions.

### **179 Channel Choice and Telephone Access**

The purpose of the report, in light of a continuous decline in demand, was to propose reduced telephone access hours to the public as a trial from Monday 16 October 2023.

The Cabinet Member for Economy and Council Transformation introduced the report and outlined that it was an important decision in line with changes to customer interaction habits which had shifted towards online 'self-serve' options.

It was noted that new technology had provided the opportunity to move services online such as green waste licences which had seen a digital renewal rate of 90% last year.

It was also highlighted that it wasn't just about change of technology, but also about reducing costs for the Council. It was highlighted that it was likely to save over £100,000 per year in costs, and provide additional capacity to other services such as licensing.

It was noted that the changes would allow a focus of resources on busier periods such as lunchtimes which should improve response times.

It was highlighted that emergency events such as homelessness would be covered by the teams at the Council to ensure those services can be provided.

It was highlighted by the Cabinet Member that the proportion of calls relating to Cotswold District Council for the year to date was 48.74%. This was confirmed by the Assistant Director for Resident Services.

Cabinet

02/October2023

The Leader noted the comments from the Overview and Scrutiny Committee which were added to the agenda. The Leader thanked Councillor Blomefield as Chair and the Committee for their diligent work.

The Deputy Leader as the Cabinet Member who attended Overview and Scrutiny Committee on behalf of Councillor Dale for this item addressed Cabinet. The following points raised by that Committee were addressed:

- It was noted on recommendation 1 that the Overview and Scrutiny Committee would be able to look at the future Cabinet report as part of their scheduling.
- It was highlighted that recommendation 2 had been covered during the presentation by Councillor Dale.
- It was highlighted at recommendation 3 that an equality impact assessment had been produced in advance of the trial and would be refreshed before the final decision is taken.
- It was noted at recommendation 4 that the Assistant Director had provided reassurances to staff. It was noted that the proposal would provide benefits to full-time staff with cross-training by supporting other departments, and more flexibility for part-time staff.

The Deputy Leader in seconding the proposal also reaffirmed that it was important to continually review services so that resources were used as effectively as possible.

It was highlighted by the Cabinet Member for Economy and Council Transformation that communications would be sent out through all channels to confirm the new arrangements to residents.

The Leader in summary noted that the in-person services at the Council offices would be maintained for those who needed assistance despite the changes made. However, it was highlighted that the changes would make the contact centre more efficient, and provide digital options to meet customer needs.

Councillor Tony Dale proposed the recommendations and Councillor Mike Every seconded.

That Cabinet resolved to:

- 1) AGREE the reduced telephone access hours, on a trial basis, with effect from Monday 16th October 2023 for a period of six months, and
- 2) AGREED to receive a further report, detailing the findings and recommendations from the trial, to a Cabinet meeting early in May 2024.

**Voting Record**

**7 For, 0 Against, 1 Abstention/did not vote**

For	Against	Abstention/Did not vote
Claire Bloomer		
Joe Harris		
Juliet Layton		
Lisa Spivey		
Mike Every		

Cabinet  
02/October2023

Mike McKeown		
Tony Dale		

**180** Schedule of Decisions taken by the Leader of the Council and/or Individual Cabinet Members

There were no decisions to note at this meeting.

**181** Issue(s) Arising from Overview and Scrutiny and/or Audit and Governance

There were no further issues arising from Overview and Scrutiny and/or Audit and Governance other than those presented in the meeting.

The Meeting commenced at 6.00 pm and closed at 6.23 pm

Chair

(END)



# Agenda Item 8



**COTSWOLD**  
DISTRICT COUNCIL

Council name	<b>COTSWOLD DISTRICT COUNCIL</b>
Name and date of Committee	<b>CABINET – 2 NOVEMBER 2023</b>
Subject	<b>PARKING STRATEGY</b>
Wards affected	All
Accountable member	Cllr Tony Dale – Cabinet Member for the Economy and Council Transformation Email: <a href="mailto:Tony.Dale@Cotswold.gov.uk">Tony.Dale@Cotswold.gov.uk</a>
Accountable officer	Jon Dearing – Assistant Director for Resident Services Email: <a href="mailto:Jon.Dearing@Cotswold.gov.uk">Jon.Dearing@Cotswold.gov.uk</a>
Report author	Susan Hughes – Business Manager Support and Advice Email: <a href="mailto:Democratic@cotswold.gov.uk">Democratic@cotswold.gov.uk</a>
Summary/Purpose	To consider proposals to undertake a full review of the Council’s parking provision to ensure the efficient utilisation of the Council's off-street carparks and support access to the District's Town Centres including the gathering of further data on carpark usage ensure best use of Council assets.
Annexes	Annex A – List of current car parks, Annex B – List of current stay times, fees and charges. Annex C – Cotswold District Council Car park Strategy action plan 2023 Annex D – Cotswold District Council Benchmarking report 2023 Annex E – Equality and Rurality Impact Assessment Form
Recommendation(s)	That Cabinet resolves to: <ol style="list-style-type: none"> <li>1. Agrees to review and update the Parking strategy to better reflect the changing needs of service users.</li> <li>2. Agrees to undertake a full review to understand the requirements of the Councils future parking provision as detailed in Annex C.</li> <li>3. Endorse the proposal at paragraph 7.1 to employ the services of a professional customer insight gathering company.</li> </ol>
Corporate priorities	<ul style="list-style-type: none"> <li>• Deliver the highest standard of service.</li> <li>• Enable a vibrant economy</li> </ul>



Key Decision	NO
Exempt	NO
Consultees/ Consultation	The strategy will require engagement from relevant communities, elected members and other stakeholders.

## **1. EXECUTIVE SUMMARY**

- 1.1 This report sets out the high-level approach to review and update the Cotswold District Council Parking Strategy to address the needs of the district, our customers and prepare for future demand through working with communities and stakeholders to effectively preserve the areas of outstanding natural beauty and to support the environment, economy and ensure social well-being.

## **2. BACKGROUND**

- 2.1 Cotswold District Council's current strategy is dated 2010, it was further updated in 2016 to recognise the need for increased parking to cope with future demand.
- 2.2 Cotswold District Council owns 15 car parks and manages/leases a further 5 car parks across the district. Please see Annex A for a comprehensive list.
- 2.3 On street parking remains the responsibility of Gloucestershire County Council.
- 2.4 Parking charging fees apply in most the Council's car parks. Please see Annex B.

## **3. MAIN POINTS**

- 3.1 Since the creation of the 2010 parking strategy, many factors have influenced transport and parking behaviours, such as climate agendas, Covid pandemic and the economy etc. yet the demand for parking remains.
- 3.2 The Council does provide electric vehicle charging in some of its car parks (Annex A), The proposed approach to the strategy review, looks to establish customer needs and future demand, in light of the declaration of climate emergency and customers choosing greener modes of transport.
- 3.3 The Council provides 20 car parks which span across the Cotswolds, yet some settlements do not have Council car parking and have insufficient alternative off street car parking provision. The proposed strategy review seeks to identify the impact of this and how this can be best provided in conjunction with partners.
- 3.4 This report outlines the approach to undertake a full review of our parking provision, led by the towns, to meet the needs at a local level through:
- Understanding our current position through data analysis and benchmarking
  - Undertaking a review of district needs.
  - Understanding the needs of our customers, both immediate and longer term.
  - Understanding and preparing for future demand.



#### **4. METHODOLOGY**

- 4.1 The approach to the refreshed Strategy for the Council's car parking, is set out in the action plan in Annex C of the report.
- 4.2 Extensive benchmarking has been conducted, on the Council's current parking services against 17 other neighbouring Local Authority Councils, as detailed in Annex D of the report, to enable us to understand our current position, ensure that we are competitive, innovative, providing value for money and thus making the best use of the Council's assets.
- 4.3 The report recommends that we undertake a review of District needs through engaging with Customers, Councillors, Town and Parish Councils, the Chambers of commerce to capture parking issues at a local level by gathering insight and data through professional data gathering services to understand who our customers are, their purpose for journey, frequency of travel and distance, helping to inform the Council on customers parking behaviours and anticipated future demand.(recommendation 2)
- 4.4 The need to review of our car parks, including our parking bay allocation, will ensure that we continue to make best use of Council assets and meet the needs of our customers and towns.

#### **5. ALTERNATIVE OPTIONS**

- 5.1 The Council could choose not to undertake a review of the current strategy and continue with the Strategy dated 2010 this could leave the Council with insufficient insight on parking activity and capacity levels.
- 5.2 The Council could choose not to approve the budget to employ insight gathering professionals to capture data and gather insight into customer parking behaviours, this could leave the Council with insufficient insight on customer needs and parking activity.

#### **6. CONCLUSIONS**

- 6.1 The current parking strategy 2010 has many aspects which are still relevant, however given the many external impacts that have affected customers travel and parking behaviours a full review is recommended to develop a delivery plan which meets the needs of our customers and towns at a local level.
- 6.2 The outcome of the strategy review will result in a revised strategy meeting the needs of our customers and ensuring the best use of Council assets.

#### **7. FINANCIAL IMPLICATIONS**

- 7.1 Costs associated with this review are approximately £5050 plus VAT to employ the services of an external customer insight gathering company which will be met from existing revenue budget.



**7.2** The Council's car parks generate around £3m of revenue income annually. After accounting for relevant costs, the net surplus of £1.6m is used to fund Council services such as Street Cleaning, Public Conveniences, Community Safety, Climate Change, Environmental Strategy, and Pollution Control.

**7.3** There are no additional resources currently set aside to support the Car Parking Strategy. Following the strategy review, the Council will need to consider the financial implications of any investment needed in the car parking service and the assets. With the prospect of constrained revenue and capital resources, any investment will have to be supported by business cases setting out both the financial and non-financial return.

## **8. LEGAL IMPLICATIONS**

**8.1** The provision of car parking is not the subject of a statutory duty and there are no obvious legal implications to this proposal.

## **9. RISK ASSESSMENT**

**9.1** There is a posed risk to the Councils if a review is not undertaken, as parking strategy is outdated and will not meet the needs of the Council and customers.

## **10. EQUALITIES IMPACT**

**10.1** (Under equality legislation, the Council has a legal duty to pay 'due regard' to the need to eliminate discrimination and promote equality in relation to:

- Race
- Disability
- Gender, including gender reassignment.
- Age
- Sexual Orientation
- Pregnancy and maternity
- Religion or belief

**10.2** There are no unacceptable adverse effects on the protected characteristics covered by the Equalities Act 2010. There are no changes proposed to the provision of disabled parking bays in the car parks.

**10.3** An Equalities Impact Assessment has been completed as detailed in Annex E of the report.

## **11. CLIMATE AND ECOLOGICAL EMERGENCIES IMPLICATIONS**

**11.1** There have been no climate and ecological implications identified in association with the recommendations of this report.

## **12. BACKGROUND PAPERS**



**COTSWOLD**  
DISTRICT COUNCIL

**12.1** None for consideration with this report.  
(END)



**Annex A – List of current car parks**

	Number of Spaces					Free spaces	Max Stay	Typical use	Owned/Managed/Leased	Other available parking	Top PCN Reason		
	Standard	Disabled	Parent & Child	Motorcycle/ Cycle rack	EVCP						2023-2024	2022-2023	2021-2022
Abbey Grounds, Ciren	93	2	0	0	0	No	10 Hr	Commuters	Owned	On street parking within the Town. NCP car park by Council Offices	73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
Leisure Ct, Ciren	102	4	2	Yes	0	No	3 Hr	Leisure	Owned		73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
Old Station, Ciren	148	2	0	Yes	0	No	10 Hr	Commuters	Owned		73 - Parked without payment	73 - Parked without payment	73 - Parked without payment



Number of spaces										Other available parking	Top PCN Reason		
	Standard	Disabled	Parent & Child	Motorcycle/ Cycle rack	EVCP	Free spaces	Max Stay	Typical use	Owned/Managed/Leased		2023-2024	2022-2023	2021-2022
Sheep St, Ciren	102	6	0	0	0	No	10 Hr	Commuters	Owned	On street parking within the Town. NCP car park by Council Offices	73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
The Brewery Page 16	289	6	0	Yes	0	Yes - 4	3 Hr	Shoppers	Owned		73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
The Forum	175	12	0	Yes	0	Yes - 4	3 Hr	Shoppers	Owned		73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
Beeches Rd, Ciren	144	3	0	Yes	2	No	6 Days	Commuters/Leisure	Owned		73 - Parked without payment	73 - Parked without payment	73 - Parked without payment







Number of spaces										Other available parking	Top PCN Reason		
	Standard	Disabled	Parent & Child	Motorcycle/ Cycle rack	EVCP	Free spaces	Max Stay	Typical use	Owned/Managed/Leased		2023-2024	2022-2023	2021-2022
Rissington Rd, Bourton	185	10	0	No	14	No	10 Hr	Tourist	Owned	Yes, Station Rd Car Park. Cricket club also opens its land adjacent to rissington Rd in the summer for parking	73 - Parked without payment	86 - Parked beyond bay markings	73 - Parked without payment
Maugersbury Rd, Stow	68	2	0	Yes	0	No	10 Hr	Tourist	Owned	On street parking within Town centre	86 - Parked beyond bay markings	73 - Parked without payment	73 - Parked without payment
Fosseway, Stow	96	3	0	Yes	0	N/A	72 Hr	Shoppers / Tourist	Leased from Tesco		N/A	87 - Disabled person parking	87 - Disabled person parking



Number of spaces										Other available parking	Top PCN Reason		
	Standard	Disabled	Parent & Child	Motorcycle/ Cycle rack	EVCP	Free spaces	Max Stay	Typical use	Owned/Managed/Leased		2023-2024	2022-2023	2021-2022
Old Market Way, Moreton	44	3	0	No	2	Yes - 2	10 Hr	Shoppers/ Tourists	Owned	On Street Parking & Station	73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
Market Square, Campden	30	0	0	0	0	No	2 Hr	Tourists	Managed on behalf of Campden Trust	On Street parking	73 - Parked without payment	73 - Parked without payment	83 - No Ticket
West Street, Tetbury	46	2	0	No	0	No	10 Hr	Residents	Owned	On Street parking	73 - Parked without payment	73 - Parked without payment	73 - Parked without payment
Church St, Tetbury	29	2	0	Yes	0	Yes - 2	3 Hr	Tourists	Owned	On street parking within Town centre	73 - Parked without payment	73 - Parked without payment	73 - Parked without payment



Number of spaces										Other available parking	Top PCN Reason		
	Standard	Disabled	Parent & Child	Motorcycle/ Cycle rack	EVCP	Free spaces	Max Stay	Typical use	Owned/Managed/Leased		2023-2024	2022-2023	2021-2022
The Railyard, Tetbury	75	6	0	No	0	N/A	12 Hr	Leisure	Leased from Tetbury Town Council	On street parking within Town centre	80 - Parked for longer than permitted		87 - Disabled person parking
The Chippings, Tetbury	59	2	0	No	0	No	3 Hr	Tourist/residents/shoppers	Managed on behalf of Feoffees		73 - Parked without payment 86 - Parked beyond bay markings	73 - Parked without payment	73 - Parked without payment



Annex B – List of current fees and charges

	Free spaces	Max Stay	Charges	No of pay & display machines	Total Transaction 22-23	Season Ticket	
						Sold	Comments
Abbey Grounds, Ciren	No	10 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90 5 hr - £5.30 10 hr - £7.90	2	55493	Yes - 45 sold	school permit / Off Peak & + allowed
Leisure Ct, Ciren	No	3 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90	1	25656	Yes - 1662	free 3hr permit with membership / Off Peak & + Allowed
Old Station, Ciren	No	10 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90 5 hr - £5.30	4	65899	Yes - 57 sold	Off Peak & + permits allowed



			10 hr - £7.90				
Sheep St, Ciren	No	10 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90 5 hr - £5.30 10 hr - £7.90	1	51932	Yes - 45 sold	Off Peak & + permits allowed
The Brewery	Yes - 4	3 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90	6	318306	No	Off Peak & + permits allowed
The Forum	Yes - 4	3 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90	4	194190	No	Off Peak & + permits allowed



Beeches Rd, Ciren	No	6 Days	1/2 hr - 80p 1 hr - £1.70 10 hr - £2.70	1	45828	No	Off Peak & + permits allowed
Whiteway, Ciren	N/A	5 Days	Permits only	N/A		Yes - 9	Mon - Fri only
Waterloo, Ciren	No	10 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90 5 hr - £5.30 10 hr - £7.90	3	99658	Yes - 88 sold	school permit
Trinity Road, Ciren	Yes	Yes	Free	N/A	N/A	No	
Queen Street, Ciren	N/A	Yes	Free	N/A	N/A	No	



Rissington Rd, Bourton	No	10 Hr	2 hr - £3.50 3 hr - £4.40 5 hr - £5.80 10 hr - £8.40	2	80049	No	Off Peak & + permits allowed
Maugersbury Rd, Stow	No	10 Hr	1/2 hr - 80p 1 hr - £1.70 2 hr - £3.00 3 hr - £3.90 5 hr - £5.30 10 hr - £7.90	1	40760	Yes - 1	Off Peak & + permits allowed
Fosseway, Stow	N/A	72 Hr	Free	N/A		No	
Old Market Way, Moreton	Yes - 2	10 Hr	1/2 hr - 70p 1 hr - £1.00 2 hr - £1.90	1	22794	Yes - 5 sold	Off Peak & + permits allowed





			3 hr - £2.70				
Market Square, Campden	No	2 Hr	20 min - free 1 hr - £1.00 2 hr - £2.00	I	41792	No	Off Peak & + permits allowed
West Street, Tetbury	No	10 Hr	1/2 hr - 70p 1 hr - £1.10 2 hr - £2.10 3 hr - £2.90 10 hr - £3.50	I	15115	Yes - 21 sold	Off Peak & + permits allowed
Church St, Tetbury	Yes - 2	3 Hr	1/2 hr - 70p 1 hr - £1.10 2 hr - £2.10 3 hr - £2.90	I	30786	No	
The Railyard, Tetbury	N/A	12 Hr	Free	N/A		No	



The Chippings, Tetbury	No	3 Hr	1 hr - 60p 2 hr - £1.50 3 hr - £2.00	2	43625	No
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# District led Car Parking Strategy Action Plan

## Annex C

COTSWOLD  
DISTRICT COUNCIL

Stage 1

- Understand District needs

Stage 2

- Understand Customer needs

Stage 3

- Understand Future Demand

Stage 4

- Options and Actions

**Stage 1**

**Understanding District need**



- Meet with Councillors
- Meet with town and parish
- Chambers of commerce
- Capture of local parking issues by town

**Stage 2**

**Understanding Customer Needs**



- Analyse customer user data, occupancy, peak times
- Undertake online surveys to establish customer behaviours and patterns, reason for journey and future demands
- Review of bays and usage
- Identify themes and issues

**Stage 3**

**Preparing for Future Demand**



- Market insight and intel (best practice, BPA)
- Future plans - Master plan
- Housing developments
- External factors affecting demand (EVCP demand, Climate change, active travel, bay usage, and VRU (vulnerable road users) trikes and alternative modes of transport)
- Liaison with key stakeholders e.g. Gloucestershire County Council, Highways etc.)

**Stage 4**

**Options and Actions**



- Collate findings by town and discuss & implement strategic approach in consultation with local communities.

## Stage 1 Capture of local parking issues and concerns by town

### **Cirencester**

Councillors Joe Harris, Mark Harris, Roly Hughes, Nigel Robins, Gary Selwyn, Claire Bloomer & Ray Brassington  
Chambers of Commerce  
Town Council

### **Moreton**

Councillors Angus Jenkinson & Daryl Corps  
Town Council

### **Lechlade,(Kempsford to Fairford South)**

Councillors Helena Mansilla, Clare Muir  
Town Council

### **Stow on the Wold**

Councillor Dilys Neil  
Town Council

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### **Chipping Campden**

Councillors Gina Blomefield & Tom Stowe  
Town Council

### **Fairford North**

Councillor Michael Vann  
Town Council

### **Tetbury**

Councillors Nikki Ind, Ian Watson & Chris Twells  
Town Council

### **Bourton on the Water**

Councillors, Len Wilkinson & Jon Wareing  
Parish Council  
Visitor information Centre

### **Northleach**

Councillor Tony Dale  
Town Council

**Liaising with all interested Councillors and stakeholders.**

### **Analyse Customer user data**

Analysing data from payment mechanisms to understand our peak occupancy times, occupancy rates, stay time lengths, PCN income reasons and Income projection.

### **Undertake surveys**

Undertake online customer surveys to establish customer behaviours and patterns, purpose of journey and future demands e.g. capacity, EVCP access, link these questions to the masterplan survey to gain a full and comprehensive picture of Cotswold.

This can be gathered through professional insight gathering via face to face and online survey at the cost of Approx £5050 plus VAT 1 month of data capture

### **Identify themes and issues**

Collate all information and present a report of findings which is town specific addressing needs at a local level.

### **Market insight and intel**

Exploring options of new technology and initiatives to enhance the parking services.

### **Understanding impacting factors**

Impacts of Cirencester Master plan on income generation, customer accessibility and capacity

Identify future developments both housing and business that could increase demand

Undertake a review of EVCP/greener options.

### **Future revenue streams**

Service costs v's projected income



Reviewing our position through extensive benchmarking will enable us to compare our services with other Local Authority Councils and help to identify areas for development and improvement.

Benchmarking against 17 other Local Authority Councils on:

- Average parking fees within the district.
- Total count of car parks operating within the district.
- Aggregate number of available parking bays within the district.
- Quantity of designated blue badge bays within the district.
- Number of Electric Vehicle Charging Point (EVCP) bays available within the district.
- Count of parent and child bays within the district

(See separate report)

- Collating information by town to tailor our strategic approaches at a local level will enable us to adopt an agile parking strategy that is at the heart of dealing with issues locally.
- This will ensure that direct actions and initiatives are right for our customers on every level.

## Stage 4 Options and Actions

### Performance based decision making.

- Peak occupancy times
- Occupancy rates
- Stay time lengths
- PCN income by reason
- Income projection.

### Customer needs survey

- Either external insight gathering company or internal survey using support service staff?

### Town and Parish

- Gathering insight and intel, promotion of online surveys to constituents

### Chambers of Commerce

- Working with local business on any initiatives that could affect them

### Gathering wider information -

- Create a team of internal people to look at external and internal factors that could impact our services e.g. development, regen, businesses, climate, assets finance
- Liaising with key Stakeholders and partners to resolve wider issues.

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**COTSWOLD**  
DISTRICT COUNCIL

# Car Park Comparison

Annex D

# Overview

To assess the cost-effectiveness of parking facilities within the Cotswold district, a comprehensive evaluation has been conducted. This involved the collection and analysis of pertinent data from adjacent local authorities' (LA) websites, pertaining to their respective car parks.

The essential data encompassed the following metrics:

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- Average parking fees within the district.
- Total count of car parks operating within the district.
- Aggregate number of available parking bays within the district.
- Quantity of designated blue badge bays within the district.
- Number of Electric Vehicle Charging Point (EVCP) bays available within the district.
- Count of parent and child bays within the district.

Furthermore, the study also encompassed details concerning cashless parking methods, availability of cost-free parking sessions, and the provision of season tickets.

It is imperative to acknowledge the distinctive characteristics of each local authority, as these differences are crucial in the interpretation of the analysis. Additionally, when the information was not available, it has not been included.



# Summary

Authority Name	Authority Type	Size of District in km <sup>2</sup>	Population Density per km <sup>2</sup> (2021 Census Estimates)	Total Number of Car Parks (with over 10 Spaces)	Total Spaces Listed	Total Blue Badge Spaces Listed	Total EVCP Spaces Listed	Total Parent & Child Spaces Listed	Avg Price to Park for 30 mins (for those that offer it)	Avg Price to Park for 1 Hour (for those that offer it)	Avg Price to Park for 2 Hours (for those that offer it)	Avg Price to Park for 3 Hours (for those that offer it)	Avg Price to Park for 10 Hours (for those that offer it)
Bath and North East Somerset	District	351	559.2	27	3018	115	15	0		£1.47	£2.06	£3.35	£9.04
Bromsgrove	Non-Met District	217	457.1	9	1275	83	0	0	£0.42	£0.84	£1.69	£2.48	£5.14
Cheltenham	Borough	47	2549.3	15	2333	81	0	14		£1.73	£2.76	£3.93	£9.87
Cherwell	District	589	273.5	22	1610	74	74	0	£1.10	£1.78	£2.71	£3.45	£5.00
<b>Cotswold</b>	<b>District</b>	<b>1164</b>	<b>78</b>	<b>20</b>	<b>2374</b>	<b>72</b>	<b>22</b>	<b>2</b>	<b>£0.78</b>	<b>£1.44</b>	<b>£2.65</b>	<b>£3.62</b>	<b>£6.11</b>
Gloucester	City	41	3266.6	14	1973	87	0	44	£0.50	£1.43	£2.78	£3.73	£7.00
South Glos	Unitary	497	584.3	34	2243	158	62	7					£4.00
South Oxfordshire	Non-Met District	679	219.7	14	1257	66	72	0			£1.80	£2.48	£4.26
Stratford upon Avon	District	979	137.8	23	3891	74	28	19	£1.47	£1.47	£2.54	£3.72	£9.95
Stroud	District	461	263	31	2028	39	0	0		£1.10	£2.77	£2.58	£3.00
Swindon	Unitary	230	1014.4	17	3673	95	2	63	£0.45	£1.24	£2.28	£3.62	£31.05
Tewkesbury	Borough	414	229	12	1024	27	0	0		£1.00		£2.13	£3.67
Vale of White Horse	District	579	240.5	13	1302	58	28	0			£1.53	£2.17	£5.53
West Berkshire	Unitary	704	229.3	21	2327	112	13	0		£1.14	£1.83	£3.58	£6.82
Wiltshire	Unitary	3485	156.8	88	8916	303	20	0		£0.87	£1.73	£2.97	£7.05
Worcester	City	33	3121.4	13	2215	81	12	6		£1.17	£2.08	£2.92	£6.15
Wychavon	District	664	199.7	25	2892	126	10	0	£0.50	£1.00	£1.84	£2.55	£3.87
Wyre Forest	District	195	520	19	1832	6	0	0	£0.70	£1.10	£2.20	£3.96	£6.16

Note that this data only refers to the information that is listed. If information not listed on the website then return is Nil. Please see Annex A for breakdown of information not listed.



# Summary

The Cotswold District offers value for money in terms of parking rates and facilities compared to several other neighbouring districts. Here are some key points based on the data provided:

- **Affordable Parking Prices:** The average prices for parking in Cotswold are quite reasonable compared to some of the other districts but are higher than others. For example, the average price to park for 1 hour is £1.44, which is lower than the average prices in some other districts like Bath and North East Somerset (£1.47), Cheltenham (£1.73), and Cherwell (£1.78).
- **Extended Parking Hours:** Cotswold offers good value in comparison to neighbouring similar districts by providing extended parking hours for the money spent. The average price to park for 10 hours is £6.11, which is competitive compared to neighboring districts like Cheltenham (£9.87) and Stratford upon Avon (£9.95).
- **Blue Badge and EV Charging Facilities:** Cotswold provides accessible and environmentally friendly parking options. It has a number of Blue Badge spaces (72) and EV charging spaces (22), catering to the needs of disabled individuals and electric vehicle users, however Cotswold does not rank the highest in either of these categories.
- **Parent & Child Spaces:** Cotswold offers 2 designated Parent & Child parking spaces with further spaces being marked at the Brewery Car Park in Cirencester. If Cotswold were to offer more well-located Parent & Child spaces, this would create a more welcoming and accommodating environment for families, ultimately enhancing the overall value for money for visitors and residents.
- **Moderate District Size:** Despite being a relatively large district (1164 km<sup>2</sup>), Cotswold has 2.6 spaces per 1000 of the district population whereas the other authorities on average had 1.54 spaces per 1000 of the population.
- **Competitive District Comparison:** When compared to other neighbouring districts with similar facilities (total spaces, number of car parks, Blue Badge spaces, EVCP spaces etc.), Cotswold stands out with its lower parking rates and satisfactory amenities.
- **Balanced Offering:** Cotswold strikes a balance between pricing and services by providing a range of parking durations at affordable rates. This is evident from the pricing for various time periods (e.g., £1.44 for 1 hour, £2.65 for 2 hours, and £3.62 for 3 hours).
- **Car parking pricing fees** are reviewed and set to ensure the effective movement of customers/tourists, manage traffic flows and aid the availability of car parking spaces.

Overall, Cotswold offers a favourable combination of affordable pricing, diverse parking facilities, and accessible options, making it an attractive choice for both local residents and visitors who are looking for value for money when it comes to parking.



# Comparisons

- The average size of the districts is 629 km<sup>2</sup>, whereas Cotswold district covers an area of 1164 km<sup>2</sup>. This indicates potential variations in urbanisation and population density among different authorities, with Cotswold being relatively larger. The lack of public transport networks and the size of the district increases the reliance on car parking spaces in order to enable customers and residents to move between towns and villages easily.
- Overall, the average number of car parks with over 10 spaces is 23, while Cotswold district has 20 such car parks. This suggests differences in parking infrastructure and planning.
- The average number of total parking spaces per 1000 of the population within each district is 1.54 with Cotswold at 2.6 but it is important to note that the reasoning behind provision of parking varies across districts and Cotswold has many visiting tourists.
- On average, each authority provides 92 Blue Badge (disabled parking) spaces, compared to 72 such spaces in Cotswold district. This points to potentially better accessibility provisions.
- The average number of Electric Vehicle Charging Point (EVCP) spaces listed in the first set of authorities is 20, slightly less than the 22 spaces in Cotswold district. This suggests a comparable effort in promoting electric vehicle adoption.
- Across various parking durations, neighbouring authorities generally maintain lower average prices compared to Cotswold district. For instance, the average prices for parking durations of 1-3 hours are all higher at Cotswold. Whereas 30 minute stays are similar and 10 hour stays are better value at Cotswold.
- Across all of the authorities analysed, there are 107 car parks that are free of charge at ten of the authorities. South Glos offering the highest number of free car parks at 33 and Wyre Forest offering one. The median number of free car parks offered at these 10 districts is 4, with Cotswold having three.

These insights provide an overview of the differences between the average characteristics of the neighbouring authorities and Cotswold district. It's important to note that these averages might be influenced by various factors, including local policies, economic conditions, and parking demand within each authority or district.

	AVERAGE ACROSS ALL AUTHORITIES	CDC	DIFFERENCE
<b>Size of District in km<sup>2</sup></b>	629	1164	535
<b>Total Number of Car Parks with over 10 Spaces</b>	23	20	-3
<b>Total Spaces Listed</b>	2566	2374	-192
<b>Percentage of Blue Badge Spaces Listed</b>	3.72%	3.03%	-0.69%
<b>Total EVCP Spaces Listed</b>	20	22	2
<b>Avg Price to Park for 30 mins</b> (for those that offer it, not inc FOC)	£0.80	£0.78	£0.02
<b>Avg Price to Park for 1 Hour</b> (for those that offer it, not inc FOC)	£1.19	£1.44	£0.25
<b>Avg Price to Park for 2 Hours</b> (for those that offer it, not inc FOC)	£2.09	£2.65	£0.56
<b>Avg Price to Park for 3 Hours</b> (for those that offer it, not inc FOC)	£3.16	£3.62	£0.46
<b>Avg Price to Park for 10 Hours</b> (for those that offer it, not inc FOC)	£8.10	£6.11	-£1.99

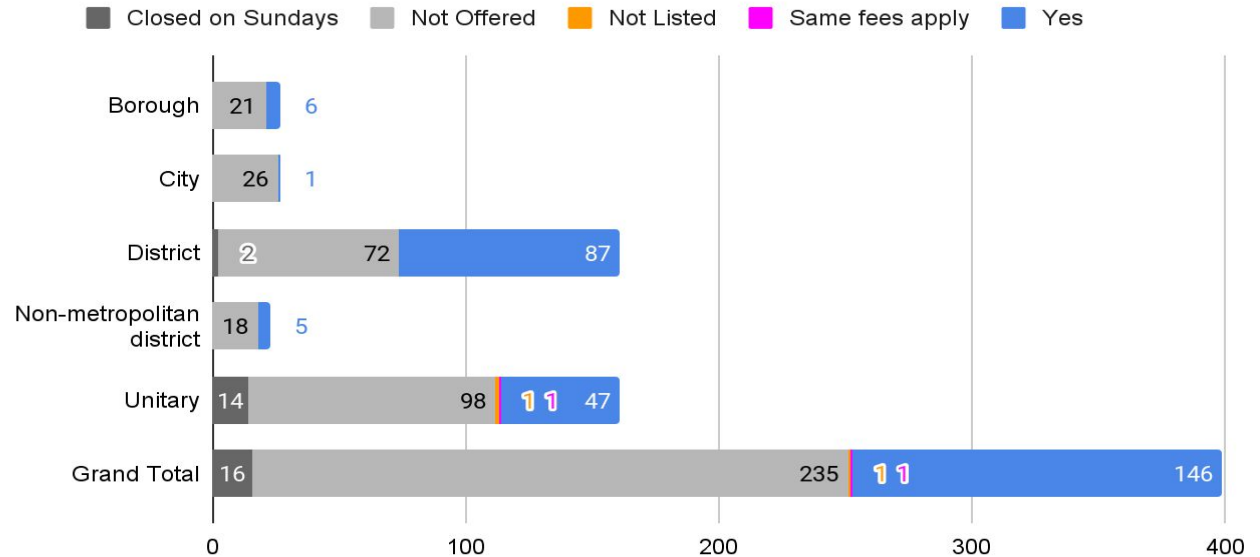
# Parking on Sundays

Cotswold offers free parking on Sundays at 16 of the 20 car parks.

The chart to the right shows a breakdown of neighbouring authorities split by authority type.

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## Number of car parks offering Free Parking on Sundays in Car Parks with over 10 Spaces (CDC not included)



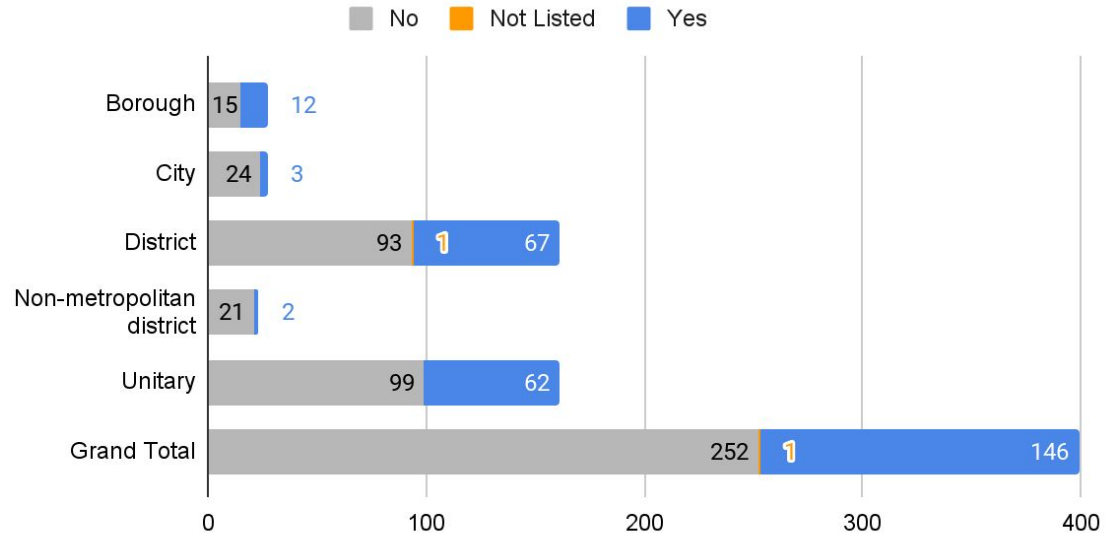
# Season Ticket Availability

Cotswold offers season tickets at 14 of the 20 car parks.

The chart to the right shows a breakdown of neighbouring authorities split by authority type.

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## Number of Car Parks offering Season Tickets in car parks with over 10 spaces (CDC not included)

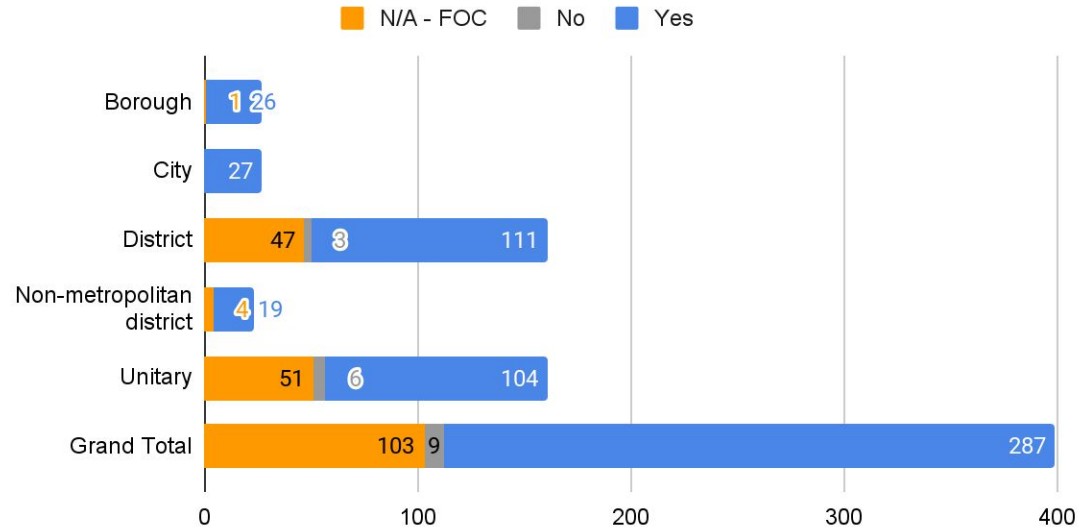


# Cashless Parking

Cotswold offers cashless parking at 16 of the 20 car parks. The other 4 car parks are free of charge (FOC)

The chart to the right shows a breakdown of neighbouring authorities split by authority type.

## Number of car parks offering Cashless Parking in Car Parks with over 10 Spaces (CDC not included)



# Annex A - Not Listed Breakdown by Authority

- Bath & North East Somerset:
  - Number of EVCP spaces for one car park - information is not available on council website
  - Number of Parent & Child spaces for one car park - information is not available on council website
- Wyre Forest:
  - Number of blue badge spaces at 16 car parks - information is not available on council website
- Cheltenham
  - Number of EVCP spaces for two car parks - information is not available on council website
- Gloucester
  - Number of EVCP spaces for two car parks - information is not available on council website
- Vale of White Horse:
  - Number of Parent & Child spaces for one car park - information is not available on council website
- Wiltshire
  - Number of spaces for coach parking - information is not available on council website

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## Equality and Rurality Impact Assessment Form

## Annex E

When completing this form you will need to provide evidence that you have considered how the 'protected characteristics' may be impacted upon by this decision. In line with the General Equality Duty the Council must, in the exercise of its functions, have due regard for the need to:

- a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This form should be completed in conjunction with the guidance document available on the Intranet

Once completed a copy should be emailed to [@publicagroup.uk](mailto:@publicagroup.uk) to be signed off by an equalities officer before being published.

### 1. Persons responsible for this assessment:

Names: Maria Wheatley.

Date of assessment: November 2023

Telephone: 01285 623228

Email: maria.wheatley@cotswold.gov.uk

### 2. Name of the policy, service, strategy, procedure or function:

Parking Strategy- Cabinet report 6<sup>th</sup> November 2023

### 3. Briefly describe it aims and objectives

Outline the approach to review and update the parking strategy to ensure best use of Council assets.

### 4. Are there any external considerations? (e.g. Legislation/government directives)



The Off-street car parks are regulated by the Off-street parking order. To enable enforcement and regulation of the car parks any changes will need to be reflected in the Parking Order. There is a legal requirement when making changes to the order that requires statutory and public consultation.

5. What evidence has helped to inform this assessment?

Source	✓	If ticked please explain what
Demographic data and other statistics, including census findings	<input type="checkbox"/>	
Recent research findings including studies of deprivation	<input type="checkbox"/>	
Results of recent consultations and surveys	<input type="checkbox"/>	
Results of ethnic monitoring data and any equalities data	<input type="checkbox"/>	
Anecdotal information from groups and agencies within Cotswolds	<input type="checkbox"/>	
Comparisons between similar functions / policies elsewhere	<input type="checkbox"/>	
Analysis of audit reports and reviews	<input type="checkbox"/>	
Other:	x	Any changes will require public consultation

6. Please specify how intend to gather evidence to fill any gaps identified above:

All changes to the Parking Order will require statutory and public consultation, this will encourage feedback from a wider audience to add to the survey work gathered.

7. Has any consultation been carried out?





None yet.

If NO please outline any planned activities

The cabinet report seeks to gain approval to carry out surveys.

8. What level of impact either directly or indirectly will the proposal have upon the general public / staff? (Please quantify where possible)

Level of impact	Response
NO IMPACT – The proposal has no impact upon the general public/staff	<input type="checkbox"/>
LOW – Few members of the general public/staff will be affected by this proposal	<input checked="" type="checkbox"/>
MEDIUM – A large group of the general public/staff will be affected by this proposal	<input type="checkbox"/>
HIGH – The proposal will have an impact upon the whole community/all staff	<input type="checkbox"/>
Comments: The survey work will form part of the data required for the review of the Parking Strategy. Consultation with Councillors and local groups will also take place. The results may suggest changes to the way car parks are managed going forward.	

9. Considering the available evidence, what type of impact could this function have on any of the protected characteristics?

*Negative – it could disadvantage and therefore potentially not meet the General Equality duty;*

*Positive – it could benefit and help meet the General Equality duty;*

*Neutral – neither positive nor negative impact / Not sure*

	Potential Negative	Potential Positive	Neutral	Reasons	Options for mitigating adverse impacts
Age – Young People			x	The proposal is inclusive to people of different age groups, but it is not specific to age	
Age – Old People			x	The proposal is inclusive to all ages	



Disability			x	The proposal is inclusive to people with disabilities but is not specific to disability	
Sex – Male			x	The proposal is inclusive to all gender groups, but it is not specific to gender	
Sex – Female			x	The proposal is inclusive to all gender groups, but it is not specific to gender	
Race including Gypsy and Travellers			x	The proposal is inclusive to people of all races, but it is not specific to race	
Religion or Belief			x	The proposal is inclusive to people of all religions, but it is not specific to religion	
Sexual Orientation			x	This proposal is inclusive to all types of sexual orientation, but it is not specific to sexual orientation	
Gender Reassignment			x	The proposal is inclusive to all gender groups, but it is not specific to gender	
Pregnancy and maternity			x	The proposal is inclusive to people who are pregnant and/or on maternity, but it is not specific to this group	
Geographical impacts on one area			x	The proposal is inclusive to the whole of the Cotswold District	
Other Groups			x	This proposal is inclusive to all other groups that are not mentioned	
<b>Rural considerations:</b> ie Access to services; leisure facilities, transport; education; employment; broadband.			x	The proposal is inclusive to the whole of the Cotswold District	

10. Action plan (add additional lines if necessary)

Action(s)	Lead Officer	Resource	Timescale
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Cabinet agree the proposals 6 <sup>th</sup> November 2023 and agree timescales.			
Officers engage with professional customer insight gathering company			
Communications team to work with the parking team to promote the survey.			

11. Is there is anything else that you wish to add?

--

### Declaration

I/We are satisfied that an equality impact assessment has been carried out on this policy, service, strategy, procedure or function and where an negative impact has been identified actions have been developed to lessen or negate this impact. We understand that the Equality Impact Assessment is required by the District Council and that we take responsibility for the completion and quality of this assessment.

Completed By:	Maria Wheatley	Date:	
Line Manager:		Date:	
Reviewed by Corporate Equality Officer:	Cheryl Sloan	Date:	11/10/2023

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# Agenda Item 9



**COTSWOLD**  
DISTRICT COUNCIL

Council name	<b>COTSWOLD DISTRICT COUNCIL</b>
Name and date of Committee	<b>CABINET - 2 NOVEMBER 2023</b>
Subject	<b>PLAYING PITCH STRATEGY</b>
Wards affected	All
Accountable member	Cllr Paul Hodgkinson - Cabinet Member for Health, Leisure and Culture Email: <a href="mailto:paul.hodgkinson@cotswold.gov.uk">paul.hodgkinson@cotswold.gov.uk</a>
Accountable officer	Andy Barge - Assistant Director, Communities Email: <a href="mailto:democratic@cotswold.gov.uk">democratic@cotswold.gov.uk</a>
Report author	Rachel Biles - Strategic Project Lead (Leisure) Email: <a href="mailto:democratic@cotswold.gov.uk">democratic@cotswold.gov.uk</a>
Summary/Purpose	To consider the findings and recommendations proposed by consultants commissioned to develop a Playing Pitch Strategy for the District and to approve the Strategy.
Annexes	Annex A – Playing Pitch Strategy and Action Plan Report
Recommendation(s)	That Cabinet resolves to: <ol style="list-style-type: none"> <li>1. Endorse the findings of the consultants and approve the Playing Pitch Strategy, including the key recommendations and site specific action plan;</li> <li>2. Authorise officers to work in partnership with other organisations to establish the feasibility and funding sources for the projects identified within the strategy and to prepare business cases, where opportunities arise, and bring them forward for consideration;</li> <li>3. Note that the resources needed to develop these partnerships and implement the action plan will be met from existing resources by reprioritising existing work.</li> </ol>
Corporate priorities	<ul style="list-style-type: none"> <li>● Make our local plan green to the core</li> <li>● Support health and wellbeing</li> </ul>
Key Decision	No



COTSWOLD  
DISTRICT COUNCIL

Exempt	No
Consultees/ Consultation	Consultation was undertaken with Town and Parish Councils, local schools and sports clubs during the strategy development.



## **1. EXECUTIVE SUMMARY**

- 1.1 This report sets out the headline findings of the pitch assessments conducted in the development of the Playing Pitch Strategy (PPS) and provides a vision for future improvements and prioritisations of formal outdoor playing pitches and outdoor sports facilities to support the needs of existing and future residents in the district.
- 1.2 Cabinet is asked to endorse the finding and approve the strategy for adoption.

## **2. BACKGROUND**

- 2.1 Sport England's guidance specifies that in order for a Playing Pitch Strategy to be robust and up to date they must be updated every three years. The Council last completed a PPS in 2017.
- 2.2 The main reasons for updating the Cotswold PPS are:
  - a. To contribute to the partial update of the adopted Local Plan 2031;
  - b. To inform the development and implementation of planning policy and infrastructure planning work;
  - c. To provide a robust and up to date evidence base to assist the Council in determination of planning applications in the provision or loss of playing pitches;
  - d. To provide justification and evidence base for developer contributions and external funding bids involving playing pitches, an up to date PPS would be a requirement of any investment from organisations such as the Football Foundation; and
  - e. To identify opportunities for improving access to playing pitches, whilst supporting the delivery ambitions contained in the Corporate Plan (supporting health and wellbeing and making the local plan green to the core), the Strategic Outcomes Planning Model (Active Cotswolds), sporting governing bodies' objectives and partial update to the Local Plan 2031.
- 2.3 Consultants Knight, Kavanagh and Page (KKP) were appointed on behalf of the Council to deliver a PPS in accordance with Sport England's PPS and Assessing Needs and Opportunities guidance, which involved a five-staged stepped approach:
  - Stage A: Prepare and tailor the approach.
  - Stage B: Gather information and views on the supply of and demand for provision.
  - Stage C: Assess the supply and demand information and views.
  - Stage D: Develop the Strategy.
  - Stage E: Deliver the Strategy and keep it robust and up to date.
- 2.4 Annex A represents Stage D of the process. Stages A-C are covered in a preceding assessment report and Stage E is ongoing once the study is complete.
- 2.5 The strategy covers the whole of Cotswold District Council's administrative area, but the assessment and action plan is broken down into smaller subsections known as analysis areas; North, Mid and South. Cross boundary issues were also considered when determining the



level of imported and exported demand, recognising, for example, that people travel to make use of strategic facilities irrespective of administrative boundaries.

- 2.6 In terms of scope, the assessment focused geographically on all local provision, regardless of ownership and management arrangements, including grass playing pitches (Football, Cricket, Rugby Union, Rugby League and Polo) and artificial turf pitches (Hockey and third generation artificial grass pitches). The assessment considered the number of pitches/facilities and took into account the size, quality, location, accessibility and capacity of the provision as well as accompanying ancillary facilities e.g. changing rooms.
- 2.7 This is a short to medium term strategy, which will provide the evidence base to support the future funding applications and is aligned to the Local Plan to 2031.

### 3. MAIN POINTS

- 3.1 The quantitative assessment for each of the sports listed in 2.6 is that for each sport is either that demand is being met or that there is a shortfall. Please see table 1 for a summary of the findings:

*Table 1: Quantitative Sport specific headline findings*

<b>Sport</b>	<b>Supply/demand balance</b>
Football (grass)	Current supply is broadly sufficient to accommodate demand, although it is anticipated that over the life of the local plan shortfalls will emerge.
Football (3G)	Shortfall is apparent in all three analysis areas, with the south area having the largest shortfall. Overall there is a need for a further three full sized 3G pitches in the district.
Rugby Union	There are insufficient levels of senior rugby pitches to accommodate the current and future demand, this currently equates to 5.75 match equivalent sessions per week.
Cricket	Broad position for cricket provision is actual spare capacity at peak times.
Hockey	Sufficient supply.
Polo	Sufficient supply.
Rugby League	No demand so no provision required.

- 3.2 For the most part, the shortfalls identified above can be met by better utilisation of current provision including improvements to pitch quality, re-configuration of pitches, installing





additional sports lighting, improving ancillary facilities or enabling access to existing unused provision, such as at unavailable school sites. However, there is a shortfall of 3G pitches that can likely only be met through increased provision.

- 3.3 In parallel to the sport specific recommendations, a site by site action plan addresses the key issues identified and provides further detailed recommendations for each location – see Annex A.
- 3.4 If the recommendations and site specific action plans are approved, the feasibility and viability of projects will need to be established. Issues such as facility ownership, capital cost and sources of funding will be key considerations, as all projects will be reliant on external funding in order to be delivered. In addition to this, partnerships with various stakeholders such as town and parish councils, national governing bodies of sports and local sports clubs will need to be established to work through the prioritisation of future projects.

#### **4. CONCLUSIONS**

- 4.1 That Cabinet resolves to:
  - a. Endorse the findings of the consultants and approves the Playing Pitch Strategy, including the key recommendations and site specific action plan;
  - b. Authorise officers to work in partnership with other organisations to establish the feasibility and funding sources for the projects identified within the strategy and to prepare business cases, where opportunities arise, and bring them forward for consideration; and
  - c. Note that the resources needed to develop these partnerships and implement the action plan will be achieved from existing resources by reprioritising existing work.

#### **5. FINANCIAL IMPLICATIONS**

- 5.1 As set out in the report, delivery of the strategy will be achieved through a reprioritisation of existing work within the Communities group with no requirement for additional budget or resources.
- 5.2 Although not all the actions within this strategy will result in a financial implication to the Council, there are some potential implications for the District. Based on the housing growth between 1 April 2023 and 31 March 2031, the district is expecting to deliver 3,394 additional dwellings which would result in a population growth of 8,146 by 2031 (assuming occupancy of 2.4 persons per dwelling), which will increase match and training demand on pitches. When this is translated into associated capital costs needed this is estimated at £1.4m for new pitch provision and £2.6m for ancillary facilities such as changing rooms.
- 5.3 The strategy will be used to provide evidence in securing external sources of grant funding and Section 106 contributions, which can be used to support individual business cases.



5.4 If the strategy is approved, further reports will be submitted to Cabinet identifying sources of funding for consideration and approval to progress the recommendations in the strategy as opportunities arise.

## **6. LEGAL IMPLICATIONS**

6.1 There are no legal implications arising directly from this report. However, the strategy is an important component of the wider evidence base supporting the Local Plan making process. This strategy together with other assessments, studies and strategies help to ensure future growth and planning policies are fully justified; i.e. the Strategy helps to ensure updates to the adopted Cotswold District Local Plan passes the National Planning Policy Framework's test of soundness (NPPF 2023, paragraph 35).

## **7. RISK ASSESSMENT**

7.1 Failing to adopt and update a Playing Pitch Strategy would disadvantage the Council when bidding for future external funding and seeking developer contributions, towards specific projects and schemes. It would also directly affect the Council's ability to keep the Cotswold District Local Plan up-to-date.

## **8. EQUALITIES IMPACT**

8.1 Any projects emerging from the Playing Pitch Strategy, will be assessed individually for equalities impact.

## **9. CLIMATE AND ECOLOGICAL EMERGENCIES IMPLICATIONS**

9.1 None at this time.

## **10. BACKGROUND PAPERS**

10.1 None

(END)



# COTSWOLD DISTRICT COUNCIL PLAYING PITCH & OUTDOOR SPORT STRATEGY & ACTION PLAN

**JUNE 2023**

QUALITY, INTEGRITY, PROFESSIONALISM

**Knight, Kavanagh & Page Ltd**

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# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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## ABBREVIATIONS

3G	Third Generation (artificial turf)
AGP	Artificial Grass Pitch
CC	Cricket Club
CDC	Cotswold District Council
ECB	England and Wales Cricket Board
EH	England Hockey
FA	Football Association
FC	Football Club
FIFA	Fédération Internationale de Football Association
GMA	Grounds Maintenance Association
HC	Hockey Club
JFC	Junior Football Club
KKP	Knight, Kavanagh and Page
LTA	Lawn Tennis Association
NGB	National Governing Body
NPPF	National Planning Policy Framework
NTP	Non turf pitch
PPS	Playing Pitch Strategy
PQS	Performance Quality Standard
RFU	Rugby Football Union
RUFC	Rugby Union Football Club
S106	Section 106 Agreement
TGR	Team Generation Rate
U	Under

## PART 1: INTRODUCTION

A Playing Pitch Strategy (PPS) has been commissioned by Cotswold District Council (CDC), to assess playing pitch and outdoor sport facility needs. This report provides the Strategy for Cotswold.

Building upon the preceding Assessment Report, this Strategy & Action Plan provides a clear, strategic framework for the maintenance and improvement of existing playing pitch and accompanying ancillary facilities up to 2031 (in line with the Local Plan review). It has been developed to provide:

- ◀ A vision for the future improvement and prioritisation of playing pitches and outdoor sports facilities.
- ◀ A number of aims to help deliver the recommendations and actions.
- ◀ A series of strategic recommendations which provide a strategic framework for the improvement, maintenance, development and, as appropriate, rationalisation of the playing pitch and outdoor sport facility stock.
- ◀ A series of sport by sport recommendations which provide a strategic framework for sport led improvements to provision.
- ◀ A prioritised area-by-area Action Plan to address key issues on a site-by-site basis.

The Strategy is delivered in accordance with Sport England's Playing Pitch Strategy (PPS) Guidance (for playing pitch sports) and Sport England's Assessing Needs and Opportunities Guide (for "non-pitch" sports). Sport England's PPS Guidance details a stepped approach, separated into five distinct sections:

- ◀ Stage A: Prepare and tailor the approach.
- ◀ Stage B: Gather information and views on the supply of and demand for provision.
- ◀ Stage C: Assess the supply and demand information and views.
- ◀ Stage D: Develop the Strategy.
- ◀ Stage E: Deliver the Strategy and keep it robust and up to date.

This report represents Stage D of the process, with stages A-C covered in the preceding Assessment Report and Stage E ongoing once the study is complete. The lifespan of a PPS is considered to be three years, although this can be increased if it updated.

A PPS delivers the evidence required to ensure that sufficient land is available to meet existing and projected future outdoor sport requirements. Its robust evidence base should inform and be implemented into planning policy and other relevant corporate strategies to enable local policies, planning and sport development criteria to work efficiently and effectively. It is capable of:

- ◀ Providing a clear framework for all playing pitch and outdoor sport providers, including the public, private and third sectors.
- ◀ Clearly addressing the needs of all identified sports within the area, highlighting particular local demand issues.
- ◀ Addressing issues of population growth and major growth/regeneration areas.
- ◀ Addressing issues of cross boundary facility provision.
- ◀ Addressing issues of accessibility, quality and management with regard to facility provision.
- ◀ Standing up to scrutiny at a public inquiry as a robust study.
- ◀ Supporting funding applications.
- ◀ Providing realistic aspirations which are implementable within the local authority's budgetary position and procurement regime.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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The Strategy and Action Plan recommends several priority projects relating to sports provision which should be realised over the Local Plan period. It provides a framework for improvement and, although resources may not currently be in place to implement it, potential partners and possible sources of external funding.

Partner organisations have a vested interest in ensuring that existing playing pitches, outdoor sports facilities and ancillary provision are protected and enhanced. As such, many of the objectives and actions within this document need to be delivered and implemented by a wide range of bodies such as National Governing Bodies of Sport (NGBs), sports organisations, education establishments and parish/town councils. In many instances, Cotswold District Council will not be the organisation which delivers these actions or recommendations as the PPS is not just for the Council to act upon. It applies to/for all the stakeholders and partners involved.

## Scope

The following are the key pitch sports in the Cotswolds and as such are included within the scope of this report:

- ◀ Cricket
- ◀ Football
- ◀ Third generation artificial grass pitches (3G pitches)
- ◀ Rugby union
- ◀ Rugby league
- ◀ Hockey (artificial grass pitches)
- ◀ Polo

## Study area

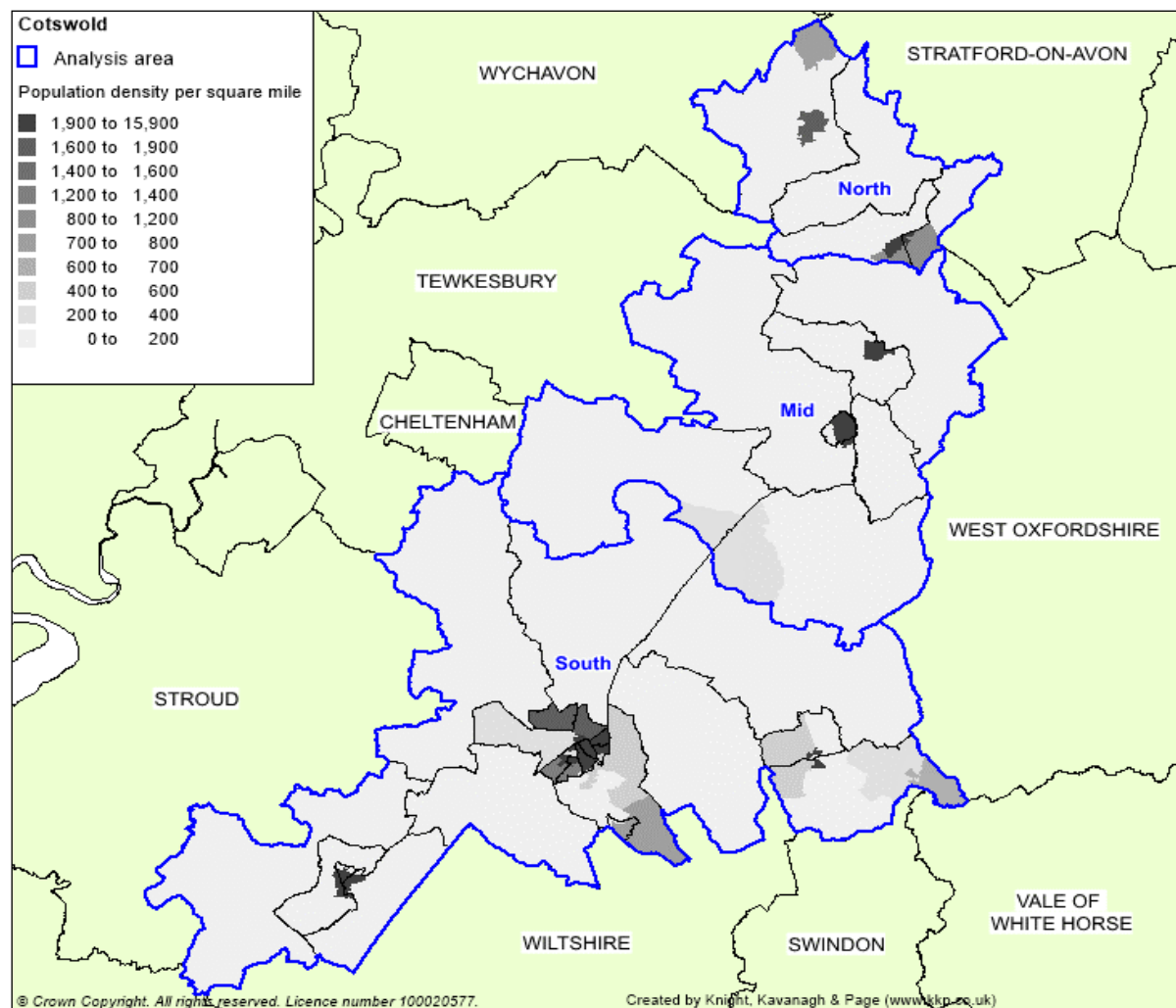
The study area comprises the whole of Cotswold District Council's administrative area which has been broken into smaller subsections known as analysis areas. The specific ward boundaries of these three analysis areas can be found in the preceding Assessment Report.

- ◀ North Area
- ◀ Mid Area
- ◀ South Area

Cross boundary issues have been explored to determine the level of imported and exported demand, recognising, for example, that people travel to and make use of strategic facilities irrespective of administrative boundaries.

The analysis areas and population density are shown in figure 1.1.

Figure 1.1: Analysis areas



## Local context

The new Cotswold PPS will form part of the evidence base for the Local Plan (2011-2031). The main reasons for updating the Cotswold PPS are:

- ◀ To align with the other two Public Authorities. Therefore, increasing alignment of studies which will provide the opportunity for long term efficiencies in terms of Officer resources, procurement and finance.
- ◀ To contribute to the partial update of the adopted Local Plan 2031.
- ◀ To inform the development and implementation of planning policy and infrastructure planning work.
- ◀ To provide a robust and up to date evidence base to assist the Council in determination of planning applications in the provision or loss of playing pitches.
- ◀ To provide justification and evidence base for developer contributions and external funding bids involving playing pitches, an up to date PPS would be a requirement of any investment from organisations such as the Football Foundation.
- ◀ To identify opportunities for improving access to playing pitches, whilst supporting the delivery ambitions contained in the Corporate Plan (supporting health and wellbeing and making the local plan green to the core), the Strategic Outcomes Planning Model (Leisure Strategy), sporting governing bodies' objectives and partial update to the Local Plan 2031



# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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## ***Cotswold Corporate Strategy (2020-2024)***

The Cotswold Corporate Strategy recognises and embraces the challenges facing the district and states its aims and ambitions. It is underpinned by a set of action plans that describe in detail how we plan to deliver these ambitions. Of these, one of the key principles is to support the health and wellbeing of the district's residents. It sets out the following five aims to achieve this:

- ◀ Encourage resilient, well-connected and active communities that take responsibility for their own health and wellbeing goals.
- ◀ Promote both mental and physical health equally, to increase awareness of mental health issues and improve the community response to people in crisis.
- ◀ Promote healthy lifestyles, fun and self-care for all ages.
- ◀ Ensure our housing and built environments enable residents to live healthy lives.

## **National context**

Paragraphs 98 of the NPPF states that Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate as relevant.

Paragraph 99 of the NPPF discusses assessments and the protection of "existing open space, sports and recreational buildings and land, including playing fields". Paragraphs 101 and 102 also promote the identification of important green spaces by local communities and the protection of these facilities. Such spaces may include playing fields.

An up-to-date PPS will form a key element of the Council's evidence base to support its emerging health and well-being policies and the Local Plan as a whole.

This may provide opportunities to develop new playing pitches or improve the quality of existing playing pitches in Cotswold in response to housing developments that create additional demand for pitches (as well as the accompanying ancillary offer). Any requirement would be calculated by using the Sport England Playing Pitch Calculator<sup>1</sup>. Where possible, this will be aligned to existing community sport clubs in Cotswold which already play an integral part in providing sport and physical activities to the local community.

## **Headline findings**

Table 1.1 below highlights the quantitative headline findings identified for all main pitch sports included in the preceding Assessment Report. MES stands for match equivalent sessions and has been used as the comparable unit for natural grass pitches. Converting both the amount of play a site can accommodate (its carrying capacity) and how much play takes place there (its current use) into the same unit of demand enables a comparison to be undertaken.

The position on future demand is established through ONS projections (2031) and through a mixture of consultation feedback from community clubs in the district and information provided by the relevant national governing bodies of sport. Full details of this can be found in the preceding Assessment Report.

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<sup>1</sup>[Link to Sport England Sport Playing Pitch Calculator](#)

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

Pitches have a limit of how much play they can accommodate over a certain period of time before their quality, and in turn their use, is adversely affected. As the main usage of pitches is for matches, it is appropriate for the comparable unit to be match equivalent sessions.

Based on how they tend to be played, this unit for football and rugby union pitches relates to a typical week within the season for each sport. For cricket pitches it is appropriate to look at the number of match equivalent sessions over the course of a season. How much play a cricket pitch can accommodate is primarily determined by the number and quality of wickets on a pitch. Only one match is generally played per pitch per day. However, play is rotated across the wickets to reduce wear and allow for repair. Each wicket is able to accommodate a certain amount of play per season as opposed to a week.

The Sport England PPS guidance does not advocate the conversion of MES to pitches as there is not always a case for providing pitches to meet the demand/shortfalls expressed. For example, improving the quality of pitches can also increase the capacity of existing pitches to accommodate such demand. For qualitative findings and site-specific findings, please see Part 4: Sport Specific Recommendations and Scenarios, and Part 6: Action Plan.

For artificial surfaces (AGPs/3G pitches), how much play can be accommodated is primarily determined by availability, rather than how much play it can accommodate before its quality is adversely affected as with natural grass pitches. Therefore, whole pitches are used as the comparable unit. Similarly, for the other non-pitch sports (i.e., tennis, netball bowls etc) where it is not as easy to determine carrying capacity, whole facilities are used as the comparable unit.

Table 1.1: Quantitative headline findings (pitch sports)

Sport	Analysis area	Pitch type	Current supply/ demand balance (match equivalent sessions)	Future supply/ demand balance (match equivalent sessions)
Football (grass pitches)	North	Adult	At capacity	At capacity
		Youth 11v11	Spare capacity of 1	Spare capacity of 0.5
		Youth 9v9	At capacity	At capacity
		Mini 7v7	At capacity	At capacity
		Mini 5v5	Spare capacity of 1	Spare capacity of 1
	Mid	Adult	At capacity	At capacity
		Youth 11v11	Spare capacity of 1	Spare capacity of 0.5
		Youth 9v9	Shortfall of 0.5	Shortfall of 0.5
		Mini 7v7	At capacity	At capacity
		Mini 5v5	At capacity	Shortfall of 1
	South	Adult	Shortfall of 1	Shortfall of 2
		Youth 11v11	Shortfall of 2.5	Shortfall of 5.5
		Youth 9v9	Spare capacity of 3.5	Spare capacity of 3
		Mini 7v7	Spare capacity of 2.5	Spare capacity of 2.5
		Mini 5v5	At capacity	Shortfall of 1
Football (3G pitches) <sup>2</sup>	North	Full size (Minimum dimensions 91 x 55m)	Shortfall of 0.5	Shortfall of 0.5
	Mid		Shortfall of 1	Shortfall of 1
	South		Shortfall of 1.25	Shortfall of 1.75

<sup>2</sup> Based on accommodating 38 teams on one full size pitch.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

Sport	Analysis area	Pitch type	Current supply/ demand balance (match equivalent sessions)	Future supply/ demand balance (match equivalent sessions)
Cricket <sup>3</sup>	North	Saturday	Spare capacity of 40	Spare capacity of 40
		Sunday	Spare capacity of 40	Spare capacity of 40
		Midweek	Spare capacity of 88	Spare capacity of 88
	Mid	Saturday	Spare capacity of 48	Spare capacity of 48
		Sunday	Spare capacity of 60	Spare capacity of 60
		Midweek	Spare capacity of 114	Spare capacity of 114
	South	Saturday	Shortfall of 9	Shortfall of 9
		Sunday	Spare capacity of 27	Spare capacity of 27
		Midweek	Spare capacity of 75	Spare capacity of 75
Rugby union	North	Senior	At capacity	At capacity
	Mid		Shortfall of 3.25	Shortfall of 3.25
	South		Shortfall of 2.5	Shortfall of 2.5
Rugby league	Cotswold	Senior	No demand so no provision required	No demand so no provision required
Polo	Cotswold	-	Sufficient supply	Sufficient supply
Hockey (sand AGPs)	Cotswold	Full size (Minimum dimensions of 97.4 x 59m)	Sufficient supply	Sufficient supply, but a requirement for quality improvements.

## Conclusions

From a quantitative perspective, the existing position for each sport is either that demand is being met or that there is a shortfall. Where shortfalls exist, these are currently small but are expected to be exacerbated in the future (based on increases in demand for each sport).

Where shortfalls do not currently exist, particularly for football, it is anticipated that over the Local Plan period that shortfalls will emerge, but at levels which are manageable and that can be theoretically be addressed through pitch improvements of existing provision, rather than the need for providing additional pitches.

Shortfalls are identified for 3G pitches, and these shortfalls cannot be addressed unless this type of pitch is approved and constructed within the District.

Hockey demand within Cotswold is currently adequately catered for. However, the existing pitches at both The Cotswold School and the Royal Agricultural University are due to fall out of use over the lifespan of the PPS and shall require surface replacements.

There are capacity deficiencies for rugby union which are expected to increase in the future. It is expected issues associated to this can be alleviated through quality improvements and the development of new provision expected to be established during the lifespan of the PPS.

<sup>3</sup>Future demand for cricket has been applied on a district wide level and cannot be allocated to the used catchments. It anticipates a growth of seven senior men's cricket teams putting additional pressure on the Saturday peak time period.

Across all sports where demand is being met, this does not necessarily equate to a surplus of provision, with any spare capacity instead spare capacity is considered to be a solution to overcoming current or future shortfalls. There is a resultant need to protect all existing outdoor sport provision until all demand is met, or there is a requirement to replace provision in accordance with the National Planning Policy Framework (NPPF) and Sport England's Playing Fields Policy.

For the most part, the shortfalls identified can be met by better utilising current provision, such as through improving quality, re-configuration, installing additional sports lighting, improving ancillary facilities or enabling access to existing unused provision, such as at unavailable school sites. However, there is a shortfall of 3G pitches that can likely only be met through increased provision. With resources to improve the quality of grass pitches being limited, particularly at sites managed by parish and town councils, an increase in such provision could also help reduce grass pitch shortfalls through the transfer of play, which in turn can reduce overplay and aid pitch quality improvements.

## PART 2: VISION

### Vision

A vision has been set out to provide a clear focus with desired outcomes for the Playing Pitch Strategy.

“To ensure that there are enough playing pitches and related facilities in Cotswold District of the right type, the right quality and in the right place to meet the needs” of the residents of the District now and in the future.”

To achieve this vision the PPS will deliver the following objectives:

- ◀ Ensure that all valuable facilities are protected for the long-term benefit of sport.
- ◀ Promote a sustainable approach to the provision of playing pitches and management of sports clubs.
- ◀ Ensure that there are enough facilities in the right place to meet current and projected future demand.
- ◀ Ensure that all clubs have access to facilities of appropriate quality to meet current needs and longer-term aspirations.

## PART 3: AIMS

The following overarching aims are based on the three Sport England objectives. It is recommended that they are adopted by the Council and partners to enable delivery of the overall PPS vision and Sport England planning objectives.

### AIM 1

To **protect** the existing supply of outdoor sport facilities where it is needed to meet current and future needs.

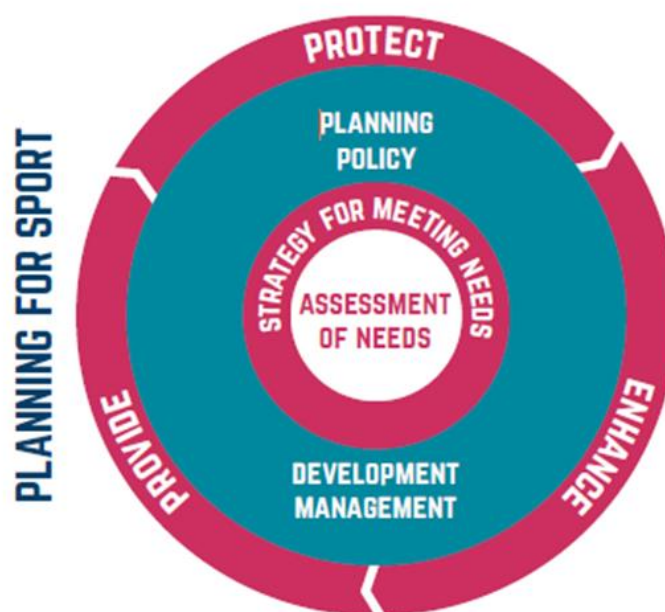
### AIM 2

To **enhance** outdoor sport facilities and ancillary facilities through improving quality and management of sites.

### AIM 3

To **provide** new outdoor sport facilities where there is current or future demand to do so.

Figure 3.1: Sport England objectives



Source: Sport England, Planning for Sport Guidance (June 2019)

## PART 4: SPORT SPECIFIC ISSUES SCENARIOS AND RECOMMENDATIONS

In this section, in order to help develop recommendations and actions for each sport, and to understand their potential impact, a number of relevant scenario questions are tested against the key issues identified in the preceding Assessment Report for each sport. This then informs sport specific recommendations.

### Football – grass pitches

#### *Assessment Report summary*

##### **Football – grass pitch summary**

- ◀ The current supply of football provision is broadly sufficient in accommodating football demand on mini pitches and youth 9v9 pitches.
- ◀ Comparatively, adult and youth 11v11 pitches are showing a combined overplay of 2.5 MES.
- ◀ Future demand through team generation rates creates a shortfall of two match equivalent sessions per week.

##### **Grass football pitch supply:**

- ◀ The audit identifies a total of 116 grass football pitches across 55 sites. Of these, 90 are available, at some level, for community use across 37 sites. All unavailable pitches are located at education sites, the Duke of Gloucester Barracks and the Fire Service College Leisure Hub.

##### **Grass football pitch quality:**

- ◀ Of the 90 pitches which offer community use, 27 pitches are assessed as good quality, 38 as standard quality and 25 as poor quality. The identified good quality pitches are located at seven sites, those being Baunton Lane Playing Field, Cirencester Deer Park School, Corinium Stadium, Fairford Town FC, Horcott Road Playing Fields, Moreton Rangers FC and Royal Agricultural University.

##### **Affiliated football demand:**

- ◀ Through the audit and assessment, 157 teams from 35 clubs are identified as playing in Cotswold. This consists of 34 adult men's, one adult women's, 70 youth boys', three youth girls and 49 mini mixed teams.
- ◀ Future demand equates to the growth of two adult, nine youth boys' teams and two mini mixed teams based on team generation rates. Club growth ambitions of 17 teams have been discounted.
- ◀ The PPS Strategy & Action Plan will contain a housing growth scenario that will estimate the additional demand for football arising from housing development.

##### **Supply vs demand analysis conclusions:**

- ◀ There is broadly a sufficient supply of provision in Cotswold to accommodate demand on youth 9v9, mini 7v7 and mini 5v5 pitch types.
- ◀ There are existing shortfalls on adult and youth 11v11 pitches.
- ◀ Future demand exacerbates shortfalls on adult and youth 11v11 pitches and makes mini 5v5 pitches played at capacity, to give an overall picture of four MES of overplay for the District.
- ◀ There is spare capacity for youth 9v9 and mini 7v7 pitches both now and in the future.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## Scenarios

### *Alleviating overplay/improving pitch quality*

In total there are 10 pitches overplayed in Cotswold across nine sites, with overplay equating to 10.5 match equivalent sessions per week. Improving quality of these pitches (i.e., through increased maintenance or improved drainage) will increase capacity at the sites and consequently reduce both current and future shortfalls.

To illustrate the above, Table 4.1 highlights the current levels of overplay that would be alleviated if quality improved to good at each site. As a reminder, the capacity rating for each type and quality rating as detailed in the table below:

Adult pitches		Youth pitches		Mini pitches	
Pitch quality	Matches per week	Pitch quality	Matches per week	Pitch quality	Matches per week
Good	3	Good	4	Good	6
Standard	2	Standard	2	Standard	4
Poor	1	Poor	1	Poor	2

*Table 4.1: Overplay if all pitches were good quality (match equivalent sessions)*

Site ID	Site name	Analysis area	Current quality	Pitch type	No. of pitches	Capacity rating (MES)	Good quality rating (MES)
9	Blockley Sports & Social Club	North	Poor	Adult	1	0.5	1.5
11	Bourton Rovers Football & Social Club	Mid	Standard	Adult	1	0.5	0.5
12	Bourton Vale Cricket Club	Mid	Standard	Youth 11v11	1	0.5	1.5
13	Charlton Rovers AFC (Shipton Playing Fields)	Mid	Standard	Youth 9v9	1	1	1
36	Fairford RFC	South	Poor	Youth 11v11	1	0.5	2.5
48	Kingshill Sports Complex	South	Standard	Youth 11v11	2	2	2
62	Shipton Moyne Rec Ground	South	Standard	Adult	1	4.5	3.5
70	SWR Leisure	South	Poor	Youth 9v9	1	0.5	1.5
76	Upper Up Playing Fields	South	Standard	Adult	1	1	-

The impact of improving overplayed pitches to good quality is shown in the table above. In the main, overplay would be largely alleviated at all but one site; Shipton Moyne Recreation Ground which would still have 3.5 match equivalent sessions per week of overplay remaining. The overall impact of this equates to a reduction of overplay equating to 10.5 match equivalent sessions per week to 3.5.



# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

Table 4.2: Impact of improving pitch quality on overall supply and demand

Pitch type	Demand (match equivalent sessions per week)			
	Current actual spare capacity	Current overplay	Current total	Potential position with improved pitches
Adult	5.5	6.5	1	2.5
Youth 11v11	1.5	3	1.5	2.5
Youth 9v9	4.5	1.5	3.5	7.5

Making these improvements would, on a districtwide level, theoretically alleviate all overplay. Remaining overplay at Shipton Moyne Recreation Ground would remain, but spare capacity at other sites across the District would balance out the overall position.

### Local Football Facility Plan (LFFP)<sup>4</sup>

As improving the quality of all overplayed sites may not be feasible from an investment point of view, an alternative approach is to focus on improving specific strategic sites. To that end, the Local Football Facility Plan (LFFP) identifies nine sites for grass pitch improvements that are in need of investment and that are key to the development of football across Cotswold. This improvement is led by the County FA and FF with local clubs playing a role in the activation of projects.

The Cotswold LFFP (2018) identified two sites for pitch improvements. The impact on improving these is shown in Table 4.3 below. Pitches at the Corinium Stadium (associated with Cirencester Town Youth FC) are now good quality (having improved since the LFFP was established) and as such there is no theoretical improvement to capacity (albeit the user experience can still be improved and the durability of pitches during inclement weather can also be better withstood).

For Tetbury Memorial Ground improving the quality of pitches would create a total of eight match equivalent sessions of spare capacity.

Table 4.3: Impact of LFFP quality improvements

Site ID	Site name	Pitch type	No. of pitches	Quality	Current capacity rating	Good capacity rating
25	Corinium Stadium	Adult	2	Good	1	N/A
		9v9	2		8	N/A
		7v7	2		11.5	N/A
72	Tetbury Memorial Recreation Ground	Youth 11v11	1	Standard	0.5	2.5
		Youth 9v9	1		2	5
		Mini 5v5	1		3	5

As there is no peak time capacity available on any of the pitches at these two sites, there overall supply vs demand balance of the District would remain consistent with the current findings.

As the LFFP is a live document to be informed by an up-to-date PPS, it is recommended that the priority list is updated on the back of this study to account for changes in demand since the project was completed. To help guide this process, the table below comments on whether the PPS provides evidence to support the inclusion of the sites currently featured.

<sup>4</sup>[Link to Cotswold LFFP](#)

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

Table 4.4: Assessing LFFP priority list (grass pitch improvements)

Site ID	Site name	Comments	LFFP update recommendation
25	Corinium Stadium	Key for youth football.	Retain for improvement
72	Tetbury Memorial Recreation Ground	Key site that contains pitches which are standard quality. Site is in the process of delivering pitch improvements through Football Foundation funding.	Retain for improvement

In addition to the projects already within the LFFP, there is scope to add further projects based on the findings of the PPS to increase capacity of provision in the District as well as improving the user experience of pitches for resident clubs.

Most overplay in the District originates on single pitches; however, these are largely not single pitch sites and including these sites within any LFFP update will work to reduce pitch specific overplay but also benefit the surrounding pitches via capacity improvements. Suggested sites based on PPS findings are as follows:

- ✦ Charlton Rovers AFC (Shipton Playing Field)
- ✦ Fairford RFC
- ✦ Kingshill Sports Complex
- ✦ SWR Leisure

Fairford RFC and SWR Leisure are also key sites for rugby union and there may be overlapping opportunities to see improvements as part of a multi-sport funding offer.

### Loss of tenure at education sites

Currently two education sites in the Cotswolds are accessed by community clubs where there is no tenure arrangement in place. Theoretically, these clubs could be asked to vacate at any time which would result in each requiring new provision to service existing levels of demand.

The football 22/23 affiliation data accounts for Forest Green Rovers Youth FC accessing Royal Agricultural University and Tetbury Town Youth access Sir William Romneys School. In the case of Royal Agricultural University, the site is now accessed by Stratton YFC which has a 15-year lease agreement in place, whilst Tetbury Town Youth FC uses Sir William Romneys for the equivalent amount of demand. The impact on removal of these two sites for community access are highlighted in the table below. Figures presented are in line with the 22/23 affiliation data.

Table 4.5: Assessing LFFP priority list (grass pitch improvements)

Pitch format	Actual spare capacity <sup>5</sup>	Demand (match equivalent sessions)		
		Overplay	Current total	Current total if education sites become unavailable
Adult	5.5	6.5	1	1
Youth 11v11	1.5	3	1.5	4
Youth 9v9	4.5	1	3.5	1
Mini 7v7	2.5	-	2.5	-
Mini 5v5	1	-	1	-

<sup>5</sup> In match equivalent sessions

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## *Reconfiguring grass pitch layout*

One potential means of reducing shortfalls for grass football pitches is re-configuring the use of existing football pitches which are unused to accommodate for formats with the highest need.

Shortfalls currently existing on adult and youth 11v11 pitch formats with no other format having a current or future shortfall. The sites identified below are sites which could be considered for reconfiguration, relative to goalposts and support being provided for site operators and sufficient demand generating the need to change provision formats.

*Table 4.6: Potential grass pitch layouts*

Site ID	Site name	Current grass pitch layout	Current supply and demand balance	Potential grass pitch layout	Potential supply and demand balance
36	Fairford RFC	Youth 11v11 x 1	0.5	Youth 11v11 x 2	0.5
		Youth 9v9 x 2	2	Youth 9v9 x 1	1
48	Kingshill Sports Complex	Youth 11v11 x 2	2	Youth 11v11 x 3	1
		Youth 9v9 x 3	4	Youth 9v9 x 2	2

In addition to these, unused sites with adult football pitches could also be considered for conversion to youth 11v11, particularly where changing rooms are not provided (as these sites typically cannot be utilised for competitive adult play).

## **Recommendations**

- ◀ Protect the existing quantity of pitches (unless replacement provision meets Sport England requirements and is agreed upon and provided).
- ◀ Where pitches are overplayed and assessed as poor or standard quality, prioritise investment and review maintenance regimes to ensure it is of an appropriate standard to sustain use and improve quality.
- ◀ Utilise the Football Foundation's PitchPower app to assist in the improvement and ongoing maintenance of provision.
- ◀ Work to accommodate future demand at sites which are not operating at capacity.
- ◀ Seek to gain access to sites not currently available for community use, particularly where large quantities of pitches are provided, such as The Cotswold School.
- ◀ Improve ancillary facilities where there is a demand to do so and where it can benefit the wider footballing offer, such as Bourton Rovers FC and Tetbury Memorial Recreation Ground.
- ◀ Where appropriate, help to facilitate partnerships and/or lease arrangements with large, sustainable, development-minded clubs to manage their own sites, such as Tetbury Town FC at Tetbury Memorial Recreation Ground.
- ◀ Encourage clubs in the NLS to upgrade to LED sports lighting.
- ◀ Ensure that any large housing developments are provided for and assess the need for new pitch provision through master planning on an individual basis.
- ◀ Where a housing development is not of a size to justify on-site football provision, consider using contributions to improve existing sites within the locality.
- ◀ Protect existing quantity of pitches, including lapsed and disused provision, until all demand is being met (unless replacement provision meets Sport England requirements and is agreed upon and provided).
- ◀ Consider pitch re-configuration where capacity of one pitch type can be used to reduce shortfalls of another, and where it can better accommodate what demand is received.

## Third Generation turf (3G) pitches

### *Assessment Report summary*

#### **3G summary<sup>6</sup>**

##### **Supply:**

- ◀ There is one full size 3G pitch (106 x 72m) within Cotswold, located at Corinium Stadium. In addition to this there is one small sided (55 x 37m) domed 3G pitch, also located at Corinium Stadium. Both pitches are serviced by sports lights and open to community use.
- ◀ The full size 3G pitch at Corinium Stadium is on the FIFA register meaning it can accommodate competitive matches. The site is scheduled to lose its FIFA certification in June 2023.
- ◀ There are no World Rugby Compliant 3G pitches in Cotswold. The nearest of such provision is located at the Cheltenham RFC within Cheltenham.

##### **Quality:**

- ◀ The full-size pitch located at Corinium Stadium is of a standard quality as it is the same surface since its installation in 2017. Comparatively, the small size provision at Corinium Stadium is of a good quality having initially been installed in 2003, with replacement surfaces being installed in 2010 and May 2022.
- ◀ The ancillary provision provided at Corinium Stadium is all of a good quality and accessible to members of the public accessing outdoor provision. The site hosts two good quality changing rooms, four standard quality changing rooms, a large function room and an office space with a viewing point overlooking the stadia pitch.

##### **Supply vs demand analysis:**

- ◀ With 157 football teams currently affiliated to Cotswold, there is a need for four full size pitch equivalents (measuring minimum dimensions of 91 x 55m) to service current levels of demand. Future demand from ONS projections increases this requirement to 4.5 pitches.
- ◀ With one full size and one small sided pitch within Cotswold, there is the need for a further 3 full size pitches (measuring a minimum of 91 x 55m) to be provided (rounded up from a need of 2.75).
- ◀ When studying demand by analysis area, shortfalls are apparent in all three PPS analysis areas, with the South Analysis Area having the largest shortfall of 1.25 full size pitches (with one full size pitch measuring a minimum of 91 x 55m).
- ◀ Comparatively, the Mid Analysis Area shows both a current and future shortfall of one full size pitch, meaning the delivery of one project with a full size 3G pitch (measuring a minimum of 91 x 55m) would be able to accommodate both current and future levels of demand for one of the three analysis areas in the District. None of the three analysis areas are currently adequately catering for current or future demand, however, shortfalls in the North Analysis Area are minimal with it only supporting 16 teams currently accessing pitches.
- ◀ With both sites outlined in the LFFP for the installation of new small sided provision being located in the South Analysis Area, this would support but not resolve the existing shortfalls if delivered.

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<sup>6</sup> A full size 3G pitch is one in which meets the minimum dimensions of 91 x 55m. A small sided pitch is one which falls under these dimensions.

## Scenarios

### *Accommodating football training demand*

In order to satisfy current football training demand (based on the FA's scenario of one full size 3G pitch equivalent being able to cater for 38 community football teams) there is a need for four full size equivalents 3G pitches to accommodate all training demand.

Note, a full size 3G pitch is considered by the FA to measure at least 91 x 55 metres. However, where possible, and where demand requires, pitches should be constructed to a size of 100 x 64 metres.

*Table 4.7: Current demand for full size<sup>7</sup> 3G pitches by analysis area*

Analysis area	Current number of teams	Full size 3G requirement <sup>8</sup>	Current number full size of 3G pitches	Current shortfall (full size)
Mid	30	1	0	1
North	16	0.5	0	0.5
South	111	2.5	1.25	1.25
<b>Total</b>	<b>157</b>	<b>4</b>	<b>1.25</b>	<b>2.75</b>

The broad need for four pitches is also consistent when analysed by analysis area with the South Analysis Area having the highest need for provision, with 1.25 full size pitches (with one full size pitch one full size measuring minimum dimensions of 91 x 55m).

When considering future demand (defined by ONS population casts to 2031) the shortfall in the South Analysis Area increases by 0.5 thus resulting in a full-size pitch shortfall of two pitches (each measuring minimum dimensions of 91 x 55m). There is no change to the need in the remaining analysis areas.

### *Cotswold Local Football Facility Plan*

The Cotswold LFFP (2018<sup>9</sup>) identifies a need for two smaller size 9v9 format 3G pitches. These are at Fairford Town FC and Tetbury Memorial Ground to service the respective football clubs based at each site. Both sites are in the South Analysis Area.

As the LFFP is a live document to be informed by an up to date PPS, the priority project list should be revisited following this study and updated/amended based on the findings. As such, the aforementioned project list has been matched against the table below to see how it services against existing shortfalls.

*Table 4.8: Impact of delivering current LFFP 3G pitch projects on PPS shortfalls*

Analysis area	Potential full size 3G requirement	Current number of full size 3G pitches	Potential full size shortfall	No. of proposed full size 3G pitches	Remaining shortfall
Mid	1	0	1	-	1
North	0.5	0	0.5	-	0.5
South	2.5	1.25	1.25	1	0.25
<b>Total</b>	<b>4</b>	<b>1.25</b>	<b>2.75</b>	<b>1</b>	<b>1.75</b>

<sup>7</sup> A full size pitch is one with dimensions of a minimum of 91 x 55m.

<sup>8</sup> Rounded to the nearest 0.25 pitch

<sup>9</sup>[Link to Cotswolds LFFP](#)

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Based on the existing portfolio of projects identified in the LFFP, if both projects were to be delivered there would remain a shortfall of 1.75 full size pitch equivalents in the District (with one full size pitch measuring a minimum of 91 x 55m).

### *Moving football mini match play demand to 3G pitches*

To further the use of 3G pitches for matches, the FA is particularly keen to work with local authorities and providers within local authorities to understand the potential demand for full size (minimum 91 x 55m) sports lit 3G pitches to cater for different formats of match play.

The FA has an ambition to transfer 50% of mini play on to 3G pitches nationally. Thus, a programme of play has been created for Cotswold to determine how many full size 3G pitches (measuring a minimum of 91 x 55m) would be required to accommodate this, given that peak time for both mini 7v7 and mini 5v5 football is Sunday mornings.

*Table 4.9: Moving all mini matches to 3G pitches*

Time	AGP	Total games/teams
9.30am – 10.30am	4 x 5v5	4/8
10.30am – 11.30am	2 x 7v7	2/4
11.30am – 12.30pm	2 x 7v7	2/4
12.30pm – 1.30pm	2 x 7v7	2/4

Based on the above programming and separate start times for mini 5v5 and mini 7v7 matches, the overall need is for 3.5 full size 3G pitches (with each of the full size pitches measuring a minimum of 91 x 55m) to accommodate all current mini match play demand. This is calculated based on 25 teams playing 5v5 football and 24 teams playing 7v7 football at peak time.

If the current 3G pitch requirement of three additional full size pitches (each measuring 91 x 55m) for training within Cotswold were to be provided; it is feasible that all mini football requirements could be accommodated using the one existing and three additional 3G pitches.

The below looks at the number of full size (91 x 55m) pitches which would be required to accommodate 27 teams currently playing this format within Cotswold at peak time.

*Table 4.10: Moving all 9v9 matches to 3G pitches*

Time	AGP	Total games/teams
10am – Noon	1 x 9v9	1/2
Noon – 2pm	1 x 9v9	1/2
2pm – 4pm	1 x 9v9	1/2

Based on the above programming, there would be a need for 4.5 full size pitches (each measuring a minimum of 91 x 55m) to accommodate all youth 9v9 demand.

Based on the local landscape of football and its more traditional home vs away format, it is unlikely the above approach is viable and the development of 3G pitches provide more so to aid the need for recreational play and training requirements.

### *Forest Green Rovers – Eco Park Relocation*

Forest Green Rovers FC is one of the highest level football clubs in the region. It has an integral link with the Cotswolds, with the Club using provision in the District for its junior academy teams as well for training requirements for its professional men's first team.

Its primary training base for its first team and senior academy teams is at the Coronium Stadium (home of Cirencester Town FC). Gloucestershire FA confirms the Club pays a premium rate for its access to the site. The Club has future plans<sup>10</sup> to develop its own provision which will adequately provide a training base outside of the Cotswolds in Stroud, which it considers to be its primary home location. Currently, its stadium for its men's first time is based in Nailsworth, Stroud.

A relocation of the Club would outside of the District for training purposes would therefore free up space on the only full size 3G pitch in the Cotswold district, at the Coronium Stadium. In relation to midweek evening use (17:00 – 21:00) Forest Green Rovers FC currently utilise 9.5 hours of full pitch use at the site. However, of this access 8.5 hours is on Mondays and Fridays which falls outside of the football peak usage model designed by the Football Association. One hour of use is therefore within the peak usage window on Wednesdays.

When considering this re-location against 3G requirements for the District and associated need for new provision (based on new availability likely to be present on the pitch). It can be determined that the relocation does not impact on existing need which has been identified. This is due to the impact of peak time need, typically between Tuesday, Wednesday, Thursday between 18:00 – 21:00 being broadly unaffected.

### *3G pitch development – Tetbury*

The PPS Assessment Report identifies a need for 1.25 full size 3G pitches in the South Analysis Area of Cotswolds to meet existing demand for football. As a reminder, one full size pitch has minimum dimensions of 91 x 55m. The larger clubs within the Analysis Area are based in and around Tetbury and as such this location has been identified as the most appropriate for the development of a new full size pitch (with minimum dimensions of 91 x 55m).

Gloucestershire FA also highlights demand for 3G provision from Malmesbury area (Wiltshire Council) which would likely access provision in Tetbury to form a full usage programme of any provision which is developed.

SWR Leisure (Tetbury) aspires to develop a full sized 3G pitch (minimum dimensions of 91 x 55m) on its playing field. Likewise, the operators of the Tetbury Memorial Recreation Ground (Dolphins Trust) also have an aspiration for such a development to take place at Tetbury Memorial Recreational Ground.

Both Sport England and the Football Foundation has a preference to the SWR Leisure site as the development would not impact existing cricket or rugby union demand at the site (Tetbury Memorial Ground) and it would also allow for level of curricular usage of the facility throughout the school day. One of the key concerns of developing provision at Tetbury Memorial Ground is the prejudicial impact on cricket and the ability for matches to continue to be played.

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<sup>10</sup> <https://www.fgr.co.uk/eco-park>

On the basis of the above, there is a sound evidence base to see the development of a full size 3G pitch (minimum 91 x 55m) to be developed in Tetbury and football partners and relevant stakeholders should come to a consensus on the most appropriate location relative to sporting outcomes.

### *World Rugby compliant 3G pitches*

World Rugby produced the 'performance specification for artificial grass pitches for rugby', more commonly known as 'Regulation 22' that provides the necessary technical detail to produce pitch systems that are appropriate for rugby union.

The RFU generally support the development of 3G pitches which support rugby union where grass rugby pitches are over capacity and where a pitch would support the growth of the game at the host site and for the local rugby partnership, including local clubs and education establishments. In the case of Cotswold, there are no WR compliant 3G pitches within the District. The nearest example of this provision is situated at Cheltenham RFC.

Locally, capacity shortfalls are identified for rugby union pitches. These are however broadly minimal and not to the extent of which a need to modify existing provision (to install a rugby suitable shock pad) or to create new 3G pitches solely for the benefit of rugby union is warranted. These issues can be addressed via capital investment and maintenance improvements at club sites throughout the district. No clubs further identified this as an investment priority. On the basis of the above, there is no need for WR compliant 3G pitches to be provided in the District.

### **Recommendations**

- ◀ Protect current stock of 3G pitches.
- ◀ Work with relevant partners to deliver additional 3G pitches in the district to cater for football training demand.
- ◀ Work with partners such as the FA, FF, Sport England and other NGBs as applicable to identify the most suitable locations to build new 3G pitches to alleviate known shortfalls, with SWR Leisure as a priority site.
- ◀ Ensure that any new 3G pitches have community use agreements in place.
- ◀ Ensure that all full size (with minimum dimension of 91 x 55) and larger smaller sized pitches remain on the FA register and are re-tested every three years to sustain certification.
- ◀ Ensure all current and future providers have in place a sinking fund to ensure long-term sustainability.
- ◀ Ensure that all new 3G pitches are constructed to meet FA recommended dimensions (minimum 91 x 55m) and quality performance standards.



## Cricket pitches

### Assessment report summary

#### Cricket – supply and demand summary

- ◀ The current broad position in Cotswold is actual spare capacity for peak time senior men's cricket, with all remaining formats also able to be accommodated.
- ◀ Actual spare capacity of 79 MES is present for Saturday demand, a figure that once future demand through Sport England's Playing Pitch Calculator is considered, is removed and overplay of 5 MES is identified.
- ◀ Sunday and Midweek demand continues to display actual spare capacity once future demand is accounted for.
- ◀ The impact of club aspirations which be explored in the Strategy & Action Plan.
- ◀ Eight sites are overplayed, these are; Cirencester CC (both squares), Great Rissington CC, King George V Playing Field (Northleach), Meysey Hampton Playing Fields, Upper Up Playing Fields, Barnsley Beeches CC, Cowley CC and Chedworth CC. Total overplay equates to 65 MES.
- ◀ Despite overall spare capacity being present across the District, clubs such as Cirencester CC, Fairford CC, Chipping Campden CC, Moreton Marsh CC and Tetbury CC all have capacity issues specifically regarding peak time adult demand.

#### Cricket – supply summary

- ◀ In total, there are 36 active cricket sites in Cotswold consisting of grass squares.
- ◀ In total there are 39 grass wicket squares across 36 sites of which 34 squares are available for community use across 33 sites. The three non-community accessible sites are Rendcombe College, The Cotswold School and Westonbirt School and Leisure Centre.
- ◀ There are a seven standalone NTP's within Cotswold all of which are located at education sites and are not available for community use.
- ◀ Six clubs in Cotswold have freehold ownership of its sites, 12 have lease agreements in place and four rent its sites. The remaining clubs either have verbal agreements or are merely on good terms with the landowners.
- ◀ The audit of community available grass wicket cricket squares found six to be good quality, 19 to be standard quality and nine to be poor quality.
- ◀ Several clubs report issues relating to ancillary provision including clubs such as Ampney Crucis CC, Fairford CC and Williamstrip CC.
- ◀ Tetbury CC, Fairford CC, Cirencester CC, Bibury CC, Williamstrip CC and Ampney Crucis CC are all in the process of or have ambitions to enhance its ancillary provision offering.
- ◀ Nine clubs state the demand for additional training facilities at its home site, with developments including the installation of new fixed practice nets and NTP's.
- ◀ There are five disused squares (former grass pitch) within Cotswold, those being Stow-On-The-Wold CC, Guiting Power Village Hall, Kempsford CC, Windrush Valley Field and Avening and Cherrington CC.

#### Cricket – demand summary

- ◀ There are 29 clubs in Cotswold which collectively provide 56 senior men's, seven senior women's, 43 junior boys teams and three junior girls team.
- ◀ Eight clubs within Cotswold currently offer the All-Stars program, whilst seven clubs deliver Dynamos sessions.
- ◀ Four clubs confirm delivering women's and girls' softball sessions which bring total participation figures of 50 participants.
- ◀ Future demand for cricket is identified through team generation rates using Sport England's Playing Pitch Calculator. This equates to the growth of seven senior men's teams, one senior women's team and five junior boys' teams by 2031.
- ◀ Club aspirations equate to the potential growth of four senior men's teams, two senior women's teams, six junior boys' teams and one junior girls' teams. A strategy exploring how future demand through club aspirations shall impact the supply and demand balance shall be explored in the accompanying strategy report.
- ◀ Ampney Crucis CC hosts the only example of imported demand within Cotswold whilst accommodating Swindon Nomads CC. The Club began accessing the site as of 2012, and share pitch allocation with Poulton CC. There are no identified instances of exported demand.

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## Scenarios

### Addressing overplay

Although a regular, sufficient maintenance regime can sustain sites with minimal levels of overplay a reduction in play is recommended to ensure there is no detrimental effect on quality of cricket squares over time.

In Cotswold, overplay is identified at eight sites and across nine squares. The ECB recommends that poor quality squares do not have a carrying capacity due to being unfit for use. Regarding the squares below, six are poor quality. The impact of improving quality at all these sites, to good, where each wicket has a theoretical capacity of five is considered in the table below.

Table 4.11: Overplay if all overplayed squares were good quality

Site ID	Site name	No. of squares	Square quality	No. of wickets	Current overplay (matches per season)	Potential position (matches per season)
17	Cirencester CC	2	Good	10	20	20
			Standard	6	20	14
41	Great Rissington CC	1	Good	10	5	5
46	King George V Playing Field (Northleach)	1	Poor	5	3	17
53	Meysey Hampton Playing Field	1	Poor	7	6	22
76	Upper Up Playing Fields	1	Poor	5	4	16
92	Barnsley Beeches CC	1	Poor	10	3	37
95	Cowley CC	1	Poor	6	1	23
99	Chedworth CC	1	Poor	5	3	17

As seen in the table above, only the squares provided at Cirencester CC (two squares) and Great Rissington CC would continue to be overplayed if the quality were to be improved to good.

Poor-quality squares across Cotswold are only showing small amounts of overplay, that would be removed if quality was only improved to standard. As this is a more achievable recommendation to clubs it should certainly be prioritised.

Cricket squares can be accompanied by non-turf pitches (NTPs), made of a synthetic material that allows users to play on a usable wicket all year round whilst not contributing towards playing demand on natural turf wickets (grass wickets). By the nature of its design, an NTP is able to accommodate significantly more demand than a natural cricket wicket, meaning it can contribute towards addressing overplay issues on grass cricket squares.

Great Rissington CC is not serviced by an NTP and could theoretically benefit from such provision as a way of reducing identified overplay.

The ECB highlights that non-turf pitches which follow its TS6 guidance<sup>11</sup> on performance standards are suitable for high level, senior play and are considered able to take 60 matches per season, although this may include training sessions via the use of mobile nets.

Cirencester CC has an on-site NTP which is suitable for younger aged junior cricket. Higher utilisation of this may provide a capacity benefit but other options could be considered as highlighted below.

### *Hybrid wickets*

Although not readily available within grassroots cricket, there may be potential in the future to address overplay through the installation of hybrid wicket/s on competitive senior squares. The ECB has been working with SIS Pitches on the installation of hybrid cricket wickets at county cricket clubs (2019) and more recently recreational squares such as Perry Hall Park in Birmingham (2021) and Didsbury Cricket Club in Manchester (2022). Due to already good standing provision at Cirencester Cricket Club, and Great Rissington Cricket, there is scope to potentially explore the opportunity to install hybrid wickets in the future.

A hybrid wicket combines natural turf grass with less the 5% of uniquely engineered, soft polyethylene yarn, which has already been used to improve golf tees, tennis courts and pitch surrounds. These wickets are to offer a greater capacity in addition to reducing time on repair works with a faster recovery time. Reports found that hybrid wickets improve surface stability, reduced wear, reduced bowler foot holes and significantly extended hours of playing time.

Ideally, once these become more readily available for community cricket clubs and have gone through the required testing, they could act as a way to increase levels of playing capacity on overplayed squares. This would be particularly beneficial for those sites which are limited on space and cannot create additional wickets due to restrictions things such as boundary length or ball strike.

Although it is difficult at this stage to understand what impact hybrid wickets could have on each site's capacity, it is suggested that it could potentially alleviate all the overplay on all three squares in the District. This assumes that more senior demand can take place on the hybrid wickets allowing for the outer senior wickets to be used/converted for junior demand.

### *Accommodating future demand*

Population growth over the Local Plan period to 2031 is expected to see the population of the district rise from 90,264 to 104,399. The Sport England PPC anticipates this will lead to the creation of seven senior men's teams, one senior women's team and five junior boys' teams.

This future demand cannot be attributed to any one analysis area or club but is important to understand how this can be accommodated across the District. The preceding Assessment Report shows that for men's Sunday cricket, senior women's and all formats of junior cricket there is sufficient capacity (notwithstanding specific club overplay issues).

For senior men's cricket on Saturdays, however, there are shortfalls identified if all future demand is realised equating to five match equivalent sessions. In the main, this is modest and will largely be unfelt at club level but dependent on where demand aligns itself to (i.e. club specific and analysis area specific) they may well be instances of pressure at certain clubs which have high levels of existing demand (i.e. Cirencester CC).

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<sup>11</sup> [Link to ECB website TS6 guidance](#)

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Where increases in demand are causing capacity issues for Saturday cricket, the PPS Assessment identifies that the sites listed below can accommodate for an increase in demand within the peak period and if ground sharing agreements can be fostered then demand could be accommodated for at these sites on Saturday afternoons (based on 2022 season data):

- ◀ Andoversford Sports and Social Club
- ◀ Bibury Cricket Club
- ◀ Blockley Sports & Social Club
- ◀ Ebrington Cricket Club
- ◀ Lechlade Cricket Club
- ◀ Longborough & Sezincote Cricket Club
- ◀ Mickleton Sports Club
- ◀ North Cerney CC
- ◀ Slaughters CC
- ◀ Stowell Park CC

That being said, it is not always realistic for clubs to access other club sites as secondary venues due either increases in demand changing the availability of provision, clubs wishing to protect the quality of provision for their existing teams, or not wanting to permit access altogether. On this basis, it is important to note the role disused provision can play in accommodating demand for cricket in the future.

### *Disused sites*

There are five disused cricket squares in Cotswold located at the following sites:

- ◀ Stow-On-the-Wold CC (Queen Elizabeth II Field)
- ◀ Guiting Power Village Hall
- ◀ Kempsford CC
- ◀ Windrush Valley Field
- ◀ Avening and Cherington CC

Of these sites, provision at Stow-On-the-Wold CC and Avening and Cherington are most akin for cricket usage having had the most recent use and thus requiring the least amount of investment to bring back into use.

The remaining three sites are most likely to need higher levels of capital to get back into a sufficient position for use (albeit this would need to be fully determined via an agronomy report undertake by a turf specialist).

As there are future shortfalls identified for cricket in the District, where possible, a minimum of one of these sites should be retained for the benefit of cricket. Site nearest to prominent clubs exhibiting high levels of demand are likely the best and could, in theory, serve as secondary home venues if suitable partnerships and access arrangements can be made.

### *Tetbury CC Loss of Flicx pitch*

Consultation with Gloucester Cricket Foundation confirms that the use of a Flicx pitch<sup>12</sup> at Tetbury Memorial Recreation Ground (Tetbury CC) is something that clubs within its league do not approve of. This has resulted in the league requesting that it identifies another pitch to play on. It uses currently uses the provision to enable two senior games to take place concurrently on the site.

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<sup>12</sup> [Link to Flicx website](#)

As identified in the accompanying Assessment Report, this temporary form of artificial pitch is rolled onto the senior rugby union pitch at the site which is used predominately by Tetbury RFC. However, Tetbury Rugby Club has purchased a 12 acre site; Pike Field, in the north of Tetbury and plans to relocate to this site in 2025.

Dependent on how demand is satisfied at the new rugby union site, the existing rugby union pitch at Tetbury Memorial Recreation Ground may be able to be repurposed to accommodate a new cricket square (natural turf) or NTP. If this is to take place, the RFU should confirm this is a decision which will not impact on rugby union.

An alternate solution, if the rugby union pitch is to be retained, could be to reinstate the grass wicket squares provided at Avening and Cherington CC. The site is disused, however, of all the disused squares within the District it remains in a fairly good condition and is located just four miles from Tetbury Memorial Recreation Ground. As such, this could offer an alternative venue for the Club. Whilst being in a better condition than the remaining disused squares, the site would likely require some investment to be brought back into use for Tetbury CC.

### ***Recommendations***

- ◀ Protect existing quantity of cricket squares.
- ◀ Retain a supply of disused sites to serve as a strategic reserve for future demand.
- ◀ Improve quality at sites assessed as standard and ensure quality is sustained at sites assessed as good through partnership working with Gloucester County Cricket Board.
- ◀ Address overplay via quality improvements, NTP installation and consideration of hybrid wickets in the future.
- ◀ Look to address the issues regarding the Flicx pitch at Tetbury Memorial Recreation Ground, with the development of a new cricket square (in replacement of the existing rugby union pitch in 2025) or via reinstating the square at Avening and Cherington CC as two possible solutions.
- ◀ Pursue improved security of tenure for clubs without ownership or a long-term lease arrangement in place, particularly those engaging in lease renewals.
- ◀ Improve the changing and ancillary facilities where there is a need to do so, with priorities placed at Cirencester CC, Fairford CC, Tetbury CC, Bibury CC, Williamstrip CC and Ampney Crucis CC through support from Poulton CC
- ◀ Consider options to increase and improve stock of suitable practice facilities, as nine clubs raise this as an issue at their sites.
- ◀ Continue to support ECB initiatives such as All Stars and Dynamos and ensure unaffiliated demand and recreational cricket is provided for.
- ◀ Ensure that any residential development considers potential increases in demand for the sport and that new provision or contributions are properly sought through utilisation of the Sport England Playing Pitch Calculator.
- ◀ Ensure that the applicant of any development adjacent to existing cricket grounds undertakes an appropriate ball-strike assessment to determine need for potential ball strike mitigation requirements.
- ◀ Look to enable community use access to the grass wicket square at Westonbirt College in line with the sites community use stipulation in the planning application for its full sized AGP.

## Rugby union - grass pitches

### *Assessment Report summary*

#### **Rugby union summary**

- There is insufficient level of senior rugby union provision in Cotswold to accommodate current and future demand. Current shortfalls equate to 5.75 match equivalent sessions per week and future demand increases this to 6.75 match equivalent sessions per week.

#### **Pitch supply:**

- There is a total of 36 rugby union pitches in the Cotswolds across 11 sites. This consists of 27 senior pitches and nine mini (mixed aged grade) pitches. Of these, 21 pitches, located at education sites, are unavailable for community use.
- There are no WR compliant 3G pitches located within Cotswold, the nearest available provision is in either Cheltenham or Wiltshire.
- Tetbury RFC is working to develop new provision consisting of three pitches and accompanying ancillary provision at a new site (Pike Field) in Tetbury. It is expected this will be available for use from 2025.

#### **Pitch quality:**

- In terms of quality, of community use pitches, there are five good quality, one standard quality and four poor quality pitches which are available for community use. There are also five poor quality mixed age grade pitches which are also available for community use.
- From a community club perspective, poor quality pitch provision is an issue for Fairford and Tetbury rugby clubs.

#### **Ancillary provision quality:**

- Of the four clubs in the District, good quality provision is available to Cirencester and Stow-on-the-Wold rugby clubs. Poor quality provision is available to Tetbury and Fairford rugby clubs.
- Fairford RFC has aspirational plans to improve its ancillary offer through a partnership with Fairford CC.
- Tetbury RFC has planning permission to provide new ancillary provision, which is expected to be of a good quality at its new site at Pike Field.

#### **Demand:**

- There are four rugby union clubs in Cotswold which in total generate demand equating to 51 teams. As a breakdown, this consists of seven senior men's, three boy's colts, 11 junior boys, one junior girl and 24 mixed age grade teams.
- Future demand from team generation rates equates to one junior boys' team and two mini (mixed age grade) team.
- From an aspirational growth perspective, community clubs have highlighted growth equating to two senior men's teams, one senior women's team, two junior boys' teams and two junior girls' teams.

#### **Supply and demand analysis:**

- There is an overall insufficient supply of provision to cater for both current and future demand. Current shortfalls equate to 5.75 match equivalent sessions per week and future demand increases this to 6.75 match equivalent sessions per week.

## **Scenarios**

### *Improving pitch maintenance and drainage*

Maintenance and drainage solutions are an integral method in improving pitch quality at rugby union sites, ensuring that pitches can accommodate demand throughout the season. Locally, there are several sites which are identified as being overplayed and the following scenario explores what impact improving both the level of maintenance and installation of drainage solutions would have on the capacity of provision.

## COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

The table below illustrates the RFU pitch quality scoring methodology which ascertains the capacity of pitches based on the scoring criteria.

*Table 4.12: Pitch capacity (matches per week) based on quality assessments*

		Maintenance		
		Poor (M0)	Adequate (M1)	Good (M2)
Drainage	Natural Inadequate (D0)	0.5	1.5	2
	Natural Adequate or Pipe Drained (D1)	1.5	2	3
	Pipe Drained (D2)	1.75	2.5	3.25
	Pipe and Slit Drained (D3)	2	3	3.5

The table below looks at what capacity benefits would be ascertained through improvement of both maintenance and drainage solutions in one increment on the above technical criteria. It further looks at the benefit of maximum improvements to both drainage and maintenance to explore maximum benefits.

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Table 4.13: Improving maintenance on all sites/senior pitches by one increment (based on RFU technical criteria)

Site ID	Site name	Number of senior pitches	Current technical score	Quality*	Sports lighting?	Match equivalent sessions (per week)	Pitch Capacity (sessions per week)	Capacity rating	Improved technical score	Improved quality score	Improved capacity rating
23	Cirencester RFC	2	M2/D1	Good	No	4.5	6	1.5	N/A	N/A	N/A
		1	M1/D1	Standard		1.75	2	0.25	M2/D1	Good	1.25
36	Fairford RFC	1	M0/D1	Poor	No	1	1.5	0.5	M1/D1	Standard	1
105	Leaffield Road (Fairford RFC)	1	M0/D0	Poor	No	1	0.5	0.5	M1/D0	Standard	0.5
68	Stow-on-the-Wold RFC	2	M2/D1	Good	Yes	9.25	6	3.25	N/A	N/A	N/A
		1	M2/D1	Good	No	2	3	1	N/A	N/A	N/A
72	Tetbury Memorial Ground	1	M0/D1	Poor	No	2.5	1.5	1	M1/D1	Standard	0.5
70	SWR Leisure (Tetbury RFC)	1	M0/D0	Poor	No	2	0.5	1.5	M1/D0	Standard	0.5

Improving the maintenance of senior pitches at all sites accessed by community clubs would have a theoretical capacity benefit for several clubs. For Cirencester RFC (two pitches) and Stow-on-the-Wold RFC, pitch maintenance is already at an M2 threshold and therefore there is no real opportunity to increase capacity through an increased/improved maintenance offer (based on the RFU capacity criteria). This is because it is considered that both clubs already undertake a good level of technical maintenance to their pitches.

For the remaining sites (including one pitch at Cirencester RFC) there will be a capacity benefit to pitch improvements via maintenance. Overplay at Leaffield Road (Fairford RFC) would be alleviated and overplay at both Tetbury Memorial Ground and SWR Leisure (Tetbury RFCs secondary site) would both reduce to 0.5 match equivalent sessions per week each.



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Table 4.14: Improving drainage on all sites/senior pitches by one increment (based on RFU technical criteria)

Site ID	Site name	Number of senior pitches	Current technical score	Quality*	Sports lighting?	Match equivalent sessions (per week)	Pitch Capacity (sessions per week)	Capacity rating	Improved technical score	Improved quality score	Improved capacity rating
23	Cirencester RFC	2	M2/D1	Good	No	4.5	6	1.5	M2/D2	N/A	1.75
		1	M1/D1	Standard		1.75	2	0.25	M1/D2	N/A	0.75
36	Fairford RFC	1	M0/D1	Poor	No	1	1.5	0.5	M0/D2	N/A	0.75
105	Leafield Road (Fairford RFC)	1	M0/D0	Poor	No	1	0.5	0.5	M0/D2	N/A	0.25
68	Stow-on-the-Wold RFC	2	M2/D1	Good	Yes	9.25	6	3.25	M2/D2	N/A	2.75
		1	M2/D1	Good	No	2	3	1	M2/D2	N/A	1.25
72	Tetbury Memorial Ground	1	M0/D1	Poor	No	2.5	1.5	1	M0/D2	N/A	0.75
70	SWR Leisure (Tetbury RFC)	1	M0/D0	Poor	No	2	0.5	1.5	M0/D1	N/A	1.25

A similar approach to improving maintenance has been undertaken here for drainage installation (through improvement to pitches by one increment on the RFU technical criteria). In this case, for both Cirencester RFC and Stow-on-the-Wold RFC, capacity benefits would be seen with additional spare capacity generated at Cirencester RFC and an overall reduction of overplay across two pitches at Stow-on-the-Wold RFC by 0.5 match equivalent sessions.

For the remaining sites, each would see a slight reduction in overplay, but this would remain higher than when compared to the maintenance improvement position. This shows that maintenance improvements should take priority over capital drainage solutions at sites associated with Fairford RFC and Tetbury RFC.

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Table 4.15: Improving both maintenance and drainage to M2/D3 at all sites/senior pitches (based on RFU technical criteria)

Site ID	Site name	Number of senior pitches	Current technical score	Quality*	Sports lit?	Match equivalent sessions (per week)	Pitch Capacity (sessions per week)	Capacity rating	Improved technical score	Improved quality score	Improved capacity rating
23	Cirencester RFC	2	M2/D1	Good	No	4.5	6	1.5	M2/D3	N/A	2.5
		1	M1/D1	Standard		1.75	2	0.25	M2/D3	Good	1.75
36	Fairford RFC	1	M0/D1	Poor	No	1	1.5	0.5	M2/D3	Good	2.5
105	Leafield Road (Fairford RFC)	1	M0/D0	Poor	No	1	0.5	0.5	M2/D3	Good	2.5
68	Stow-on-the-Wold RFC	2	M2/D1	Good	Yes	9.25	6	3.25	M2/D3	N/A	2.25
		1	M2/D1	Good	No	2	3	1	M2/D3	N/A	1.5
72	Tetbury Memorial Ground	1	M0/D1	Poor	No	2.5	1.5	1	M2/D3	Good	1
70	SWR Leisure (Tetbury RFC)	1	M0/D0	Poor	No	2	0.5	1.5	M2/D3	Good	1.5

This table illustrates the position if all senior pitches in the District which are accessed by community clubs were improved to an M2/D3 threshold. This is the highest threshold a pitch can score based on the RFU technical criteria. In all cases, overplay would be removed and a moderate amount of spare capacity generated on all sites, aside from the overplayed pitches at Stow-on-the-Wold RFC which would see overplay reduced.

### ***Stow-on-the-Wold RFC***

For Stow-on-the-Wold RFC, the impact of capital drainage solutions will not overcome its overplay issues. As such, other opportunities need to be considered, however, the shortfalls are not substantial enough to warrant the development of a dedicated 3G pitch (or likewise a shock pad to be installed on any forthcoming development of such provision).

On this basis, where, and if, opportunities present themselves in the future for land acquisition on an adjacent field to provide new senior pitches (or likewise, generic playing field with sports lighting for training purposes) then this should be explored further as an option to relieve capacity shortfalls. The RFU confirm the Club is working towards installing a fourth pitch in the adjacent field to its site.

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### *Improving sports lighting at Cirencester RFC*

Consultation with Cirencester RFC confirms it has an ambition to increase the number of sports lit pitches at its site. The RFU confirm the Club has been in receipt of Section 106 funding to install sports lights on one of its senior pitches.

All training demand at the site currently takes place on a dedicated sports lit training area which is not of a sufficient size to accommodate continued demand for all its competitive teams which train midweek during autumn and winter months and as such require this sports lighting. As all pitches have a level of spare capacity there is scope to provide this on existing marked pitches without exacerbating or causing shortfalls to appear. On this basis, any proposal to develop sports lighting on the site should be supported.

*Table 4.16: Current space capacity at Cirencester RFC*

Site ID	Site name	Current number of senior pitches	Current technical score	Quality*	Sports lit?	Match equivalent sessions per week	Capacity rating
23	Cirencester RFC	2	M2/D1	Good	No	4.5	1.5
		1	M1/D1	Standard		1.75	0.25

## ***Alleviating overplay at club specific sites***

### *Leafield Road (Fairford RFC)*

Leafield Road is a satellite site accessed by Fairford RFC for its mini (mixed age grade) and singular junior team. It is overplayed by 0.5 match sessions per week. As evidenced in Table 4.13, this overplay can be alleviated through pitch maintenance improvements on the site (from M0 to M1).

### *Stow on the Wold RFC*

Stow on the Wold RFC has a cumulative site overplay of 3.25 match equivalent sessions per week. Capital drainage solutions or maintenance improvements are not sufficient to alleviate this (as evidenced in Table 4.13 and 4.14). As such, other opportunities need to be considered.

The shortfall of 3.25 match equivalent sessions is not considered by the RFU to be sufficient to warrant the need for a WR22 compliant 3G pitch to be provided. On this basis, where, and if, opportunities present themselves in the future, land acquisition near or adjacent to the site to provide a new pitch (or floodlit training area) provided at an M2/D2 standard would fully alleviate shortfalls. The RFU confirm the Club is working towards installing a fourth pitch in the adjacent field to its site.

### *Tetbury Memorial Ground (Tetbury RFC)*

Tetbury Memorial Ground has a shortfall of one match equivalent session per week. This can be alleviated through a combination of maintenance and drainage solutions as identified in Table 4.15.

It is however noted that Tetbury RFC will be relocating from its site to Pike Field in 2025. This is a new development which will provide two senior pitches and a junior pitch. Dependent on the quality provision is provided to, it is likely this will resolve capacity shortfalls identified. This will need to be monitored as part of Stage E.

### *SWR Leisure (Tetbury RFC)*

SWR Leisure is a satellite site accessed by Tetbury RFC to accommodate its mini (mixed age grade) teams. Shortfalls on the site equate to 1.5 match sessions per week. This can be alleviated via maintenance and drainage solutions as identified in Table 4.15. The development of Pike Field may also provide a role in reducing this overplay. This will need to be monitored as part of Stage E.

## ***Recommendations***

- ◀ Protect the existing quantity of rugby union pitches including those used for curricular and extra-curricular demand.
- ◀ Work to undertake targeted pitch improvements at sites associated with Fairford RFC and Cirencester RFC to alleviate shortfalls at these sites.
- ◀ Support clubs in taking part in the GMA pitch advisory service to explore technical requirements to improve pitch quality to address overplay.
- ◀ Explore land acquisition and potential to develop new pitch provision close to Stow-on-the-Wold RFC to alleviate overplay associated with the Club.
- ◀ Support Cirencester RFC in its aspirations to provide additional sports lighting.
- ◀ Work with clubs to improve their ancillary offer where this a need to do so.
- ◀ Ensure that any residential development considers potential increases in demand for the sport and that new provision or contributions are properly sought through utilisation of the Sport England Playing Pitch Calculator.

## Hockey pitches (sand/water-based AGPs)

### *Assessment Report summary*

#### **Hockey summary**

- ◀ There is sufficient supply of hockey suitable pitches in Cotswold from a programming perspective to accommodate current levels of peak time demand.
- ◀ Future demand of one senior ladies team and two junior teams can be accommodated on current provision from a programming perspective.
- ◀ With both AGP's provided at the Royal Agricultural University and The Cotswold School nearing end of life, there is the need to provide pitch replacements at both sites in order to accommodate existing and future hockey demand.

#### **Pitch supply:**

- ◀ There are five full size hockey suitable AGPs in Cotswold located across as many sites. Four of these pitches are open to community use with the AGP at Rendcombe College being the only provision with no formal community use agreement in place.
- ◀ Westonbirt School is scheduled to have an AGP and accompanying clubhouse with two changing rooms installed, with a proposed deadline of completion being 2023. The school state it does not know if the site shall be accompanied by sports lights or if a community use agreement shall be reached, however, it was acceptant to the idea if an arrangement that fits around curricular demand can be decided.

#### **Pitch quality:**

- ◀ The full-size pitch at Rendcombe College resembles the only good quality playing provision within the District, with the AGP receiving a carpet replacement in 2019. Provision found at Cirencester Deer Park School and Everyone Active Chipping Campden are both of a standard quality, with the former being five years of age and the latter seven years old.
- ◀ The AGPs provided at the Royal Agricultural University and The Cotswold School are both of a poor quality and in need of replacement surfaces before reaching condemnation. The Cotswold School does not have a sinking fund in place for its provision, whilst details regarding the Royal Agricultural University are unknown.

#### **Affiliated demand:**

- ◀ There are four hockey clubs within Cotswold, those being Cirencester HC, Chipping Campden HC, Blockley Ladies HC and Bourton and Sherbourne HC.
- ◀ Cirencester HC hosts five senior mens teams, four ladies teams and six junior teams. Chipping Campden HC has one ladies team, Blockley Ladies HC provide two ladies teams and a junior team, whilst Bourton and Sherbourne HC accommodate two senior ladies teams, one senior mens team and a junior team.
- ◀ Cirencester HC access both Deer Park School and Royal Agricultural University for home fixtures. Chipping Campden HC and Blockley Ladies HC both access Everyone Active Chipping Campden School, whilst Bourton and Sherbourne HC play at The Cotswold School.
- ◀ Future demand from Cirencester HC is to gain a fifth senior ladies team as of the 2022/23 season, whilst Blockley Ladies HC hope to gain a junior boys and a junior girls team. Future demand from Cirencester HC can be accommodated for from a programming perspective at Royal Agricultural University, however, given the age of provision the site should not be outlined for increasing in usage.

#### **Supply and demand analysis conclusions:**

- ◀ Based on current levels of demand, there is a sufficient supply of provision to accommodate existing demand, however, if necessary, pitch replacements are not undertaken at Royal Agricultural University and The Cotswold School, both pitches shall reach a point of condemnation during the lifespan of the PPS.
- ◀ Future demand can be accommodated with existing provision if replacement surfaces are provided at the Royal Agricultural University and The Cotswold School.

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## Scenarios

### Meeting demand for hockey suitable AGPs

The PPS Guidance suggests that a pitch with sports lighting can accommodate four match equivalent sessions on a Saturday. With teams playing on a home and away format, this equates to one AGP being able to cater for eight 'home' teams (one team requires 0.5 match equivalent sessions per week on its 'home' AGP).

The table below outlines the position for hockey usage across all the hockey suitable sites across the District. In the main, all pitches are operating at capacity. The only pitch to be considered as having spare capacity is at Everyone Active Chipping Camden School. The pitch at Rendcombe College is unavailable to the community and as such has not been allocated any capacity for use. Lastly, the pitches at Royal Agricultural College and the Cotswold School have had their capacities reduced due to the poor quality surfaces not being recommended to accommodate for an increase in demand.

Table 4.17: Hockey usage and spare capacity

Site ID	Site name	Site user	Current use in peak period (MES)	Spare capacity?
18	Cirencester Deer Park School	Cirencester HC	4 MES	No
34	Everyone Active Chipping Camden School	Chipping Campden HC Blockley Ladies HC	2 MES	Yes
59	Rendcombe College	-	0 MES	No
60	Royal Agricultural University	Cirencester HC	3 MES	No
75	The Cotswold School	Bourton and Sherbourne HC	3 MES	No

Table 4.18: Quality of existing hockey suitable artificial grass pitches

Site ID	Site name	Surface type	User	Quality rating	Built/resurfaced
18	Cirencester Deer Park School	Sand dressed	Cirencester HC	Standard	2003 / 2017
34	Everyone Active Chipping Camden School	Sand dressed	Chipping Campden HC -Blockley Ladies HC	Standard	2015
59	Rendcombe College	Sand dressed	-	Good	2010 / 2019
60	Royal Agricultural University	Sand filled	Cirencester HC	Poor	2003
75	The Cotswold School	Sand filled	Bourton and Sherbourne HC	Poor	2005

Based on the above, it can be determined that the quantity of provision for the District is sufficient, however, the quality of provision servicing clubs insufficient at two sites (those being the Royal Agricultural College and The Cotswold School).

As it stands, the pitch at Rendcombe College serves no role in servicing demand but if suitable relationships could be forged with the school, it could theoretically act as a strategic reserve site or alternatively a home site for one of the clubs accessing poor quality provision.

Likewise, as highlighted in the preceding assessment report, Westonbirt School has plans to build a new full size hockey suitable pitch in 2023 and is not opposed to allowing community bookings for an appropriate club. This could further be an option if the usability of existing sites comes to a position in which a club may need to relocate.

### *Conclusion*

There is a sufficient quality of pitches in the District to accommodate current hockey demand. However, quality improvements are needed at existing sites to sustain current home venues for Cirencester HC and Bourton and Sherbourne HC.

Future opportunities to access provision at Rendcombe College and Westonbirt College may also present opportunities as strategic reserve sites if suitable relationships can be forged between clubs and providers. This may require England Hockey or the Active Partnership to support relationship management. In the case of Westonbirt College, the Gen 2 pitch development planning application has a community use agreement stipulation outlined.

### **Converting sand-based AGPs to 3G**

Since the introduction of 3G pitches and given their popularity for football, providers have seen this as a way of replacing their tired sand-based carpet and generating money from hiring out a 3G pitch to football clubs and commercial football providers. This has come at the expense of hockey, with players now travelling further distances to gain access to a suitable pitch and many teams being displaced from their preferred geographical area.

Due to its impact on hockey, it is appropriate to ensure that sufficient sand-based AGPs are retained for the playing development of the sport. To that end, a change of surface should require a planning application and, as part of that, the applicants should have to show that there is sufficient provision available for hockey in the locality. Opportunities to incorporate this into planning policy should therefore be explored, and advice from Sport England and EH should also be sought prior to any planning application being submitted.

It should also be noted that, if a surface is changed, it could require the existing sports lighting to be changed and, in some instances, noise attenuation measures may need to be put in place.

The 3G surface is limited in the range of sport that can be played or taught on it. Those proposing a conversion should take advice from the appropriate sports' governing bodies or refer to Sport England guidance 'Selecting the Right Artificial Grass Surface'<sup>13</sup>.

### **Recommendations**

- ◀ Protect all sand based AGPs for continue hockey use.
- ◀ Improve quality of the AGP at the Royal Agricultural College and The Cotswold School.
- ◀ Ensure all hockey suitable AGPs have a sinking fund in place for their eventual refurbishment.
- ◀ Work to secure community access to provision which is planned for development in the future through a secure community use agreement.
- ◀ Ensure that any residential development considers potential increases in demand for the sport and that new provision or contributions are properly sought through utilisation of the Sport England Playing Pitch Calculator.

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<sup>13</sup> [Link to Sport England Guidance for outdoor surfaces](#)



## Polo

### *Assessment Report summary*

#### **Polo - summary**

- ◀ There is a total of 25 polo pitches across five sites in Cotswold.
- ◀ There are four polo clubs identified within Cotswold, all of which, are located within the South Analysis Area.
- ◀ All provision provided across Cotswold is of a good quality.
- ◀ There is an adequate amount of polo pitches to meet the needs of both current and future demand.

### *Recommendations*

- ◀ Protect the existing supply of provision as to ensure current and future demand for polo can be accommodated within the District.
- ◀ Sustain current quality of provision on existing pitches.

## PART 5: STRATEGIC RECOMMENDATIONS

The strategic recommendations for the Strategy have been developed via the combination of information gathered during consultation, site visits and analysis which culminated in the production of an assessment report, as well as key drivers identified for the Strategy. They reflect overarching and common areas to be addressed, which apply across playing pitch and outdoor sport facilities and may not be specific to just one sport.

### AIM 1

To **protect** the existing supply of outdoor sport facilities and ancillary facilities where it is needed for meeting current and future needs.

#### Recommendations:

- a. Ensure, through the use of the PPS, that outdoor sport facilities are protected through the implementation of local planning policy.
- b. Secure tenure and access to sites for high quality, development minded clubs, through a range of solutions and partnership agreements.
- c. Maximise community use of education facilities where needed.

#### **Recommendation (a) – Ensure, through the use of the PPS, that outdoor sport facilities are protected through the implementation of local planning policy.**

The PPS shows that all existing playing field and outdoor sport sites cannot be deemed surplus to requirements because of shortfalls now and in the future. As such, all provision requires protection or replacement until all identified shortfalls have been overcome. This includes lapsed, disused (including any which may not have been identified in this document) underused and poor quality sites as there is a requirement for such provision to help meet and alleviate the identified shortfalls.

When shortfalls are evident, provision can only be permanently lost when the current picture changes to the extent that the site in question is no longer needed as a result of no shortfalls existing, or unless replacement provision is provided and agreed upon by all stakeholders. NPPF paragraph 99 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- ◀ An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- ◀ The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- ◀ The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

The PPS should be used to help inform development management decisions that affect existing or new playing pitch provision and accompanying ancillary facilities. All applications are assessed by the Local Planning Authority on a case-by-case basis taking into account site specific factors. In addition, Sport England is a statutory consultee on planning applications that affect or prejudice the use of playing field used within the last five years. They will use the PPS to help assess the planning application against its Playing Fields Policy.

## *Policy Exception E1:*

'A carefully quantified and documented assessment of current and future needs has demonstrated to the satisfaction of Sport England that there is an excess of playing field provision in the catchment, and the site has no special significance to the interests of sport'.

Where the PPS cannot demonstrate that the site, or part of a site, is clearly surplus to requirements then replacement of the site, or part of a site, will be required to comply with the remaining Sport England policy exceptions.

## *Policy Exception E2*

'The proposed development is for ancillary facilities supporting the principal use of the site as a playing field and does not affect the quantity and quality of playing pitches or otherwise adversely affect their use'.

## *Policy Exception E3*

The proposed development affects only land incapable of forming part of a playing pitch and does not:

- ◀ Reduce the size of any playing pitch;
- ◀ Result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas);
- ◀ Reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain quality;
- ◀ Result in the loss of other sporting provision or ancillary facilities on the site;
- ◀ Prejudice the use of any remaining areas of playing field on the site'.

## *Policy Exception E4:*

'The playing field or fields to be lost as a result of the proposed development would be replaced, prior to the commencement of development, by a new playing field site or sites:

- ◀ of equivalent or better quality and
- ◀ of equivalent or greater quantity;
- ◀ in a suitable location and;
- ◀ subject to equivalent or better management arrangements.

## *Policy Exception E5*

The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice of use, of the area of playing field'.

Disused sites should also be protected from development or replaced in accordance with Sport England's policy exceptions as they currently provide a solution to reducing identified shortfalls. Any disused playing fields are included within this Action Plan together with a recommendation in relation to bringing the site back into use or to mitigate the loss on a replacement site to address the shortfalls identified.

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It may be appropriate to consider rationalisation of certain low value playing pitch sites (i.e. one/two pitch sites with no changing provision) to generate investment and focus resources towards creating bigger and better quality venues (hub sites). Such sites could then be re-purposed to meet other recreational needs or, if appropriate and agreed could be developed for other uses. It is vital, however, that there is no net loss of facilities and that replacement provision is in place and available for use prior to existing provision being lost.

## **Recommendation (b) – Secure tenure and access to sites through a range of solutions and partnership agreements.**

Unlike some authorities nationally, there is not too much an overreliance for on the education sector to provide for most of the demand for playing pitch & outdoor sport facilities. However, where this is the case, particularly for the likes of hockey, it is imperative that future opportunities to secure tenure for clubs is explored and progressed where possible.

The following schools provide community use to clubs. These clubs and the sport are detailed in the table below.

*Table 5.1: Known use of education sites*

School	Club	Sport
Royal Agricultural School	Forest Green Rovers Youth FC Cirencester HC	Football Hockey
Sir William Romney	Tetbury FC Juniors Tetbury RFC	Football Rugby Union
The Cotswold School	Bourton and Sherbourne HC	Hockey
Cirencester Deer Park School	Cirencester HC	Hockey

Not having fully formalised usage presents a risk for those clubs using these sites as community use could technically be terminated at any time.

For unsecure sites, NGBs, Sport England and other appropriate bodies such as England Hockey can often help to negotiate and engage with providers where the local authority may not have direct influence. This is particularly the case at sites that have received funding from these bodies or are going to receive funding in the future as community access can be a condition of any agreement.

In the context of the Comprehensive Spending Review<sup>14</sup> which announced significant public spending cuts, it is increasingly important for the Council to work with voluntary sector organisations to enable them to take greater levels of ownership and support the wider development and maintenance of facilities. To facilitate this, where practical, the Council should support and enable clubs to generate sufficient funds, providing this is to the benefit of sport.

The Council (including parish and town councils) and private landlords (as relevant) should further explore opportunities where security of tenure could be granted via lease agreements (minimum 25 years as recommended by Sport England and NGBs) so that clubs are in a position to apply for external funding. This is particularly the case at poor quality sites, possibly with inadequate or no ancillary facilities, so that quality can be improved and sites developed.

Local sports clubs should be supported by partners including the Council (where relevant), parish and town councils and NGBs to achieve sustainability across a range of areas including management, membership, funding, facilities, volunteers and partnership work.

<sup>14</sup> [Link to Government website](#)

For example, club development should be support and clubs should be encouraged to develop evidence of business and sports development plans to generate income via their facilities.

All clubs could be encouraged to look at different management models such as registering as Community Amateur Sports Clubs (CASC)<sup>15</sup>. They should also be encouraged to work with partners locally, such as volunteer support agencies or local businesses.

Each club interested in leasing a council site (including those from parish and town councils) should be required to meet service and/or strategic recommendations. An additional set of criteria should also be considered, which takes into account club quality, aligned to its long-term development objectives and sustainability, as seen in the table below.

*Table 5.2: Recommended criteria for lease of sport sites to clubs/organisations*

Club	Site
<p>Clubs should have NGB accreditation award.</p> <p>Clubs commit to meeting demonstrable local demand and show pro-active commitment to developing school-club links.</p> <p>Clubs are sustainable, both in a financial sense and via their internal management structures in relation to recruitment and retention policy for both players and volunteers.</p> <p>Ideally, clubs should have already identified (and received an agreement in principle) any match funding required for initial capital investment identified.</p> <p>Clubs have processes in place to ensure capacity to maintain sites to the existing, or better, standards.</p>	<p>Sites should be those identified as 'Local Sites' (recommendation d) for new clubs (i.e. not those with a district-wide significance) but that offer development potential.</p> <p>For established clubs which have proven success in terms of self-management 'Key Centres' are also appropriate.</p> <p>Sites should acquire capital investment to improve or be leased with the intention that investment can be sourced to contribute towards improvement of the site.</p>

The Council (and likewise, Parish and Town Councils) could establish core outcomes to derive from clubs taking on a lease arrangement to ensure that the most appropriate are assigned sites. Outcomes may, for example, include:

- ◀ Increasing participation.
- ◀ Supporting the development of coaches and volunteers.
- ◀ Commitment to quality standards.
- ◀ Improvements (where required) to facilities, or at minimum retaining existing standards.

In addition, clubs should be made fully aware of the associated responsibilities/liabilities when considering leases of multi-use public playing fields. It is important in these instances that the site, to some degree, remains available for other purposes or for other users.

For clubs with lease arrangements already in place, these should be reviewed when fewer than 25 years remain to improve security of tenure and aid the attraction of funding; clubs with fewer than 25 years remaining on a lease agreement are unlikely to be eligible for external funding.

<sup>15</sup> <http://www.cascinfo.co.uk/cascbenefits>

### **Recommendation (c) - Maximise community use of education facilities where needed**

To maximise community use of education facilities more coherent, structured relationship with schools is recommended. The ability to access good facilities within the local community is vital to any sports organisation, yet many clubs struggle to find good quality places to play and train.

A large number of sporting facilities are located on education sites and making these available to sports clubs can offer significant benefits to both the schools and local clubs, as well helping to reduce identified shortfalls. It is, however, common for school provision not to be fully maximised for community use, even on established community use sites.

Although there are a growing number of academies over which the Council has little or no control, it is still important to understand the significance of such sites and attempt to work with the schools where there are opportunities for community use. In addition, relevant NGBs have a role to play in supporting the Council to deliver upon this recommendation and communicating with schools where necessary to address shortfalls in provision.

Where new schools are provided in major new residential developments, they should be designed to facilitate community access, with opportunities for meeting the community's outdoor sports needs explored at the outset to maximise the potential for facility provision to be made within the developments, if appropriate. An example of this is ensuring the provision of youth 11v11 and/or youth 9v9 grass football pitches, given current shortfalls and their suitability for the playing format of students, or multi-use provision such as sports lit courts that can accommodate both tennis and netball activity.

As detailed earlier, NGBs, the Active Partnership and Sport England can often help to negotiate and engage with schools where the local authority may have limited direct influence. This is particularly the case at sites that have received funding from the relevant bodies or are going to receive funding in the future as community access can be a condition of the funding agreement.

## **AIM 2**

To **enhance** outdoor sports facilities and ancillary facilities through improving quality and management of sites.

### **Recommendations:**

- d. Maintain quality and seek improvements where necessary.
- e. Adopt a tiered approach (hierarchy of provision) to the management and improvement of sites.
- f. Work in partnership with stakeholders to secure funding.
- g. Secure developer contributions.

### **Recommendation (d) – Improve quality**

There are several ways in which it is possible to increase pitch quality and these are explored below.

#### ***Ground Management Association (GMA) Pitch Advisory Service***

With quality of grass pitches becoming one of the biggest influences on participation, the Pitch Advisory Service (PAS, formerly the Grounds and Natural Turf Improvement Programme) was launched in 2014 and is funded by the GMA and its partners; the Football Foundation, Sport England, FA, ECB, RFU and RFL.

Its aim is to raise the standards of sports surfaces as well as the understanding of sports turf management practices among grassroots clubs across England and Wales. The PAS provides an enhanced network of support and expertise available to those maintaining natural turf pitches, particularly at a local level.

The service can be utilised by grassroots clubs, organisations and local authorities with the simple aim of improving the quality of grass pitches. The key principles behind the service are to provide members of the programme with advice/practical solutions via a report which will also identify the key enhanced maintenance works required along with machinery requirements.

Pitch providers are encouraged to complete a self-assessment of pitches using the Football Foundation PitchPower app. In August 2022, PitchPower was re-launched, with enhanced capability to support use beyond football pitches and is now accessible for the assessment of natural turf pitches for cricket, rugby league and rugby union.

In relation to cricket specifically, maintaining high pitch quality is the most important aspect of the sport. If the wicket is poor, it can affect the quality of the game and, in some instances, become dangerous. The ECB recommends full technical assessments of wickets and pitches available through a Performance Quality Standard (PQS) assessment. The Performance Quality Standard Assessment assesses a cricket square to ascertain whether it meets the standards that are benchmarked by the Ground Management Association.

## *Football Foundation PitchPower Assessment*

The Premier League, The FA and the Football Foundation are increasing efforts to improve the quality of grass pitches in England with the launch of the PitchPower app. Launched in 2020 alongside the Football Foundation Pitch Preparation Fund, The app is a new digital self-assessment tool to allow reports and recommendations to be made more quickly and easily once submitted for review by GMA regional pitch advisors.

The tool across mobile app and desktop is open to access by all providers, for example clubs, schools and local authorities. Following a PitchPower Assessment Report, organisations can work towards the recommended dedicated maintenance regime identified to improve the quality of their pitches.

In addition to non-technical assessments, a second assessment was undertaken for grass football pitches in April 2021 at 16 local authority managed/publicly accessible sites using the Football Foundation PitchPower app. Consequently, technical recommendations have been established through the PPS process for the local authority to act upon in delivering any improvement, whilst this exists at some club managed sites already.

## *Football Foundation Grass Pitch Maintenance Fund (GPMF)*

Eligible clubs and organisations can also utilise the report as an evidence base to acquire potential funding streams, for example, to obtain the required maintenance equipment. If a PitchPower assessment categorises pitches as 'poor' or 'basic' they are then eligible to apply for funding through the Football Foundation through the Grass Pitch Maintenance Fund<sup>16</sup>, a fund offering six-year tapered grants to help clubs enhance or sustain the quality of their grass pitches. The fund is a key part of the Football Foundation's Grass Pitch Improvement Programme - an ambition to deliver 20,000 good quality grass pitches by 2030. Clubs with good or standard quality pitches can also apply for a lower level of funding to improve and sustain quality.

All applicants must have the required security of tenure and have received a PitchPower Pitch Assessment Report, with the fund currently open to football clubs, leagues, and charities. Local authorities are not currently eligible applicants, however, clubs, leagues and charitable organisations using local authority sites can apply provided they have security of tenure.

The Council is not presently eligible to access the GPMF as an applicant, however, can undertake technical assessment of pitches using the PitchPower app. Opportunities to access the fund to support presently Council managed sites include establishment of a service level agreement with a resident club for maintenance responsibilities, or transfer of long-term management to the club/organisation through leasehold or CAT, both enabling the club/organisation to apply to the fund.

Furthermore, the Football Foundation also launched a new Groundskeeping Community online platform in 2019 which provides a resource of expert advice for grounds staff, enabling them to connect with peers, discover new tips and tricks and share advice on best industry practice. Users can seek guidance from the GMA regional pitch advisors, who are available to answer questions and update members on changes to industry standards.

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<sup>16</sup> [Link to grass pitch maintenance fund](#)



## Addressing overplay

In order to improve the overall quality of the outdoor facility stock; it is necessary to ensure that provision is not overplayed beyond recommended carrying capacity. This is determined by assessing quality (via a non-technical site assessment) and allocating a match limit to each (daily for hockey, weekly for football and rugby union and seasonal for cricket).

The FA, RFU, RFL, ECB and EH all recommend a number of matches that pitches should take based on quality, as seen in the table below. For other grass pitch sports, no guidelines are set by the NGBs although it can be assumed that a similar trend should be followed.

Table 5.3: Capacity of pitches

Sport	Pitch type	No. of matches		
		Good quality	Standard quality	Poor quality
Football	Adult pitches	3 per week	2 per week	1 per week
	Youth pitches	4 per week	2 per week	1 per week
	Mini pitches	6 per week	4 per week	2 per week
Rugby union	Natural Inadequate (D0)	2 per week	1.5 per week	0.5 per week
	Natural Adequate (D1)	3 per week	2 per week	1.5 per week
	Pipe Drained (D2)	3.25 per week	2.5 per week	1.75 per week
	Pipe and Slit Drained (D3)	3.5 per week	3 per week	2 per week
Cricket	One grass wicket	5 per season	4 per season	0 per season
	One synthetic wicket	60 per season		
Hockey	Full size AGP	4 per day	4 per day	4 per day
Polo	Pitches	N/A	N/A	N/A

It is imperative to engage with clubs to ensure that sites are not played beyond their capacity. Where overplay is identified, play should be encouraged, to transfer to alternative venues that are not operating at capacity. Alternatively quality, should be improved to increase capacity to appropriate levels. Where play is transferred, this may include transferring play to 3G pitches or to sites not currently available for community use but which may be in the future.

For cricket, an increase in the usage of NTPs (or hybrid wickets when suitable) is key to alleviating overplay as this allows for the transfer of junior demand from grass wickets. It also does not require any additional playing pitch space as NTPs can be installed adjacent to existing squares.

For rugby union, most overplay can be resolved through improvements to pitch maintenance or via capital drainage solutions. Only Stow-on-the-Wold RFC has a need options outside of enhancing existing provision.

As mentioned earlier, there are also sites that are poor quality that are not overplayed. These should not be overlooked as often poor quality sites have less demand than others but demand could increase if the quality were improved. It does, however, work both ways as potential improvements may make sites more attractive and therefore more popular, which in the long run can lead again to them becoming poor quality pitches if not properly maintained.

## ***Improving changing provision***

There is a need to address changing provision at some sites in the District, these are generally centred at either club or parish/town council managed sites.

Sites which predominantly accommodate adult and/or older junior age group sports should be prioritised for improvements, whilst there is a trend for younger junior age groups (particularly for football) not to require use of changing provision, with suitable male and female toilet provision for players and spectators considered to be of greater importance.

The following sites are identified locally as ones where improvements are needed:

- ◀ Baunton Lane Playing Field
- ◀ Fairford RFC
- ◀ Ampney Crucis Cricket Club
- ◀ Horcott Road Playing Fields
- ◀ Barnsley Beeches Cricket Club
- ◀ Maurice Thornton Playing Fields
- ◀ Chedworth Cricket Club
- ◀ Mickleton Sports Club
- ◀ Cockrup Farm (Williamstrip CC)
- ◀ Naunton Recreation Ground
- ◀ Cowley Cricket Club
- ◀ North Cerney Cricket Club
- ◀ Duntisbourne Abbots Cricket Club
- ◀ Tarbarrow Cricket Club
- ◀ Everyone Active Chipping Camden
- ◀ Tetbury Town FC / Tetbury RFC
- ◀ Fairford Cricket Club
- ◀ Willersey Recreation Ground

In addition to the above, Cirencester CC has a purpose and vision strategy of enhancing its site, of which improving its existing clubhouse by 2025 is one of the main goals. This should be supported as by relevant partners to ensure it can continue to be one of the leading cricket clubs in the region.

Further to the above, King George's (Stow on the Wold), Sherbourne Playing Fields, Hatherop Playing Fields and Chipping Campden Recreation Ground each site has been excluded from Table 2.6 as they do not have any form of ancillary provision. In the case of Chipping Campden Recreation Ground, football users are not granted access to the Baden Powell Centre which is located on site.

## **Recommendation (e) – Adopt a tiered approach (hierarchy of provision) to the management and improvement of sites**

To allow for facility developments to be programmed on a phased basis the Council should adopt a tiered approach to the management and improvement of outdoor sport sites and associated facilities. Please refer to Part 6: Action Plan for the proposed hierarchy.

## **Recommendation (f) – Work in partnership with stakeholders to secure funding**

Partners should ensure that appropriate funding secured for improved sports provision is directed to areas of need, underpinned by a robust strategy for improvement in outdoor sport provision and accompanying ancillary facilities.

To address community need a coordinated approach to strategic investment is required. In delivering this recommendation, the Council should maintain a regular dialogue with local partners through the PPS Steering Group.

Although some investment in new provision will not be made by the Council directly, it is important that the Steering Group directs and leads a co-ordinated approach to facility development whether made at/by education sites, NGBs, sports clubs and the commercial sector. This is to ensure that the extent to which it addresses community need is optimised and duplication is avoided.

One of sport's key contributions is its positive impact on public health. It is therefore important to lever in investment from other sectors such as, for example, health and wellbeing. Sport and physical activity can have a profound effect on peoples' lives, and plays a crucial role in improving community cohesion, educational attainment and self-confidence.

### **Recommendation (g) – Secure developer contributions**

It is important that this strategy informs policies and supplementary planning documents by setting out the approach to securing sport and recreational facilities through new housing development contributions.

For playing pitches, it is recommended the Council use Sport England's Playing Pitch Calculator as a tool for helping to determine the additional demand for pitches and to estimate the likely developer contribution required linking to sites within the locality. This should form part of the Council working with Sport England to develop a process and guidance for obtaining developer contributions.

The calculator uses the current number of teams by sports pitch type contained within the Assessment Report and calculates the percentage within each age group that play that sport. That percentage is then applied to the population growth. The additional teams likely to be generated are then converted into match equivalent sessions and associated pitch requirements in the peak period, with the associated costs (both for providing the pitch/facility and for its life cycle) then given. The calculator splits the requirement into peak time demand for natural turf pitches, training demand for artificial grass pitches, and the number of new changing rooms required.

The PPS should be used to help determine the likely impact of a new development on demand and the capacity of existing sites in the area, and whether there is a need for improvements to increase capacity of existing provision or if new provision is required. Where a development is located within access of existing high-quality provision, this does not necessarily mean that there is no need for further provision or improvement to existing provision, as additional demand arising from the development is likely to result in increased usage (which can result in overplay or quality deterioration).

Where it is determined that new provision is required to accompany a development, priority should be placed on providing facilities that contribute towards alleviating existing shortfalls within the locality. To determine what supply of provision is provided, it is imperative that the PPS findings are taken into consideration and that for particularly large developments consultation takes place with the relevant NGBs and Sport England. This is due to the importance of ensuring that the stock of facilities provided is correct to avoid provision becoming unsustainable and unused. The preference is for multi-pitch and potentially multi-sport sites to be developed, supported by a clubhouse and adequate parking facilities which consider the potential for future AGP development. This is because single-pitch facilities are more likely to become under-used (or unused), unviable and unsustainable.

It is recognised that consultation cannot take place with NGBs for every development due to resource restrictions.

Instead, it is recommended that such discussions take place within PPS Steering Group meetings, which should take place regularly following adoption of the study as part of the ongoing monitoring and evaluation process. It is recommended that these take place every 6-12 months and inform the annual review/update (see Part 8 for further information).

The guidance should form the basis for negotiation with developers to secure contributions to include provision and/or enhancement of appropriate provision and subsequent maintenance. S106 contributions could also be used to improve the condition and of the pitches in order to increase pitch capacity to accommodate more matches.

Sport England recommends that a number of objectives should be implemented to enable the above to be delivered:

- ◀ Planning consent should include appropriate conditions and/or be subject to specific planning obligations. Where developer contributions are applicable, a S106 agreement or equivalent must be completed that should specify, when applied, the amount that will be linked to Sport England's Building Cost Information Service from the date of the permission and timing of the contribution/s to be made.
- ◀ Contributions should also be secured towards the first ten years of maintenance on new pitches (lifecycle costs), the cost of which is indicated by the Sport England Playing Pitch Calculator. NGBs and Sport England can provide further and up to date information on the associated costs.
- ◀ External funding should be sought/secured to achieve maximum benefit from the investment into appropriate facility enhancement, alongside other open space provision, and its subsequent maintenance.
- ◀ Where new provision is provided, appropriate changing rooms and associated car parking should be located on site.
- ◀ All new or improved outdoor sports facilities on school sites should be subject to community use agreements.

## **AIM 3**

To **provide** new outdoor sport facilities where there is current or future demand to do so.

### **Recommendations:**

- h. Rectify quantitative shortfalls through the current stock.
- i. Identify opportunities to add to the overall stock to accommodate both current and future demand.

### **Recommendation (h) - Rectify quantitative shortfalls through the current stock**

The Council and its partners should work to rectify identified inadequacies and meet identified shortfalls as outlined in the preceding Assessment Report and the sport-by-sport specific recommendations (Part 4) as well as the following Action Plan (Part 6).

It is important that the current levels of provision are protected, maintained and enhanced to secure provision both for now and in the future. Maximising use of existing provision through a combination of the following will help to reduce shortfalls and accommodate future demand:

- ◀ Improving quality in order to improve the capacity to accommodate more demand.
- ◀ Transferring demand from overplayed sites to sites with spare capacity.
- ◀ The re-designation of facilities e.g. converting an unused pitch (or pitch type) for one sport to instead cater for another sport (or another pitch type).
- ◀ Securing community use at school sites including those currently unavailable.
- ◀ Working with commercial and private providers to increase usage.

Unmet demand, changes in sport participation and trends, and proposed housing growth should be recognised and factored into future facility planning. Assuming an increase in participation and housing growth occurs, it will impact on the future need for certain types of sports facilities. Sports development work also approximates unmet demand which cannot currently be quantified (i.e. it is not being suppressed by a lack of facilities) but is likely to occur. The following table highlights the main development trends in each sport and their likely impact on facilities. However, it is important to note that these may be subject to change.

Furthermore, retaining some spare capacity allows some pitches to be rested to protect overall pitch quality in the long-term. Therefore, whilst in some instances it may be appropriate to redesignate a senior pitch where there is low demand identified a holistic approach should be taken to re-designation for the reasons cited. The site-by-site action planning will seek to provide further clarification on where re-designation is suitable.

The PPS identifies priority sites that should be focused upon, including those that are presently overplayed and/or poor quality, or unused sites that are particularly large. It also advises how issues can be overcome.

### **Recommendation (i) - Identify opportunities to add to the overall stock to accommodate both current and future demand**

The Steering Group should use and regularly update the Action Plan within this Strategy. The Action Plan lists recommendations for each site, focused upon both qualitative and quantitative improvements, which if delivered will lessen the need for new provision.

Linked to the above and as evidenced in Part 4, although there are identified shortfalls of match equivalent sessions, most current and future demand is currently being met and most shortfalls can be addressed via quality improvements and/or improved access to sites that are presently used minimally or that are currently unavailable. Adding to the current stock, particularly in the short term, is therefore not recommended as a priority, except for 3G pitches and the shortfall for which cannot be reduced without new stock.

However, the one exception to the above is at Stow-on-the-Wold RFC where there the club would benefit from land acquisition for the development of one additional senior rugby union pitch (or dedicated sports lit training area to the equivalent size of a senior pitch).

Notwithstanding the above, large scale housing developments and the establishment of new schools may also necessitate the need for new provision. Where new schools are developed, there is an opportunity to combine the building of the school to the development of a new multi-sport site that will be of a benefit to the school as well as the wider community.

For housing developments, as outlined in Recommendation (g), Sport England's Playing Pitch Calculator can be used as a guide to inform requirements. See Part 7 for further information.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## PART 6: ACTION PLAN

The site-by-site action plan seeks to address key issues identified in the preceding Assessment Report. It provides recommendations based on current levels of usage, quality and future demand, as well as the potential of each site for enhancement. It is organised by analysis area and includes information pertaining to the sub sections below.

### Site hierarchy

The Council should make it a high priority to work with NGBs and other partners to comprise a priority list of actions based on local priorities, NGB priorities and available funding. As stated in Recommendation (e), to allow for facility developments to be programmed within a phased approach, the Council should adopt a tiered approach to the management and improvement of playing pitch sites and associated facilities.

The identification of sites is based on their strategic importance in a District-wide context i.e., they accommodate the majority of demand, or the recommended action has the greatest impact on addressing shortfalls identified either on a sport-by-sport basis or across the Council area as a whole.

Table 6.1: Tiered site criteria

Criteria	Hub sites	Key centres	Local sites
Site location	Strategically located in the district. Priority sites for NGBs.	Strategically located within the analysis area.	Serves the local community.
Site layout	Accommodates three or more grass pitches, generally including provision of an AGP (or with the potential).	Accommodates two or more grass pitches.	Accommodates one or two pitches.
Type of sport	Multi-sport provision. Could also operate as a central venue.	Single or multi-sport provision.	Generally single sport provision but may cater for two.
Management	Management control allows for wide community use, i.e., through the local authority, a leisure operator or a school with a community use agreement.	Management control generally allows for wide community use but may include sites that are owned or leased by clubs/other organisations.	Management control can be via the local authority, schools, clubs and other providers such as town or parish councils
Maintenance regime	Maintenance regime aligns or could align with NGB guidelines.	Maintenance regime aligns or could align with NGB guidelines.	Standard maintenance regime or an in-house maintenance contract.
Ancillary facilities	Good quality ancillary facilities on site (or potential), with sufficient changing rooms and car parking to serve the number of pitches; may include wider social/function facilities.	Good quality ancillary facility on site (or potential), with sufficient changing rooms and car parking to serve the number of pitches.	Limited or no changing room access on site.

**Hub sites** are of district wide importance where users are willing to travel to access the range and high quality of facilities offered and are likely to be multi-sport.

## COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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These have been identified on the basis of the impact that the site will have on addressing the issues identified in the assessment.

**Key centres** are more community focused, although some are still likely to service a wider analysis area (or slightly wider); however, there may be more of a focus on a specific sport i.e., a dedicated site.

It is considered that some financial investment may be necessary to improve the facilities at both hub sites and key sites. This could be to improve the provision, create additional provision (e.g., a 3G pitch) or to enhance the ancillary facilities in terms of access, flexibility (i.e., single-sex changing if necessary) and quality as well as ensuring that they meet the rules and regulations of local competitions.

**Local sites** refer to those sites offering minimal provision or that are of minimal value to the wider community. Primarily they are sites with one pitch/facility or a low number of pitches/facilities that service just one or two sports (e.g., bowling green sites).

For local sites, consideration should be given, on a site-by-site basis, to the feasibility of a club taking on a long-term lease (if not already present), in order that external funding can be sought. Such sites will require some level of investment, either to the outdoor sport facilities or ancillary facilities and it is anticipated that one of the conditions of offering a hire/lease is that the Club would be in a position to source external funding to improve/extend the provision.

Other sites considered in this tier may be primary school sites or secondary school sites that are not widely used by the community or that do not offer community availability.

### Partners

The column indicating partners in the Action Plans below refers to the main organisations that the Council (or the relevant provider) would look to work with to support delivery of the actions.

Given the extent of potential actions, it is reasonable to assume that partners will not necessarily be able to support all the actions identified but where the action is a priority and resource is available the partner will endeavour to assist.

As all sites sit within the local authority area, the Council is considered to be a partner for each identified action (as the column indicates partners for the Council) and is therefore not included. However, it is acknowledged that it will take on more of a leading role for some specific sites and some specific actions (e.g., at council venues).

### Priority

Although hub sites are mostly likely to have a **high** level actions, as they have wide importance, high priority sites have been identified on the basis of the impact that the site will have on addressing the key issues identified in the assessment. Therefore, some key centres and local sites are also identified as having a high priority level. It is these projects/sites which should generally, if possible, be addressed within the short term (1-2 years).

The majority of key centres have **medium** priority actions. These have analysis area importance and are identified on the basis of the impact that they will have on addressing the issues identified in the assessment, although not to the same extent as high priority actions.



# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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The **low** priority actions tend to be for single pitch or single sport sites and often club or education sites with local specific importance but that may also contribute to addressing the issues identified in the assessment for specific users. Whilst low priority, there may be opportunities to action some of the recommendations made against such sites relatively quickly e.g., through S106 funding.

## Costs

The strategic actions have also been ranked as low, medium, or high based on cost. The brackets are:

- ◀ (L) -Low - less than £50k
- ◀ (M) -Medium - £50k-£250k
- ◀ (H) -High £250k and above

These are based on Sport England's estimated facility costs which can be found at:  
[Link to Facility cost guidance Sport England](#)

## Timescales

The Action Plan has been created to be delivered over a ten-year period and the information within the Assessment Report, Strategy and Action Plan will require updating as developments occur. The indicative timescales relate to delivery times and are not priority based:

- ◀ (S) -Short (1-2 years)
- ◀ (M) - Medium (3-5 years)
- ◀ (L) - Long (6+ years)

## Aim

Each action seeks to meet at least one of the three Sport England aims of the Strategy; **Enhance, Provide, Protect.**

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## MID ANALYSIS AREA

### Summary pitch sports (Mid Area)

Sport	Analysis area	Current demand		Future demand (2031) <sup>17</sup>
		Pitch type	Current capacity total in MES <sup>(1)</sup>	Future capacity total in MES
Football (grass pitches)	Mid	Adult	At capacity	At capacity
		Youth 11v11	Spare capacity of 1	Spare capacity of 0.5
		Youth 9v9	Shortfall of 0.5	Shortfall of 0.5
		Mini 7v7	At capacity	At capacity
		Mini 5v5	At capacity	At capacity
	Cotswold	Adult	Shortfall of 1	Shortfall of 2
		Youth 11v11	Shortfall of 1.5	Shortfall of 5.5
		Youth 9v9	Spare capacity of 3.5	Spare capacity of 3
		Mini 7v7	Spare capacity of 2.5	Spare capacity of 2.5
		Mini 5v5	Spare capacity of 1	At capacity
Football (Full size 3G pitches measuring minimum dimension of 91 x 55m)	Mid	Full size, sports lit	Shortfall of 1	Shortfall of 1
	Cotswold	Full size, sports lit	Shortfall of 2.75	Shortfall of 3.25
Cricket	Mid	Saturday	Spare capacity of 48	Spare capacity of 48
		Sunday	Spare capacity of 60	Spare capacity of 60
		Midweek	Spare capacity of 114	Spare capacity of 114
	Cotswold	Saturday	Spare capacity of 79	Shortfall of 5
		Sunday	Spare capacity of 127	Spare capacity of 115
		Midweek	Spare capacity of 277	Spare capacity of 247
Rugby union	Mid	Senior	Shortfall of 3.25	Shortfall of 3.25
	Cotswold	Senior	Shortfall of 5.75	Shortfall of 6.75
Hockey (Sand based AGP measuring a minimum of 97.4 x 55m)	Cotswold	Full size, sports lit	Sufficient supply if quality improvements are undertaken.	Sufficient supply if quality improvements are undertaken.
Polo	Cotswold	Pitches	Sufficient supply	Sufficient supply

<sup>17</sup> Future demand (2031) is determined via ONS forecasts and club aspirations identified in PPS Assessment Report (2022).

<sup>(1)</sup> MES – match equivalent sessions per week (per season for cricket).

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>18</sup>	Cost <sup>19</sup>	Aim
3	Andoversford Sports and Social Club	Football	Sports Club	One standard quality adult pitch which is use by Andoversford FC. The pitch has actual spare capacity of 0.5 MES.	Sustain quality to accommodate for existing demand.	Sports Club GFA, FF	Local	L	L	L	Protect
		Cricket		One standard quality cricket square with a standard quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Sustain quality of the square and consider options to maximise available spare capacity.	Sports Club ECB GCB		L	L	L	
10	Bourton on the Water Primary Academy	Football	School	Two poor quality mini 5v5 pitches which are not available for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect
11	Bourton Rovers Football & Social Club	Football	Sports Club	One standard quality adult pitch used by both Bourton Rovers FC and Bourton Rovers YFC. Site is overplayed by 0.5 MES. Adult pitch is overmarked to accommodate youth demand. It has ambitions to modernise the interior of its function room, install a new patio, extending its garage for additional storage and to install a ten metre ball striking net between the football pitch and cricket provision. Club received a £7,500 grant from Bourton Parish Council to fund its garage extension but requires an additional £5,000 for the enhancement.	Improve pitch quality through enhanced maintenance regime to alleviate overplay. Work with the Club towards its ancillary facility upgrades, such as a ball striking net, additional storage, modernising its function room and installing a patio.	Sports Club GFA FF	Local	M	M-H	M	Protect Enhance Provide
12	Bourton Vale Cricket Club	Football	Sports Club	One youth 11v11 pitch, one youth 9v9 pitch and one mini 7v7 pitch all of standard quality and used by Bourton Rovers YFC. Overplay of 0.5 MES is present on youth 11v11 pitch which is overmarked by a 5v5 pitch. Site hosts Bourton and Sherbourne HC for its post-match teas.	Improve pitch quality to alleviate known overplay. Ensure the relationship between the cricket club and hockey club is sustained to allow for a social outlet to be maintained for the hockey club.	Sports Club GFA FF	Local	L	L	L	Protect Enhance
		Cricket		One good quality cricket square with a good quality outfield. Site has actual spare capacity for additional midweek play. Football pitches are marked on outfield of the cricket pitch. Ancillary provision supporting the site is good quality.	Sustain current maintenance regime as to preserve quality.	Sports Club ECB GCB		L	L	L	
13	Charlton Rovers AFC (Shipton Playing Fields)	Football	Sports Club	One adult pitch, one youth 11v11 pitch, one youth 9v9 pitch and one mini 7v7 pitch all of standard quality and used by Charlton Rovers YFC. Actual spare capacity of 1 MES is present on youth 11v11 pitch. However, youth 9v9 pitch is overplayed by 1 MES. Good quality clubhouse opened in 2022.	Work to improve the quality of pitches on site to enable a higher capacity of use.	Sports Club GFA FF	Local	M	L	L	Protect Enhance
41	Great Rissington Cricket Club	Cricket	Sports Club	One good quality cricket square with a good quality outfield. Site is overplayed by five sessions per season.	Sustain current maintenance regime as to preserve quality. Consider development of NTP or hybrid wicket	Sports Club ECB GCB	Local	L	L	L	Protect Provide

<sup>18</sup> (S) -Short (1-2 years); (M) - Medium (3-5 years); (L) - Long (6+ years)

<sup>19</sup> (L) -Low - less than £50k; (M) -Medium - £50k-£250k; (H) -High £250k and above

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>18</sup>	Cost <sup>19</sup>	Aim
					provision to enable a higher site capacity.						
46	King George V Playing Field (Northleach)	Football	Parish Council	One standard quality youth 11v11 pitch and one standard quality youth 9v9 pitch used by Northleach JFC. The site has actual spare capacity of one MES.	Maintain existing maintenance offer on the site accommodate existing levels of demand.	Parish Council GFA FF	Local	L	L	L	Protect Enhance
		Cricket		One poor quality cricket square with a good quality outfield. Site is overplayed by three sessions per season. Minety and Northleach CC state that Cricklade CC (Wiltshire) has a set of old roll on covers it is willing to gift to the Club if it can transport the equipment to the site.	Improve wicket quality through enhanced maintenance regime to alleviate overplay. Work with Cricklade CC to transport its old covers to the site, as to improve square quality.	Parish Council ECB GCB		M	S	L	
47	King Georges Field (Stow on the Wold)	Football	Town Council	One poor quality youth 9v9 pitch which is currently unused. Actual spare capacity is discounted due to poor quality.	Consider opportunities to utilise provision, including reconfiguration to alternate pitch formats to accommodate local demand.	Town Council GFA FF	Local	L	L	L	Protect Enhance
51	Longborough & Sezincote Cricket Club	Cricket	Private	One standard quality cricket square with a standard quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Utilise actual spare capacity for Saturday, Sunday and midweek play.	Private ECB GCB	Local	L	L	L	Protect Enhance
58	Naunton Recreation Ground	Cricket	Parish Council	One standard quality cricket square with a standard quality outfield. Site has no spare capacity.	Sustain quality of square and explore future options to improve the quality to enable a higher capacity to be generated.	Parish Council ECB, GCB	Local	L	L	L	Protect Enhance
61	Sherborne Playing Fields	Football	Council	One poor quality adult pitch with is used by Sherbourne Harriers FC.	Improve pitch quality through enhanced maintenance regime.	Council GFA FF	Local	L	L	L	Protect Enhance
67	Stow-On-the-Wold CC	Cricket	Council	Disused site that formerly provided a cricket square. Site now acts as a public park under the name of Queen Elizabeth II Field.	Consider the site as a strategic reserve site for cricket. The site will likely need modest investment (to be determined through an agronomy specialist) to reinstate of demand is established.	Council ECB GCB	Local	M	M	M	Protect Enhance Provide
68	Stow-on-the-Wold RFC	Rugby Union	Sports Club	Three good quality (M2/D1) senior grass pitches of which two are provided with sports lighting. The Club has ambitions of gaining a plot of land next to its site for the installation of a fourth pitch as to its junior and future demand. It also hopes to develop additional changing facilities for women's and girls' demand as well as a gym.	Support the club's aspiration to acquire adjacent land to increase its supply of senior pitches. Its existing provision cannot generate sufficient capacity to accommodate existing levels of demand for the site. Other options such as additional sports lighting for training areas should also be supported.	Sports Club RFU	Local	M-H	M-L	M-H	Protect Provide
69	Stow-on-the-Wold Primary School	Football	School	One poor quality mini 7v7 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect
75	The Cotswold School	Football	School	One poor quality adult pitch and two poor quality mini 5v5 pitches which are unavailable for community use. Bourton Rovers FC formerly accessed the sites pitches, however following Covid the provision is no longer community accessible.	Explore options to reinstate community use of grass pitches for the benefit of Bourton Rovers FC as to alleviate the clubs overplay at its home site. If reinstated, explore options to improve pitch quality to enable a higher capacity for use.	School GFA FF	Key Centre	M	S-M	L	Protect

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>18</sup>	Cost <sup>19</sup>	Aim
		Rugby Union		Three poor quality (M0/D0) senior pitches which are not open to community use.	Retain for curricular use.	School RFU		L	L	L	
		Cricket		One non community accessible square.	Retain for curricular use.	School ECB, GCB		L	L	L	
		AGP		One poor quality full sized, sports lit, sand filled AGP that was installed in 2005 and is available for community use. Site is accessed by Bourton and Sherbourne HC which do not have any form of tenure. The School confirm not having a sinking fund in place, with a bid to Sport England scheduled to be sent with the hope of securing funding for a replacement pitch.	Protect existing provision and work with relevant partners to secure sufficient funding for a carpet replacement.	School SE EH		H	S	H	
79	Withington Playing Field	Cricket	Parish Council	One poor quality cricket square with a standard quality outfield. The square sits on a slope and has weeds and dandelions growing on the square itself. Site is unused.	Consider using the un-used site as a second venue for larger clubs in the local area.	Council ECB GCB	Local	L	L	L	Protect
91	Aldestop CC	Cricket	Sports Club	One standard quality cricket square with a good quality outfield. Site has actual spare capacity for additional Sunday, and midweek play.	Sustain quality for current levels of use.	Sports Club ECB GCB	Local	L	L	L	Protect
97	Slaughters CC	Cricket	Sports Club	One standard quality cricket square with a good quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Sustain quality for current levels of use.	Sports Club ECB GCB	Local	L	L	L	Protect

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## NORTH ANALYSIS AREA

### Summary pitch sports (North Area)

Sport	Analysis area	Current demand		Future demand (2031) <sup>20</sup>
		Pitch type	Current capacity total in MES <sup>[1]</sup>	Future capacity total in MES
Football (grass pitches)	North	Adult	At capacity	At capacity
		Youth 11v11	At capacity	Shortfall of 0.5
		Youth 9v9	At capacity	At capacity
		Mini 7v7	At capacity	At capacity
		Mini 5v5	Spare capacity of 1	Spare capacity of 1
	Cotswold	Adult	Shortfall of 1	Shortfall of 2
		Youth 11v11	Shortfall of 1.5	Shortfall of 5.5
		Youth 9v9	Spare capacity of 3.5	Spare capacity of 3
		Mini 7v7	Spare capacity of 2.5	Spare capacity of 2.5
		Mini 5v5	Spare capacity of 1	At capacity
Football (Full size 3G pitches measuring a minimum dimension of 91 x 55m)	North	Full size, sports lit	Shortfall of 0.5	Shortfall of 0.5
	Cotswold	Full size, sports lit	Shortfall of 2.75	Shortfall of 3.25
Cricket	North	Saturday	Spare capacity of 40	Spare capacity of 40
		Sunday	Spare capacity of 40	Spare capacity of 40
		Midweek	Spare capacity of 88	Spare capacity of 88
	Cotswold	Saturday	Spare capacity of 79	Shortfall of 5
		Sunday	Spare capacity of 127	Spare capacity of 155
		Midweek	Spare capacity of 277	Spare capacity of 247
Rugby union	North	Senior	At capacity	At capacity
	Cotswold	Senior	Shortfall of 5.75	Shortfall of 6.75
Hockey (Sand based AGP measuring a minimum of 97.4 x 55m)	Cotswold	Full size, sports lit	Sufficient supply if quality improvements are undertaken.	Sufficient supply if quality improvements are undertaken.
Polo	Cotswold	Pitches	Sufficient supply	Sufficient supply

<sup>20</sup> Future demand (2031) is determined via ONS forecasts and club aspirations identified in PPS Assessment Report (2022).

<sup>[1]</sup> MES – match equivalent sessions per week (per season for cricket)

Site ID	Site	Sport	Management	Current Status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>21</sup>	Cost <sup>22</sup>	Aim
9	Blockley Sports & Social Club	Football	Sports Club	One poor quality adult pitch that is overplayed by 0.5 MES.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	Sports Club GFA, FF	Key Centre	L	L	L	Protect Enhance
		AGP		One 30 x 20 metre pitch which is accommodated with sports lighting and is available for community use.	Protect existing provision.	Sports Club EH GFA, FF		L	L	H	
		Cricket		One standard quality cricket square with a poor quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play. Blockley CC confirm it has re-scarified the top 15 inches of its square which has improved its quality. Club is trying to get a grant through Gloucester Cricket Board to fund new LED lighting in its clubhouse and a more energy efficient boiler as to reduce costs.	Utilise actual spare capacity for Saturday Cricket. Utilise actual spare capacity for Sunday and midweek play. Improve outfield quality through enhanced maintenance regime. Work with the necessary stakeholders to enable the lighting and boiler improvements at the site.	Sports Club ECB GCB		M	L	M	
14	Chipping Campden Cricket Club	Cricket	Sports Club	One good quality cricket square with good quality outfield. Site has actual spare capacity for additional midweek play. The Club installed a fixed practice lane in 2022 and hopes to add a second lane in the future.	Utilise actual spare capacity for midweek play. Maintain current maintenance regime to continue to accommodate demand.	Sports Club ECB GCB	Local	L	L	L	Protect
15	Chipping Campden Recreation Ground	Football	Council	One standard quality youth 11v11 pitch which is used by Campden Town FC. The site has no actual spare capacity. Chipping Campden FC state the town council do not cut the pitch frequently enough over summer months.	Improve pitch quality through enhanced maintenance regime.	Council GFA FF	Local	L	L	L	Protect Enhance
30	Ebrington Cricket Club	Cricket	Sports Club	One standard quality cricket square with standard quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Utilise actual spare capacity for Saturday Cricket. Utilise actual spare capacity for Sunday and midweek play. Improve pitch quality through enhanced maintenance regime.	Sports Club ECB GCB	Local	L	L	L	Protect Enhance
34	Everyone Active Chipping Campden	Football	Commercial	Three adult pitches and one mini 5v5 pitch all of which are of poor quality and accessed by Campden Town YFC. The site capacity of 4.5 MES discounted due to poor quality.	Improve pitch quality through enhanced maintenance regime to improve pitch quality and user experience.	Commercial GFA FF	Key Centre	L	L	L	Protect
		AGP		One standard quality full sized, sports lit, sand filled AGP that was installed in 2015 and is available for community use. Site is accessed by Chipping Campden HC and Blockley Ladies HC for fixtures and training.	Protect existing provision. Ensure a sinking fund is in place to replace existing provision once it has passed its lifespan.	Commercial EH CFA FF		L	L	L	

<sup>21</sup> (S) -Short (1-2 years); (M) - Medium (3-5 years); (L) - Long (6+ years)

<sup>22</sup> (L) -Low - less than £50k; (M) -Medium - £50k-£250k; (H) -High £250k and above

Site ID	Site	Sport	Management	Current Status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>21</sup>	Cost <sup>22</sup>	Aim
		Cricket		One standalone NTP with no community use.	Protect for curricular use.	Commercial ECB GCB		L	L	L	
39	Fire Service College Leisure Club	Football	R.A.F	One youth 11v11 and one 9v9 pitch both of which are of a standard quality and not open to community use. Moreton Rangers FC raise frustrations with the site no longer being open to community use since 2021.	Sustain quality for existing use.	R.A.F GFA FF	Local	L	L	L	Protect
54	Mickleton Sports Club	Football	Sports Club	One standard quality adult pitch used by Mickleton Rangers FC, which has actual spare capacity of 0.5 MES.	Sustain quality for existing use.	Sports Club GFA, FF	Key Centre	L	L	L	Protect Enhance
		Cricket		One standard quality cricket square with a good quality outfield, accommodating nine wickets. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Sustain quality for existing use and consider opportunities	Sports Club ECB GCB		L	L	L	
55	Moreton Rangers FC	Football	Fields in Trust	One good quality adult pitch and two mini 5v5 pitches of standard quality. Mini 5v5 pitches has actual spare capacity of 1 MES. The site also features an extra sports lit training area which was levelled, and pipe drained in 2020. The Step 6 Club invested into its site in 2020 to install new LED sports lights, a 50-seater stand and a covered stand. In 2021 it then installed an additional building at the front of its site for additional toilets, a physio room and a second kitchen.	Ensure overall quality of the site is maintained and improved when possible. Support any ground development which will enable the Club to progress in the NLS.	Fields in Trust GFA FF	Local	L	L	L	Protect Enhance
56	Moreton-In-Marsh Cricket Club	Football	Sports Club	One youth 9v9 pitch, one mini 7v7 pitch and one mini 5v5 pitch all poor quality with actual spare capacity discounted due to poor quality.	Improve pitch quality through enhanced maintenance regime.	Sports Club GFA FF	Key Centre	L	L	L	Protect Enhance
		Cricket		One standard quality cricket square with a good quality outfield. Site has actual spare capacity for additional Sunday, and midweek play.	Utilise actual spare capacity for Sunday and midweek play. Improve wicket quality through enhanced maintenance regime.	Sports Club ECB GCB		L	L	L	
78	Willersey Recreation Ground	Football	Parish Council	One poor quality youth 11v11 pitch. Actual spare capacity discounted due to poor quality.	Improve pitch quality through enhanced maintenance regime to cater for more demand.	Parish Council GFA, FF	Local	L	L	L	Protect Enhance



# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## SOUTH ANALYSIS AREA

### Summary pitch sports (South Analysis Area)

Sport	Analysis area	Current demand		Future demand (2031) <sup>23</sup>
		Pitch type	Current capacity total in MES <sup>[1]</sup>	Future capacity total in MES
Football (grass pitches)	South	Adult	Shortfall of 1	Shortfall of 2
		Youth 11v11	Shortfall of 2.5	Shortfall of 5.5
		Youth 9v9	Spare capacity of 3.5	Spare capacity of 3
		Mini 7v7	Spare capacity of 2.5	Spare capacity of 2.5
		Mini 5v5	At capacity	Shortfall of 1
	Cotswold	Adult	Shortfall of 1	Shortfall of 2
		Youth 11v11	Shortfall of 1.5	Shortfall of 5.5
		Youth 9v9	Spare capacity of 3.5	Spare capacity of 3
		Mini 7v7	Spare capacity of 2.5	Spare capacity of 2.5
		Mini 5v5	Spare capacity of 2	At capacity
Football (Full size 3G pitches measuring a minimum dimension of 91 x 55m)	South	Full size, sports lit	Shortfall of 1.5	Shortfall of 2
	Cotswold	Full size, sports lit	Shortfall of 2.75	Shortfall of 3.25
Cricket	South	Saturday	Shortfall of 9	Shortfall of 37
		Sunday	Spare capacity of 27	Spare capacity of 23
		Midweek	Spare capacity of 75	Spare capacity of 65
	Cotswold	Saturday	Spare capacity of 79	Shortfall of 5
		Sunday	Spare capacity of 127	Spare capacity of 115
		Midweek	Spare capacity of 277	Spare capacity of 247
Rugby union	South	Senior	Shortfall of 2.5	Shortfall of 4.25
	Cotswold	Senior	Shortfall of 5.75	Shortfall of 6.75
Hockey (Sand based AGP measuring a minimum of 97.4 x 55m)	Cotswold	Full size, sports lit	Sufficient supply if quality improvements are undertaken.	Sufficient supply if quality improvements are undertaken.
Polo	Cotswold	Pitches	Sufficient supply	Sufficient supply

<sup>23</sup> Future demand (2031) is determined via ONS forecasts and club aspirations identified in PPS Assessment Report (2022).

<sup>[1]</sup> MES – match equivalent sessions per week (per season for cricket)

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
1	Aldsworth Road (Bibury AFC)	Football	Sports Club	One adult and one youth 9v9 pitch both of which are of a poor quality and used by Bibury FC. Spare capacity discounted due to poor quality.	Improve pitch quality through enhanced maintenance regime to accommodate more demand.	Sports Club GFA FF	Local	L	L	L	Protect Enhance
2	Ampney Crucis Cricket Club	Cricket	Sports Club	One standard quality cricket square with a good quality outfield. Site is accessed by Swindon Nomads CC and Poulton CC as a second ground. Poulton CC are in the process of agreeing a five year lease to the site for which it shall gain maintenance responsibility of the playing and ancillary provision. Site has no actual spare capacity for additional Sunday or midweek play. Poulton CC is looking to replace the floorboard in the pavilion once granted a lease.	Support Poulton CC in developing the site into an adequate home venue for competitive cricket.	Sports Club ECB GCB	Local	L	L	L	Protect Enhance
4	Ann Edwards Church of England Primary School	Football	School	One poor quality youth 11v11 pitch which is unavailable for community use.	Retain for curricular demand.	School GFA, FF	Local	L	L	L	Protect
5	Avening & Cherington Cricket Club	Cricket	Sports Club	Disused site that formerly provided a cricket square. Of all disused squares in the district, this is likely to be the most suitable to be re-established for cricket use.	Retain as a strategic reserve site for cricket.	Sports Club ECB GCB	Local	L	L	L	Protect
6	Baunton Lane Playing Field	Football	Council	One youth 11v11 pitch, one mini 7v7 pitch and one mini 5v5 pitch all of good quality and used by Stratton YFC which has a 25 year lease in place for the provision. No actual spare capacity at site.	Sustain current maintenance regime to preserve pitch quality. Explore the possibility of enhancing the ancillary provision offering.	Council GFA FF	Local	L	L	L	Protect Enhance
7	Beauford Polo Club	Polo	Sports Club	Six good quality polo pitches which are available for community use.	Sustain current maintenance regime to preserve quality.	Sports Club HPA	Local	L	L	L	Protect
8	Bibury Cricket Club	Cricket	Private	One standard quality cricket square with a standard quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play. The Club confirm that its square has improved following the purchasing of a new roller and covers as well as appointing a new groundsman and installing sight screens. The Club is in the process of re-furbishing its showers, installing a new boiler and a new water pressure system. Finally, it is looking to secure funding for an NTP in 2023.	Improve pitch quality through enhanced maintenance regime. Work with the Club to support its work enhancing its ancillary provision. Support the Club in its efforts to install an NTP.	Private ECB GCB	Local	L	L	L	Protect Enhance
16	Cirencester College	Football	School	One poor quality youth 9v9 pitch which is unavailable for community use.	Retain for curricular demand.	School GFA, FF	Local	L	L	L	Protect
17	Cirencester Cricket Club	Cricket	Sports Club	Two squares, one of which is of a good quality, the other assessed as standard. Both squares are overplayed by 20 sessions per season.	Work to improve the quality of both squares via quality enhancements and utilisation of hybrid wickets/non turf pitch offers where feasible.	Sports Club ECB GCB	Local	S-M	M	H	Protect Provide Enhance

<sup>24</sup> (S) -Short (1-2 years); (M) - Medium (3-5 years); (L) - Long (6+ years)

<sup>25</sup> (L) -Low - less than £50k; (M) -Medium - £50k-£250k; (H) -High £250k and above

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
				<p>The Club has a 25 year lease signed in 2009 with The Bathurst Estate and it is looking to extend this to enable it to secure grant funding opportunities.</p> <p>The Club raise frustrations with the quality of its main square with the West of England Division 2 league representatives deducting points due to its quality. The Club is considering a partially knitted (hybrid) wicket as to enhance its quality, as well as extending its boundary on the South side.</p> <p>The Club has a vision strategy of improving its existing clubhouse by 2025 which it estimates shall cost £200,000. It is looking to install a glass front wall, a new roof, re-tile its front patio and re-wire its electrics. It also hopes to develop a small second pavilion for its second square.</p> <p>The Club wishes to re-surface its existing fixed lane practice facility, as well as installing additional lanes to the site in an undetermined location.</p>	<p>Work with the Club and provide support where necessary/required to enable it to access grant funding and secure a longer term lease arrangement on suitable terms as to enable its aspirations for the site.</p> <p>Support its aspiration to develop its clubhouse as part of a multi-sport offer with hockey to allow it to be a focal point for cricket within the District.</p> <p>Work with the Club to explore the means of fulfilling the club's ambitions to develop its ancillary provision and training facility offerings. Given the clubs high performing first team, number of junior members attending ECB All Stars and Dynamos sessions and overall large demand identified, this should be seen as a priority for the area.</p>						
18	Cirencester Deer Park School	Rugby Union	School	Two poor quality (M0/D0) senior pitches. Pitches are at capacity with curricular demand.	Improve pitch quality through enhance maintenance regime to better serve curricular demand.	School RFU	Key Centre	L	L	L	Protect Enhance
		Football		Two good quality adult pitches which are available for community use but not currently being used. Actual spare capacity on the site is discounted due to unsecure tenure.	Sustain current maintenance regime as to preserve quality.	School GFA FF		L	L	L	
		AGP		One standard quality full size, sports lit AGP that was installed in 2003, resurfaced in 2017 and is open to community use. The site is accessed by Cirencester HC for training and fixtures.	Protect existing provision. Look to replace the existing surface as to enhance quality and prevent the pitch from becoming disused.	School EH		H	M	H	
19	Cirencester Kingshill School	Football	School	Two standard quality adult pitches and two standard quality youth 9v9 pitches which are available for community use but currently unused.	Improve pitch quality from standard to good quality through enhanced maintenance regime.	School GFA FF	Key Centre	L	L	L	Protect Enhance
		Rugby Union		Two poor quality (M0/D0) senior pitches with no community use. Pitches are at capacity with curricular demand.	Improve pitch quality through enhanced maintenance regime to better serve curricular demand.	School RFU		L	L	L	
		Cricket		Site has one standalone NTP that is not open to community use.	Protect for curricular use.	School ECB, GCB		L	L	L	
20	Cirencester Park Polo Club	Polo	Sports Club	<p>Eight good quality polo pitches which are available for community use.</p> <p>The Club states it struggles with junior members despite the neighbouring Cotswold Polo Academy (OKL Polo and Equestrians).</p>	<p>Sustain current maintenance regime to preserve quality.</p> <p>Look to form a partnership with a school as to increase junior membership rates.</p>	Sports Club HPA	Local	L	L	L	Protect

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
				It does not have a partnership with a school but would be willing to do so as to increase membership rates.							
21	Cirencester Park Polo Club (Jackbarrow)	Polo	Sports Club	One polo good quality pitch which is unavailable for community use.	Sustain current maintenance regime to preserve quality.	Sports Club HPA	Local	L	L	L	Protect
22	Cirencester Primary School	Football	School	Four poor quality mini 7v7 pitches that are unavailable for community use.	Retain for curricular use.	School GFA, FF	Local	L	L	L	Protect Enhance
23	Cirencester RFC	Rugby Union	Sports Club	Two good quality (M2/D1) senior pitches and one standard quality (M1/D1) senior pitch. Spare capacity across all pitches equating to 1.75 MES. None of the clubs' pitches are sports lit, with the site hosting a dedicated sports lit training area. The ancillary offer servicing the site is good quality with investment being driven into the site in 2022. The Club is hoping to install sports lights on one of its senior pitches in 2025, as well as raising the height of the sports lights on the dedicated sports lit training area.	Sustain current levels of provision as continue accommodating the current levels of demand on the site. The sports lit training area currently services most training demand, but further sports lighting of one senior pitch would also provide benefit to the rotation of training and abilities to host late night rugby matches.	Sports Club RFU	Local	M	L	L	Protect Enhance
25	Corinium Stadium	Football	Sports Club	Two adult pitches, two youth 9v9 pitches and two mini 7v7 pitches all good quality. Site is showing a combined actual spare capacity of 3.5 MES.	Sustain current maintenance regime to preserve pitch quality.	Sports Club GFA FF	Key Centre	L	L	L	Protect Enhance Provide
		3G		One standard quality FIFA approved, full size, sports lit 3G that was installed in 2017. Stadia pitch. Sports lighting needs replacing to a more energy efficient offer. Turnstiles also in need of replacement for the stadia site.	Work with the Club to upgrade its outdated turnstiles and look to enhance the clubs' sports lights as to reduce energy costs. Sustain quality of 3G pitch and ensure sufficient capital is in place to resurface the pitch when required.	Sports Club GFA FF		M	M	M	
				One good quality small sided, (55m x 37m) domed sports lit 3G that was installed in 2003 and resurfaced in March 2023. Pitch is open to community use and used to capacity. Pitch has been accounted for as 0.25 of a full sized pitch in the total current supply given its smaller scale and programming which includes a midweek league running twice a week.	Protect existing provision.						
26	Didmarton Playing Fields	Football	Council	One standard quality adult pitch with standard ancillary provision. Pitch is currently unused and has actual spare capacity of one MES.	Sustain quality and maximise use.	Council GFA FF	Local	L	L	L	Protect Enhance
		Cricket		One poor quality cricket square with a poor-quality outfield. Site has no actual spare capacity for additional Saturday, Sunday, and midweek play.	Improve pitch quality through enhanced maintenance regime to accommodate more demand.	Council ECB GCB		L	L	L	
27	Down Ampney Football	Football	Council	One poor quality adult pitch used by Down Ampney FC. Spare capacity is discounted due to poor quality.	Sustain quality and maximise use.	Council GFA, FF	Local	L	L	L	Protect Enhance

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
28	Duke of Gloucester Barracks	Football	M.O.D	One poor quality adult pitch which is unavailable for community use.	Retain for military use.	M.O.D GFA, FF	Local	L	L	L	Protect Enhance
32	Edgeworth Polo Club	Polo	Sports Club	Seven good quality polo pitches which are available for community use.	Sustain current maintenance regime to preserve quality.	Sports Club HPA	Local	L	L	L	Protect
33	England's Sports Ground	Football	Trust	One standard quality adult pitch which is used by Poulton FC. The site has actual spare capacity of 0.5 MES.	Sustain quality for existing use.	Trust GFA, FF	Key Centre	L	L	L	Protect Enhance
		Cricket		One good quality square with a good quality outfield that is accessed by Poulton CC which is currently trying to renew a longer-term agreement than its current rolling 12-month lease. Site has actual spare capacity for additional Sunday, and midweek play.	Sustain current maintenance regime to preserve quality.	Trust ECB GCB		L	L	L	
35	Fairford Cricket Club	Cricket	Trust	One standard quality cricket square with a good quality outfield. Site has no spare capacity. The Club is trying to negotiate a 25- or 50-year lease for the site, with its current lease expiring in 2025. The site has a poor-quality ancillary provision, with the Club hoping to develop a brand-new clubhouse given its small social space and poor changing rooms. The Club states having £70,000 in retained profits but estimates the total cost being much higher.	Improve pitch quality through enhanced maintenance regime. Work with the Club in its efforts to extend its existing lease. Following this support the Club in its work towards developing a new clubhouse.	Trust ECB GCB	Local	H	M	H	Protect Enhance Provide
36	Fairford RFC	Football	Council	One poor quality youth 11v11 pitch and two poor quality youth 9v9 pitches used by Fairford YFC. Youth 11v11 is overplayed by 0.5 MES.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	Council GFA FF	Key Centre	L	L	L	Protect Enhance
		Rugby Union		One poor quality (M0/D1) senior pitch used by Fairford RFC. Site has spare capacity of 0.5 MES. The site is set to be asset transferred from Gloucestershire CC to Fairford Town Council, which in return are expected to provide a long-term lease to Fairford RFC. The Club use a converted metal container with a basic shower offering as its changing rooms and Fairford CC for social activity. Both Fairford RFC and YFC confirm ambitions to develop a brand new ancillary provision at the site.	Improve pitch quality through enhanced maintenance regime. Work with the rugby and football clubs to enhance the existing ancillary provision offering.	Council RFU		M	M	H	
37	Fairford Town FC	Football	Sports Club	One good quality adult pitch and two standard quality adult pitches used by Fairford Town FC. The site has actual spare capacity of two MES. The Club highlights the need for a borehole to improve its irrigation offer in warmer months. It also stresses the need for additional changing facilities and parking to avoid using the grass near the pitch.	Where needed, support the Club through its need for an improved irrigation offer. Likewise, it should also be supported with developments relating to its ancillary provision and potential need for a small sided 3G pitch.	Sports Club GFA FF	Key Centre	M	M-L	M	Protect Enhance Provide

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
				Site identified through the LFFP for potential new small sided 3G to help accommodate demand.							
38	Farmor's School	Football	School	One poor quality adult pitch which is unavailable for community use.	Retain for curricular use.	School GFA, FF	Local	L	L	L	Protect Enhance
		Rugby Union		Two poor quality (M0/D0) senior pitches that are not available for community use.	Retain for curricular use.	School RFU		L	L	L	
40	Four Acres (closed)	Football	Council	One disused football pitch. Site does not appear to be in an overgrown condition.	Protect provision from development in accordance with Sport England's policy exceptions as pitches currently provide a solution to reducing identified shortfalls.	Council GFA FF	Local	H	L	H	Protect
43	Hatherop Playing Field	Football	Council	One poor quality adult pitch which is used by Hatherop FC. Pitch is played to capacity.	Sustain quality offer for current use.	Council GFA, FF	Local	L	L	L	Protect Enhance
44	Horcott Road Playing Fields	Football	Sports Club	One youth 9v9 pitch, two mini 7v7 pitches and three mini 5v5 pitches all good quality and used by Fairford YFC. Actual spare capacity of one MES on the mini 7v7 pitch. The site offers four poor quality changing rooms and is outlined in the LFFP for improvements.	Sustain current maintenance regime to preserve pitch quality. Explore specific ancillary need for the users of the site, considering youth demographic.	Sports Club GFA FF	Local	H	L	H	Protect Enhance
48	Kingshill Sports Complex	Football	Council	Two standard quality youth 11v11 pitches and three youth 9v9 pitches used by four clubs. Youth 11v11 pitches are overplayed by 2 MES. However, youth 9v9 pitch has actual spare capacity of one MES.	Utilise spare capacity of one MES on youth 9v9 pitch. Improve pitch quality through enhanced maintenance regime to alleviate overplay on the youth 11v11 pitches. Consider the reconfiguration of pitch layout as to reduce overplay.	Council GFA FF	Local	M	M	L	Protect Enhance
49	Lechlade Cricket Club	Cricket	Private	One standard quality cricket square with a good quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Utilise spare capacity for Saturday, Sunday and midweek play. Improve wicket quality through enhanced maintenance regime.	Private ECB GCB	Local	L	L	L	Protect Enhance
50	Lechlade Memorial Hall & Pavilion	Football	Council	One poor quality adult pitch which is currently unused. Fratellos FC formerly accessed the pitch; however, the Club has recently folded. Actual spare capacity discounted due to poor pitch quality.	Try and utilise pitch for competitive use.	Council GFA FF	Local	L	L	L	Protect Enhance
		AGP		One small-size (33m x 18m), sports lit AGP that is available for community use.	Protect existing provision. Financially prepare for a sinking fund to replace existing provision once it has passed its lifespan.	Council EH		L	L	L	
52	Longdole Polo Club	Polo	Sports Club	Three good quality polo pitches which are available for community use.	Sustain current maintenance regime to preserve quality.	Sports Club HPA	Local	L	L	L	Protect
53	Meysey Hampton Playing Field	Cricket	Council	One poor quality cricket square with a poor quality outfield. The site has no spare capacity. The site has an issue with moles damaging outfield.	Improve pitch quality through enhance maintenance regime. Explore potential solutions to moles damaging the site in partnership with the appropriate partners.	Council ECB GCB	Local	M	L	M	Protect Enhance
57	National Star College	Football	School	One poor quality youth 11v11 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect Enhance

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
59	Rendcomb College	Football	School	One standard quality mini 7v7 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Key Centre	L	L	L	Protect Provide
		Rugby Union		Six good quality (M2/D1) senior pitches which are not available for community use.	Sustain current maintenance regime to preserve pitch quality.	School RFU		L	L	L	
		Cricket		Three non-community accessible squares	Protect for curricular use.	School ECB, GCB		L	L	L	
		AGP		One good quality full size, sports lit AGP that was installed in 2010, resurfaced in 2019 and is unavailable for community use.	Protect existing provision. If demand arises, consider opportunities to negotiate access with the provider to allow for a suitable and proportionate level of club demand.	School EH		H	L	H	
60	Royal Agricultural University	Football	University	Four adult pitches, one youth 11v11 pitch, one youth 9v9 pitch, one mini 7v7 pitch and one mini 5v5 pitch all of good quality and used by Stratton Rovers. Formerly used by Forest Green Rovers YFC.	Ensure long term access for Stratton Rovers FC.	University GFA FF	Key Centre	L	L	L	Protect Enhance Provide
		AGP		One poor quality full size, sports lit AGP that was installed in 2003 and is open to community use. Site is used by Cirencester HC as its overspill pitch for Saturday fixtures. The site recently re-stitched some rips in its surface; however, Cirencester HC feel that given the age of provision a replacement surface is needed. If a replacement surface is not provided during the lifespan of the PPS, then the surface shall become unusable for competitive hockey.	Protect existing provision. Given the age of provision, explore the possibility of replacing the existing surface that is very near condemnation.	University SE EH		H	S	H	
62	Shipton Moyne Rec Ground	Football	Sports Club	One standard quality adult pitch used by Avonvale United FC, Avonvale United YFC and Charlton Rovers YFC. Overplay of 4.5 MES is present at the site. Overplay caused by overmarking of pitches. New clubhouse opened in 2022.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	Sports Club GFA FF	Local	M	L	L	Protect Enhance
63	Siddington Playing Fields	Football	Parish Council	One poor quality adult pitch which is used by Chesterton FC. Actual spare capacity discounted due to poor pitch quality.	Improve pitch quality through enhanced maintenance regime.	Parish Council GFA, FF	Local	L	L	L	Protect Enhance Provide
		Cricket		Site formerly hosted a cricket square accessed by Siddington CC, however Siddington Parish Council deemed the site too small for cricket. The Club has since relocated to Meysey Hampton Playing Fields, however it aspires to relocate back into Siddington.	Consult with Siddington Parish Council as to explore the required steps to re-introduce the square if possible.	Parish Council ECB GCB		M	M	M	
64	Sinclair Field	Cricket	Sports Club	One standard quality cricket square with a standard quality outfield. Site has actual spare capacity for additional Sunday, and midweek play. Site is accessed by Birdlip and Brimpsfield CC.	Improve pitch quality through enhanced maintenance regime.	Sports Club ECB	Local	L	L	L	Protect Enhance
65	St Lawrence Church of England Primary School	Football	School	One poor quality mini 5v5 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect Enhance

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
66	St Mary's Primary School	Football	School	One poor quality mini 7v7 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect Enhance
70	SWR Leisure	Football	School	One adult pitch, one youth 9v9 pitch, one mini 7v7 pitch and one mini 5v5 pitch all poor quality and used by Tetbury Town YFC. Youth 9v9 pitch is overplayed by 0.5 MES. The School has outlined aspirations to develop a full size 3G pitch on its site.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	School GFA, FF	Key Centre	M	M	L	Protect Enhance
		Rugby Union		One poor quality (M0/D0) senior pitch and several junior pitches (mixed age grade) which are used by Tetbury RFC.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	School RFU		L	L	L	
71	Tarbarrow Cricket Club	Cricket	Sports Club	One standard cricket square with a standard quality outfield. Site has no spare capacity.	Improve pitch quality through enhanced maintenance regime.	Sports Club ECB, GCB	Local	L	L	L	Protect Enhance
72	Tetbury Memorial Recreation Ground	Football	Trust	One youth 11v11 pitch, one youth 9v9 pitch and one mini 5v5 pitch all standard quality and used by Tetbury Town YFC. Youth 9v9 pitch has spare capacity of one MES. Tetbury Town YFC is looking to gain a six-year lease from the Dolphins Recreation Centre which in return shall undertake all maintenance responsibility. The site is in the process of developing a brand-new clubhouse to service football and cricket demand. The Club state it has an issue with a bore hole and water storage for the building and confirm needing further funding towards bar furniture. The project has been financed through S106 funds, lottery funding and Sport England.	Improve pitch quality from standard to good quality through enhanced maintenance regime. Support the Club in its efforts to complete its ancillary provision development as to benefit a multi-sport offer.	Trust GFA FF	Key Centre	L	L	L	Protect Enhance Provide
		3G		The site is identified as a potential location for the development of a full sized 3G pitch. This pitch would be to service demand for both Tetbury and neighbouring Malmesbury (Wiltshire). Further feasibility work will be required if this site is the most appropriate for such a development.	Support on-going analysis being undertaken by football partners to determine what the current	Trust SE GFA FF		H	S	H	
		Rugby Union		One poor quality (M0/D1) senior pitch which is used by Tetbury RFC. The Club are looking to relocate to a new site 'Pike Field' within Tetbury. The Club has freehold ownership and hope to install two senior pitches and a junior pitch with ancillary provision. The goal is for the site to become operational by 2025.	Support Tetbury RFC in its relocation to Pike Field. Consider strategic need through Stage – E process about requirement to retain rugby union provision at this site following the Clubs' relocation to Pike Field.	Trust RFU		H	M	H	
		Cricket		One good quality cricket square with a good quality outfield. Site has spare capacity for midweek play. The Club roll out a Flicx pitch onto the rugby pitch as to enable two matches to take place on a Saturday simultaneously.	Sustain quality of existing provision. Consider utilisation of a local disused site (i.e. Avening & Cherington Cricket Club) to allow the Club to adequately accommodate its demand on a more appropriate facility offer than a Flicx pitch.	Trust ECB GCB		L	L	L	



Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
73	Tetbury Town FC	Football	Sports Club	Two standard quality adult pitches used by Tetbury Town FC. The Club are re-designing its layout to increase the number of pitches provided whilst also excavating and flattening sloped land to create additional playing field on the site.	Support creation of additional plying field	Sports Club GFA, FF	Local	M	L	L	Protect Enhance
74	The Chedworth Village Hall	Football	Council	One poor quality community accessible adult pitch which is currently unused.	Use as a strategic reserve site for competitive football.	Council GFA, FF	Local	L	L	L	Protect Enhance
76	Upper Up Playing Fields	Football	Council	One adult pitch, one youth 11v11 pitch and one mini 7v7 pitch all of standard quality and used by South Cerney FC and South Cerney YFC. Adult pitch is overplayed by one MES.	Improve pitch quality through enhanced maintenance regime to alleviate overplay.	Council GFA FF	Key Centre	M	L	L	Protect Enhance
		Cricket		One poor quality cricket square with standard quality outfield. Site is accessed by South Cerney CC and is overplayed by 4 MES.	Improve square quality through enhanced maintenance regime.	Council ECB GCB		L	L	L	
77	Westonbirt School and Leisure Centre	Football	School	Two standard quality mini 5v5 pitches which are unavailable for community use.	Improve pitch quality through enhanced maintenance regime to better service curricular demand.	School GFA, FF	Key Centre	L	L	L	Protect Enhance Provide
		Rugby Union		Two standard quality (M1/D1) senior pitch which are not available for community use.	Improve pitch quality through enhanced maintenance regime to better serve curricular demand.	School RFU		L	L	L	
		Cricket		One non community accessible square.	Protect for curricular use.	School ECB GCB		L	L	L	
		AGP		Site is scheduled for the installation of a full sized AGP and accompanying clubhouse with a proposed deadline of completion within 2023. The School does is uncertain around the community use availability of the pitch on it is operational.	If a hockey specific need arises, work with England Hockey and local clubs to engage appropriately with the School to allow for a level of secured access for either midweek training or competitive match play. If possible, promote the development of a Gen2 surface and secure community access through a secured community use agreement.	School EH SE		L	L	H	
87	Kempsford Church of England Primary School	Football	School	One poor quality youth 9v9 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect
88	North Cerney C of E Primary Academy	Football	School	One poor quality mini 7v7 pitch which is unavailable for community use.	Protect for curricular use.	School GFA FF	Local	L	L	L	Protect
89	Powells C of E Primary School	Football	School	One poor quality adult pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect
90	Siddington C of E Primary School	Football	School	One poor quality youth 11v11 pitch which is unavailable for community use.	Protect for curricular use.	School GFA, FF	Local	L	L	L	Protect
92	Barnsley Beeches CC	Cricket	Council	One poor quality cricket square with poor quality outfield. The site is overplayed by three sessions per season. The Club describe wanting a fixed lane practice lane and an NTP at its site as to better support training demand.	Improve pitch quality through enhance maintenance regime to alleviate overplay. Work with the Club to improve the training facilities provided at the site.	Council ECB GCB	Local	L	L	L	Protect Enhance

Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
94	Cockrup Farm (Williamstrip CC)	Cricket	Private	One poor quality cricket square with standard quality outfield. Site played at capacity.	Improve pitch quality through enhanced maintenance regime.	Private ECB, GCB	Local	L	L	L	Protect Enhance
95	Cowley CC	Cricket	Private	One poor quality cricket square with a poor quality outfield. Site has no spare capacity. The Clubhouse is a damaged wooden building with missing tiles and a smashed window. The Club has a one year usage agreement on the site and aspires for a long term offer to access grant funding opportunities.	Support the Club with its aspiration in securing a long term agreement on the site as to enable potential grant funding opportunities.	Private ECB GCB	Local	L	L	L	Protect Enhance
96	North Cerney CC	Cricket	Private	One standard quality cricket square with standard quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play.	Utilise spare capacity for Saturday, Sunday, and midweek play. Improve pitch quality through enhanced maintenance regime.	Private ECB GCB	Local	L	L	L	Protect Enhance
98	Stowell Park CC	Cricket	Private	One standard quality cricket square with a good quality outfield. Site has actual spare capacity for additional Saturday, Sunday, and midweek play. Club installed a new roof in June 2022 as to address water damage. The Club is looking into getting a new sight screen.	Utilise spare capacity for Saturday, Sunday, and midweek play. Improve square quality through enhanced maintenance regime.	Private ECB GCB	Local	L	L	L	Protect Enhance
99	Chedworth CC	Cricket	Private	One poor quality cricket square with a standard quality outfield. The Club state its playing provision has a moss issue, something it is actively trying to address. It also has a malfunctioning mower, causing the Club to use Stowell Park CC for fixtures in the early stages of the 2022 season.	Support the Club with acquiring any sufficient investment it requires to tackle issues with moss and maintenance equipment to enable to it adequately look after its site.	Private ECB GCB	Local	H	S	L	Protect Enhance
100	Kempsford CC	Cricket	Sports Club	Disused site that formerly provided a cricket square. Site is in an overgrown state with long reeds and lots of grass across both the square itself and the outfield.	Retain as a strategic reserve site for cricket.	Sports Club ECB GCB	Local	L	L	L	Protect
101	Notgrove CC	Cricket	Sports Club	Disused site that formerly provided a cricket square. Notgrove CC has since been re-purposed to be used as a camp site hosting prefabricated buildings and an open grass space.	Site likely to require high amounts of capital investment if it was to be reinstated and also likely to be at the detriment of existing camping use. Keep as a strategic reserve.	Sports Club ECB GCB	Local	L	L	L	Protect
102	Guiting Power Village Hall	Cricket	Parish Council	Disused site that formerly provided a cricket square. Site no longer hosts any grass wicket squares and its open space now shows grid markings for children's games.	Retain as a strategic reserve site for cricket.	Parish Council ECB GCB	Local	L	L	L	Protect
103	Windrush Valley Field	Cricket	Council	Disused site that formerly provided a cricket square. Site is in a very overgrown condition with long dry grass on its square and outfield.	Explore the possibility of reinstating provision as to increase total supply of pitches for cricket.	Council ECB GCB	Local	L	L	L	Protect
104	Duntisbourne Abbots CC	Cricket	Sports Club	One standard quality cricket square with poor quality outfield.	Improve pitch quality through enhanced maintenance regime.	Sports Club ECB, GCB	Local	L	L	L	Protect Enhance

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Site ID	Site	Sport	Management	Current status	Recommended actions	Partners	Site hierarchy tier	Priority	Timescales <sup>24</sup>	Cost <sup>25</sup>	Aim
105	Leafield Road (Fairford RFC)	Rugby Union	Council	One poor quality (M0/D0) senior pitch which is used by Fairford RFC. Site slightly overplayed by 0.5 MES.	Improve pitch quality through enhanced maintenance regime to alleviate overplay on the site and to generate an additional small amount of spare capacity.	Council RFU	Local	L	L	L	Protect Enhance

## PART 7: HOUSING GROWTH SCENARIOS

The PPS provides an estimate of demand for pitch sports based on population forecasts and club consultation to 2031 (in line with the Cotswold Local Plan). This future demand is translated into teams likely to be generated, rather than actual pitch provision required. The Sport England Playing Pitch Calculator adds to this, updating the likely demand generated for pitch sports based on housing increases and converts the demand into match equivalent sessions and the number of pitches required. This is achieved via team generation rates in the Assessment Report to determine how many new teams would be generated from an increase in population derived from housing growth and gives the associated costs of supplying the increased pitch provision.

In accordance with National Planning Policy Guidance, contributions should not be sought from developments of 10 units or less, and which have a maximum combined gross floor space of no more than 1,000 square metres (gross internal area). However, where over this threshold, it is recommended that the Council utilise the Playing Pitch Calculator.

Experience shows that housing sites with 600 dwellings or more are likely to generate demand for new provision to be created. For such large scale developments, consideration should be given to providing multi-pitch sites with suitable ancillary provision, including appropriate clubhouse/changing facilities and car parking. Single pitch sites which have been provided traditionally by developers are not considered to provide long term sustainable provision for the relevant sports.

Where demand does not warrant new pitch provision, the Action Plan in this document should be consulted to determine whether the additional demand can be accommodated via existing provision (in which case no further action is required). If this is not the case, contributions should be sought to enhance existing provision in the locality to accommodate the increased demand. This can be through, for example, improving quality, or providing new or improved ancillary provision. Consultation with appropriate NGBs should also be used to assist in the selection of suitable sites and suitable enhancements.

The scenarios below are provided as a guide to show the potential additional demand for pitch sports that could be generated from housing growth in Cotswold, thus showing how the calculator works and what it provides. The demand is shown in match equivalent sessions per week for most sports, except for cricket, where match equivalent sessions are by season. Training demand is expressed in either hours or match equivalent sessions. Where expressed in hours, it is expected that demand will be to either a 3G pitch (to accommodate football demand) or an AGP (to accommodate hockey demand). Where expressed in match equivalent sessions, it is expected training will take place on sports lit grass pitches (rugby).

Two example scenarios are explored below to give an indicative position on what growth may equate to for developments of similar size. The Council is still working on its specific growth requirements as part of its Local Plan Review and as such will refine numbers utilised in this scenario, for its own purposes, in the future.

- ◀ **Scenario One** – 100 dwelling development
- ◀ **Scenario Two** – 500 dwelling development

For reference, the indicative figures assume that population growth will average 2.4<sup>26</sup> per dwelling.

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<sup>26</sup> The occupancy rate of 2.4 is in line with figures used in the 2021 Census.

**Scenario One – 100 dwellings**

The estimated additional population derived from housing growth from 100 dwellings with an occupancy rate of 2.4 per household is 2,400 people. This population increase equates to 0.08 match equivalent sessions of demand per week for grass pitch sports, 0.01 match equivalent sessions on a hockey suitable AGP and 1.05 match equivalent sessions of demand per season for cricket. Training demand equates to 0.17 hours of use per week for football on 3G pitches and 0.03 hours on a hockey suitable AGP.

*Table 7.1: Likely demand for grass pitch sports generated from 100 dwellings*

Pitch sport	Estimated demand by sport for 100 dwellings	
	Match demand per week <sup>27</sup>	Training demand <sup>28</sup>
Adult football	0.02	0.17 hours
Youth football	0.04	
Mini soccer	0.03	
Rugby union	0.02	0.02 match equivalent sessions
Rugby league	0.00	0.00 match equivalent sessions
Adult hockey	0.01	0.02 hours
Junior & mixed hockey	0.00	0.01 hours
Cricket	1.05	-

The table below translates estimated demand into new pitch provision with associated capital and lifestyle costs.

*Table 7.2: Estimated demand and costs for new pitch provision*

Pitch type	Estimated demand and costs for new pitches			Changing rooms	
	Number of pitches to meet demand	Capital cost <sup>29</sup>	Lifecycle Cost (per annum) <sup>30</sup>	Number	Capital cost
Adult football	0.02	£2,018	£426	0.04	£7,255
Youth football	0.04	£3,411	£716	0.05	£9,558
Mini soccer	0.03	£806	£169	0.00	£0
Rugby union	0.02	£2,660	£569	0.03	£6,276
Rugby league	0.00	£0	£0	0.00	£0
Cricket	0.02	£8,091	£1,634	0.05	£9,256
Sand based AGPs	0.00	£2,216	£69	0.00	£973
3G	0.00	£4,878	£174	0.01	£1,713
<b>Total</b>	<b>0.13</b>	<b>£24,081</b>	<b>£3,757</b>	<b>0.18</b>	<b>£35,031</b>

Overall, an additional 0.13 pitches would be required to meet additional demand arising from a 100 dwelling development. This consist of 0.13 grass pitches and a residual amount of access to artificial pitches, albeit not enough to warrant a figure within the above table. This would require an expected capital cost of £24,081 and a lifecycle cost per annum of £3,757.

<sup>27</sup> As per the PPS Guidance, demand for cricket is considered in terms of match equivalent sessions per season rather than per week.

<sup>28</sup> Hours equate to access to a full size sports lit 3G pitch or hockey suitable AGP

<sup>29</sup> Sport England Facilities Costs Third Quarter 2022 – [Facility cost guidance | Sport England](#)

<sup>30</sup> Lifecycle costs are based on the % of the total project cost per annum as set out in Sport England's Life Cycle Costs Natural Turf Pitches and Artificial Surfaces documents (2012)

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To facilitate the increased provision, 0.18 changing rooms would need to be provided at a capital cost of £35,031.

As none of these figures represent full pitch or changing room developments, contributions to improve existing facilities within the vicinity of the development should be sought.

### Scenario Two – 500 dwellings

The estimated additional population derived from housing growth from 500 dwellings with an occupancy rate of 2.4 per household is 1,200 people. This population increase equates to 0.41 match equivalent sessions of demand per week for grass pitch sports, 0.06 match equivalent sessions on a hockey suitable AGP and 5.27 match equivalent sessions of demand per season for cricket. Training demand equates to 0.83 hours of use per week for football on 3G pitches and 0.17 hours on a hockey suitable AGP.

Table 7.3: Likely demand for grass pitch sports generated from 500 dwellings

Pitch sport	Estimated demand by sport for 500 dwellings	
	Match demand per week <sup>31</sup>	Training demand <sup>32</sup>
Adult football	0.09	0.83 hours
Youth football	0.19	
Mini soccer	0.13	
Rugby union	0.08	0.10
Rugby league	0.00	0.00
Adult hockey	0.04	0.12
Junior & mixed hockey	0.02	0.05
Cricket	5.27	-

The table below translates estimated demand into new pitch provision with associated capital and lifestyle costs.

Table 7.4: Estimated demand and costs for new pitch provision

Pitch type	Estimated demand and costs for new pitches			Changing rooms	
	Number of pitches to meet demand	Capital cost <sup>33</sup>	Lifecycle Cost (per annum) <sup>34</sup>	Number	Capital cost
Adult football	0.09	£10,097	£2,130	0.18	£36,300
Youth football	0.19	£17,031	£3,577	0.24	£47,679
Mini soccer	0.13	£4,038	£848	0.00	£0
Rugby union	0.08	£13,291	£2,844	0.16	£31,358
Rugby league	0.00	£0	£0	0.00	£0
Cricket	0.12	£40,467	£8,174	0.24	£46,291
Sand based AGPs	0.01	£11,086	£344	0.02	£4,866
3G	0.02	£24,393	£868	0.04	£8,566
<b>Total</b>	<b>0.65</b>	<b>£120,403</b>	<b>£18,785</b>	<b>0.89</b>	<b>£175,061</b>

<sup>31</sup> As per the PPS Guidance, demand for cricket is considered in terms of match equivalent sessions per season rather than per week.

<sup>32</sup> Hours equate to access to a full size sports lit 3G pitch or hockey suitable AGP

<sup>33</sup> Sport England Facilities Costs Third Quarter 2022 – [Facility cost guidance | Sport England](#)

<sup>34</sup> Lifecycle costs are based on the % of the total project cost per annum as set out in Sport England's Life Cycle Costs Natural Turf Pitches and Artificial Surfaces documents (2012)

Overall, an additional 0.65 pitches would be required to meet additional demand arising from a 100-dwelling development. This consist of 0.61 grass pitches and 0.03 artificial grass pitches.

This would require an expected capital cost of £120,403 and a lifecycle cost per annum of £18,785. To facilitate the increased provision, 0.89 changing rooms would need to be provided at a capital cost of £175,061.

As none of these figures represent full pitch or changing room developments, contributions to improve existing facilities within the vicinity of the development should be sought.

### ***Conclusion***

For the example scenarios above, the tables show, that through housing growth relating to the developments, some demand will be generated for football, rugby union, hockey and cricket. However, the level of demand generated for each sport, will not require new provision to be provided. As such any new housing developments should look to support existing playing pitches within the District.

As the demand generated from the housing growth does not equate to a whole pitch for any of the sports, contributions for these size of developments would be better focused on improving existing sites in the locality to increase capacity to an appropriate level. The PPS and in particular the Action Plan, as well as future consultation with NGBs, should be used to inform this (e.g., to select suitable sites).

To provide the greatest impact, contributions from housing developments could be pooled together to improve key sites. The action plan identifies high priority sites which would likely provide the most benefit from investment. Key sites which would benefit from capacity and ancillary improvements are provided below, by analysis area.

## **PART 8: DELIVER THE STRATEGY AND KEEP IT ROBUST AND UP TO DATE**

The section below is a generalised approach on how to deliver a PPS whilst also keeping it robust and up to date. However, a more tailored approach should also be considered and designed for the Cotswolds based on the requirements and priorities of the Steering Group.

### **Delivery**

The PPS seeks to provide guidance for maintenance/management decisions and investment made across the Cotswolds. By addressing the issues identified in the Assessment Report and using the strategic framework presented in this Strategy, the current and future sporting and recreational needs of the District can be satisfied. The Strategy identifies where there is a deficiency in provision and recommends how best to resolve this in the future.

It is important that this document is used in a practical manner, is used to engage with partners and encourages partnerships to be developed, to ensure that outdoor sports facilities are regarded as a vital aspect of community life and which contribute to the achievement of Council priorities.

The creation of this document should be regarded as part of the planning process. The success of this Strategy and the benefits that are gained are dependent upon regular engagement between all partners involved and the adoption of a strategic approach. Each member of the steering group should take the lead to ensure the PPS is used and applied appropriately within their area of work and influence.

To help ensure the PPS is well used, it should be regarded as the key document within the study area guiding the improvement and protection of playing pitch and outdoor sport provision. It needs to be the document people regularly turn to for information on the how the current demand is met and what actions are needed to improve the situation and meet future demand. For this to be achieved, the Steering Group needs to have a clear understanding of how the PPS can be applied and therefore delivered.

The process of completing the PPS will hopefully have already resulted in a number of benefits that will help with its application and delivery. These may include enhanced partnership working across different agendas and organisations, pooling of resources along with strengthening relationships and understanding between different stakeholders and between members of the steering group and the sporting community. The drivers behind the PPS and the work to develop the recommendations and action plan will have also highlighted, and helped the steering group to understand, the key areas to which it can be applied and how it can be delivered.

### **Monitoring and updating**

It is important that there is regular monitoring and review against the actions identified in the Strategy. This monitoring should continue be led by the local authority and supported by all members of, and reported back to, the Steering Group. Understanding and learning lessons from how the PPS has been applied should also form a key component of monitoring its delivery. It is possible that in the interim between reviews the Steering Group could also operate as a 'virtual' group; prepared to comment on suggestions and updates electronically when relevant.

It is agreed that the Council (potentially via consultants e.g., KKP) is responsible for keeping the database and background supply and demand information up to date in order that area-by-area action plans can be updated. This should be carried out in consultation with the NGBs, particularly around affiliation time when information is updated.



As a guide, if no review and subsequent update has been carried out within three years of the PPS being signed off by the steering group, then Sport England and the NGBs would consider it and the information on which it is based to be out of date. The nature of the supply and in particular the demand for provision is likely to change year-on-year, meaning that without any form of review and update it would be difficult to make the case that the supply and demand information and assessment work is sufficiently robust.

An annual review should not be regarded as a particularly resource intensive task. However, it should highlight:

- ◀ How the delivery of the recommendations and action plan has progressed and any changes required to the priority afforded to each action (e.g., the priority of some may increase following the delivery of others).
- ◀ How the PPS has been applied and the lessons learnt.
- ◀ Any changes to particularly important sites and/or clubs in the area (e.g., the most used or high quality sites for a particular sport) and other supply and demand information, what this may mean for the overall assessment work and the key findings and issues.
- ◀ Any development of a specific sport or particular format of a sport.
- ◀ Any new or emerging issues and opportunities.

Alongside regular steering group meetings a good way to keep the strategy up to date and maintain relationships is to hold sport specific meetings with the NGBs and other relevant parties. These meetings look to update the key supply and demand information, if necessary amend the assessment work, track progress with implementing the recommendations and action plan and highlight any new issues and opportunities.

These meetings could be timed to fit with the annual affiliation process undertaken by the NGBs which would help to capture any changes in the number and nature of sports clubs in the area. Other information that is already collected on a regular basis such as pitch booking records for local authority and other sites could be fed into these meetings.

The NGBs are also able to indicate any further performance quality assessments that have been undertaken within the study area.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## Checklists

In order for this Strategy to be signed off by the steering group, a Stage D Checklist: Develop the Strategy, is signed off.

Stage D Checklist: Develop the Strategy	Tick ✓	
	Yes	Requires Attention
<b>Step 7: Develop the recommendations and action plan</b>	✓	
1. Have a number of study area specific scenarios been looked at to help explore key issues and findings along with possible recommendations and actions?	✓	
2. Have any recommendations and actions regarding AGP provision taken into account the guidance in the 'Selecting the Right Artificial Surface' document and any NGB specific information?	✓	
3. Do the recommendations reflect the drivers, vision and objectives of the work?	✓	
4. Are the recommendations precise enough to enable the development of clear individual area, sport and site specific actions to help achieve them?	✓	
5. Have all relevant parties been engaged with the development of, and are signed up to the delivery of, the recommendations and actions?	✓	
6. Are the recommendations and actions clearly presented?	✓	
7. Has particular attention been paid to the situation at priority sites and those which are being significantly overplayed?	✓	
8. Have area, sport and site specific solutions been proposed to protect, enhance, and provide playing pitch provision to meet the current and future demand?	✓	
9. Has guidance on the future of any sites highlighted as being at risk been provided?	✓	
10. Do the recommendations and actions seek to make the best use of existing pitches?	✓	
11. Has the detriment and benefit of proposals to relocate provision been presented?	✓	
12. Has the level and type of any new playing pitch provision required been presented?	✓	
13. Has the importance of providing appropriate and fit for purpose ancillary facilities been highlighted in order to maximise the potential benefit to sport of any pitches?	✓	
14. Have the recommendations sought to ensure an adequate amount of spare capacity in the provision of accessible pitches with secured community use?	✓	
15. Does the PPS provide a steer as to the future of any spare capacity and any provision that may be genuinely surplus to requirements (paragraphs D12 to D15)?	✓	
16. Does the action plan cover the points listed in paragraph D17?	✓	
17. Does the action plan provide the most appropriate actions to improve provision in the study area rather than just those which the local authority can deliver?	✓	
18. Does the action plan represent an infrastructure plan for playing pitches with deliverable area, sport and site specific actions and projects?	✓	
<b>Step 8: Write and Adopt the Strategy</b>	✓	
1. Does the PPS document provide the reader with a clear understanding of the areas listed in paragraph D20?	✓	

## COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

2.	Is it clear from the PPS document why the recommendations and actions have been included, how they are to be delivered and what they will achieve?	✓	
3.	Does the PPS document indicate how it should be used and applied in different areas and circumstances along with the benefits of doing so?	✓	
4.	Has the PPS document been subject to appropriate consultation?	✓	
5.	Do all members of the steering group and other relevant parties endorse the PPS and recognise its lead role in guiding the improvement of pitches in the study area?	✓	
6.	Has the PPS document been formally adopted by the local authority and is its status recognised across all relevant departments?	✓	

To help ensure the PPS is delivered and is kept robust and up to date, the steering group can refer to the new methodology Stage E Checklist: Deliver the strategy and keep it robust and up to date:

<b>Stage E: Deliver the strategy and keep it robust and up to date</b>	Tick ✓	
	Yes	Requires Attention
<b>Step 9: Apply &amp; deliver the strategy</b>		
1. Are steering group members clear on how the PPS can be applied across a range of relevant areas?		
2. Is each member of the steering group committed to taking the lead to help ensure the PPS is used and applied appropriately within their area of work and influence?		
3. Has a process been put in place to ensure regular monitoring of how the recommendations and action plan are being delivered and the PPS is being applied?		
<b>Step 10: Keep the strategy robust &amp; up to date</b>		
1. Has a process been put in place to ensure the PPS is kept robust and up to date?		
2. Does the process involve an annual update of the PPS?		
3. Is the steering group to be maintained and is it clear of its on-going role?		
4. Is regular liaison with the NGBs and other parties planned?		
5. Has all the supply and demand information been collated and presented in a format (i.e. single document that can be filtered accordingly) that will help people to review it and highlight any changes?		
6. Have any changes made to the Active Places Power data been fed back to Sport England?		

For more information, see:

<https://www.sportengland.org/how-we-can-help/facilities-and-planning/planning-for-sport>

## APPENDIX ONE: SPORTING CONTEXT

The following section outlines a series of national, regional and local policies pertaining to the study and which will have an important influence on the Strategy.

### National context

The provision of high quality and accessible community outdoor sports facilities at a local level is a key requirement for achieving the targets set out by the Government and Sport England. It is vital that this strategy is cognisant of and works towards these targets in addition to local priorities and plans.

### ***Department of Media Culture and Sport Sporting Future: A New Strategy for an Active Nation (2015)***

The Government published its strategy for sport in December 2015. This strategy confirms the recognition and understanding that sport makes a positive difference through broader means and that it will help the sector to deliver five simple but fundamental outcomes: physical health, mental health, individual development, social and community development and economic development. In order to measure its success in producing outputs which accord with these aims it has also adopted a series of 23 performance indicators under nine key headings, as follows:

- ◀ More people taking part in sport and physical activity.
- ◀ More people volunteering in sport.
- ◀ More people experiencing live sport.
- ◀ Maximising international sporting success.
- ◀ Maximising domestic sporting success.
- ◀ A more productive sport sector.
- ◀ A more financially and organisationally sustainable sport sector.
- ◀ A more responsible sport sector.

### ***Sport England: Uniting the Movement 2021***

Sport and physical activity has a big role to play in improving the physical and mental health of the nation, supporting the economy, reconnecting communities and rebuilding a stronger society for all. From this notion, Sport England has recently released its new strategy, Uniting the Movement, its 10-year vision to transform lives and communities through sport and physical activity.

It seeks to tackle the inequalities long seen in sport and physical activity. Providing opportunities to people and communities that have traditionally been left behind, and helping to remove the barriers to activity, has never been more important.

There are three key objectives to the Strategy:

- ◀ Advocating for movement, sport and physical activity.
- ◀ Joining forces on five big issues
- ◀ Creating the catalyst for change

In particular, the five big issues are identified where the greatest potential is seen for preventing and tackling inequalities in sport and physical activity. Each one is a building block that, on its own, would make a difference, but together, could change things profoundly:

**Recover and reinvent:** Recovering from the biggest crisis in a generation and reinventing as a vibrant, relevant and sustainable network of organisations providing sport and physical activity opportunities that meet the needs of different people.

**Connecting communities:** Focusing on sport and physical activity's ability to make better places to live and bring people together.

**Positive experiences for children and young people:** Unrelenting focus on positive experiences for all children and young people as the foundations for a long and healthy life.

**Connecting with health and wellbeing:** Strengthening the connections between sport, physical activity, health and wellbeing, so more people can feel the benefits of, and advocate for, an active life.

**Active environments:** Creating and protecting the places and spaces that make it easier for people to be active.

The specific impact of the Strategy will be captured through programmes funded, interventions made, and partnerships forged. For each specific area of action, a set of key performance indicators will be developed. This hybrid approach will help evidence the overall progress being made by all those involved in supporting sport and physical activity.

### **National Planning Policy Framework (2021)**

The National Planning Policy Framework (NPPF) sets out planning policies for England. It details how these changes are expected to be applied to the planning system. It also provides a framework for local people and their councils to produce distinct local and neighbourhood plans, reflecting the needs and priorities of local communities.

The NPPF states the purpose of the planning system is to contribute to the achievement of sustainable development. It identifies that the planning system needs to focus on three themes of sustainable development: economic, social and environmental. A presumption in favour of sustainable development is a key aspect for any plan-making and decision-taking processes. In relation to plan-making the NPPF sets out that Local Plans should meet objectively assessed needs.

The 'promoting healthy communities' theme identifies that planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Specific needs and quantitative or qualitative deficiencies or surpluses in local areas should also be identified. This information should be used to inform what provision is required in an area.

As a prerequisite the NPPF states existing open space, sports and recreation buildings and land, including playing fields, should not be built on unless:

- ◀ An assessment has been undertaken, which has clearly shown that the open space, buildings or land is surplus to requirements.
- ◀ The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.
- ◀ The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

In order for planning policies to be 'sound' local authorities are required to carry out a robust assessment of need for open space, sport and recreation facilities.

## ***The FA National Football Facilities Strategy (2018-28)***

The Football Association's (FA) National Football Facilities Strategy (NFFS) provides a strategic framework that sets out key priorities and targets for the national game (i.e., football) over a ten-year period.

The Strategy sets out shared aims and objectives it aims to deliver on in conjunction with The Premier League, Sport England and the Government, to be delivered with support of the Football Foundation.

These stakeholders have clearly identified the aspirations for football to contribute directly to nationally important social and health priorities. Alongside this, the strategy is clear that traditional, affiliated football remains an important priority and a core component of the game, whilst recognising and supporting the more informal environments used for the community and recreational game.

Its vision is: *"Within 10 years we aim to deliver great football facilities, wherever they are needed"*

£1.3 billion has been spent by football and Government since 2000 to enhance existing football facilities and build new ones. However, more is needed if football and Government's shared objectives for participation, individual well-being and community cohesion are to be achieved. Nationally, direct investment will be increased – initially to £69 million per annum from football and Government (a 15% increase on recent years).

The NFFS investment priorities can be broadly grouped into six areas, recognising the need to grow the game, support existing players and better understand the different football environments:

- ◀ **Improve 20,000 Natural Turf pitches**, with a focus on addressing drop off due to a poor playing experience;
- ◀ **Deliver 1,000 3G AGP 'equivalents'** (mix of full size and small sided provision, including MUGAs - small sided facilities are likely to have a key role in smaller / rural communities and encouraging multi-sport offers), enhancing the quality of playing experience and supporting a sustainable approach to grass roots provision;
- ◀ **Deliver 1,000 changing pavilions/clubhouses**, linked to multi-pitch or hub sites, supporting growth (particularly in women and girls football), sustainability and providing a facility infrastructure to underpin investment in coaching, officials and football development;  
**Support access to flexible indoor spaces**, including equipment and court markings, to support growth in futsal, walking football and to support the education and skills outcomes, exploiting opportunities for football to positively impact on personal and social outcomes for young people in particular;
- ◀ **Refurbish existing stock to maintain current provision**, recognising the need to address historic under-investment and issues with refurbishment of existing facilities;
- ◀ **Support testing of technology and innovation**, building on customer insight to deliver hubs for innovation, testing and development of the game.

### *Local Football Facility Plans*

To support in delivery of both the current and superseding FA National Game Strategy (NGS), the FA commissioned a nationwide consultancy project. A Local Football Facility Plan (LFFP) has now been produced for every local authority across England. Each plan is unique to its area as well as being diverse in its representation.

## COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

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The LFFP is strategically aligned to the National Football Facilities Strategy (NFFS); a 10-year plan to change the landscape of football facilities in England. The NFFS represents a major funding commitment from the national funding partners (The FA, Premier League, DCMS, Football Foundation) to inform and direct an estimated one billion pounds of investment into football facilities over the next ten years.

Each LFFP will build upon PPS findings (where present and current) regarding the formal and affiliated game, to also include strategic priorities for investment across small sided football (recreational and informal including indoors). The LFFP will also incorporate consultation with groups outside of formal football, as well as underrepresented communities. This could include those which may be key partners with regards to football for behavioural change and groups which may be key drivers of FA NGS priorities around participation in the likes of women and girls' football, disability football and futsal.

LFFPs will identify key projects to be delivered and act as an investment portfolio for projects that require funding. As such, around 90% of all national football investment through the funding partners will be identified via LFFPs.

It is important to recognise that a LFFP is an investment portfolio of priority projects for potential investment - it is not a detailed supply and demand analysis of all pitch provision in a local area. Consequently, it cannot be used in place of a PPS and is not an accepted evidence base for site change of use or disposal. A LFFP will, however, build on available/existing local evidence and strategic plans and may adopt relevant actions from a PPS and/or complement these with additional investment priorities.

### ***The FA: Survive .Revive. Thrive (2020-2024)***

The FA launched its new National Game Strategy in January 2021 which aims to 'unite the game and inspire the nation'. It will do this in two ways, by 'changing the game to maximise its impact' and by 'serving the game to deliver football for all'.

To achieve this, the strategy will focus on six Game Changer objectives, to change the fabric of the game and tackle long-term issues, to make the largest possible impact in the years ahead:

- ◀ Win a major tournament
- ◀ Service > two million through a transformed media platform
- ◀ Ensure equal opportunities for every girl
- ◀ Delivery of 5,000 quality pitches
- ◀ A game free of discrimination
- ◀ Maximise the appeal and revenue of the FA cups and BFAWSL

These are underpinned by eight Serve objectives, ensuring maintenance of brilliant business-as-usual services to support the growing and evolving needs of the game:

- ◀ Trusted, progressive regulation and administration
- ◀ Safe and inclusive football pathways and environment
- ◀ Personalised and connected learning experiences
- ◀ Maximum investment into the game
- ◀ Diverse, high-performing workforce and inclusive culture
- ◀ World class venues and events
- ◀ Technology enabled and insight driven

## ***England and Wales Cricket Board (ECB) Inspiring Generations (2019-2024)***

“Inspiring Generations” is the new ECB participation strategy which was announced in January 2019. It builds on the strong foundations laid by Cricket Unleashed and supports the growth of cricket in England and Wales between 2020 and 2024. At the heart of this strategy is a single unifying purpose, which gets to the core of what the game can do for society both on and off the field to ensure that cricket is in an even stronger position that it is in 2019.

Inspire Generations has six key priorities and activities including transforming women’s and girls’ cricket to increase the representation of women in every level of cricket by:

- ◀ Growing the base through participation and facilities investment.
- ◀ Growing the base through participation and facilities investment.
- ◀ Launching centres of excellence and a new elite domestic structure.
- ◀ Investing in girls’ county age group cricket.
- ◀ Delivering a girls’ secondary school programme.

## ***The Rugby Football Union Strategic Plan 2021 onwards***

The RFU has released its new strategic vision for rugby in England. The strategy is based on four main elements which are; Protect, Engage, Grow and Win. It covers all elements of rugby union ranging from elite rugby to grassroots, although the general relevancy to the PPS is centred around growing the game.

The RFU exists to promote and develop rugby union in England and ensure the long-term sustainability of clubs by growing player numbers and retaining them across all age groups. Responding to wider market influences, work will continue on developing new ways to take part in all forms of the game, without comprising the sports traditions. This will ensure a lasting legacy from elite success by attracting new players and encouraging current male and female adult players to play.

## ***England Hockey Strategy***

England Hockey’s Facilities Strategy can be found [here](http://www.englishockey.co.uk/page.asp?section=2075&sectionTitle=Facilities+Strategy).  
<http://www.englishockey.co.uk/page.asp?section=2075&sectionTitle=Facilities+Strategy>

**Vision:** For every hockey club in England to have appropriate and sustainable facilities that provide excellent experiences for players.

**Mission:** More, Better, Happier Players with access to appropriate and sustainable facilities

The 3 main objectives of the facilities strategy are:

### **1. PROTECT: To conserve the existing hockey provision**

- There are currently over 800 pitches that are used by hockey clubs (club, school, universities) across the country. It is important to retain the current provision where appropriate to ensure that hockey is maintained across the country.

### **2. IMPROVE: To improve the existing facilities stock (physically and administratively)**

- The current facilities stock is ageing and there needs to be strategic investment into refurbishing the pitches and ancillary facilities. England Hockey works to provide more support for clubs to obtain better agreements with facilities providers & education around owning an asset.



**3. DEVELOP: To strategically build new hockey facilities where there is an identified need and ability to deliver and maintain. This might include consolidating hockey provision in a local area where appropriate.**

England Hockey has identified key areas across the country where there is a lack of suitable hockey provision and there is a need for additional pitches, suitable for hockey. There is an identified demand for multi pitches in the right places to consolidate hockey and allow clubs to have all of their provision catered for at one site.

The intention is to:

- ◀ Be progressive.
- ◀ Offer opportunities to participate at national and international level.
- ◀ Work to raise the profile of the sport in support of recruitment and retention.
- ◀ Lead the sport.
- ◀ Support clubs and county associations.

# COTSWOLD DISTRICT COUNCIL STRATEGY & ACTION PLAN

## APPENDIX TWO: FUNDING PLAN

In order to deliver much of the Action Plan it is recognised that external partner funding will need to be sought. Below is a list of current funding bodies and relevant website links; further detail is not available at this stage as the funding streams are regularly changing.

Awarding body	Website link
The National Lottery Community Fund	<a href="http://www.tnlcommunityfund.org.uk/">http://www.tnlcommunityfund.org.uk/</a>
Sport England	<a href="https://www.sportengland.org/funding/">https://www.sportengland.org/funding/</a>
Football Foundation	<a href="https://footballfoundation.org.uk/what-we-do">https://footballfoundation.org.uk/what-we-do</a>
Premier League	<a href="#">Premier League LED Floodlight Fund   Premier League Stadium Fund</a>
Rugby Football Union	<a href="http://www.rugbyunion.org.uk/">RFU (englandrugby.com)</a>
The England and Wales Cricket Trust	<a href="https://www.ecb.co.uk/news/73112/club-funding">https://www.ecb.co.uk/news/73112/club-funding</a>
National Hockey Foundation	<a href="http://www.thenationalhockeyfoundation.com/">http://www.thenationalhockeyfoundation.com/</a>

### Funder's requirements

Below is a list of funding requirements that can typically be expected to be provided as part of a funding bid, some of which will fall directly out of the Playing Pitch Strategy:

- ✦ Identify need (i.e., why the Project is needed) and how the Project will address it.
- ✦ Articulate what difference the Project will make.
- ✦ Identify benefits, value for money and/or added value.
- ✦ Provide baseline information (i.e., the current situation).
- ✦ Articulate how the Project is consistent with local, regional and national policy.
- ✦ Financial need and project cost.
- ✦ Funding profile (i.e., Who's providing what? Unit and overall costs).
- ✦ Technical information and requirements (e.g., planning permission).
- ✦ Targets, outputs and/or outcomes (i.e., the situation after the Project/what the Project will achieve)
- ✦ Evidence of support from partners and stakeholders.
- ✦ Background/essential documentation (e.g., community use agreement).
- ✦ Assessment of risk.

### Indicative costs

The indicative costs of implementing key elements of the Action Plan can be found on the Sport England website: <https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/facility-cost-guidance>

The costs are for the development of community sports facilities and are based on providing good quality sports facility based on the last quarter. The Facilities Costs are updated on the Sport England website every quarter.

These rounded costs are based on schemes most recently funded through the Lottery (and therefore based on economies of scale), updated to reflect current forecast price indices provided by the Building Cost Information Service (BCIS), prepared by Technical Team Lead of Sport England.

# Agenda Item 10



**COTSWOLD**  
DISTRICT COUNCIL

Council name	COTSWOLD DISTRICT COUNCIL
Name and date of Committee	CABINET – 02 NOVEMBER 2023
Subject	2024/25 BUDGET STRATEGY AND MEDIUM-TERM FINANCIAL STRATEGY (MTFS) UPDATE
Wards affected	All
Accountable member	CLlr Mike Evemy, Deputy Leader and Cabinet Member for Finance Email: <a href="mailto:mike.evemy@cotswold.gov.uk">mike.evemy@cotswold.gov.uk</a>
Accountable officer	David Stanley, Deputy Chief Executive and Section 151 Officer Email: <a href="mailto:david.stanley@cotswold.gov.uk">david.stanley@cotswold.gov.uk</a>
Report author	David Stanley, Deputy Chief Executive and Section 151 Officer Email: <a href="mailto:david.stanley@cotswold.gov.uk">david.stanley@cotswold.gov.uk</a>
Summary/Purpose	This report sets out the Budget Strategy to support the preparation of the 2024/25 revenue and capital budgets and presents an updated Medium Term Financial Strategy forecast.
Annexes	Annex A – Draft Medium Term Financial Strategy (MTFS) 2024/25 to 2027/28 Annex B – MTFS Scenarios and Modelling Annex C – Draft Capital Programme and Capital Financing Statement 2024/25 to 2027/28 Annex D – Economic commentary
Recommendation(s)	That Cabinet resolves to: <ol style="list-style-type: none"> <li>1. Approves the 2024/25 Budget Strategy as outlined in Section 4 of the report.</li> <li>2. Notes the forecast surplus on the General Fund revenue budget in 2024/25 and proposed transfer to the Financial Resilience Reserve.</li> </ol>
Corporate priorities	<ul style="list-style-type: none"> <li>• Deliver the highest standard of service</li> </ul>
Key Decision	NO
Exempt	NO
Consultees/ Consultation	N/A



## 1. EXECUTIVE SUMMARY

- 1.1 The Council approved its Medium-Term Financial Strategy (MTFS) and set the budget for the 2023/24 financial year on 15 February 2023. This Report sets out the Council's Budget Strategy for 2024/25 and provides an update to the MTFS forecast position.
- 1.2 **A significant budget gap was identified in the February 2023 MTFS.** The indicative position outlined for 2024/25 through to 2026/27 is an unfunded budget gap of £5.053m, as reported to Council in February 2023. It was noted at the time that a revised approach to savings and transformation was required given the cumulative budget gap forecast over the MTFS period. With the challenging economic environment, the unfunded budget gap can be expected to have increased over the last 6 months.
- 1.3 Ensuring financial sustainability is one if not the key issue facing all local authorities currently. Reductions in the core long-term funding Councils have received over the last decade, continued uncertainty around the timing and impact of proposed local government finance reforms (previously referred to as the Fair Funding Review), and the impact of higher levels of inflation and interest rates all contribute to the pressure on the Council's continued financial sustainability position.
- 1.4 The uncertainty around local government finance reforms, which have already been delayed several times since April 2020, and the prospect of a general election within the next year (no later than January 2025) makes it difficult to forecast the Council's financial prospects over the medium-term.
- 1.5 Inflation and Interest rates have been at a higher than anticipated level throughout the current financial year and increases the pressure on the Council's finances.
- 1.6 With a budget gap for 2024/25 forecast in the February 2023 MTFS and additional pressures as set out in Section 3 of the report, the budget strategy provides the framework for the Council and its service delivery partners when assessing funding priorities.
- 1.7 Having a clear set of budget principles for the Council to accept and work toward helps a clear framework on the journey to setting a balanced budget for the forthcoming year. These are set out in paragraph 4.4 of the report and cover the Council's Best Value Duty, approach to reserves, full cost recovery through fees and charges, and capital investment priorities.
- 1.8 An indicative level of funding for 2024/25 was set out in 2023/24 Local Government Finance Settlement (Final) that was published in February 2023. Assumptions on funding have been reviewed for the purposes of the MTFS update but remain uncertain. No significant change to the level of funding is anticipated.
- 1.9 The 2024/25 Budget estimate for Council Tax assumes an increase in the number of dwellings liable for Council Tax (i.e., a 1% increase in the Taxbase) and a £5 increase in a Band D charge



for Council Tax. This falls within the permissible level of increase before triggering a local referendum and equates to an increase less than 10 pence per week for a Band D property.

- 1.10 Forecasting business rates income is complex with the impact of the external economic environment, additional reliefs, and the impact from the April 2023 revaluation contributing to the level of uncertainty around forecasts for the medium-term.
- 1.11 An updated estimate has been included in this MTFS of £4.989m based on modelling undertaken by Pixel Consulting representing an increase of £0.614m over the current year’s forecast. Whilst this estimate has been included in the MTFS it is prudent to consider the overall level of resources (Council Tax plus Government Funding) and apply a degree of damping to avoid over estimation.
- 1.12 With no consultation on New Homes Bonus it can be expected that a further year’s funding will be provided to local authorities.
- 1.13 Table ESI below includes the budget pressures that have been included in the draft revenue budget and MTFS.

**Table ESI – Budget Pressures**

Budget Pressure	Detail	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
Commercial Property Income	Assumption that over MTFS period income from commercial property investments reduces due to market/asset management decisions	100	200	300	300
External Audit scale fees	Increase in the external audit scale fee effective from April 2024 - 151% increase	82	82	82	82
Income pressures	Income pressures identified in Q1 2023/24 - Building Control, Land Charges	200	200	200	200
<b>TOTAL</b>		<b>382</b>	<b>482</b>	<b>582</b>	<b>582</b>

- 1.14 Table ES2 below sets out the initial cost reduction and income generation proposals that have been developed as part of this MTFS update. Further work will be undertaken over the budget setting process to refine the proposals and to consider additional items as they are identified through the detailed review of Publica and Ubico service delivery budgets, and through the Cabinet Transform Working Group.



**Table ES2 – Savings Proposals**

<b>Proposal</b>	<b>Assumption</b>	<b>2024/25 (£'000)</b>	<b>2025/26 (£'000)</b>	<b>2026/27 (£'000)</b>	<b>2027/28 (£'000)</b>
<b>Specific proposals</b>					
Car Park Tariffs - Pay & Display fees	Car Park tariffs were last reviewed April 2022	(375)	(500)	(625)	(750)
Car Park Tariffs - Sunday Charging	Proposal to remove free parking provision on Sundays	(100)	(105)	(110)	(116)
Garden Waste Fee - Recovery of costs	Inflationary impact on service costs for 2024/25 recovered through the annual Garden Waste fee	(147)	(258)	(369)	(480)
Waste & Recycling Collections	Review of Waste & Recycling rounds - focus on efficient use of resources	(375)	(500)	(500)	(500)
<b>Savings Targets</b>					
Publica contract	Indicative further cost reduction target - to be confirmed February 2024	(344)	(623)	(623)	(623)
Ubico contract	Indicative further cost reduction target - to be confirmed February 2024	(150)	(250)	(350)	(500)
<b>TOTAL</b>		<b>(1,491)</b>	<b>(2,236)</b>	<b>(2,577)</b>	<b>(2,969)</b>

**1.15** The draft MTFS shown in Table ES3 and Annex A is based on the most credible assumptions and forecasts of income and expenditure over the next 4 years. The uncertainty around the timing and impact of local government finance reforms makes it difficult to estimate with certainty the likely budget gap that the Council will need to close by 2026/27. However, whilst this outcome is uncertain, there is a need for the Council to ensure financial sustainability is maintained over the MTFS period and develop a robust and balanced savings and transformation plan to close the forecast budget gap.

**1.16** It is therefore appropriate for the Council to consider a revenue budget position over the next two financial years that delivers a surplus to ensure the Financial Resilience reserve is replenished to mitigate the financial position forecast from 2026/27.



**Table ES3 – Draft MTFs**

	2023/24 Original (£'000)	2023/24 Latest (£'000)	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
<b>Underlying Budget Gap - November 2023</b>						
Service Revenue Expenditure	13,625	15,858	15,858	15,858	15,858	15,858
Non-Service Expenditure & Income	(812)	(1,462)	(1,300)	(1,300)	(1,100)	(1,109)
Inflation Provision	1,449		1,348	2,216	2,918	3,645
2023/24 In-year variation Q1		400				
Unavoidable Budget Pressures	1,611	403	382	482	582	582
<b>Draft Net Revenue Budget (Before Savings)</b>	<b>15,873</b>	<b>15,199</b>	<b>16,288</b>	<b>17,256</b>	<b>18,259</b>	<b>18,977</b>
TOTAL Funding	(13,503)	(13,489)	(14,464)	(14,688)	(11,111)	(10,513)
<b>Underlying Budget Gap</b>	<b>2,370</b>	<b>1,710</b>	<b>1,825</b>	<b>2,568</b>	<b>7,148</b>	<b>8,464</b>
Savings - 2023/24 delivered	(1,510)	(400)	(623)	(819)	(819)	(819)
Publica contract savings			(344)	(623)	(623)	(623)
Ubico - rezoning of Waste & Recycling			(375)	(500)	(500)	(500)
Ubico - additional contract savings			(150)	(250)	(350)	(500)
Increase in Car Park Tariff			(375)	(500)	(625)	(750)
Car Park fees - Sunday charging			(100)	(105)	(110)	(116)
Garden Waste fee - cost recovery			(147)	(258)	(369)	(480)
<b>Revised Budget Gap / (Surplus)</b>	<b>860</b>	<b>1,310</b>	<b>(289)</b>	<b>(487)</b>	<b>3,751</b>	<b>4,677</b>

- 1.17** The Financial Resilience reserve has been relied upon over the last two financial years to balance the budget (£2.103m) which is not sustainable over the medium-term. £1.242m was utilised in 2022/23 to balance the budget, with the 2023/24 budget balanced by a further £0.861m transfer from the reserve.
- 1.18** The draft MTFs shows a moderate surplus of £0.289m in 2024/25 and £0.487m in 2025/26 (£0.776m across the 2 years) which will be transferred to the Financial Resilience reserve. Although this is a positive outcome at this stage of the budget setting cycle, consideration should be given to options to increase the projected surplus.
- 1.19** A review of the Reserves and Balances strategy will be undertaken to consider the adequacy of reserves considering the continued financial risks faced by the Council. The review will consider guidance published under CIPFA Bulletin 13: Local Authority Reserves and Balances (March 2023).
- 1.20** As reported in the 2023/24 Outturn report, slippage of £1.114m has been included in the Capital Programme for 2023/24 giving a revised budget of £15.013m. The capital programme for 2024/25 to 2026/27 remains unchanged, as shown in Table ES4 below.



**Table ES4 – Capital Programme 2023/24 to 2027/28**

<b>Capital Programme</b>	<b>2023/24 Revised Budget (£'000)</b>	<b>2024/25 Budget (£'000)</b>	<b>2025/26 Budget (£'000)</b>	<b>2026/27 Budget (£'000)</b>	<b>2027/28 Budget (£'000)</b>	<b>TOTAL Budget (£'000)</b>
Leisure & Communities	1,391	50	50	550	50	2,091
Housing/Planning and Strategic Housing	4,209	1,300	700	700	700	7,609
Environment	2,129	111	377	3,615	65	6,297
ICT, Change and Customer Services	415	150	150	150	150	1,015
UK Rural Prosperity Fund	191	573	0	0	0	764
UK Shared Prosperity Fund Projects	28	134	0	0	0	162
Land, Legal and Property	870	0	0	0	0	870
Transformation and Investment	5,780	0	0	0	0	5,780
	<b>15,013</b>	<b>2,318</b>	<b>1,277</b>	<b>5,015</b>	<b>965</b>	<b>24,588</b>

- 1.21** As set out in the *2023/24 Revenue Budget, Capital Programme and Medium-Term Financial Strategy* report, the Council’s capital expenditure has up until the current financial year been predominantly financed from capital receipts. As these are forecast to deplete over the capital programme period the Council will need to undertake prudential borrowing to support future capital expenditure plans. Other sources of finance support the capital programme, either from external sources (government grants and other contributions) or the Council’s own resources (revenue, reserves and capital receipts).
- 1.22** The Capital Financing position will be reviewed by the s151 Officer during the year as expenditure forecasts are updated to ensure a balanced use of capital resources and mitigation of current and future interest rates.
- 1.23** The report sets out the Council’s financial prospects for 2024/25 with specific proposals around savings and funding subject to consultation. Feedback from the consultation process together with any further budget adjustments for 2024/25 will be reported to the Cabinet in January 2024.
- 1.24** The final budget proposals, including the outcome from the Local Government Finance Settlement, will be presented to the Cabinet in February 2024, and will be debated at Council on 21 February 2024.





## 2. BACKGROUND

- 2.1 The Council approved its Medium-Term Financial Strategy (MTFS) and set the budget for the 2023/24 financial year on 15 February 2023. This Report sets out the Council's Budget Strategy for 2024/25 and provides an update to the MTFS forecast position.
- 2.2 **A significant budget gap was identified in the February 2023 MTFS.** As the table below shows, the indicative position outlined for 2024/25 through to 2026/27 is an unfunded budget gap of £5.053m, as reported to Council in February 2023. It was noted at the time that a revised approach to savings and transformation was required given the cumulative budget gap forecast over the MTFS period. With the challenging economic environment, the unfunded budget gap can be expected to have increased over the last 6 months.

**Table 1 – February 2023 Medium Term Financial Strategy position**

	2023/24 (£'000)	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)
<b>MTFS Summary (February 2023)</b>				
Net Service Revenue Expenditure	13,625	13,626	13,626	13,626
Corporate Items/Non Service Income & Expenditure	(812)	(677)	(671)	(656)
Provision for Inflation	1,799	2,336	2,897	3,477
<b>Service + Corporate Items</b>	<b>14,611</b>	<b>15,285</b>	<b>15,852</b>	<b>16,446</b>
Budget Proposals	762	602	564	564
Risk Items	500	500	500	500
Savings and Transformation Plan items	(1,510)	(2,358)	(3,323)	(3,351)
<b>Draft Net Revenue Budget</b>	<b>14,363</b>	<b>14,028</b>	<b>13,593</b>	<b>14,159</b>
<b>TOTAL Funding</b>	<b>(13,503)</b>	<b>(13,823)</b>	<b>(11,771)</b>	<b>(11,134)</b>
<b>Budget Gap / (Surplus)</b>	<b>860</b>	<b>206</b>	<b>1,822</b>	<b>3,025</b>

- 2.3 Under the Local Government Finance Act 1992 (as amended), the Council is legally required to set a balanced budget for the following financial year and remains in balance. Section 114 of the Local Government Finance Act 1998 requires the Section 151 Officer to report to all Members if there is likely to be unlawful expenditure or an unbalanced budget.
- 2.4 In common with the almost all local authorities, the council faces several external budget pressures that are impacting on its finances over the medium-term. There remains uncertainty around inflation and interest rates in the current financial year which have an influence over the Council's budget for 2024/25 and the MTFS period both directly and indirectly.
- 2.5 Members should consider some of the wider issues facing local government that will inform the 2024/25 revenue and capital budgets and the MTFS.



- 2.6 A number of local authorities have issued section 114 notices over the last year with Birmingham City Council being the most high-profile along with Woking Borough Council, Slough Borough Council and Thurrock Council. A section 114 notice indicates that the council's forecast income is insufficient to meet its forecast expenditure for the next year.
- 2.7 Whilst the number of authorities issuing section 114 notices is relatively low (8 out of 317 local authorities in England since 2018) it is unprecedented to have this many issued in a short space of time.
- 2.8 A significant number of other local authorities have indicated they are at risk of issuing a section 114 notice. In September, the following councils were reported to be close to or at risk of issuing a section 114 notice with further councils reporting they face "significant financial challenges": Hampshire County Council, Medway Council, Guildford Borough Council, Wirral Council, Surrey Heath Borough Council, Kent County Council.
- 2.9 **Whilst there is no immediate risk of Cotswold District Council having to consider issuing a section 114 notice, members will note the budget gap forecast over the medium-term must be closed to maintain financial sustainability.**
- 2.10 The level of uncertainty across the sector makes it more difficult to plan for the medium-term. A General Election is due to take place no later than 28 January 2025 (with Parliament being dissolved no later than 17 December 2024). Local Government Finance reforms, originally due to be implemented from April 2020, have been pushed back until at least April 2025. However, it is more likely this would be delayed until April 2026 due to the General Election as there may not be adequate time for reforms to be consulted on and implemented by a new Government.)
- 2.11 Therefore, it should be noted the updated MTFs position set out in this report is subject to uncertainty and a degree of estimation of costs and income. As with all estimates and assumptions, there is an inherent risk that they may not be accurate. The financial position will continue to be monitored with the estimates and assumptions reviewed and updated throughout the budget setting process. These will be finalised once the provisional Local Government Settlement is announced which is expected in December following the Autumn Statement scheduled for 22 November 2023.

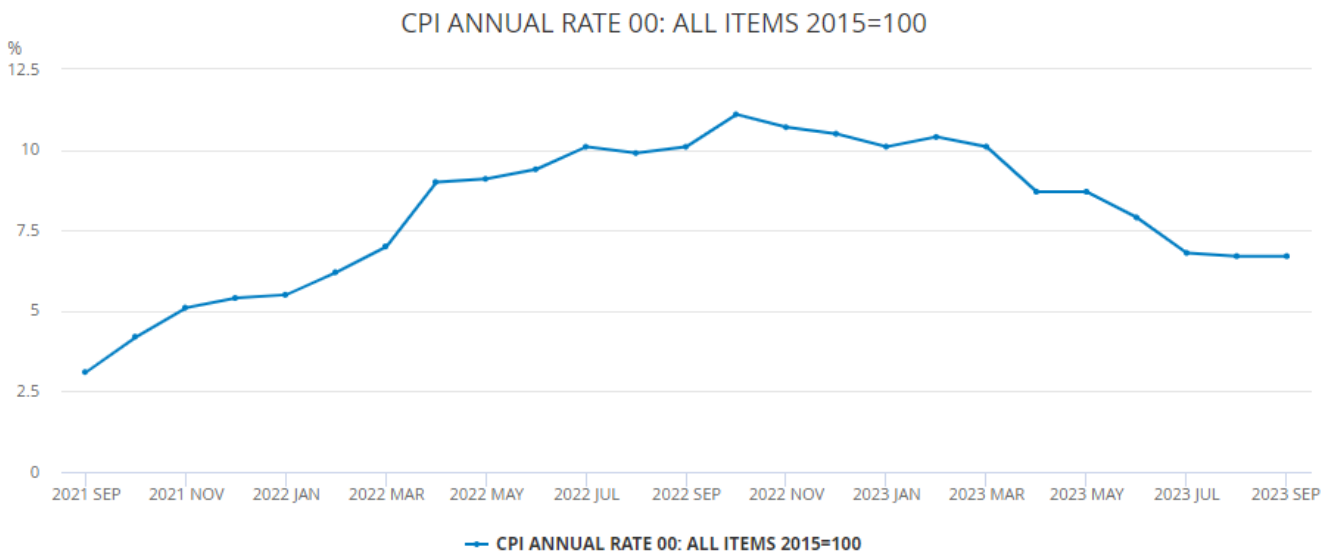


### 3. EXTERNAL ECONOMIC ENVIRONMENT

3.1 The *2023/24 Financial Performance – High-Risk Budgets* report and the *Financial Performance Report – Q1 2023/24* report set out the external economic pressures on the Council.

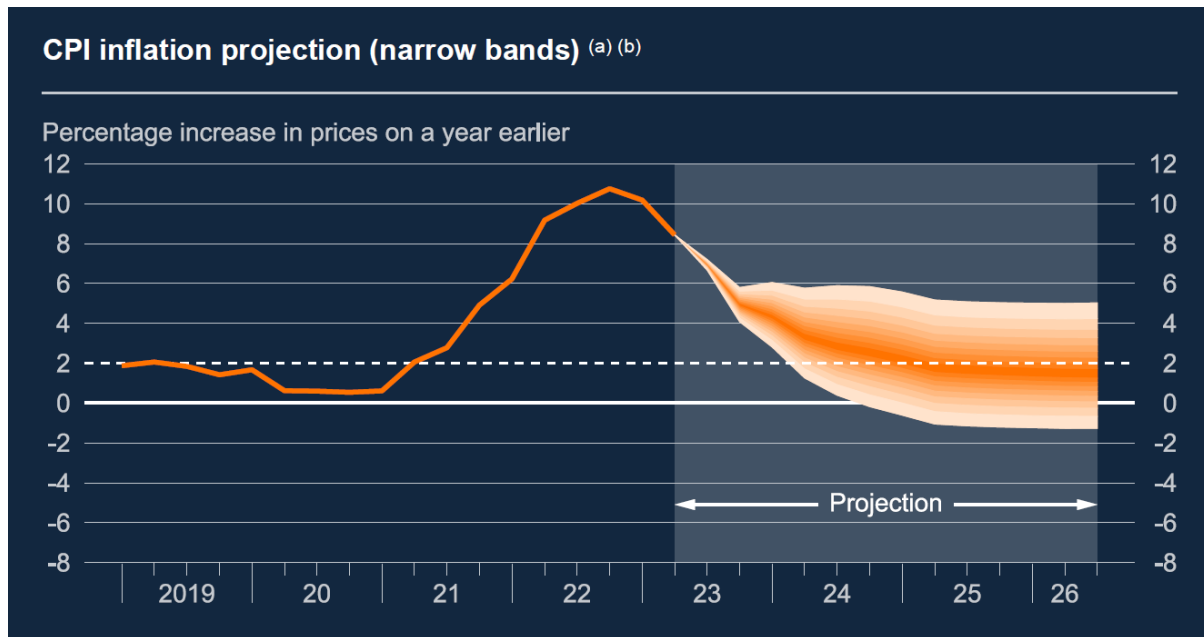
#### Inflationary Pressures

3.2 The level of inflation, as measured by the Consumer Prices Index, for September 2023 is 6.7% (no change from August 2023). Although it is not the Government's preferred measure of inflation, the Retail Prices Index is 8.9% (9.1% in August 2023). Core inflation (as defined by the Office for National Statistics as the CPI Rate excluding energy, food, alcohol, and tobacco) fell to 6.1% (6.2% in August 2023). Whilst prices of food and beverages reduced this was offset by the impact of increased fuel prices. It is this measure that has concerned the Bank of England and led to increases in interest rates.



3.3 Although general inflation has reduced since the start of the calendar year, the Council is subject to specific inflationary pressures on its services (e.g., fuel costs on waste and recycling service) which have tended to track higher than CPI and RPI.

3.4 The forecast for inflation is for a return towards the Bank of England's target of 2.0% (CPI) although it is worth noting recent commentary suggesting the bank should consider revising the target to 3.0%. The graph below shows the different CPI forecasts that are published in the quarterly Bank of England Monetary Policy Committee report (August 2023).



- 3.5** The continuation of elevated levels of inflation throughout the year and the Bank of England's forecast over the medium-term will need to be taken into account when assessing the impact on 2024/25 revenue and capital budgets.

#### **Inflationary Pressures – Pay Award**

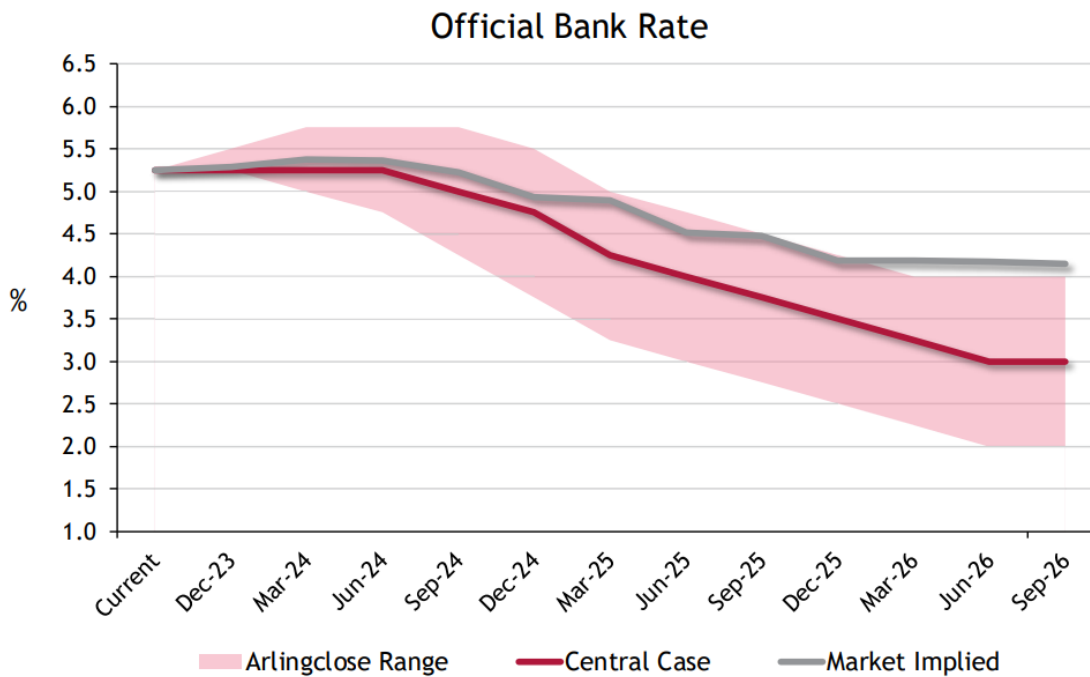
- 3.6** With inflation remaining high and not reducing as quickly as anticipated, this has led to higher wage demands for both private and public sector workers.
- 3.7** The assumption made for the 2023/24 budget was for an average Pay Award of 4% across Publica, Ubico and Retained staff. Inflationary provision of £1.2m is included in the budget for the pay award across Publica and Ubico contracts and for retained staff costs.
- 3.8** Local Government employers made a final offer to the unions in March 2023. With effect from 01 April 2023, the offer made by employers was:
- an increase of £1,925 (pro rata for part-time employees) to be paid as a consolidated, permanent addition on all NJC pay points 2 to 43 inclusive (equating to an increase of between 3.88% and 9.42% depending on the paygrade)
  - an increase of 3.88% on all pay points above the maximum of the pay spine but graded below deputy chief officer.
  - an increase of 3.88% on all allowances



- 3.9 For reference, the financial implications of the employers offer outlined above would have been broadly similar in terms of cost when compared to 2022/23 although the Council has allowed for a higher level of pay inflation in the current year's budget. **The estimated additional financial impact of the employers' offer would be around £0.400m.**
- 3.10 The unions have rejected this offer and are seeking a pay increase of RPI Inflation plus 2% at every spinal column point. **The estimated additional financial impact of the union proposal would be around £0.700m.**
- 3.11 At the time of drafting this report it is unclear when the pay award will be settled and at what level. Unison undertook a disaggregated ballot of members on strike action but fell short of the 50% legal threshold required to strike in a national ballot (75% of members voted in favour of strike action but on a turnout of 31%). In a response to a joint letter from Local Government unions dated 16 August 2023 seeking an improved pay offer, Local Government employers reaffirmed the position that the "employers' offer has been repeatedly and unanimously reaffirmed as full and final since it was made on 23 February."

#### Interest Rates

- 3.12 The Bank of England has increased interest rates fourteen times since December 2021 in an effort to mitigate inflationary pressures with the last increase of 0.25% taking the base rate to 5.25% on 04 August 2023. The MPC voted to maintain rates at 5.25% at their latest meeting on 21 September 2023. The council's treasury management advisors have forecast further increases during the year with an expectation that the base rate may peak at 5.50% to 5.75%. The next MPC meetings are scheduled for 02 November 2023, 14 December 2023, and 01 February 2024.



- 3.13** To support the Capital Programme, the Council may need to undertake borrowing during the current financial year although this is dependent on a number of factors. With PWLB interest rates remaining relatively high compared to the previous 12 years, this will impact the expenditure required to service any borrowing the Council undertakes.
- 3.14** The Council has limited and reducing internal resources to support the capital programme (capital receipts, earmarked reserves). This is not unique to Cotswold District Council with reports in specialist press (e.g., Public Finance) of Councils shelving or scrapping planned capital projects as other costs continue to rise and/or the need to find savings to balance the budget.
- 3.15** With interest rates expected to remain high during the financial year, the Council will need to ensure capital expenditure and capital financing decisions are made ‘in the round.’ This will ensure that existing and new capital schemes are not considered in isolation and are prioritised against the Council’s Corporate Plan and reference to affordability and deliverability.

### Economic Outlook

- 3.16** The International Monetary Fund published their latest half-yearly outlook for the global economy on 10 October 2023. It was widely reported that the UK economy would be the slowest growing of G7 nations, with interest rates and inflation remaining higher than other G7 economies and for longer.



3.17 Additional commentary from the Council's Treasury Management advisors, Arlingclose, is provided in Annex D.

#### 4. 2024/25 BUDGET STRATEGY – ASSUMPTIONS

4.1 The 2024/25 Budget Strategy outlines the principles and aims for the revenue and capital budget preparation process and takes into account the need for the Council to achieve a balanced budget position and maintain financial sustainability over the medium-term.

4.2 With a budget gap for 2024/25 forecast in the February 2023 MTFs and additional pressures as set out in Section 3 of the report, the budget strategy provides the framework for the Council and its service delivery partners when assessing funding priorities.

4.3 As set out in paragraph 2.6 to 2.8., many Councils are facing a significant financial challenge in setting a balanced budget for the forthcoming year. Whilst the financial challenge for Cotswold District Council is not proportionately as extreme as some other local authorities, it is still a significant challenge for the Council to address.

4.4 Having a clear set of budget principles for the Council to accept and work toward helps a clear framework on the journey to setting a balanced budget for the forthcoming year, as such Cotswold has developed the following principles:

- A clear focus on fulfilling the Council's Best Value Duty (*"make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness"*). Further development and mobilisation of the continuous savings programme through the Cabinet Transform Working Group (CTWG). Key objective for CTWG is to review savings and transformation proposals to close most of the budget gap by driving out costs from the running expenditure of the Council and its service delivery partners, focused both in the short and medium term.
- The Council will not rely on the use of one-off funding sources to address recurring budgetary pressures, specifically it should not place material reliance on use of reserves for revenue purposes over the medium-term.
- Maintaining financial sustainability over the MTFs period, the Council should take steps to replenish the Financial Resilience reserve in 2024/25 and 2025/26 to mitigate the budget gap forecast from 2026/27.
- Recognising the challenging inflationary environment, the Council is currently operating in and the increase in service costs, where services are charged for, fees and charges need to be set at an optimal price, ensuing full cost recovery as a minimum.
- Ensuring the long-term viability of service provision from as stable a position as possible is vital to continued success of quality service delivery, there a continued



focus on budget sustainability will be key to all considerations with a reduce use of one-off measures or borrowing to fund activity.

- Recognising the capital investment priorities outlined in the Council Corporate Plan and the importance to the residents of the district, a sustainable funding solution should be developed to fund the emerging capital programme – with a specific focus on funding all new capital activity predominantly from capital receipts with minimal borrowing.

### **Pay and Price Inflation**

- 4.5** The budget will be prepared on a ‘standstill’ basis in that no price inflation will be added other than to contractual commitments to pay an annual inflationary increase such as external contracts and software licence agreements.
- 4.6** Provision will be made in the 2024/25 budget for the estimated additional impact from the 2023/24 Pay Award, with assumptions for 2024/25 revised upwards due to the continued inflationary pressures. The broad pay assumptions used in the MTFS are set out below.
- Publica: 5.0%
  - Ubico: 6.0%
  - CDC: 3.50% to 5.00% (depending on position)
- 4.7** Non-pay inflation will be applied to specific elements of the Ubico contract where there is a material impact on service costs and an agreed assessment of the evidence of inflationary pressures (e.g., Fuel prices).
- 4.8** The ONS published the September CPI and RPI figures on 18 October 2023 with CPI remaining at 6.7% and RPI falling to 8.9%. These figures are used as the basis for uprating of some welfare benefits.
- 4.9** As set out above, the MTFS will include an allowance for these inflationary pressures over the medium-term and will be reviewed over the Autumn.

### **Fees and Charges**

- 4.10** As set out in the paragraphs above, the Council is currently exposed to inflationary pressures in service delivery costs. Where services are charged for, fees and charges need to be set at an optimal price, ensuing full cost recovery as a minimum. This is in accordance with Cabinet decisions included in prior year MTFS reports to *“charge for services to ensure they are not subsidised by other taxpayers.”*
- 4.11** A report will be considered by Cabinet in January 2024 on Car Park Fee proposals and February 2024 on the revised fees and charges for 2024/25.





### **Commercial Property Income/Asset Management**

- 4.12** The Council's revenue budget includes £0.650m of gross rental income from Commercial Property which provides funding for other Council services. Given the risk in holding commercial property (e.g., occupancy rates and fluctuations in the property market), income and expenditure budgets associated with the portfolio will be reviewed considering the external economic environment. This will help ensure the Council is budgeting at the appropriate level and that risks to income and expenditure changes across the medium term can be incorporate into the MTFs and Capital Programme.
- 4.13** The Council is currently assessing short and long-term options for the Wilko store in Great Bridge that is now vacant. The 2024/25 budget assumes additional costs and loss of rental income for the year (£0.100m) and further pressures over the MTFs period.
- 4.14** An Asset Management Strategy (AMS) is being prepared and will be presented to Cabinet in December 2023. The strategy and plans will identify and provide a longer-term view (i.e., beyond the current MTFs period) of the income and expenditure profiles, tenant events, hold and disposal options.
- 4.15** The AMS will be supported by detailed asset management plans for the Land and Buildings assets it holds considering stock condition surveys and including consideration of any investment required to achieve minimum efficiency standards (MESS). This work is due to be completed in Q4 2023/24.
- 4.16** The budget setting process will need to consider whether a proportion of commercial income is set aside in an Earmarked Reserve each year to provide and ongoing funding stream to manage the portfolio and any Asset Management requirements that are identified in the AMS.

### **Local Government Pension Scheme**

- 4.17** An actuarial review of the Local Government Pension Scheme was undertaken in 2022 with a revised funding schedule included in the February 2023 MTFs. This resulted in a reduction in the employer secondary rate payment of £0.139m in 2023/24 increasing to £0.335m in 2024/25 and £0.531m in 2025/26.
- 4.18** For the purposes of the MTFs, no change has been forecast to the level of pension fund contribution at the current funding period (2025/26). Assumptions around employer contributions will not be updated until the conclusion of the next actuarial review which will commence in March 2025 with any changes to contributions taking effect from 2026/27. Clearly, there is a risk at the next valuation for contribution levels to increase should the actuarial assessment require.



### Interest Rates – Investments and Borrowing

- 4.19** Treasury management income recovered strongly during 2022/23 following market volatility and recovery from the coronavirus pandemic. Although the 2023/24 Q1 forecast for Treasury management income 2023/24 remains above target due to higher interest rates and cash balances, there remains uncertainty around the UK economy, commodity prices (especially oil), and the future level of interest rates which may impact future investment performance.
- 4.20** As outlined in the Treasury Management Strategy, the Council invests its surplus balances with a budgeted income return of £0.831m in 2023/24. The Strategy sets out that the Council aims to achieve a total return that is equal or higher than the prevailing rate of inflation, to maintain the spending power of the sum invested.
- 4.21** The Council has two broad classes of investments – Short-term investments (Debt Management Office and Money Market Funds where balances are held for short periods until required) and Pooled Funds.
- 4.22** The initial forecast for 2024/25 is £1.031m recognising the improvement in Q1 2023/24 and will be reviewed over the coming months considering Q2 and Q3 performance with a final estimate included in the revenue budget and MTFs to be considered by Cabinet and Council in February 2024.

### Government Funding

- 4.23** The Local Government Finance policy statement was published on 12 December 2022 and set out the Government's intentions for the local government finance settlement for the 2-year period (2023/24 and 2024/25). In the absence of a multi-year finance settlement, the policy statement provided some clarity and certainty on key aspects of funding to support budget setting and financial planning.
- 4.24** An indicative level of funding for 2024/25 was set out in 2023/24 Local Government Finance Settlement (Final) that was published in February 2023. Assumptions on funding have been reviewed for the purposes of the MTFs update but remain uncertain.
- 4.25** At the time, the 2023/24 settlement was published the Government committed to consulting on a review of the New Homes Bonus scheme.
- “We also recognise the need to help councils plan and we will therefore set out the future position of New Homes Bonus ahead of the 2024-25 local government finance settlement.”*
- 4.26** No consultation has taken place. For the purposes of the MTFs it is assumed a further one-off payment of New Homes Bonus will be made in 2024/25. A forecast of £0.215m has been included in the MTFs based on an initial assessment from the Council Taxbase (CTBI) return.



- 4.27** The Government have deferred the introduction of Extended Producer Responsibility (pEPR) by a year (now October 2025). Commentary included in the 2023/24 settlement indicated pEPR may have provided additional income to local authorities.

*“2024-25 brings with it a significant new funding stream, subject to successful delivery of the Extended Producer Responsibility for packaging (pEPR) scheme as soon as is feasible within this financial year; local authorities can expect to receive additional income from the scheme whilst being asked to submit data relevant to their waste collection services. Alongside His Majesty’s Treasury and the Department for Environment, Food and Rural Affairs, we will be assessing the impact of additional pEPR income on the relative needs and resources of individual local authorities in the coming year.”*

- 4.28** The broad assumption made at this stage is there is unlikely to be any material change to the funding position already set out in the 2023/24 settlement and included within the MTFs.

### **Council Tax**

- 4.29** As set out in the Local Government Finance Policy Statement, Council Tax referendum principles for shire district and borough councils will allow for increases of Council Tax of up to 3% or £5 (whichever is higher).
- 4.30** The 2024/25 Budget estimate for Council Tax assumes an increase in the number of dwellings liable for Council Tax (i.e., a 1% increase in the Taxbase) and a £5 increase in a Band D charge for Council Tax. This falls within the permissible level of increase before triggering a local referendum and equates to an increase less than 10 pence per week for a Band D property.
- 4.31** The decision to set Council Tax remains an annual decision for Council to consider when setting the budget in February.
- 4.32** The Council has consulted on proposed changes to the Local Council Tax Support scheme (LCTS) with changes focussed supporting more people with the cost of living and provide more support to those families with dependent children.

### **Business Rates**

- 4.33** Forecasting business rates income is complex with the impact of the external economic environment, additional reliefs, and the impact from the April 2023 revaluation contributing to the level of uncertainty around forecasts for the medium-term.
- 4.34** An initial estimate of £4.101m was included in the February 2023 MTFs. An updated estimate has been included in this MTFs of £4.989m based on modelling undertaken by Pixel Consulting representing an increase of £0.614m over the current year’s forecast.



- 4.35** Whilst this estimate has been included in the MTFS it is prudent to consider the overall level of resources (Council Tax plus Government Funding) and apply a degree of damping to avoid over estimation. The MTFS includes scenarios on both funding and expenditure to provide members with a range of potential outcomes. In effect, the overall level of funding in the balanced and pessimistic scenarios can be seen as a reduction in the estimate of business rates income for the year. Further detail of the modelling and scenarios are set out in Section 5 of the report.
- 4.36** A further consideration on estimating business rates income will be the outcome from the consultation published by the Government on 28 September 2023 covering technical adjustments to the Business Rates Retention System in response to the Non-Domestic Rating Bill. The Non-Domestic Rating Bill, currently before Parliament, brings forward changes to the ways that business rates multipliers will be calculated and applied and could be implemented from 2024/25.
- 4.37** As a consequence of the Bill changes, the Government are considering technical amendments to the Business Rates Retention System (BRRS) to maintain the accuracy of levy and safety net payments and future income compensation paid to local authorities for the impact of tax policy decisions. The consultation closes on 02 November 2023 with any changes likely to feed through to the 2024/25 Local Government Finance Settlement.
- 4.38** The Council is required to finalise its Business Rates estimates for 2024/25 and its initial estimate of any surplus or deficit for 2023/24 by 31 January 2024 which will be included in the February 2024 MTFS.

#### **Financial Resilience Reserve**

- 4.39** A Financial Resilience reserve of £1.875m was established as part of the *Draft Budget Proposals 2023-24 and Latest MTFS Forecasts* report to Cabinet in November 2022 with the intention to hold at a level that allows the Council to mitigate short-term fluctuations in income and expenditure (e.g., Business Rates, Government funding changes).
- 4.40** The February 2023 MTFS proposed increasing the reserve to £3.290m to mitigate the budget gap identified in the MTFS and to facilitate profiling of a Savings and Transformation plan and support the award of the Leisure and Culture contract over MTFS period.
- 4.41** The projected balance on the Financial Resilience reserve is £2.730m by the end of the 2023/24 financial year and does not at this stage assume any further deployment from the reserve to mitigate the adverse variation of £0.448m forecast in the *Financial Performance Report – Q1 2023/24* report to Cabinet in September 2023.
- 4.42** As set out in this report, the Council must set a balanced budget for the forthcoming financial year. Whilst the Financial Resilience reserve is intended to support the Council MTFS and mitigate the budget gap identified, it should not be utilised on an ongoing basis to balance the budget.



## **5. 2024/25 REVENUE BUDGET AND MEDIUM-TERM FINANCIAL STRATEGY 2024/25 TO 2027/28**

- 5.1** As set out in section 2 of this report, a significant budget gap was identified in the February 2023 MTFS. The financial position over the medium-term remain challenging and uncertain. It is widely expected that reforms to local government finance, originally due in 2020/21 but delayed several times already, will result in a substantial reduction in the Council's funding from central Government. The timing of these reforms remains uncertain with the assumption in the MTFS that these reforms will be delayed further and not implemented until 2026/27.

### **Financial Sustainability**

- 5.2** Ensuring financial sustainability is one if not the key issue facing all local authorities currently. Reductions in the core long-term funding Councils have received over the last decade, continued uncertainty around the timing and impact of proposed local government finance reforms (previously referred to as the Fair Funding Review), and the impact of higher levels of inflation and interest rates all contribute to the pressure on the Council's continued financial sustainability position.
- 5.3** For the Council to meet its legal obligation to provide statutory services and to support the priorities as set out in the Council Plan, financial sustainability must be maintained over the MTFS period.
- 5.4** There are a range of safeguards in place that help to prevent local authorities overcommitting themselves financially. These include:
- Balanced Budget requirement: England, Sections 31A, 42A of the Local Government Finance Act 1992, as amended.
  - Chief Finance Officer (CFO) duty to report on robustness of estimates and adequacy of reserves (under Section 25 of the Local Government Act 2003) when the authority is considering its budget requirement.
  - Requirements of the Prudential Code
- 5.5** These requirements are reinforced by Section 114 of the Local Government Finance Act 1988 which requires the CFO to report to all the authority's councillors if there is or is likely to be unlawful expenditure or an unbalanced budget. This would include situations where reserves have become seriously depleted and it is forecast that the authority will not have the resources to meet its expenditure in a particular financial year.
- 5.6** Paragraphs 2.6 to 2.8 of this report outlined the wider sector position regarding Section 114 notices and authorities in financial difficulty. It is important that members understand the legal framework which support local authority budget setting and financial sustainability.



**Budget pressures recognised in the MTFS update**

5.7 Table 2 below includes the budget pressures that have been included in the draft revenue budget and MTFS.

**Table 2 – Budget Pressures**

Budget Pressure	Detail	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
Commercial Property Income	Assumption that over MTFS period income from commercial property investments reduces due to market/asset management decisions	100	200	300	300
External Audit scale fees	Increase in the external audit scale fee effective from April 2024 - 151% increase	82	82	82	82
Income pressures	Income pressures identified in Q1 2023/24 - Building Control, Land Charges	200	200	200	200
<b>TOTAL</b>		<b>382</b>	<b>482</b>	<b>582</b>	<b>582</b>

- **Commercial Property Income:** reduced rental income expectations and void costs forecast for 2024/25 with anticipation of asset disposals in future years as part of the emerging Asset Management Strategy.
- **External Audit Scale Fees:** an increase in the external audit scale fee of 151% for the new PSAA-led contracts from April 2024. This major reset in the scale fee had been widely expected owing to the current audit backlog and the wider challenges in wider audit market.
- **Income pressures:** an indicative budget pressure is included in the draft revenue budget and MTFS to address the income shortfall on specific fees and charges. The level of the adjustment to income budgets will be reviewed to ensure compensating expenditure adjustments are considered to bring the service budget back in line.

**Savings included in the MTFS update**

5.8 The table below sets out the initial cost reduction and income generation proposals that have been developed as part of this MTFS update. Further work will be undertaken over the budget setting process to refine the proposals and to consider additional items as they are identified



through the detailed review of Publica and Ubico service delivery budgets, and through the Cabinet Transform Working Group.

**Table 3 – Savings Proposals**

<b>Proposal</b>	<b>Assumption</b>	<b>2024/25 (£'000)</b>	<b>2025/26 (£'000)</b>	<b>2026/27 (£'000)</b>	<b>2027/28 (£'000)</b>
<b>Specific proposals</b>					
Car Park Tariffs - Pay & Display fees	Car Park tariffs were last reviewed April 2022	(375)	(500)	(625)	(750)
Car Park Tariffs - Sunday Charging	Proposal to remove free parking provision on Sundays	(100)	(105)	(110)	(116)
Garden Waste Fee - Recovery of costs	Inflationary impact on service costs for 2024/25 recovered through the annual Garden Waste fee	(147)	(258)	(369)	(480)
Waste & Recycling Collections	Review of Waste & Recycling rounds - focus on efficient use of resources	(375)	(500)	(500)	(500)
<b>Savings Targets</b>					
Publica contract	Indicative further cost reduction target - to be confirmed February 2024	(344)	(623)	(623)	(623)
Ubico contract	Indicative further cost reduction target - to be confirmed February 2024	(150)	(250)	(350)	(500)
<b>TOTAL</b>		<b>(1,491)</b>	<b>(2,236)</b>	<b>(2,577)</b>	<b>(2,969)</b>

**5.9** The savings proposals in table x have been included in the draft revenue budget and MTFs.

- **Car Park Tariffs, Pay and Display:** last reviewed in April 2022 and the proposed increase reflects the level of inflation over the last 2 years.
- **Car Park Tariffs, Sunday charges:** proposal to remove free parking provision on Sundays with the estimated additional income based on the Monday-Saturday tariff levels and a reduced chargeable period.
- **Garden Waste Fee, Recovery of costs:** the proposed increase in the Garden Waste fee will reflect the forecast increase in service provision costs from Ubico. The estimate of income is based on the number of existing subscribers and maintains the discount in the fee offered to residents in receipt of Local Council Tax Support.
- **Waste & Recycling Collections:** a review of all the waste and recycling rounds across the district has been undertaken from the perspective of improving round efficiency. The modelling undertaken has considered options that increase the productivity of vehicles and crews. This is estimated to reduce contract costs by approximately £0.500m in a full year.



- **Publica and Ubico Contract savings targets:** indicative minimum cost reduction targets over the MTFS period. Additional cost reduction and income generation opportunities will be considered by the Cabinet Transform Working Group over the coming months. These will be evaluated and scrutinised to ensure savings proposals are robust (deliverability, risk assessed, service impact).

5.10 These cost reductions and income generation proposals will frame the public/resident consultation process that will run from 03 November 2023 to 08 December 2023. Cabinet will consider the feedback at the meeting on 11 January 2024.

#### **Development of credible/robust savings proposals/CTWG**

- 5.11 An important part of the approach to maintaining financial sustainability will be to continue to deliver efficiencies and savings over the coming years. The Council Plan and services must be delivered within the overall resource envelope available to the Council thereby reducing reliance on earmarked reserves to support the budget.
- 5.12 The level of savings included in the February 2023 MTFS, and the update set out in this report does not meet the budget gap identified. The Financial Resilience reserve is being used to balance the budget in the short-term and will be depleted over the MTFS period leading to a potential deficit position by 2026/27. The Council will need to address the scale of the budget gap to ensure a balanced budget can be set for 2024/25 and beyond. The position set out in this report is by no means complete and the budget gap may change due to assumptions being updated.
- 5.13 The CIPFA Financial Management Code (FM Code) is designed to support good practice in financial management and to assist local authorities in demonstrating their financial sustainability. The FM Code is based on a series of principles supported by specific standards which are considered necessary to provide the strong foundation to
- financially manage the short, medium, and long-term finances of a local authority
  - manage financial resilience to meet unforeseen demands on services.
  - manage unexpected shocks in their financial circumstances.
- 5.14 A key element of demonstrating financial sustainability and compliance with the FM Code is for the Council to ensure suitable mechanisms are in place around savings so that they are identified, agreed, planned, implemented, and achieved. This will help to ensure the funding gap identified within the MTFS is addressed in a planned and managed way.
- 5.15 The Cabinet Transform Working Group (CTWG) was established in March 2023 to provide a robust approach to addressing the budget gap identified over the MTFS period. The programme established a revised process for how transformation projects and savings are identified, evaluated, and approved, with clearer reporting and monitoring and governance





arrangements. The group have met several times during the year and are reviewing a number of options from Publica and Ubico that, subject to further due diligence, be put forward as part of the administration's budget proposals in February 2024.

### Scenarios/Modelling

- 5.16 The MTFS includes the most credible expenditure, income and funding position and sets out the resulting budget gap with additional action required over the coming months to mitigate the position for 2024/25 and 2025/26.
- 5.17 With the level of uncertainty, a number of scenarios have been developed to model the impact and sensitivity on distinct levels of inflationary pressures, cost reduction measure, and income/funding options. This enhances the financial planning process and supports the Council's continued financial sustainability priority, providing a degree of flexibility over the coming months as the MTFS is reviewed and refined in advance of the formal approval of the budget and MTFS by Council in February 2024.
- 5.18 As set out in the external auditor's Annual Report ([External Auditor's Annual Report, Audit and Governance Committee 25 July 2023](#)) the Council faces a lack of funding certainty and external economic factors which could lead to different financial scenarios.
- 5.19 The table below sets out the key characteristics of the scenarios utilised in the MTFS update process, with Annex B showing those scenarios in the form of a graph to illustrate the potential risk to the Council's financial sustainability over the MTFS period.
- 5.20 The scenarios modelled are reasonable current/balanced (i.e., most credible), worst case (pessimistic), mid-case, and optimum financial outcome (best/optimistic).
- 5.21 Annex B shows the scenarios being modelled over the medium-term period with the most credible scenario (current) forming the basis of the MTFS estimates.
- 5.22 The three alternative scenarios broadly differ from the current scenario as follows:
- **Inflation:** + or – 1.0% on Pay Award (being the single largest contributor to inflationary pressures)
  - **Council Tax:** All scenarios assume Council Tax is increased by £5 per annum and the taxbase increases by 1%.
  - **Local Government finance reforms:** assumption these are delayed until 2026/27 with short-term (3 years) transitional protection.
  - **Business Rates Income:** current scenario assumes £4.5m of retained business rates income in 2024/25 and 2025/26. Best case assumes £5.0m in 2024/25 and £5.1m in 2025/26. Worst case assumes £4.0m in 2024/25 and 2025/26. All scenarios assume a reduction to the baseline funding level (£2.3m) from 2026/27.
  - **Savings:** current scenario includes the savings proposals outlined in Table x. All other scenarios assume additional savings targets for Publica and Ubico ranging from £0.500m to £2.250m over the MTFS period.



- **Other:** funding forecasts based on Pixel MTFP Model 5.10.5 (18 October 2023 release).

### Draft MTFS

- 5.23** The draft MTFS shown in Table 4 and Annex A is based on the most credible assumptions and forecasts of income and expenditure over the next 4 years. The uncertainty around the timing and impact of local government finance reforms makes it difficult to estimate with certainty the likely budget gap that the Council will need to close by 2026/27. However, whilst this outcome is uncertain, there is a need for the Council to ensure financial sustainability is maintained over the MTFS period and develop a robust and balanced savings and transformation plan to close the forecast budget gap.
- 5.24** It is therefore appropriate for the Council to consider a revenue budget position over the next two financial years that delivers a surplus to ensure the Financial Resilience reserve is replenished to mitigate the financial position forecast from 2026/27.
- 5.25** The Financial Resilience reserve has been relied upon over the last two financial years to balance the budget (£2.103m) which is not sustainable over the medium-term. £1.242m was utilised in 2022/23 to balance the budget, with the 2023/24 budget balanced by a further £0.861m transfer from the reserve.
- 5.26** The draft MTFS shows a moderate surplus of £0.289m in 2024/25 and £0.487m in 2025/26 (£0.776m across the 2 years) which will be transferred to the Financial Resilience reserve. Although this is a positive outcome at this stage of the budget setting cycle, consideration should be given to options to increase the projected surplus.

### Table 4 – Draft MTFS



	2023/24 Original (£'000)	2023/24 Latest (£'000)	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
<b>Underlying Budget Gap - November 2023</b>						
Service Revenue Expenditure	13,625	15,858	15,858	15,858	15,858	15,858
Non-Service Expenditure & Income	(812)	(1,462)	(1,300)	(1,300)	(1,100)	(1,109)
Inflation Provision	1,449		1,348	2,216	2,918	3,645
2023/24 In-year variation Q1		400				
Unavoidable Budget Pressures	1,611	403	382	482	582	582
<b>Draft Net Revenue Budget (Before Savings)</b>	<b>15,873</b>	<b>15,199</b>	<b>16,288</b>	<b>17,256</b>	<b>18,259</b>	<b>18,977</b>
TOTAL Funding	(13,503)	(13,489)	(14,464)	(14,688)	(11,111)	(10,513)
<b>Underlying Budget Gap</b>	<b>2,370</b>	<b>1,710</b>	<b>1,825</b>	<b>2,568</b>	<b>7,148</b>	<b>8,464</b>
Savings - 2023/24 delivered	(1,510)	(400)	(623)	(819)	(819)	(819)
Publica contract savings			(344)	(623)	(623)	(623)
Ubico - rezoning of Waste & Recycling			(375)	(500)	(500)	(500)
Ubico - additional contract savings			(150)	(250)	(350)	(500)
Increase in Car Park Tariff			(375)	(500)	(625)	(750)
Car Park fees - Sunday charging			(100)	(105)	(110)	(116)
Garden Waste fee - cost recovery			(147)	(258)	(369)	(480)
<b>Revised Budget Gap / (Surplus)</b>	<b>860</b>	<b>1,310</b>	<b>(289)</b>	<b>(487)</b>	<b>3,751</b>	<b>4,677</b>

### Corporate Plan 2024-2028

5.27 A new Corporate Plan covering the period 2024-2028 is being developed and will be presented to Cabinet at their meeting on 11 January 2024. The MTFs and Corporate planning process are aligned to ensure adequate resources are available to support the Corporate Plan priorities whilst maintaining financial sustainability over the plan period.

### Balances and Reserves Strategy

5.28 A review of the Reserves and Balances strategy will be undertaken to consider the adequacy of reserves considering the continued financial risks faced by the Council. The review will consider guidance published under CIPFA Bulletin 13: Local Authority Reserves and Balances (March 2023).

5.29 The Council's financial position is supported by its balances and reserves. The requirement for financial reserves is acknowledged in statute. Sections 31A, 32 42A and 43 of the Local Government Finance Act 1992 require billing and precepting authorities in England and Wales to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement.

5.30 The Council has a General Fund balance and number of earmarked reserves to support delivery of key priorities and financial sustainability.

5.31 The General Fund Balance will need to be maintained at a risk-assessed minimum level (currently £1.760m). The Financial Resilience Reserve balance will need to be held at a level that mitigates short-term fluctuations in income and expenditure (e.g., Business Rates, Government funding changes).



- 5.32** These reserves should not be utilised to fund normal, on-going service provision.
- 5.33** The Council holds a Council Priorities Fund revenue reserve. This funding is available for investment in initiatives which support delivery against the Council's current and future priorities and the emerging Corporate Plan.
- 5.34** The table below sets out the closing position on the General Fund balance and earmarked reserves for 2022/23.

**Table 5 – Balances/Reserves 2023/24**

<b>Reserve type</b>	<b>Opening Balance 01/04/2022 (£'000)</b>	<b>Closing Balance 31/03/2023 (£'000)</b>	<b>2023/24 Adjs (£'000)</b>	<b>Revised Balances 2023/24 (£'000)</b>	<b>Estimated Balance 31/03/2024 (£'000)</b>
General Fund	(2,553)	(1,760)	0	(1,760)	(1,760)
Council Priorities Fund	(2,767)	(2,219)	1,219	(1,000)	(1,000)
Financial Resilience Reserve	0	(1,174)	(2,058)	(3,232)	(2,751)
Financial Resilience Reserve - shortfall (illustrative)					
Transformation & Investment Programme	(218)	(195)	95	(100)	(100)
Property R&M/Capital Works (Revenue)	0	0	(96)	(96)	(96)
Environmental Services Investment Programme	0	0	(58)	(58)	(58)
Business Rates Movement Reserve	(4,120)	0		0	0
Local Plan Reserve	(819)	(677)		(677)	(95)
Covid-19 Reserves	(88)	(27)	27	0	0
Community-Led Housing Grant	(806)	(805)		(805)	(776)
New Burdens	(411)	(358)	266	(92)	(92)
Other commitments from the Council Priorities Fund	(1,071)	(899)	376	(523)	(523)
Other Revenue Earmarked Reserves	(2,338)	(2,337)	230	(2,107)	(1,624)
<b>Total Earmarked Revenue Reserves</b>	<b>(12,639)</b>	<b>(8,691)</b>	<b>(0)</b>	<b>(8,691)</b>	<b>(7,116)</b>
<b>Total Revenue Reserves</b>	<b>(15,192)</b>	<b>(10,451)</b>	<b>0</b>	<b>(10,451)</b>	<b>(8,876)</b>



## 6. CAPITAL PROGRAMME AND FINANCING

- 6.1** The Council's Capital Strategy and Capital Programme are considered over a five-year period. The Strategy provides the framework for the Council's capital expenditure and financing plans to ensure they are affordable, prudent, and sustainable over the longer-term.
- 6.2** The Council set out its Capital Programme for the period 2023/24 to 2026/27 based on the principles of the current Capital Strategy and was approved by Council at their meeting on 15 February 2023. and is summarised in Tables 6 and 7 below and in further detail in Annex C of this report. A total capital expenditure budget of £13.899m in 2023/24 is proposed. Total expenditure decreases to £2.318m and £1.277m in 2024/25 and 2025/26 respectively, and in the final year of the current programme 2026/27 spend is estimated at £5.015m.
- 6.3** As reported in the 2023/24 Outturn report, slippage of £1.114m has been included in the Capital Programme for 2023/24 giving a revised budget of £15.013m, as shown in Table 6. The capital programme for 2024/25 to 2026/27 remains unchanged, as shown in Table 7.

**Table 6 – Revised Capital Programme 2023/24**

	<b>2023/24 OB (£'000)</b>	<b>Slippage From 2022/23 (£'000)</b>	<b>2023/24 Adjs (£'000)</b>	<b>2023/24 LAB (£'000)</b>
<b>Capital Programme</b>				
Leisure & Communities	1,387	4	0	1,391
Housing/Planning and Strategic Housing	4,001	208	0	4,209
Environment	1,956	173	0	2,129
Retained & Corporate	0	0	0	0
ICT, Change and Customer Services	350	65	0	415
UK Rural Prosperity Fund	191	0	0	191
UK Shared Prosperity Fund Projects	28	0	0	28
Land, Legal and Property	500	370	0	870
Transformation and Investment	5,486	294	0	5,780
<b>TOTAL Capital Programme</b>	<b>13,899</b>	<b>1,114</b>	<b>0</b>	<b>15,013</b>



**Table 7 – Capital Programme 2023/24 to 2027/28**

<b>Capital Programme</b>	<b>2023/24 Revised Budget (£'000)</b>	<b>2024/25 Budget (£'000)</b>	<b>2025/26 Budget (£'000)</b>	<b>2026/27 Budget (£'000)</b>	<b>2027/28 Budget (£'000)</b>	<b>TOTAL Budget (£'000)</b>
Leisure & Communities	1,391	50	50	550	50	2,091
Housing/Planning and Strategic Housing	4,209	1,300	700	700	700	7,609
Environment	2,129	111	377	3,615	65	6,297
ICT, Change and Customer Services	415	150	150	150	150	1,015
UK Rural Prosperity Fund	191	573	0	0	0	764
UK Shared Prosperity Fund Projects	28	134	0	0	0	162
Land, Legal and Property	870	0	0	0	0	870
Transformation and Investment	5,780	0	0	0	0	5,780
	<b>15,013</b>	<b>2,318</b>	<b>1,277</b>	<b>5,015</b>	<b>965</b>	<b>24,588</b>

- 6.4** The Q1 monitoring report provided members with an initial forecast for the year of £8.297m – an underspend of £6.716 against the latest capital programme budget.
- 6.5** This is due to the assumption that the Strategic Property Acquisition (included in the summary line Transformation and Investment) will not proceed in the current financial year. With interest rates remaining high, any future acquisition decision will need to be supported by a full business case setting out the wider benefits and financial impact over the immediate and longer-term.
- 6.6** Paragraph 4.14 of this report updated members on the preparation of an Asset Management Strategy.
- 6.7** The capital programme is focussed on delivering against the Council’s key priorities, with further schemes coming forward to on enhancing the delivery of core services through improvement and enhancement of assets. A review of the programme will be undertaken as part of the budget setting process and will be focussed on
- Affordability and deliverability of schemes
  - Current capital financing resources and potential capital receipts arising from the Asset Management Strategy
  - Actions agreed in response to the financial sustainability improvement recommendations.

**Capital Financing**

- 6.8** As set out in the *2023/24 Revenue Budget, Capital Programme and Medium-Term Financial Strategy* report, the Council’s capital expenditure has up until the current financial year been predominantly financed from capital receipts. As these are forecast to deplete over the capital programme period the Council will need to undertake prudential borrowing to support future



capital expenditure plans. Other sources of finance support the capital programme, either from external sources (government grants and other contributions), the Council's own resources (revenue, reserves and capital receipts).

- 6.9** The level of prudential borrowing included in the capital financing statement reflects the financing available in the revenue budget, capital receipts align with forecasts and grant funding and other contributions are based on already notified allocations or best estimates at the time of preparation. If additional resources become available, projects that meet the Council's strategic capital objectives will be brought forward for approval.

**Table 8 – Capital Programme 2023/24 to 2026/27**

	<b>2023/24 Revised Budget (£'000)</b>	<b>2024/25 Budget (£'000)</b>	<b>2025/26 Budget (£'000)</b>	<b>2026/27 Budget (£'000)</b>	<b>2027/28 Budget (£'000)</b>	<b>TOTAL Budget (£'000)</b>
<b>Capital Financing Statement</b>						
Capital receipts	8,469	865	390	765	0	10,489
Capital Grants and Contributions	1,907	1,407	700	700	700	5,414
Earmarked Reserves	0	0	0	0	0	0
Revenue Contribution to Capital Outlay (RCCO)	150	0	0	0	0	150
Community Municipal Investments (CMI)	466	0	0	0	0	466
Prudential Borrowing	4,021	46	187	3,550	265	8,069
	<b>15,013</b>	<b>2,318</b>	<b>1,277</b>	<b>5,015</b>	<b>965</b>	<b>24,588</b>

- 6.10** The Capital Financing position will be reviewed by the s151 Officer during the year as expenditure forecasts are updated to ensure a balanced use of capital resources and mitigation of current and future interest rates.

## **7. RISKS AND UNCERTAINTIES**

- 7.1** The risks and uncertainties outlined in the *2023/24 Financial Performance – High-Risk Budgets* report remain relevant and are included in the assessment below and have been updated where necessary.
- 7.2** There are a number of financial risks that the Council will face over the medium-term. The 2024/25 Budget and the MTFs will need to be prepared with consideration of these risks, but as with any forecast, an inherent level of risk will remain.
- 7.3** The first key risk is around the nature and scope of local government funding from the Government from 2026/27. The implementation of the Fair Funding Review and Business Rates changes has already been delayed (originally due from April 2020) and is assumed to be delayed until April 2026. The forecast impact on District Councils is likely to be significant as resources are moved around Local Government to recognise Social Care cost pressures.



- 7.4** It is difficult to estimate with certainty the impact on Cotswold. Fundamental changes to the way in which each Council's needs are assessed and funded are difficult to model despite some engagement from Government with local authorities. Therefore, considerable risk and uncertainty remains in the estimates for 2026/27 and beyond.
- 7.5** However, an initial estimate of a near 50% reduction in the level of retained business rates income has been included in the MTFS assumptions from 2026/27 (reduction from £4.6m to £2.3m). An estimate has been made around transitional arrangements, but these are not based on any indication or commitment from the Government but have been based on financial modelling provided by Pixel including a view on damping (transitional arrangements upon implementation of the new distribution methodology to avoid significant step-changes, shocks or disruption to stable financial planning and service delivery).
- 7.6** Further factors influencing the introduction of local government finance reforms include the timing the General Election. If this is called as late as November 2024, there would only be a noticeably short period for any new Government to consider reform and consult with Local Government on the 2025/26 settlement. The MTFS assumes this is the most credible case and that reform is delayed until 2026/27.
- 7.7** The second key risk is around the continued impact on the Council from pressures within the wider economy including inflation and interest rates. This is already having an impact on income and expenditure budgets during 2023/24 and will require further action during the year to mitigate the adverse impact.

## **8. CONSULTATION**

- 8.1** The budget consultation will be run through the Council's online consultation and engagement platform – Commonplace. This will be complimented by physical copies of the survey available in the Council offices for those who cannot complete the online survey.
- 8.2** The Council plans to use a wide range of communications channels to share the key budget messages and highlight the consultation to as many residents, businesses and community organisations as possible, encouraging them to take part.
- 8.3** The Consultation will run from 03 November to 08 December 2023. Feedback will be provided to the Cabinet in January 2024





## **9. CONCLUSIONS**

- 9.1** The report sets out the Council's financial prospects for 2024/25 with specific proposals around savings and funding subject to consultation. Feedback from the consultation process together with any further budget adjustments for 2024/25 will be reported to the Cabinet in January 2024.
- 9.2** The final budget proposals, including the outcome from the Local Government Finance Settlement, will be presented to the Cabinet in February 2024, and will be debated at Council on 21 February 2024.

## **10. FINANCIAL IMPLICATIONS**

- 10.1** There are no financial implications arising directly from the report.

## **11. LEGAL IMPLICATIONS**

- 11.1** Save for any legal duties and requirements set out in the body of the report there are no further legal implications arising directly from the recommendations and the report.

## **12. EQUALITIES IMPACT**

- 12.1** There are no direct implications arising from this result. The equalities impact of policy change or through the implementation of projects referred to in this report will be considered in subsequent reports to the Cabinet or Council as appropriate.

## **13. CLIMATE AND ECOLOGICAL EMERGENCIES IMPLICATIONS**

- 13.1** None

## **14. BACKGROUND PAPERS**

- 14.1** None  
(END)

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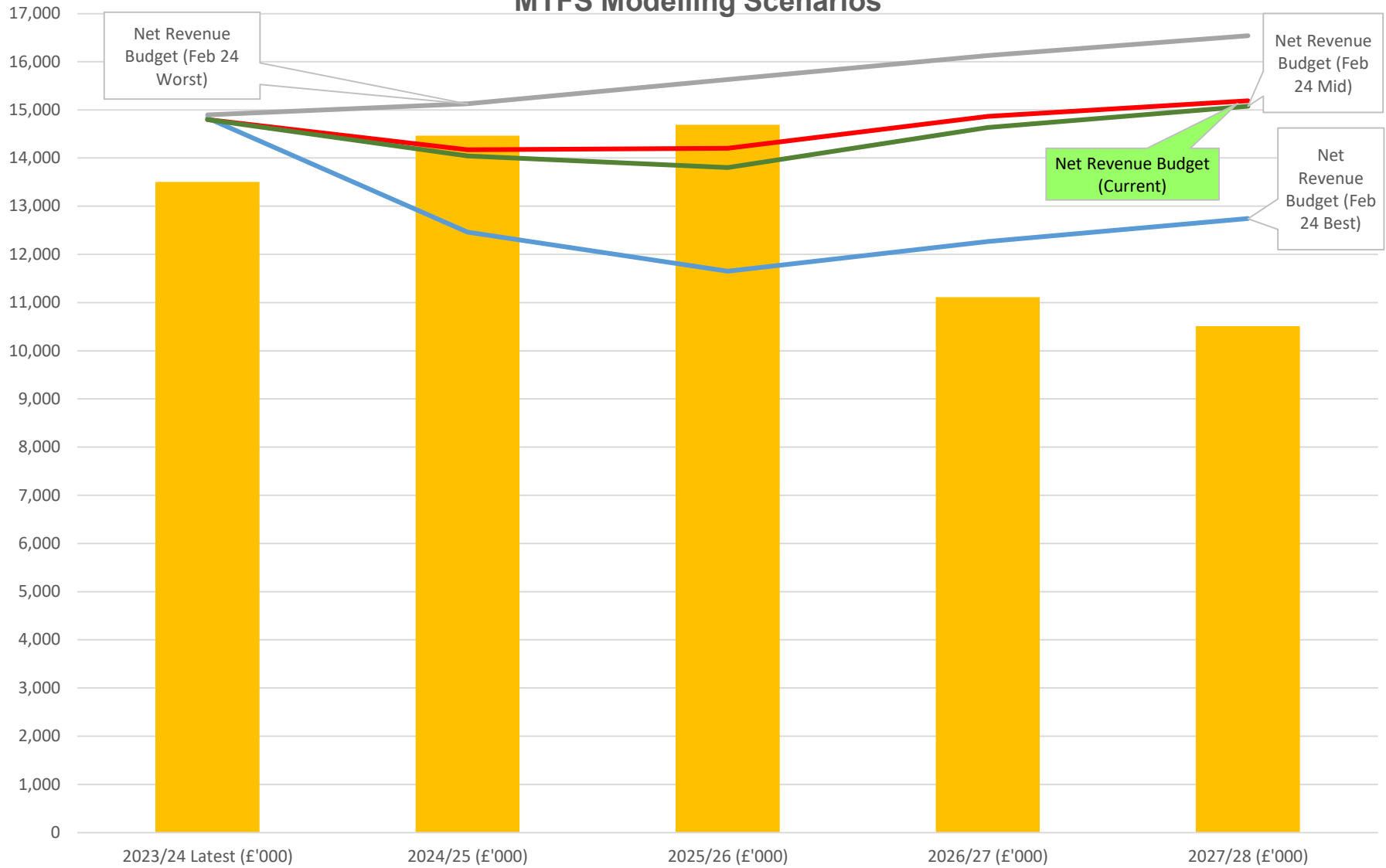


Medium Term Financial Strategy	MTFS Period					
	2023/24 (£'000)	2023/24 Revised (£'000)	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
<b>Net Service Expenditure Budgets</b>						
Environmental and Regulatory Services	473	485	485	485	485	485
Business Support Services - Finance, HR, Procurement	1,014	1,136	1,136	1,136	1,136	1,136
ICT, Change & Customer Services	1,986	2,359	2,359	2,359	2,359	2,359
Land, Legal & Property	750	945	945	945	945	945
Publica CEX	88	131	131	131	131	131
Revenues & Housing Support	342	615	615	615	615	615
Environmental Services	3,891	4,830	4,830	4,830	4,830	4,830
Leisure & Communities	1,393	1,918	1,918	1,918	1,918	1,918
Planning & Strategic Housing	1,743	1,947	1,947	1,947	1,947	1,947
Democratic Services	1,074	1,095	1,095	1,095	1,095	1,095
Retained Services	2,119	2,034	2,034	2,034	2,034	2,034
2023/24 Adjustments to Service Expenditure	387					
Reversal of Accounting Adjustments	(1,636)	(1,636)	(1,636)	(1,636)	(1,636)	(1,636)
<b>Net Service Revenue Expenditure</b>	<b>13,625</b>	<b>15,858</b>	<b>15,858</b>	<b>15,858</b>	<b>15,858</b>	<b>15,858</b>
<b>Corporate Items/Non Service Income &amp; Expenditure</b>						
Bad Debt Provision	0	0	0	0	0	0
Non Service Income & Expenditure	(97)	(248)	131	131	131	131
Risk and Contract Contingency	0	226	200	200	200	200
Interest Payable	99	99	8	8	8	0
Interest Receivable	(831)	(1,031)	(1,031)	(1,031)	(831)	(831)
Minimum Revenue Provision	17	17	17	17	17	17
Net Transfer from Earmarked Reserves	0	(625)	(625)	(625)	(625)	(625)
Revenue Contribution to Capital Outlay (RCCO)	0	200	200	200	200	200
2024/25 Budget Adj - reversal of RCCO	0	(100)	(200)	(200)	(200)	(200)
<b>Adjusted Budget</b>	<b>(812)</b>	<b>(1,462)</b>	<b>(1,300)</b>	<b>(1,300)</b>	<b>(1,100)</b>	<b>(1,109)</b>
Contract Inflation	1,121	400	1,430	2,257	2,929	3,624
Pay Inflation	28	0	68	109	140	171
Energy Cost Inflation	300	0	(150)	(150)	(150)	(150)
<b>Adjusted MTFs Position</b>	<b>1,449</b>	<b>400</b>	<b>1,348</b>	<b>2,216</b>	<b>2,918</b>	<b>3,645</b>
<b>Service + Corporate Items</b>	<b>14,261</b>	<b>14,796</b>	<b>15,906</b>	<b>16,774</b>	<b>17,676</b>	<b>18,394</b>
<b>Budget Pressures and Growth</b>						
Contract Growth	350	0	0	0	0	0
Budget Pressures	762	403	382	482	582	582
Risk Item - Leisure and Culture Procurement, Contracts	500	0	0	0	0	0
<b>Subtotal</b>	<b>1,612</b>	<b>403</b>	<b>382</b>	<b>482</b>	<b>582</b>	<b>582</b>
<b>Savings and Transformation Plan</b>						
Contract Savings	(500)	(400)	(800)	(1,150)	(1,250)	(1,400)
Fees and Charges	(415)	0	(622)	(863)	(1,104)	(1,346)
Corporate Savings	(139)	0	(196)	(392)	(392)	(2,388)
Expenditure Savings	(456)	0	(496)	(650)	(650)	(650)
<b>Subtotal</b>	<b>(1,510)</b>	<b>(400)</b>	<b>(2,114)</b>	<b>(3,055)</b>	<b>(3,396)</b>	<b>(5,783)</b>
<b>Net (Savings) or Growth</b>	<b>102</b>	<b>3</b>	<b>(1,732)</b>	<b>(2,573)</b>	<b>(2,814)</b>	<b>(5,201)</b>
<b>Draft Net Revenue Budget</b>	<b>14,364</b>	<b>14,799</b>	<b>14,174</b>	<b>14,201</b>	<b>14,862</b>	<b>13,776</b>



Medium Term Financial Strategy	MTFS Period					
	2023/24 (£'000)	2023/24 Revised (£'000)	2024/25 (£'000)	2025/26 (£'000)	2026/27 (£'000)	2027/28 (£'000)
<b>Draft Net Revenue Budget</b>	<b>14,364</b>	<b>14,799</b>	<b>14,174</b>	<b>14,201</b>	<b>14,862</b>	<b>13,776</b>
<b>Funded by:</b>						
Council Tax	(6,311)	(6,311)	(6,588)	(6,870)	(7,157)	(7,449)
Business Rates Retention	(4,389)	(4,375)	(4,989)	(5,119)	(2,316)	(2,468)
Pixel v5.10 Balanced	0	0	489	529	0	0
Rural Services Delivery Grant	(707)	(707)	(707)	(707)	(707)	(707)
New Grant (was LTSG) to achieve 3% increase in SP	(1,988)	(1,988)	(2,235)	(2,306)	0	0
Services Grant	(76)	(76)	(76)	(76)	0	0
New Homes Bonus	(290)	(290)	(215)	0	0	0
Revenue Support Grant / (Negative RSG)	(135)	(135)	(144)	(140)	1,701	1,740
Damping (Pixel v5.10)	0	0	0	0	(2,633)	(1,629)
Collection Fund - CT	2	2	0	0	0	0
Collection Fund - NNDR	390	390	0	0	0	0
<b>TOTAL Funding</b>	<b>(13,503)</b>	<b>(13,489)</b>	<b>(14,464)</b>	<b>(14,688)</b>	<b>(11,111)</b>	<b>(10,513)</b>
<b>Budget Gap / (Surplus)</b>	<b>861</b>	<b>1,310</b>	<b>(289)</b>	<b>(487)</b>	<b>3,751</b>	<b>3,263</b>

### MTFS Modelling Scenarios



- Funding (Feb 2024 Current)
- Net Revenue Budget (Current)
- Net Revenue Budget (Feb 24 Best)
- Net Revenue Budget (Feb 24 Mid)
- Net Revenue Budget (Feb 24 Worst)

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	2023/24 Revised Budget (£'000)	2024/25 Budget (£'000)	2025/26 Budget (£'000)	2026/27 Budget (£'000)	2027/28 Budget (£'000)	TOTAL Budget (£'000)
<b>Capital Programme by Service Area</b>						
<b>Leisure and Communities</b>						
Replacement Leisure Equipment	0	0	0	500	0	500
Investment in Leisure Centres	1,200	0	0	0	0	1,200
CLC Pool Works	110	0	0	0	0	110
Government funded decarbonisation	27	0	0	0	0	27
Crowdfund Cotswold	54	50	50	50	50	254
	<b>1,391</b>	<b>50</b>	<b>50</b>	<b>550</b>	<b>50</b>	<b>2,091</b>
<b>Housing/Planning and Strategic Housing</b>						
Private Sector Housing Renewal Grant (DFG)	908	700	700	700	700	3,708
Affordable Housing-Stockwells MiM	0	0	0	0	0	0
Affordable Housing - Davies Road MiM (S106)	479	0	0	0	0	479
Affordable Housing - Davies Road MiM (S106) EI	102	0	0	0	0	102
Affordable Housing - Sunground Avening (S106)	0	0	0	0	0	0
Cottsway Housing Association Loan	2,600	0	0	0	0	2,600
Bromford Joint Venture Partnership	120	600	0	0	0	720
	<b>4,209</b>	<b>1,300</b>	<b>700</b>	<b>700</b>	<b>700</b>	<b>7,609</b>
<b>Environment</b>						
Waste & Recycling receptacles	55	55	55	55	55	275
Litter Bin Replacement	10	10	10	10	10	50
Pay and display machines - replacement programme	0	0	125	0	0	125
Provision for financing of Ubico Vehicles	1,646	46	187	3,550	0	5,429
Packers Leaze Depot - Flood prevention works	0	0	0	0	0	0
Electric Vehicle Charging Points	200	0	0	0	0	200
Car Park enforcement - vehicle purchase	45	0	0	0	0	45
Car Park improvements - Rissington Road	0	0	0	0	0	0
Public Toilets - Card Payment (bc)	50	0	0	0	0	50
Changing Places Toilets	123	0	0	0	0	123
	<b>2,129</b>	<b>111</b>	<b>377</b>	<b>3,615</b>	<b>65</b>	<b>6,297</b>
<b>ICT, Change and Customer Services</b>						
ICT Capital	215	150	150	150	150	815
Replacement of Idox and Uniform System	0	0	0	0	0	0
Planning Documents and Scanning Solution	200	0	0	0	0	200
	<b>415</b>	<b>150</b>	<b>150</b>	<b>150</b>	<b>150</b>	<b>1,015</b>
UK Rural Prosperity Fund Projects	191	573	0	0	0	764
UK Shared Prosperity Fund Projects	28	134	0	0	0	162
<b>Land, Legal and Property</b>						
Trinity Road Carbon Efficiency Works	370	0	0	0	0	370
Corporate Properties - Capital Works (Dyer Street)	0	0	0	0	0	0
Asset Management Strategy	500	0	0	0	0	500
	<b>870</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>870</b>
<b>Transformation and Investment</b>						
Tetbury Homeless Property (Cabinet May 2022)	294	0	0	0	0	294
Trinity Road Agile Working (Council March 2022)	1,126	0	0	0	0	1,126
Strategic Property Acquisition	4,360	0	0	0	0	4,360
	<b>5,780</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,780</b>
<b>TOTAL Capital Programme</b>	<b>15,013</b>	<b>2,318</b>	<b>1,277</b>	<b>5,015</b>	<b>965</b>	<b>24,588</b>

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**External Context**

Economic background: UK inflation remained stubbornly high over much the period compared to the US and euro zone, keeping expectations elevated of how much further the Bank of England (BoE) would hike rates compared to the regions. However, inflation data published in the latter part of the period undershot expectations, causing financial markets to reassess the peak in BoE Bank Rate. This was followed very soon after by the BoE deciding to keep Bank Rate on hold at 5.25% in September, against expectation for another 0.25% rise.

Economic growth in the UK remained relatively weak over the period. In calendar Q2 2023, the economy expanded by 0.4%, beating expectations of a 0.2% increase. However, monthly GDP data showed a 0.5% contraction in July, the largest fall to date in 2023 and worse than the 0.2% decline predicted which could be an indication the monetary tightening cycle is starting to cause recessionary or at the very least stagnating economic conditions.

July data showed the unemployment rate increased to 4.3% (3mth/year) while the employment rate rose to 75.5%. Pay growth was 8.5% for total pay (including bonuses) and 7.8% for regular pay, which for the latter was the highest recorded annual growth rate. Adjusting for inflation, pay growth in real terms were positive at 1.2% and 0.6% for total pay and regular pay respectively.

Inflation continued to fall from its peak as annual headline CPI declined to 6.7% in July 2023 from 6.8% in the previous month against expectations for a tick back up to 7.0%. The largest downward contribution came from food prices. The core rate also surprised on the downside, falling to 6.2% from 6.9% compared to predictions for it to only edge down to 6.8%.

The Bank of England's Monetary Policy Committee continued tightening monetary policy over most of the period, taking Bank Rate to 5.25% in August. Against expectations of a further hike in September, the Committee voted 5-4 to maintain Bank Rate at 5.25%. Each of the four dissenters were in favour of another 0.25% increase.

Financial market Bank Rate expectations moderated over the period as falling inflation and weakening data gave some indication that higher interest rates were working. Expectations fell from predicting a peak of over 6% in June to 5.5% just ahead of the September MPC meeting, and to then expecting 5.25% to be the peak by the end of the period.

Following the September MPC meeting, Arlingclose, the authority's treasury adviser, modestly revised its interest forecast to reflect the central view that 5.25% will now be the peak in Bank Rate. In the short term the risks are to the upside if inflation increases again, but over the remaining part of the time horizon the risks are to the downside from economic activity weakening more than expected.

The lagged effect of monetary policy together with the staggered fixed term mortgage maturities over the next 12-24 months means the full impact from Bank Rate rises are still yet to be felt by households. As such, while consumer confidence continued to improve over the period, the GfK measure hit -21 in September, it is likely this will reverse at some point. Higher rates will also impact business and according to S&P/CIPS survey data, the UK manufacturing and services sector contracted during the quarter with all measures scoring under 50, indicating contraction in the sectors.

## **ANNEX D – EXTERNAL ECONOMIC ENVIRONMENT COMMENTARY**



**COTSWOLD**  
DISTRICT COUNCIL

The US Federal Reserve increased its key interest rate to 5.25-5.50% over the period, pausing in September following a 0.25% rise the month before, and indicating that it may have not quite completed its monetary tightening cycle.

Having fallen throughout 2023, annual US inflation started to pick up again in July 2023, rising from 3% in June, which represented the lowest level since March 2021, to 3.2% in July and then jumping again to 3.7% in August, beating expectations for a rise to 3.6%. Rising oil prices were the main cause of the increase. US GDP growth registered 2.1% annualised in the second calendar quarter of 2023, down from the initial estimate of 2.4% but above the 2% expansion seen in the first quarter.

The European Central Bank increased its key deposit, main refinancing, and marginal lending interest rates to 4.00%, 4.50% and 4.75% respectively in September, and hinted these levels may represent the peak in rates but also emphasising rates would stay high for as long as required to bring inflation down to target.

Although continuing to decline steadily, inflation has been sticky, Eurozone annual headline CPI fell to 5.2% in August while annual core inflation eased to 5.3% having stuck at 5.5% in the previous two months. GDP growth remains weak, with recent data showing the region expanded by only 0.1% in the three months to June 2023, the rate as the previous quarter.

(END)



Council name	<b>COTSWOLD DISTRICT COUNCIL</b>
Name and date of Committee	<b>CABINET 2ND NOVEMBER 2023</b>
Subject	<b>PUBLICA REVIEW</b>
Wards affected	All
Accountable member	Cllr Joe Harris, Leader of the Council Email: joe.harris@cotswold.gov.uk
Accountable officer	Robert Weaver, Chief Executive Email: Robert.weaver@cotswold.gov.uk
Report author	Robert Weaver, Chief Executive Email: Robert.weaver@cotswold.gov.uk
Summary/Purpose	To consider the Human Engine Consultants report and to approve the recommendations therein.
Annexes	Annex A - Peer Review report and recommendations Annex B - Human Engine report and recommendations
Recommendation(s)	That Cabinet resolves to:  Recommend to Full Council to: <ol style="list-style-type: none"> <li>1. Approve the recommendations set out in the Human Engine report (that the majority of services are returned to the Council as per the detail provided on page 12 of the Human Engine report)</li> <li>2. That the Chief Executive oversees the creation of a detailed transition plan for subsequent agreement by Cabinet and Council</li> <li>3. Endorses the approach to the further due diligence outlined in the financial implications of the report including analysis of the detailed payroll data required, which will be essential to calculate the short and long-term costs associated with the recommendations set out in the Human Engine report.</li> </ol>



Corporate priorities	Ensure that all services delivered by the Council are delivered to the highest standard.
Key Decision	YES
Exempt	NO
Consultees/ Consultation	The relevant staff consultation process will commence following the decision making process (if applicable).



## **I. EXECUTIVE SUMMARY**

- I.1** Since 2017, Cotswold District Council, along with Forest of Dean District Council, West Oxfordshire District Council and Cheltenham borough Council have worked in partnership with Publica, a teckal company owned by the Councils and created to deliver day to day services. Since 2017, Publica has delivered a number of efficiencies and savings but due to the pressures and the local aspirations that the councils are focussed on, an independent review was undertaken to look at whether Publica's company model was still able to meet the current and future needs of its council owners.
- I.2** For Cotswold District Council, a Local Government Association Peer Review in 2022 highlighted the need to ensure the council was best placed to maximise opportunities associated with an ambitious Administration and Corporate Plan. It recommended that an options appraisal be undertaken, considering the appropriateness of some services remaining within Publica.
- I.3** An options appraisal review was undertaken by a company called Human Engine. The final report recommends that a significant number of services should move from Publica and return to being under greater control of the councils. This would leave Publica delivering a range of back office and customer services for the Councils.
- I.4** This represents a fundamentally different future for the councils and for Publica. The Publica of the future will be smaller, leaner, and principally a vehicle for sharing services rather than an entity with its own management, cultural identity, and high-profile brand. If the recommendations of the Human Engine report are approved, each of the four councils will then work in partnership to create a phased plan for the transfer of services.
- I.5** It is important to note that this recommendation is not a commentary on the performance of staff. Staff in Publica have worked diligently and professionally to deliver services on behalf of the shareholder councils. They are passionate about public service and there is every reason to believe they would be equally passionate in direct employment.
- I.6** The recommended option reflects a view that returning services to direct management by the council will provide the council with greater autonomy over service delivery, recruitment, service performance and creating a sustainable financial future.
- I.7** The company Directors are responsible for the management of the company's business and have indicated they will work with the Councils to ensure that the revisions set out in the

Human Engine report are in the best interests of the Company following the review. However, Article 7.2 of the company's Articles of Association gives members, by Special Resolution, the power to direct the Directors to take or refrain from taking specified action provided that no such Special Resolution invalidates anything which the Directors have done before the passing of the Special Resolution.

- 1.8** Section 6 of the report sets out the initial view on the financial projections arising from the recommendations from the review of Publica services. Whilst Human Engine have undertaken modelling and provided high-level financial projections of returning the majority of services to the councils these should be seen as indicative given the limited availability of relevant and detailed data. Sections 6.1 to 6.7 set out the further due diligence requirements including the provision and analysis of detailed payroll data required to enable the S151 officers to calculate the short and long-term financial implications.
- 1.9** The councils retained teams do not have the internal capacity to project manage a change of this scale and complexity. The Human Engine report refers to a number of options in terms of how the Councils could manage the transition process. In addition, it is likely that independent Human Resources and legal support will be needed to complement the Publica and in-house teams, respectively.
- 1.10** Should members be minded to approve the recommendations, the Chief Executives, and their retained management teams will work with Leaders and the Publica Board and Executive to consider in detail the requirements for a smooth transition, via preparing and presenting a detailed transition plan for subsequent approval by Cabinet and Council.

## **2. BACKGROUND**

- 2.1** In October 2022, the Council invited the Local Government Association (LGA) to conduct a corporate peer challenge. A corporate peer challenge provides for an external review of how a council functions and its ability to deliver on its plans, proposals, and ambitions. The review was undertaken by a team that is knowledgeable and experienced in local government and includes both officer and councillor representatives. The team acts as a 'critical friend' and produces feedback that provides a health check and commentary on areas of strength and potential areas for further consideration.
- 2.2** The corporate peer challenge team gathered information from a wide range of sources and attended various meetings, whilst also conducting interviews with staff, councillors, and some of the Council's key partner organisations. In addition to covering the core assessment areas

associated with all peer challenges (including leadership, financial management, corporate priorities, and governance) the Council requested that the peer challenge team also consider the following questions:

- How well equipped the Council is to respond to the challenges and opportunities that are facing local government now and into the future?
- How well does the Council ensure it delivers its ambitions and priorities through its existing partnership arrangements with Publica?

### 3. MAIN POINTS

3.1 Following the Corporate Peer Challenge 2023 feedback report (which sets out the team's findings and recommendations – **Annex A**) the Chief Executive oversaw the creation of an action plan that set out how the recommendations would be implemented. This action plan was approved at full Council in January 2023.

The action plan reproduced the recommendations made by the corporate peer challenge team, the measures that will be implemented to embed the recommendations, commencement dates and the lead officers assigned to oversee delivery.

3.2 The peer review team identified that there was work to do to improve the effectiveness of the Publica partnership and help drive the Councils priorities. One of the recommendations set out and subsequently agreed by Council in the action plan was to:

**'Give consideration to reviewing service delivery options,' namely the continued appropriateness of some services remaining within Publica.'**

The peer review recommendation referred in particular to Democratic Services, Elections, Planning, Strategic Finance, Commissioning and Procurement.

3.3 The Peer Review team felt this was important, given the Councils ambition, leadership, Corporate Plan and a desire to be more 'fleet of foot' when it came to setting the direction to deliver services. It noted in their feedback that Publica had been set up in 2017 when circumstances, politics and drivers were different.

3.4 Whilst the peer review was specific to Cotswold District Council, a discussion with the other partner councils in relation to the recommendation to undertake an options appraisal regarding service delivery took place. Publica Executives also agreed that it would be beneficial



to undertake an options appraisal once, collectively, rather than individually. This approach was agreed at the Publica's Shareholder Forum (Chair of the Board, Publica Executive Officers, Council Leaders, and Chief Executives). As such the CEO's (Cotswold District Council, West Oxfordshire, Forest of Dean and Cheltenham Borough Council) agreed to jointly commission an options appraisal.

- 3.5** The peer review report and recommendations formed the basis of a brief and the starting point for the options appraisal. Two consultancies with experience in this field were approached (Local Partnerships and Human Engine). After reviewing the submissions (based on quality, cost, timescales and an interview with the Chief Executives, all CEO's agreed that Human Engine be commissioned to undertake the options appraisal.
- 3.6** The approach adopted by Human Engine was similar in format to that of an LGA peer review. This entailed a review of relevant documents, and a number of one to one and group interviews (including interviews with key Council and Publica senior staff, the Leaders of each Council, the senior management teams of each Council and the Chair of the Publica Board) and then triangulation and assessment of this information. The Human Engine report and recommendations are set out at **Annex B**.
- 3.7** The key recommendation is that the majority of services are returned to the Councils. The report sets out the proposed service area groupings.
- 3.8** The Human Engine report sets out the benefits associated with returning the majority of services to the Council. In summary these include providing greater flexibility for councils in their approach to delivering individual strategic objectives and greater responsibility in doing so; the return of a critical mass of strategic oversight to councils, enabling councils to better manage the strategic direction of the organisation; increasing capacity within each Council's core operating team(s); greater ownership to deliver and 'own' savings plans, through a range of different service arrangements that best align to each council's priorities; reducing the risk of recruitment challenges for local government specific roles and a reduction in corporate overheads of services retained in the Publica model.
- 3.9** The Human Engine report sets out that in their worst-case scenario, the net cost associated with in-sourcing would be approximately £150k per Council. This has been estimated on the data provided to date by Publica in relation to the pension liabilities the councils could inherit and assumptions on mitigation through management and structure savings. Human Engine's assessment of the worst-case scenario is predicated on limited cost and staffing information



and should be viewed as indicative at this stage. This information will be reviewed by the S151 officers as part of the due diligence process.

**3.10** It is likely that further opportunities to mitigate the additional pension cost pressure will arise through the detailed due diligence and transition period. (For example, support requirements for services that continue to be delivered by Publica such as ICT, Customer Services will be reduced). However, detailed payroll data will need to be provided and analysed to establish the short and long-term impact. This analysis will be undertaken by each partner Council's S151 officer in due course, as the detailed payroll data could not be requested until the outcome of the review had been agreed and made known. The financial implications set out in this report make it clear that extensive further due diligence is required to give members confidence in the likely financial impact of the HE recommendations.

#### **4. NEXT STEPS – Transition Arrangements**

**4.1** Reference is made within the Human Engine report to options for the process of returning services (the transition) to the Councils. If the report is approved, the Council Chief Executives will work with Leaders, the Publica Executives and Board, if necessary, to prepare a detailed transition plan for subsequent submission to the Cabinet and Council. A key aim of the transition plan would be to seek agreement between the Leaders on the order in which services are returned.

**4.2** A transition team will be established first to oversee the entire process. Channels for clear communications with the staff who might be impacted by the transition will be put in place. Cooperation with Publica leadership will be essential for aligning the transition with the Council's goals and objectives and we expect to work closely with our Publica colleagues to make a success of the transition process. Transition governance arrangements will be established to provide structure and oversight and will set out the relevant staff consultation process that will be followed where applicable. Agreement on phased services will be made to determine the scope and timeline of the transition.

#### **5. ALTERNATIVE OPTIONS**

**5.1** The Human Engine review considered a range of options from 'doubling down' (Option 1) and investing more resources in Publica, through to the complete dismantling of the company. (Option 7). This report recommends that Option 6 (returning the majority of services to the

partner councils) is adopted. Members may decide not to approve the recommendations to return to the partner councils the majority of services and instead decide that there is merit in the other options considered. However, in light of the recommendation from the 2022 Peer Review and the outcomes of the Human Engine report, these options are not recommended.

## **6. FINANCIAL IMPLICATIONS**

### **Due diligence requirements**

- 6.1** As set out earlier in this report, the indicative financial projections set out in the Human Engine review are based on limited information. The financial impact of the proposals set out in this report will need to be developed as part of the due diligence process over the coming weeks and included in the Transition Plan that will be considered by Cabinet and Council in January 2024.
- 6.2** In considering the recommendations from the Human Engine review of Publica and those set out in this report, members should be aware of the difficulty in providing precise estimates at this stage.
- Decision around structure, composition of services and management arrangements has not yet been considered.
  - High-level assumptions are subject to degrees of estimation and judgement
  - Detailed payroll data is required to provide timely and accurate modelling of options which has not been undertaken at this stage of the process
  - Affordability of options will need to be part of the decision-making process
- 6.3** Estimates as to the additional cost and mitigation options will be subject to variation throughout the due diligence and transition periods. Members should therefore expect variations on the estimates to be reported regularly to ensure they are appraised on the likely financial impact and mitigation options should costs increase or benefits are not able to be realised.
- 6.4** The Council must undertake further and extensive due diligence on the recommendations from the Human Engine review. This will be a complex process with consideration of a number of workforce planning issues (e.g., Pensions, TUPE arrangements).

- 6.5** Detailed salary and payroll information will need to be provided by Publica to partner Councils to calculate the financial impact of changes to service delivery.
- 6.6** Partner Councils will need to undertake detailed modelling of the potential impact on their respective LGPS (Local Government Pension Scheme) funds with Gloucestershire County Council and the actuary to determine the short-term and longer-term impact on the pension fund liability and contribution levels.
- 6.7** Members will need to consider the longer-term financial implications as highlighted through the due diligence. It is anticipated that further resources will be required as part of this process. These costs could be significant covering workstreams such as:
- External/independent legal advice (to consider contractual matters)
  - External/independent HR (Human Resources) advice (to consider employment matters and TUPE)
  - Detailed LGPS modelling undertaken in conjunction with Gloucestershire County Council and the pension fund actuary, Hymans Robertson

#### **Transition period**

- 6.8** The estimated cost over the duration of the transition period for option ii is £236k which is shared between the partner councils. On that basis, Cotswold District Council's share would be £78k over the 18-month transition period.
- 2023/24: £22k
  - 2024/25: £56k
- 6.9** For costs incurred during 2023/24 it is proposed that this is funded from the Council Priorities Fund in line with the position set out in the Budget Strategy and MTFs (Medium Term Financial Strategies) Update report being considered by Cabinet at their meeting on 02 November 2023 (paragraph 5.34).
- The recommended approach funding additional transition costs would be to set aside adequate funding in the Savings and Transformation Reserve. A review of the Council's Balances and Reserves is being undertaken by the Council's Section 151 Officer as part of the 2024/25 budget setting process and will be included in the 2024/25 Revenue Budget, Capital Programme, and Medium-Term Financial Strategy report to be considered by Cabinet and Council in February 2024.



**6.10** For the purposes of this report it would be prudent to notionally set aside £0.200m in the Savings and Transformation reserve (transferred from the Council Priorities Fund) to recognise the commitments outlined above.

### **Monitoring and reporting**

**6.11** It is important that members are kept apprised on the outcomes from the due diligence and the financial implications throughout the transition period. The estimated cost outlined in the report of £236k (CDC (Cotswold District Council) £78k) only covers the project management costs associated with the programme of returning services to partner councils. As set out earlier in the financial implications, there will be significant additional costs associated from the due diligence work and there will be costs arising from implementing change.

**6.12** Whilst the Human Engine report and this covering report set out some of the potential opportunities that will mitigate some of these costs, these have not been developed in full and are therefore subject to variation. Members should be cognisant of the risk that

- timing of additional expenditure and availability of resources may not align
- additional one-off costs associated with change may increase pressure on the Council's revenue budget requiring savings to be identified and delivered from other Council services
- cost mitigation actions may not be delivered in full or on time
- impact of redundancy and recruitment costs if staff do not wish to TUPE across

**6.13** Although there will be further reports to Cabinet and Council throughout the transition period, it is recommended that the quarterly financial performance reports to Cabinet include timely and relevant financial updates.

## **7. LEGAL IMPLICATIONS**

**7.1** Prima Facie, the Legal Implications of transferring services back to the Council, fall into three principal areas:

- Contractual Obligations
- Governance and vires issues
- Employment law

All are complex and require further detailed specialist advice, as did the establishment of Publica and its relationship with its creator councils six years ago. However, the following issues are immediately apparent.

## 7.2 Contractual arrangements

The Human Engine Report briefly refers to the contractual implications of its proposal. The contractual relationship between the Council and Publica Group Ltd is in fact the subject of various legal agreements including:

- A members' agreement dated 25 May 2017 between CDC, FoDDC (Forest of Dean District Council) and WODC (West Oxford District Council)
- An admission Agreement in relation to the Gloucestershire County Council Local Government Pension Scheme dated 14 November 2017
- A Revolving Credit Facility Agreement between CDC and Publica Group Ltd dated 31 October 2017
- A Services Agreement dated 31 October 2017

Clauses 37 of the Services Agreement provides:

*“Without prejudice to the Council’s rights of early termination under this Agreement, or otherwise at law or equity, the Company hereby irrevocably grants to the Council a break option in respect of all or any part of its services which may be exercised by the Council by giving not less than 12 months’ prior written notice expiring on 31 March in the following Contract Year.”*

This is the basis upon which services might be taken back in-house within an existing contractual term. In addition, the Council might decide against extending the contract beyond the original expiry dates or the expiry date of any extension. The Human Engine Report correctly identifies that the 7-year term for provision of General Services expires in October 2024.

The consequences of termination under Clause 37 are set out in Clause 38 and include obligations to (inter alia) agree an exit strategy, agree the disaggregation and division of assets, and deliver data.

As well as cessation of existing contractual arrangements, the report’s recommendations appear to envisage the creation of new ones to provide for shared working arrangements are proposed and ongoing provision of limited services by Publica.

## 7.3 Governance

The Council will need to evaluate its existing non-executive scheme of delegation and satisfy itself that it either employs or has available to it (for example through shared services) the officers empowered to discharge delegated powers. In some areas (for example, Environmental and Regulatory functions) one officer currently holds delegated powers for all three councils.

#### **7.4 Employment Law**

The process of bringing services back in-house is highly likely to amount to a service provision change under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (“TUPE”) which will trigger obligations to transferring staff and careful consideration of how best to apportion liabilities between the transferring employer (Publica) and the new employer (the Council).

### **8. RISK ASSESSMENT**

- 8.1** The options appraisal undertaken by Human Engine sets out a recommendation to return the majority of services back to the Council. It also sets out the benefits and risks associated with doing so. The financial and legal implications in this covering report refer to the need for the Council to undertake appropriate due diligence, particularly in relation to the costs associated with pension liability, to ensure it is fully informed. The covering report also refers to the need for a detailed transition plan to support the return of services to the Council should members be minded to approve the recommendation to do so. This plan will ensure the Council has the information required to successfully manage the transition of the services identified in the Human Engine report. Clarity around the transition plan will also help to minimise risks associated with staff feeling unsettled and unsure of their future, which in turn should minimise risks around day to day service delivery.

### **9. EQUALITIES IMPACT**

- 9.1** Under equality legislation, the Council has a legal duty to pay ‘due regard’ to the need to eliminate discrimination and promote equality in relation to:
- Race
  - Disability
  - Gender, including gender reassignment
  - Age
  - Sexual Orientation
  - Pregnancy and maternity
  - Religion or belief

When considering this recommendation, no barriers or impact on any of the above groups has been identified.

## **10. CLIMATE AND ECOLOGICAL EMERGENCIES IMPLICATIONS**

**10.1** This recommendation has no climate change implications.

## **11. BACKGROUND PAPERS**

- Annex A Peer Review report and recommendations
- Annex B Human Engine report and recommendations

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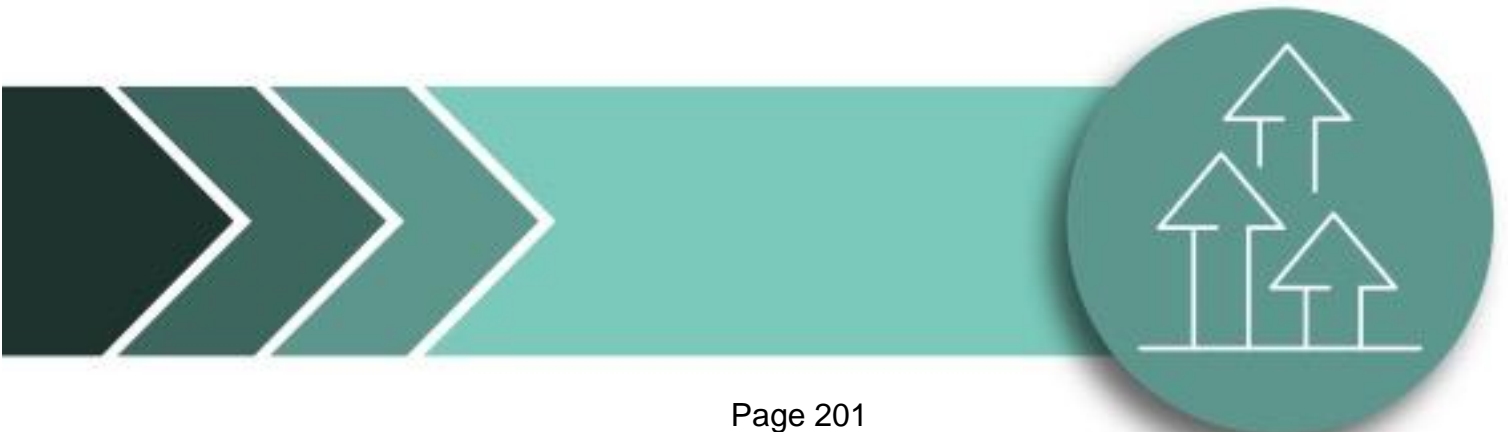



# LGA Corporate Peer Challenge

Cotswold District Council

Tuesday 11<sup>th</sup> to Thursday 13<sup>th</sup> October 2022

Feedback report





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# 1. Executive summary

External partners reflected having seen a fundamental shift in the council over the last three years. It has become an organisation, and with a leadership, that is ambitious and outward looking. The drive, energy and passion of the Administration and Chief Executive are clear to see.

The Cabinet is highly regarded both internally and externally and strong leadership is being demonstrated on the agendas that form the council's priorities. What the Administration stands for and is seeking to achieve is very clear. There is tremendous pride on the part of the Administration and officers in relation to what has been achieved in the period since 2019 and the agenda going forward is both exciting and compelling.

The Leader, Cabinet Members and the Chief Executive are visible and proactive with partners across a range of geographies. Partners highlighted the efforts being made by the council in the last few years and months to establish or reinforce key relationships. It is important to highlight, though, that the experiences of some local authority partners when they are engaged with the senior political leadership of the council can be mixed, with a need for the council to refine and adapt the approach sometimes going forward.

Since 2019, a number of changes to the council's Constitution have been agreed by elected members. Councillors recently requested that a comprehensive review be undertaken in light of it becoming apparent that no single overview has been maintained of how the Constitution should now read. There are additional aspects to the approach to governance which, whilst more mundane, can, when aggregated, easily escalate into undermining trust and confidence amongst stakeholders internally and externally. These different elements combined has led to the peer team's recommendation around the council reassuring itself that its governance arrangements are robust.

There are different views around the effectiveness of Overview and Scrutiny in the council. People reflected that the Chair is driven and keen to see the fulfilment of the valuable role that this important governance function can provide. Another key part

of the jigsaw is also already in place, with the Leader and Cabinet being very clear that they wish to be held to account more by Overview and Scrutiny. There is a strong sense of members of the Overview and Scrutiny Committee valuing it currently as a mechanism for being kept informed of key developments across the district. The fundamental consideration in relation to Overview and Scrutiny is determining, as a council, what it is there to do.

There is an absence of training and development provision for elected members which needs to be addressed. The council needs to ensure that an effective and timely induction programme is prepared for implementation following the elections in May next year. This should be supplemented with a rolling programme of elected member training and development covering all of the key elements of councillors' roles and weaving in regular all member briefings on key issues.

The Medium-Term Financial Strategy from February outlined a budget gap over the period up to and including 2025/26 of £8.9m – with just under £4m of this relating to the financial year starting in April next year. However, in the period since February, the council is confident that the gap for next year has reduced significantly. Ensuring an accurate understanding is maintained of the financial situation facing the council, through the guidance of the new permanent Section 151 Officer, will be crucial.

Cabinet has been demonstrating leadership around the financial challenge that exists for the council – reflected in the development of the Recovery Investment Strategy (RIS) produced in September 2020 and updated in July this year. This is designed as a framework within which the council can operate to deliver on its priorities whilst simultaneously closing the budget gap without having to look at cuts to services. Thinking around the refreshed RIS has developed since July in response to the fluid context the council is operating in. Given the state of flux being experienced, we recommend that the council takes stock again now of the strategy and what it can deliver.

Cabinet needs to continue to demonstrate the required leadership and collective responsibility for addressing the financial challenge. Proposals for addressing the financial gap are currently being developed and these will enter the public domain over the coming months. Cabinet and the managerial leadership need to ensure that

all necessary due diligence around the proposals is undertaken and that they are realisable and that a strong financial grip overall is applied.

In 2017 Cotswold District Council, West Oxfordshire District Council, Forest of Dean District Council and Cheltenham Borough Council became equal shareholders in a newly created company, known as 'Publica', delivering council services. The majority of the staff that had previously worked for one or other of the partner councils transferred into the employment of the new company.

It is clear that there are contrasting perspectives in the council and Publica regarding how effectively things are working in the partnership. There is much that Publica is delivering, including increased resilience in certain services and functions; fulfilment of the agreed financial objectives; and savings that go beyond the financial targets set out for Publica when the company was established. However, the contrasting perspectives remain and there is a fundamental set of considerations that need to be explored. Either clarity for now, or planning for the future, is required around these if the partnership is to be felt to be successful on all levels and, crucially, to be helping to drive the council's priorities. They include the continued appropriateness of some functions remaining with Publica; where direction is set from, clarity of roles and where accountability sits; whose 'people' officers within Publica are; and how performance and value for money are understood and managed.

It was clear from our discussions with staff at various levels of both organisations that capacity pressures are increasingly being felt and are impacting on both the delivery of council priorities and the well-being of staff. Ensuring the clear political objectives of the Administration are translated into manageable deliverables is a key managerial responsibility that sits across both the council and Publica.

Whilst Publica acts as the 'Chief of Staff', their employees are also "the council's people". It is in both organisations' interests to look after people's physical and mental well-being. Staff that we spoke to reflected concerns about the way they are treated by some senior leaders within the council and Publica. It is important for there to be a focus on organisational culture and behaviours and the well-being of staff and it is vital to ensure that people feel valued and respected and able to cope. What we gleaned from our discussions with staff regarding levels of stress, low morale and well-being should represent a major concern for the leadership of both

organisations.

Whilst the vast majority of officers delivering for the council in the Cotswolds are employed by Publica, there is also work to be done by the council in enabling the small core group of staff it has retained to have a greater sense of identity and belonging and feel better informed and engaged.

There needs to be more direct dialogue between the senior leadership of the two organisations in order to address issues. Steps have been made in this regard since the Cotswold District Council Chief Executive arrived in January 2021. This is positive but the sense is that there is a long way to go still in enabling the necessary dialogue to take place. Making sure it happens is fundamental to mutual success.

## 2. Key recommendations

There are a number of observations and suggestions within the main section of the report. The following are the peer team's key recommendations to the council:

- The council needs to reassure itself that its governance arrangements are robust
- Refine and adapt the leadership approach in engaging local authority partners in order to ensure shared objectives can be achieved
- Determine what Overview and Scrutiny is there to do and provide the appropriate support to it
- Establish a training and development programme for elected members and ensure good induction arrangements are in place for after the election
- Cabinet continue to be cognisant of the financial challenge that exists and demonstrate the required leadership and collective responsibility for addressing it
- Take stock of the Recovery Investment Strategy and what it can deliver
- Ensure all necessary due diligence is undertaken in relation to the budget proposals and that the proposals are realisable

- Address the concerns of staff about the way they are treated by some senior leaders within the council and the Publica organisation
- Undertake more direct dialogue between the senior leadership of the council and Publica in order to address the following issues:
  - The continued appropriateness of some functions remaining with Publica
  - Where direction is set from, clarity of roles and where accountability sits
  - How increased strategic capacity is provided to support the council
  - Translating the political objectives into manageable deliverables
  - Developing a focus on organisational culture and behaviours and staff well-being

## 3. Summary of the peer challenge approach

### 3.1. The peer team

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected the focus of the peer challenge and peers were selected on the basis of their relevant expertise. The peers were:

- John Robinson, Chief Executive, Newark and Sherwood District Council
- Councillor Alan Connett, Leader, Teignbridge District Council
- Sarah Pennelli, Strategic Director and S151 Officer, Blaby District Council
- Deborah Poole, Head of Business Transformation and Organisational Development, Redditch Borough Council and Bromsgrove District Council
- Bev Thomas, Relationship and Commissioning Manager, Harlow District Council
- Chris Bowron, Peer Challenge Manager, LGA

### 3.2. Scope and focus

The peer team considered the following five themes which form the core components

of all corporate peer challenges. These areas are critical to councils' performance and improvement.

1. **Local priorities and outcomes** – Are the council's priorities clear and informed by the local context? Is the council delivering effectively on its priorities?
2. **Organisational and place leadership** – Does the council provide effective local leadership? Are there good relationships with partner organisations and local communities?
3. **Governance and culture** – Are there clear and robust governance arrangements? Is there a culture of challenge and scrutiny?
4. **Financial planning and management** – Does the council have a grip on its current financial position? Does the council have a strategy and a plan to address its financial challenges?
5. **Capacity for improvement** – Is the organisation able to support delivery of local priorities? Does the council have the capacity to improve?

In exploring the above, the council asked us also to consider:

- How well equipped is the council to respond to the challenges and opportunities that are facing local government now and into the future?
- How well does the council ensure it delivers its ambitions and priorities through its existing partnership arrangement with Publica?

### 3.3. The peer challenge process

Peer challenges are improvement focused; it is important to stress that this was not an inspection. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by



people they met, things they saw and material that they read.

The peer team prepared by reviewing a range of documents and information in order to ensure that they were familiar with the council and the challenges it is facing. The team then spent three days onsite, during which they:

- Gathered information and views from more than 25 meetings, in addition to further research and reading
- Spoke to more than 100 people including a range of council staff, elected members and external stakeholders

This report provides a summary of the peer team's findings. In presenting feedback, they have done so as fellow local government officers and members.

## 4. Feedback

### 4.1. Local priorities and outcomes

The peer team met a wide range of external partners during the corporate peer challenge, at both the local and regional level. They reflected having seen a fundamental shift in the council over the last three years. It has become an organisation, and with a leadership, that is ambitious and outward looking. The drive, energy and passion of the Administration and Chief Executive are clear to see.

The council generally, and the Cabinet specifically, reflect a good knowledge and understanding of the place that the organisation serves. This includes median house prices being more than 13 times gross median earnings (which is the highest in the county); the district having double the national average of people working from home; the existence of pockets of deprivation within what is a relatively prosperous district; challenges for those residents reliant on public transport when it comes to accessing services, amenities, training and education; and 80% of the district being within an Area of Outstanding Natural Beauty (AONB).

The ambition, drive and knowledge and understanding of place are translated into

the Corporate Plan 2020 to 2024 – updated in the spring of this year – and reflected in the priorities and principles that are the focus of the organisation:

### Council Priorities

- Deliver the highest standards of services
- Respond to the climate crisis
- Provide socially rented homes
- Make the Local Plan ‘Green to the Core’
- Support health and well-being
- Enable a vibrant economy

### Principles

- Rebuilding trust and confidence in the council
- Providing value for money for residents and businesses
- Listening to the needs of the community and acting on what is heard

What the Administration stands for and is seeking to achieve is very clear and this is crystallised further by the political leadership who consistently cite ‘affordable housing, the climate agenda and the economy’ as the primary drivers. The agenda going forward is both exciting and compelling and there is tremendous pride on the part of the Administration and officers in relation to what has been achieved in the period since 2019, with the following providing just a flavour of this:

- Led the response in the Cotswolds to the pandemic, including the creation of the ‘Help Hub’ to support over 700 residents, particularly the elderly and the vulnerable, and the disbursement of £73m of Local Business Grant from government
- Driven forward affordable housing provision focused on social rented accommodation – with 2020/21 seeing 114 affordable houses built, thus exceeding the council’s target of 100, and a range of other initiatives with both the private sector and social landlords to boost further the provision of social, affordable and low-carbon housing over the coming months and years

- Rolled out a new waste and recycling service during the pandemic with the council's partner Ubico, with 144,000 containers now being emptied every week
- Established the Green Economic Growth Strategy and Cotswold Economic Advisory Group
- Commissioned a Framework Master Plan for Cirencester town centre
- Established 'Cotswold New Start' to support young people not in education, employment or training
- Drawn in funding to provide accessible toilet facilities for people with severe disabilities
- Established the 'Crowdfund Cotswolds' grants funding platform as a way to help communities raise money for local projects, generating over £400,000 funding thus far in support of more than 20 community-led initiatives. The approach won the 'Community Involvement Award' at this year's Local Government Chronicle Awards.
- Developed an innovative tourism charge scheme to benefit local communities, involving an extra 50p levy on car parking in Bourton-on-the-Water which is mainly used by visitors to this popular village. In 2021/22 this generated an additional £60,000 which has been used to fund a Village Warden, extra waste bins, parking control bollards and an accessibility audit looking at how the needs of disabled residents and visitors can be better met.
- Created the Green Investment Bond scheme – the first in Gloucestershire and only the fifth such scheme nationally – generating over £500,000
- Established the 'Clean and Green Cotswolds' environmental initiative
- Drawn in funding to enhance energy efficiency and reduce carbon in key council facilities including leisure centres

- Secured enhanced electric vehicle charging point provision, with more to be rolled out in the coming months
- Designed the Carbon Net Zero Toolkit with Forest of Dean and West Oxfordshire District Councils, as two of the key partners in the Publica arrangement, plus technical expert partner organisations – designed to show builders, architects, developers and homeowners how to make new build or retrofit projects ‘green to the core’. The toolkit has been made openly available as a resource for private and public sector organisations to adopt, in order to help others reach net zero and to speed up the UK’s collective response to the climate emergency.
- Exemplar areas of work ‘on the ground’, cited by partners, including around the climate agenda and through the Community Team which have impacted positively in areas such as health and well-being, frailty and social isolation – delivered in conjunction with partners including the voluntary and community sector

In service delivery terms, the council’s performance can be seen to be mixed when compared to councils serving similar areas. The following reflects performance information drawn from the LG Inform system that the Local Government Association hosts for the sector. The data is the latest available, which is from either 2020/21 or 2021/22 depending on the measure, and the comparator group (‘nearest neighbours’) are the fifteen other district or borough councils nationally that Cotswold District Council is deemed by the Chartered Institute of Public Finance and Accountancy (CIPFA) to be most similar to.

Areas where the council can be seen to be performing well are:

- The amount of residual waste per household – with it being the third best performing (2020/21)
- The percentage of household waste sent for reuse, recycling or composting – with it being the second best performing (2020/21)

Areas that the council needs to be mindful of include:

- The percentage of council tax not collected – with it being the second highest behind West Oxfordshire (2021/22)
- The percentage of non-domestic rates not collected – with it again being the second highest behind West Oxfordshire (2021/22)
- The percentage of vacant dwellings in the area (2020/21)
- The percentage of Planning applications (major and ‘other’) decided in time (2021/22)

On most other performance measures recorded within the LG Inform system, Cotswold District Council appears around the middle within its ‘nearest neighbours’ group – including the time taken to process housing benefit new claims and change events (2021/22); the percentage of Planning applications (minor) decided in time (2021/22); and the number of households living in temporary accommodation (2021/22).

The following is a link to the LG Inform system - [Home | LG Inform \(local.gov.uk\)](https://www.local.gov.uk)

#### **4.2. Organisational and place leadership**

The Leader, Cabinet Members and the Chief Executive are visible and proactive with partners across a range of geographies, whether that be locally within the Cotswolds; across Gloucestershire; or on a wider regional footprint. The proactive element here is of particular note, with partners highlighting the efforts being made by the council in the last few years and months to establish or reinforce key relationships.

The Cabinet is highly regarded both internally and externally and seen to be of a high calibre and to be leading the place. Strong leadership is being demonstrated on the agendas that form the council’s priorities, reflected in the types of innovative examples already cited such as the work with partners to boost the level of affordable, social and low-carbon housing; the development of the Carbon Net Zero Toolkit; and the Green Investment Bond scheme.

Another area where leadership has been shown is the commissioning, with partners including the Town Council, of a Framework Master Plan for Cirencester town centre.

The creation of the 'Green Economic Growth Strategy' for the Cotswolds and the establishment of the Cotswold Economic Advisory Group are both good examples of strong place-based leadership, spearheaded at Cabinet level. The Economic Advisory Group draws together representatives from partners at different spatial levels, including the local Chamber of Commerce; Cirencester College; the Gloucestershire First LEP; and the Federation of Small Businesses with its reach across the West Midlands. Cabinet has also been showing leadership around, and demonstrating that it is cognisant of, the financial challenge that exists for the council. This is reflected in the development of the Recovery Investment Strategy (RIS) produced in September 2020 and updated in July this year. This is designed as a framework within which the council can operate to deliver on its priorities whilst simultaneously closing the budget gap without having to look at cuts to services.

It is important to highlight that the experiences of some local authority partners when they are engaged with the senior political leadership of the council can be mixed. Moving forward, it will be important for the leadership in Cotswold to refine and adapt the approach, according to the circumstances and context, in order to ensure shared objectives with local authority partners can be achieved.

The council's approach to external communications is seen to have improved significantly and to be engaging people across the district much more effectively now. Digital communications are playing a key role here, with social media channels reaching nearly 30,000 residents and businesses and more than 4,000 people having signed-up to receive the recently launched 'Cotswold Round-Up' E-newsletter. Digital consultation is also being undertaken, with it having been used in relation to the budget and the Local Plan, and all council meetings are now being livestreamed to make them more accessible.

Progress has also been made in 're-asserting' a council brand in a context of the Publica partnership, with examples including frontline staff returning to having council e-mail addresses and identity badges and the council logo re-appearing on adverts, letterheads and correspondence generally. There is still a way to go, though, in ensuring the public are clear that it is the council that is engaging and contacting them even where it is being undertaken by the Publica organisation.

By way of context, in November 2017 Cotswold District Council, West Oxfordshire District Council, Forest of Dean District Council and Cheltenham Borough Council became equal shareholders in a newly created Teckal company, known as 'Publica', delivering council services. The majority of the staff that had previously worked for one or other of the partner councils transferred into the employment of the new company, which now has around 650 employees. Cotswold, Forest of Dean and West Oxfordshire buy into all the services available from Publica whilst Cheltenham have opted only to receive support around HR, ICT and some financial services. Publica also provides HR and ICT services for Cheltenham Borough Homes, Cheltenham Leisure Trust and Ubico, which is the waste and environmental services Teckal company owned by the seven district/borough and county councils in Gloucestershire.

'Organisational leadership' is complex in this context – with the overwhelming majority of "the council's people" sitting in another organisation. This key corporate peer challenge theme feels inextricably linked to that of 'Capacity for improvement' and we have therefore opted to consider them together later in that section of the report.

Whilst the vast majority of officers delivering for the council in the Cotswolds are employed by Publica, it was important that we met a cross-section of those who are in the direct employment of the council. It was clear from those discussions that there is work to be done by the council in relation to this small core group of staff. The shift of so many colleagues to Publica, and the very strong brand and identity that was created in the early years of that partnership, means that some of those who have remained are seeking a greater sense of identity and belonging as part of the council. They also wish to feel better informed and engaged, which we would anticipate being relatively straightforward given the small number of people involved – although recognising that 'hybrid working' throws up some new challenges around this that will need to be overcome. As a simple example, the staff we met highlighted to us that they hadn't received any communications about the corporate peer challenge happening, beyond their being invited to participate in the focus group activity.

#### **4.3. Governance and culture**

The week prior to the corporate peer challenge, on Wednesday 5<sup>th</sup> October, an Extraordinary Council meeting was held dedicated to the Constitution of the Council. Since 2019, a number of changes to the Constitution have been agreed by elected members. Those councillors forming the Constitution Working Group recently requested that a comprehensive review be undertaken in light of it becoming apparent that no single overview has been maintained of how the Constitution should now read. Essentially the purpose of the meeting was to “authorise the Monitoring Officer to publish a final clean version of the Constitution”, ensuring that all revisions agreed since May 2019 have been incorporated.

This is one example of why the peer team are recommending that the council seeks to reassure itself that its governance arrangements are robust. During the course of our time in the Cotswolds we heard of issues around committee papers being published late; such papers being sent to members of the wrong committee or forum; and a lack of precision in reports, with the incorrect ‘Accountable member(s)’ or ‘Wards affected’ being shown. Aspects of what we are reflecting here may, in isolation, be seen as relatively mundane. However, when aggregated and seen repeatedly, which appears to be the case, at the very least the council’s reputation is negatively impacted upon. This can easily escalate into undermining trust and confidence on the part of elected members, the public and other stakeholders and start to prompt questions about the council’s attitude towards good governance, democracy and matters of openness and transparency. Given the scale of the types of decisions that are facing the council in the current financial context and the levels of complexity it is managing in the agendas it is facing, it is vital that all key stakeholders internally and externally have maximum confidence in the governance of the authority – hence the peer team’s recommendation around the council reassuring itself that its governance arrangements are robust.

There are a number of elected member working groups and forums in place which provide cross-party involvement. One of these is the Capital Programme Investment Board and this provides, through the challenge that is brought to bear there, an excellent example of the way in which the council can capitalise upon experience and knowledge across the wider elected membership. Other examples of cross-party engagement are the Constitution Working Group already highlighted and a joint working group with officers undertaking a review of Planning.



There are different views around the effectiveness of Overview and Scrutiny in the council. The Constitutional change that has been made which sees the Opposition chairing the Overview and Scrutiny Committee is a mature one that provides a good foundation. People reflected that the Chair is driven and keen to see the fulfilment of the valuable role that this important governance function can provide. Another key part of the jigsaw is also already in place, with the Leader and Cabinet being very clear that they wish to be held to account more by Overview and Scrutiny. They recognise this as a key element of leadership and ensuring the council is seen to be open, transparent and driving delivery and improvement. The fundamental consideration in relation to Overview and Scrutiny is determining, as a council, what it is there to do.

Based on our discussions and a look back at some agendas of previous meetings, there is a strong sense of members of the Overview and Scrutiny Committee valuing it at this point in time as a mechanism for being kept informed of key developments across the district – with most agenda items being badged as an ‘update’ for councillors. Looking at alternative ways of facilitating this information sharing and extending it to the wider elected membership, which currently is not accustomed to the concept of ‘all member briefings’, would seem appropriate. This would enable the efforts and focus of the Overview and Scrutiny Committee to be applied to both holding the Executive to account more and contributing to policy development. Whatever approach is applied going forward, it needs to be supported appropriately, with there currently being no designated lead officer for overview and scrutiny designated in the council and little in the way of guidance and support for the Chair.

There is an absence of training and development provision for elected members which needs to be addressed. When asked about this area, both councillors and officers highlighted that an induction programme was delivered following the 2019 elections. However, that is the extent of what people could indicate as being in place, although we know there has been input provided by the Local Government Association around overview and scrutiny training and development at certain points.

The 2019 induction is seen to have been late in taking effect. Councillors also felt it was limited in both scope and the extent of the insights provided, which came from an officer perspective. In the short term, the council needs to ensure that an effective and timely induction programme is prepared for implementation following the

elections in May next year. This should be supplemented with a rolling programme of elected member training and development covering all of the key elements of councillors' roles and weaving in regular all member briefings that fulfil the role that overview and scrutiny is currently partly fulfilling.

Some of the staff that we spoke to reflected concerns about the way they are treated by some senior leaders within the council and Publica. They spoke of an environment in which mistakes are focused upon in a way which feels neither proportionate nor constructive whilst, on the other hand, they felt there is seldom thanks for people's hard work and effort or recognition of the things that go well. There were some instances cited of staff being addressed very directly by elected members and staff talked of feeling anxious and stressed sometimes when being contacted by Publica's senior leadership. These experiences speak of a culture that needs to be addressed across the two organisations. The senior leadership of both the council and Publica need to reflect on the best ways to care for and motivate people. First and foremost, ensuring their well-being is the right thing to do. Secondly, in a context of councils finding themselves increasingly operating on the goodwill of their staff, and with the capacity pressures already being experienced, they cannot risk the debilitating effect of the council's people potentially experiencing the leadership of the two organisations negatively.

#### **4.4. Financial planning and management**

The council has a current net revenue budget this year of £12.5m. The Medium-Term Financial Strategy (MTFS) from February outlined a budget gap over the period up to and including 2025/26 of £8.9m – with just under £4m of this relating to the financial year starting in April next year. However, in the period since February, and despite pressures emerging through the global and national context, including cost inflation; demand on services; a lack of clarity around central government funding; and uncertainty around being able to maintain or increase income, the council is confident that the gap for next year has reduced significantly. Ensuring an accurate understanding is maintained of the financial situation facing the council, through the guidance of the new permanent Section 151 Officer, will be crucial.

The opening General Fund balance this financial year of £2.5m represents around 20 per cent of the council's net budget. The current budget was set to increase this balance to around £4m by the end of 2022/23 but this is under review given the context referred to above. Usable reserves total around £25m, which is seen to be a reasonable level, and work is taking place with elected members to review earmarked reserves to potentially provide increased scope. The council is debt free.

The council has consistently achieved a clean audit opinion on its accounts from the External Auditors. The council's budget monitoring process sees a quarterly report presented to both the Overview and Scrutiny Committee and Cabinet, with any variances over £10,000 highlighted along with the mitigating actions being undertaken.

Whilst a refreshed Recovery Investment Strategy was agreed in July this year, the thinking around it has developed since in response to the fluid context the council is operating in. As an example, we understand that the proposed 'Climate Change and Green Energy Investments' relating to solar provision, which were to be funded through borrowing, are now being reconsidered. Given the state of flux being experienced, and whilst recognising that the context means establishing certainty is difficult, we recommend that the council takes stock again now of the strategy and what it can deliver.

Cabinet needs to continue both to be cognisant of the financial challenge that exists and to demonstrate the required leadership and collective responsibility for addressing it. Obviously, proposals for addressing the financial gap are currently being developed and these will enter the public domain and be considered by the wider elected membership over the coming months, ahead of budget-setting in February. Cabinet and the managerial leadership need to ensure that all necessary due diligence around the proposals is undertaken and that they are realisable and that a strong financial grip overall is applied.

#### **4.5. Capacity for improvement**

As we outlined earlier in this report under 'Organisational leadership', aspects of that theme and the one of 'Capacity for improvement' feel inextricably linked in a context

of the overwhelming majority of officers sitting in another organisation. To contextualise this, well over 90% of officers linked to Cotswold sit within the Publica organisation.

Whilst, looking purely contractually, most officers in Cotswold are employees of Publica, they are also “the council’s people” – reflected in the way the political and managerial leadership of the council speak; the nature of what they are delivering – namely council services and functions; and the emotional bond with the organisation that exists for many, particularly those previously employed by the council.

It is clear that there are contrasting perspectives in the council and Publica regarding how effectively things are working in the partnership. The bottom line is that it is in everybody’s interests to ensure that the partnership works, in a context of the contract running until 2027.

Benefits being delivered through the Publica arrangement include increased resilience in certain services and functions as a result of having the staffing complement for at least three councils to call upon and deploy relatively flexibly; instances of the exchange of learning and cross-fertilisation of ideas across the partner organisations; and fulfilment of the agreed financial objectives.

The shared cyber security function provided by Publica for the four councils in the partnership is a good example of where economies of scale and resilience have been provided – with the existence of a specialist team that would most likely be beyond the resources of one of the partner councils acting alone.

Between April 2019 and March 2022, Publica delivered recurring annual core contract savings of £702,000 in respect of the Cotswold District Council contract which has a net annual value of £9.2m – representing savings of around eight per cent per annum. There have also been savings realised that go beyond the targets set out for Publica when the company was established. This includes £475,000 of one-off savings in the form of underspends, which have been returned to the council to reinvest. Other examples are Publica having enabled the council to secure accommodation savings through the letting of office space; a negotiated reduction in licensing costs for Revenues and Benefits software; and supporting the automation and rationalisation of green waste licensing – assisting the council to generate in

excess of £400,000 of additional income.

Publica as an organisation has recently received Investors In People accreditation. It has also established a learning and development programme for managers delivered through Oxford Brookes University. Officers directly employed by the council have been given the opportunity to engage in this programme too, alongside Publica colleagues.

Thus, there is much that Publica is delivering. However, the contrasting perspectives on how effectively things are working in the partnership remain and there is a fundamental set of considerations that need to be explored. Either clarity for now, or planning for the future, is required around these if the partnership is to be felt to be successful on all levels and, crucially, to be helping to drive the council's priorities:

- The continued appropriateness of some functions remaining with Publica
- Where direction is set from, clarity of roles and where accountability sits
- Whose 'people' officers within Publica are
- How performance in service delivery and organisational effectiveness is understood and managed
- How value for money is understood and demonstrated

Whilst Publica describes itself as 'Chief of Staff' when it comes to the employees working to support Cotswold, there is inevitably engagement between those staff and Cabinet members, ward councillors, the Chief Executive and other senior figures in the council. Equally inevitably, such engagement generates elements of direction-setting for those staff. At the same time, staff will be being directed by Publica's managerial leadership and a proportion of officers also have the demands of other partner council/s to consider. The different considerations, drivers, priorities and timescales of the different organisations will inevitably not always be aligned – sometimes leaving staff wondering where to take their direction from, what and how to prioritise and whose 'people' they are.

The peer team also heard of challenges and complexity in the processes across the two organisations to determine whether and how resource can be redeployed as priorities shift. One example was the liaison over who would be able to take a lead on developing the council's Corporate Plan produced earlier this year – with this being a priority for the council but Publica having the responsibility for identifying and deploying the resource. Another example relates to the project management support required to help drive the council priorities around climate change and the economy – with the council ultimately needing to provide further investment to Publica in order to secure the necessary capacity. A further example is that which we cited earlier of committee papers being published late; such papers being sent to members of the wrong committee or forum; and a lack of precision in reports. Responsibility for the production of committee papers sits with Democratic Services, within Publica, but clearly the issues are played out in 'the shop window' of the local authority and the reputational damage accrues to Cotswold District Council.

Aspects of what we have outlined here suggest the need for conversations between the council and its partner around the continued appropriateness of some functions remaining with Publica, such as strategic financial advice, Democratic Services and those that relate directly to the council's community leadership role such as strategic housing and Planning policy.

Another dimension and question here is whether and how 'internal' communication should take place directly between the council's senior political and managerial leadership and Publica staff. Staff we met conveyed a desire to hear at key junctures from the council's Leader and Chief Executive through the equivalent of what would be staff forums or Facebook Live sessions in many councils. This doesn't seem to take place currently but would be both beneficial and valued – returning us to the question of whose people Publica staff are.

All of the above serves to highlight what we see as a blurring of clarity both around respective roles at the senior levels of Cotswold District Council and Publica and where accountability sits. This needs to be addressed if delivery of the council's priorities is to be driven to best effect.

When asking how performance around service delivery is overseen by the council,

people generally pointed to the 'Financial, Council Priority and Service Performance Report' considered quarterly at both Cabinet and Overview and Scrutiny Committee. This report features an extensive narrative around key achievements, service delivery, project delivery and progress against council priorities; data relating to performance metrics; and a financial overview.

One of the council's priorities is 'Delivering the highest standards of service'. This raised for us a question as to how those standards are determined and delivery against them is assessed. Based on the content of the report, the answer would seem primarily to be how the Publica council partners compare with one another and whether delivery is on target – although how targets are determined is unclear. Through the use of LG Inform, and as outlined in section 4.1 of this report, comparative analysis can be undertaken on a broader basis, including with the fifteen other district or borough councils nationally that Cotswold District Council is deemed by the Chartered Institute of Public Finance and Accountancy (CIPFA) to be most similar to. From this, it can be seen that in the last financial year, collection of council tax and national non-domestic rates in Cotswold was the second lowest performing behind West Oxfordshire in that CIPFA group. Another example would be the number of affordable homes delivered in 2020/21 being the sixth lowest in the family group and yet Cotswold's own ambitions were exceeded with 114 delivered against a target of 100.

We highlight the above examples not as a judgement but as a means of prompting consideration within Cotswold around how targets are set and performance is measured and understood – all in a context of the council aspiring to deliver on its priority of the 'highest standards'. It may be that there are aspects of the Cotswold context that mean comparisons with elsewhere have less value. For example, delivering housing growth in a district where 80 per cent of it exists within an Area of Outstanding Natural Beauty clearly brings its challenges. The question is simply whether the council is clear on how targets are set and how effectively performance management is driving delivery of the highest standards. We understand that there is a working group in place, including elected members, looking at the development of a new suite of performance metrics – which would suggest the council is keen to develop a stronger focus in this area.

These matters in relation to how performance in the delivery of council services and

priorities is understood in turn raises a question of how value for money is understood and demonstrated. This is amplified when the subject of 'organisational effectiveness' in Publica is considered. The quarterly performance report to Cabinet and Overview and Scrutiny Committee doesn't cover this element, which raises the question of how the council, and indeed Publica itself, understand key people issues across the organisation. Many councils have been undertaking regular 'temperature checks' during and since the pandemic to keep abreast of how people are, for example, coping in both their professional and personal lives; adapting to changing working arrangements; and feeling about the 'return to the workplace'. Staff turnover; vacancy rates; sickness absence levels and the related causal factors; and the findings from exit interviews are insights and measures that many councils will commonly be measuring and responding to.

As we previously touched on, whilst Publica acts as the 'Chief of Staff', their employees are also "the council's people". It is in both organisations' interests to look after people's physical and mental well-being and there can therefore be a legitimate interest on the part of the council in understanding core aspects of 'organisational effectiveness'.

It was clear from our discussions with staff at various levels of both organisations that capacity pressures are increasingly being felt and are impacting on both the delivery of council priorities and the well-being of staff. There would seem to be a number of issues that need to be considered in order to manage these pressures as effectively as possible and address resulting emerging tensions:

- In terms of an overall context, it is important to highlight that what is being experienced in the Cotswolds, in terms of the increasing, unrelenting and constantly changing demands on the council, is mirrored across all local authorities. Whilst recognising this doesn't in any way help to address the issue or reduce the impact, it is beneficial for people to understand that there are many causal factors outside anybody's control in the Cotswolds and that the experience elsewhere is unlikely to be much different. What the situation highlights is the importance of organisational adaptability, responsiveness and being 'fleet of foot' in order to cope as best as possible – which links back to our point from before around the processes to shape how Publica resources come to be re/deployed.



- In the current climate of unprecedented demands on councils, in terms of both their scale and nature, creativity and proactivity are at a premium. The same applies to strategic capacity to help organisations ‘horizon scan’; navigate emerging challenges and opportunities; and draw in learning. There is a key question around the extent to which these aspects are factored into the partnership both contractually and in terms of the approach within Publica and can therefore be drawn upon to support the work of the council. An obvious example would be the area of strategic financial advice, which is very different in nature to the more traditional and transactional aspects of financial management and support. Another example would be that of ensuring the Planning function operates as ‘an enabler’ to support, to the greatest extent possible, the council’s ambitions around the economy and housing whilst also continuing to protect all that is special about the district.
- We highlighted at the outset of this report that what the Administration in Cotswold stands for and is seeking to achieve is very clear. Ensuring the clear political objectives act as the driver and are translated into manageable deliverables is a key managerial responsibility that sits across both the council and Publica and requires good work programming. Alongside this, and given the scale of the ambitions the Administration holds and the demands that exist upon the people working for the Cotswolds, there is an essential requirement for senior officer liaison with elected members that involves mature dialogue, and probably negotiation too, around what is deliverable and when – with the outcomes from this then needing to be respected by all.
- Progressing casework issues for their residents is obviously a key priority for councillors. The means by which elected members bring these to the attention of officers are many and varied. It is also unclear how the response to them is prioritised and what the timescales for dealing with them are. This links to themes we have already outlined around where direction is set from, where accountability sits and whose ‘people’ officers within Publica are and it is generating ‘heat in the system’. Establishing greater clarity around the avenues that elected members should utilise, how prioritisation takes place and the timescales for responses would be very positive steps.

- Given what we have highlighted elsewhere in this report linked to themes such as capacity, organisational leadership and organisational effectiveness, it is important for there to be a focus on organisational culture and behaviours and the well-being of staff within Publica. It is vital to ensure that people feel valued and respected and able to cope in a context of the demands being faced. What we gleaned from our discussions with staff regarding levels of stress and low morale should represent a major concern for the leadership of both organisations.
- Recruitment and retention challenges are really impacting on organisational capacity. This, again, is not a situation unique to Cotswold and the situation is currently only worsening and being felt in many more services and functions within councils than before. There are no easy or quick answers here but ensuring that Cotswold is as attractive an employment proposition as possible will be beneficial.

There needs to be more direct dialogue between the senior leadership of the two organisations in order to address these issues. Steps have been made in this regard since the Cotswold District Council Chief Executive arrived in January 2021. One of the measures has been the development of a revised structure and membership for the Shareholder Engagement Forum, which acts as the key conduit between the Publica Shareholders (the Leaders of each council) and Publica's managerial leadership. This includes having broadened the forum membership to include the councils' Chief Executives. Another measure has been a re-focussing of the roles of the Publica Executive Directors, in the form of a locality lead being assigned for each of the partner councils, which is seen to have helped to create a more localised and direct link between Publica and the council in question and a better understanding of respective roles and responsibilities. This is positive but the sense is that there is a long way to go still in enabling the necessary dialogue to take place, in the right way, across the two organisations. Making sure it happens is fundamental to future mutual success.

## 5. Next steps

It is recognised that the council's senior political and managerial leadership will want to consider, discuss and reflect on these findings.

Both the peer team and LGA are keen to build on the relationships formed through the peer challenge. The corporate peer challenge process includes a 'progress review' session around six months on from the initial activity, with this providing the opportunity for the council's senior leadership to update the peers on its progress against the related improvement planning. In a context of local elections being held in the Cotswolds in May next year we will liaise closely with you to ensure the progress review is scheduled for an appropriate point in time.

In the meantime, Paul Clarke, Principal Adviser for the region within which the council sits, is the main contact between your authority and the Local Government Association. Paul is available to discuss any further support the council requires – [paul.clarke@local.gov.uk](mailto:paul.clarke@local.gov.uk)

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# Strategic Review of Publica Services

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## 1. Context and Background

- 1.1. Publica, a not-for-profit Teckal company was established in 2017. The company delivers the majority of public services on behalf of Cotswold District Council (CDC), Forest of Dean Council (FoDC) and West Oxfordshire District Council (WODC) and delivers some services on behalf of Cheltenham Borough Council (CBC). The company is owned by the four councils listed above as equal shareholders.
- 1.2. Since Publica was formed the context for the shareholder authorities has changed at both Member level with changes in political control and officer level with all of the shareholder councils now having reinstated Chief Executive positions.
- 1.3. A recent LGA peer review at CDC recommended that the council review the future delivery options for some services (including whether they should remain with Publica) and revisit the relationship between the council and Publica, particularly around effective commissioner/provider roles. CDC has accepted the recommendations of the peer review and incorporated these into an action plan which has been agreed by Full Council.
- 1.4. Off the back of the LGA peer review, the councils commissioned a more detailed review that considers the future of a number of specific services; Democratic Services, Elections, Planning, Strategic Finance, Commissioning and Procurement.
- 1.5. The review has set out to add depth to the lines of enquiry opened by the LGA peer review and provide an options appraisal for the future of service delivery.

## **2. Review Methodology**

2.1 Engagement throughout the review was thorough, with stakeholders from across each council and Publica engaged as part of the process. This included:

- i. Council chief executives
- ii. Retained officer teams at all four councils
- iii. Political leadership, including 1:1s with each council Leader
- iv. Publica leadership, including Managing Director, Finance Director and Board Chair
- v. Assistant Directors and Business Managers for services considered in scope

2.2 In addition to stakeholder engagement the review undertook analysis of service data provided by Publica and councils.

### 3. Summary of Findings

- 3.1 Findings from stakeholder engagement provided some areas of agreement and disparity of thought in others.
- 3.2 Stakeholders within Publica and the shareholder councils agreed that staff have done a remarkable job over a period of many challenging years for the local government sector. These efforts are recognised and greatly appreciated.
- 3.3 Chief among the areas of disagreement is a fundamental difference in perspective about the sovereignty and control that shareholder councils experience. Publica sees this an essential feature and benefit of the model, whereas some of the councils feel they have very little control at all.
- 3.4 Local Authority Trading Companies provide a compliant mechanism to undertake commercial trading activities that councils themselves may not lawfully do, and this is their primary purpose. At some point in time, councils became aware that they also create an opportunity to employ staff on alternative terms and conditions. Several councils have used this to reduce their employment costs, typically for specific sections of their workforces, particularly by reducing membership over time in the Local Government Pension Scheme (LGPS). This appears to be the main driver for the transition from the GO Shared Services model to the council-owned company, Publica.
- 3.5 The company was set up as a vehicle for cost savings – to provide an acceptable level of service at the lowest possible cost. It is now being asked to be a ‘turn-key’ operation – flexible, adaptable and responsive to changing priorities, providing more project management expertise and not just traditional back office services.
- 3.6 Improvement plans have been developed since the Peer Review and stakeholders have noted improvements in some aspects of service delivery. Transformation plans and projects have also been developed but these are not always agreed by shareholders.
- 3.7 Governance was routinely raised by stakeholders. Significant improvements have been made since the Campbell-Tickell Board Effectiveness Review in 2020, with the introduction of the Shareholder Forum.
- 3.8 No officers, in Publica or the councils, or Elected Members expressed any strong desire for the company to trade commercially. This means that the company is under-utilising the potential it has as a trading company. The only reason to retain Publica as a separate company (rather than some other shared service arrangement) is because around 50% of staff are now on a cost-saving pension scheme.
- 3.9 Stakeholders have provided anecdotal evidence that that not offering LGPS is a challenge for recruitment to public sector-specific professions, e.g., Electoral Services and Planning. There is also evidence of a failure to recruit to certain positions and the need to repeat recruitment processes, although there are different accounts of the reasons for this.

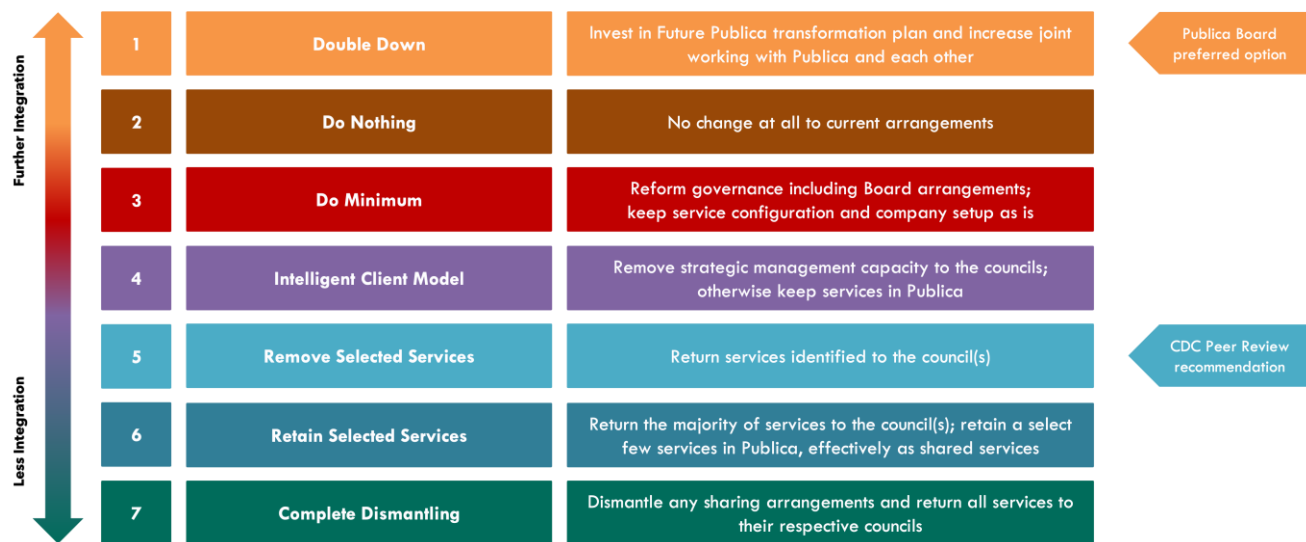


3.10 Future Publica sets out an ambitious but achievable target operating model for service delivery in common with many councils across the country. However, there is not a need for a trading company to deliver the savings attributed to the Future Publica plan.

3.11 For these reasons, repatriating the services in scope of the CDC Peer Review will not address the underlying issue(s). The purpose of Publica needs to be fundamentally reconsidered in the context of the councils' priorities.

## 4. Options for Future Delivery

4.1 Having set out the need to fundamentally reconsider what Publica should deliver, and how it should be configured, the full range of options were presented to the shareholder councils. This included the option proposed by the Publica Board to ‘double down’ on the current model (Option 1), a complete dismantling of the company and any shared service arrangements (Option 7) and a spectrum of options in between.



4.2 Benefits and disbenefits for each options were considered by the councils as part of workshops with the retained officer teams. The conclusions can be summarised as:

	Option	Benefits	Disbenefits
1	Double Down	Potential opportunities for income generation, although there is no serious appetite among partners to do this in the near future and lack of consensus over whether Publica is the right vehicle.	This will not address the underlying issue of a perceived lack of control. Confidence among councils in the model has eroded to the point where it is not feasible to commit further.
2	Do Nothing	This would cause minimal disruption in the short term but will almost certainly lead to a breakdown of stakeholder relationships in the long term.	Current arrangements are not working for any party; the councils are frustrated by a lack of control but Publica considers itself “shackled”.

3	Do Minimum	A change in governance arrangements may resolve some of the issues around perceived lack of control. Governance should be reformed in the short term, regardless of which option is pursued in the long term.	This will not address the recruitment issues that have been identified, nor the question of why the councils would continue to operate a trading company with no intention that it will trade.
4	Intelligent Client	This may resolve some of the issues around perceived lack of control and restore the 'strategic thinking' capability of the councils. CBC has indicated that this has been crucial to making the model work for them.	This risks creating a complex commissioner / provider split that could create additional cost and bureaucracy. It is likely that management costs will be duplicated rather than shared.
5	Remove Selected Services	This would address the issue of lack of control and allow the councils to test the putative barriers to recruitment for certain services.	This risks creating a smaller Publica with broadly the same overheads, impairing value for taxpayers. The underlying perceived lack of control of other services would not be resolved.
6	Retain Selected Services	This would address the issue of lack of control and allow the councils to test the putative barriers to recruitment. Services can be shared, via Publica or some other model, on a case by case basis.	The costs of this model will be higher than the current model, including pensions and the cost of future transformation. This option will be disruptive for staff and the change will need to be carefully managed.
7	Complete Dismantling	This would address the issue of lack of control and allow the councils to test the putative barriers to recruitment.	There is no obvious advantage to unpicking services that are working well. Economies of scale would be lost. This option would be maximally disruptive for all parties.

4.3 The conclusion of the options appraisal is that, while the Publica model may have been right for a certain point in time, the needs of the councils have fundamentally changed and a different model is required to deliver their future priorities. Specific consideration was given to the following points:

- i. The Publica model was set up to provide an acceptable level of service at the lowest possible cost. Since then, there have been a number of changes in the leadership of the shareholder councils and a more 'turn key' style of operation is required to deliver their objectives.
- ii. It was anticipated at the time that the company might undertake a level of trading, subject to the limitations of the Teckal exemption. Since there is no current desire among partners that the company should seek out trading opportunities, there is no need to operate a trading company with the associated overheads.
- iii. The main financial driver for continuing to operate a company structure is the saving in pension contributions, but evidence was offered that this is leading to recruitment difficulties (accepting a measure of disagreement about this).
- iv. There are fundamental differences in opinion over the level of influence councils have; whatever the rights and wrongs of this, it must be resolved in order to move forward productively and it is unlikely to be resolved in the current model.
- v. Moving away from a company model will allow the councils to lead and shape services with the autonomy they feel is needed, while still being minimising the overheads involved in delivering public services by sharing some management costs.

4.4 For this reason, the preferred option is Option 6. **The councils are recommended to return the majority of services to be managed directly by the councils, with selected services to be retained within the Publica model on a case by case basis.**

4.5 This represents a fundamentally different future for the councils and for Publica. The Publica of the future will be smaller, leaner and principally a vehicle for sharing services rather than an entity with its own management, cultural identity and high profile brand.

4.6 It is important to note that this recommendation is not a commentary on the performance of Publica staff. Staff in Publica have worked diligently and professionally to deliver services on behalf of the shareholder councils during a time of unprecedented challenge for local government. They are passionate about public service and there is every reason to believe they would be equally passionate in direct employment by the councils.

4.7 The recommended option reflects a view that, on balance of a complex set of considerations, returning services to direct management by the councils will achieve the desired balance of cost effectiveness and control.

## 5. Preferred Option

### 5.1 Benefits and Risks

5.1.1 Benefits of Option 6 are diverse and broad but must be balanced against the risks associated with the model.

5.1.2 Benefits can be summarised as:

- i. Provide flexibility for councils in their approach to delivering individual strategic objectives and greater responsibility in doing so.
- ii. Return a critical mass of strategic oversight to councils, enabling councils to better manage the strategic direction of the organisation.
- iii. Increasing capacity within each council's core operating team(s).
- iv. Greater ownership to deliver own savings plans, through a range of different service arrangements that best align to each council's priorities.
- v. Provides individual council identity for services where this is not currently the case and ensuring council identity where services are delivered through Publica hosted but council specific teams (for example, Planning Services).
- vi. Maintain services within the current model where there is agreement that the service is working well – and therefore removing risk of performance reduction during transition.
- vii. Maintain economies of scale and resilience in back-office services where there is less need for a council-specific USP.
- viii. Reduce the risk of recruitment challenges for local government specific roles.
- ix. Minimising risk disruption to large stakeholder groups (staff, residents, businesses) through the ability to prioritise (or deprioritise) services to be retained.
- x. Reduction in corporate overheads of services retained in the Publica model.

5.1.3 Risks are demonstrated below with scores and initial mitigations. Risks are scores on a likelihood / impact matrix, both scored out of five and multiplied to give overall risk score.

Impact	5					
	4					
	3					
	2					
	1					
			1	2	3	4
		Likelihood				

	Risk (IF/THEN Statement)	Risk Score			Mitigation(s)
		Likelihood	Impact	Score	
1	IF some services are retained within Publica, THEN there will be a two-tier staffing model	5	1	5	Two tier of staffing already in play as part of current model
2	IF some services are retained within Publica, THEN existing challenges with accountability and oversight remain	3	3	9	Implementing governance quick-win changes  Improved reporting  Increasing role of shareholder forum
3	IF some services are repatriated, THEN there is likely to be increased costs to councils	4	4	16	Ownership of transformation agenda and accountability of savings delivery  See section 5.3
4	IF number of services remaining in Publica is significantly reduced THEN costs of leadership may be too high	4	1	4	Suitable restructuring to support remaining services  Ensuring best use of staff maintained in Publica
5	IF repatriation of services requires high resource change management requirements, THEN this could distract from political priorities	2	2	4	Phased approach to minimise impact on stakeholders  Prioritisation of services based on effort and impact
6	IF change process is complex, THEN key staff could be lost	2	4	8	Strong change management and leadership  Transparency and engagement with staff throughout any change
7	IF councils chose to repatriate different services, THEN cost of change needs to be agreed	2	5	10	High level transition plan completed with detailed service-by-service transition plan to be completed

## 5.2 Proposed Structures

5.2.1 Services should be returned to the councils in a phased way. A transition plan showing this phasing is provided in Section 6. When services are returned, the councils will have a choice over whether to keep them wholly sovereign or to share them with other councils. This could include councils in the existing partnership and/or others. Below is an indication of how services could operate.

Retained in Publica	Sovereign	Opportunities to Share
<ul style="list-style-type: none"> <li>• Customer Services</li> <li>• Complaints</li> <li>• Revenues and Benefits</li> <li>• Housing Services</li> <li>• ICT</li> <li>• Data Protection</li> <li>• Freedom of Information</li> <li>• Subject Access Requests</li> <li>• Procurement</li> <li>• Transactional Finance</li> <li>• Transactional HR including Payroll</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Finance</li> <li>• Accountancy</li> <li>• Insurance</li> <li>• Economic Development</li> <li>• Tourism</li> <li>• Parking</li> <li>• Property and Estates</li> <li>• Communications</li> <li>• Community Safety and Engagement</li> <li>• Business Intelligence</li> <li>• Corporate Performance</li> <li>• Organisational Development</li> <li>• Electoral Services</li> <li>• Democratic Services</li> <li>• Members Services</li> <li>• Waste</li> <li>• Grounds Maintenance</li> <li>• Leisure</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Housing</li> <li>• Development Management</li> <li>• Building Control</li> <li>• Land Charges</li> <li>• Risk Management</li> <li>• Health and Safety</li> <li>• Emergency Planning and BCP</li> <li>• Flood Risk</li> <li>• HR Policy and Employee Relations</li> <li>• Legal Services</li> <li>• Commercial Contract Management (could include Waste, Grounds and Leisure)</li> <li>• Environmental Health</li> <li>• Food Safety &amp; Licensing</li> </ul>

- 5.2.2 The following shows an indicative to-be structure for the councils, for the purpose of assessing the cost of change and planning for the transition. Further work will need to be considered to refine structures within each service grouping.
- 5.2.3 Councils do not have to agree to adopt the same organisational structures and Forest of Dean Council has indicated it may adopt a different version of the below. However, the councils will benefit from sharing as many senior posts as possible and this will necessarily produce a level of standardisation across structures.
- 5.2.4 The below structure aims to show the majority of services and where they will sit but it is possible that not every team and activity is shown. Where an area of activity does not explicitly appear on the chart, it can be assumed that will sit with the councils.





### 5.3 Cost considerations

- 5.3.1 The exact costs associated with the proposed change are difficult to isolate at this stage, because they depend on a complex set of considerations particularly concerning pensions. The figures in this section should therefore be read as estimates in order to give a broad indication of cost. Figures could change significantly, although the estimates given err on the side of a higher cost of change in order that councils can plan accordingly.
- 5.3.2 The following shows the difference between the costs of the current model and the proposed model:

Cost / Saving Item	£Value	Notes
Additional pension costs	1,000,000	High level estimate – see paragraph 5.3.3 below
Management savings	- 500,000	Based on the proposed structure shown above
Corporate overheads	- 50,000	Reduction in some (but not all) company costs
<b>Net additional cost</b>	<b>450,000</b>	
<b>Per authority</b>	<b>150,000</b>	

- 5.3.3 Pension costs are both the single biggest line item and the biggest variable in the cost considerations. An approximate figure of £1m has been used based on a figure provided by Publica for the annual saving from moving some staff to the Royal London Pension Scheme. However, there are a complex set of additional considerations. This figure represents savings across the whole company whereas in the proposed model, a number of services will remain within the limited company structure. There are some legacy arrangements from which councils hosted which posts under the former GO Shared Service. Some councils are paying more in pension contributions than the payroll data indicates they should at face value, because of the difference in the actuary estimate of the contributions required to fund the scheme. The pensions cost figure will need to be refined with an actuary estimate based on the final list of staff that will transfer to the councils.
- 5.3.4 With these very important points of clarification noted, the net additional cost to the councils of the proposed model is approximately £150k per year. This does not yet factor in any savings that can be made from changes to how teams operate as only the proposed senior management structures have been modelled at this stage. All of the councils have savings targets over the next three years so will need to undergo significant transformation, in any case.
- 5.3.5 In addition to the ongoing difference in cost between the operating models, there are one-off costs associated with the transition. These are made up of:
- i. One-off staffing related costs
  - ii. The cost of managing the transition

- 5.3.6 One-off staffing related costs include possible redundancy and pension costs. It is not yet known whether there will be any redundancies or how many people may be affected. The councils have a duty to avoid any compulsory redundancies if at all possible and they will comply with this duty – to protect both the welfare of staff and the public purse. This does not mean that there will be no redundancies, but that all reasonable steps will be taken to avoid redundancies where suitable alternative employment can be found for staff. In this first instance, the possible risk of redundancy or redeployment will apply only to senior managers, who will be consulted on proposals that affect them.
- 5.3.7 The councils do not have the internal capacity to project management a change of this scale and complexity, the key activities for which are set out in Section 6 – Transition Plan. There are three viable options for managing the transition:
- i. Appoint an Interim Programme Manager or Director. One of the councils would employ this post on behalf of all, who would lead and manage the transition over an 18 month period.
  - ii. Appoint an Interim Programme Director and an external consultancy or project management organisation.
  - iii. Appoint only an external consultancy or project management organisation.
- 5.3.8 The recommended option is (ii), the blended delivery model. The benefit of this option is a single accountable lead employed by the councils to lead the transition, with hands-on support for project management. Having an external partner on board will also provide cover and resilience in case of absence. Costs associated with this option will be obtained through market research once CEOs have taken advice on procurement options.
- 5.3.9 Whichever option is ultimately preferred, the councils are recommended to choose the same model in order to share costs and effectively manage the transition in a single, joined up way.
- 5.3.10 The councils should also set aside funds to commission specialist HR and Legal advice, working alongside the HR team in Publica.
- 5.3.11 This does not overlook work that will need to take place by individual councils to determine council specific requirements on a service by service basis, and to give thought to what the future transformation requirements of those services might be.

## **5.4 Contractual implications**

- 5.4.1 Services are provided through three contracts which are of different lengths and have different end dates. The structure of each contract is set in the table below.

5.4.2 There is a clause within each contract that enables councils to remove a service from Publica at any point throughout the period of the contract with an agreed notice period.

5.4.3 This means that shareholder councils can take a service-by-service decision and use a phased approach to any repatriation of services. This will reduce disruption to service delivery, staff and residents throughout any change.

	<b>Commissioning</b>	<b>General</b>	<b>Support</b>
Length of contract	10 years	7 years	5 years
Next Renewal Date	1 <sup>st</sup> November 2027	1 <sup>st</sup> November 2024	1 <sup>st</sup> November 2027
Services	<ul style="list-style-type: none"> <li>• Democratic Services</li> <li>• Electoral Services</li> <li>• Post/Print Room</li> <li>• Communities and Community Engagement</li> <li>• Leisure</li> <li>• Tourism</li> <li>• Waste and Recycling</li> <li>• Parking</li> <li>• Communications</li> <li>• Corporate Functions</li> </ul>	<ul style="list-style-type: none"> <li>• Customer Services</li> <li>• Building Control</li> <li>• Public Protection</li> <li>• Revs &amp; Bens</li> <li>• Housing Services</li> <li>• Development Management</li> <li>• Regeneration, Business and Economy</li> <li>• Planning Policy &amp; Local Plan</li> <li>• Ecology, Heritage &amp; Design</li> <li>• Strategic Housing</li> <li>• Community Alarms</li> <li>• Pest Control</li> </ul>	<ul style="list-style-type: none"> <li>• ICT</li> <li>• Finance</li> <li>• HR &amp; Payroll</li> <li>• Procurement</li> <li>• Property Services</li> <li>• Land Charges</li> <li>• Flood Engineering</li> </ul>

## 6. Transition Plan

Phase and Activity	2023/24						2024/25											
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
<b>1.0 Mobilisation and Preparation</b>																		
Decision making process at each council (Cabinet, Executive and Scrutiny (TBC))																		
Creation of transition team; programme director, programme manager, HR, OD, Finance, Communication, Legal																		
Communication with impacted staff of agreed timelines																		
Agreement of future service arrangements (shared vs sovereign)																		
Agreement of phased approach																		
Liaise with Publica leadership																		
Staff consultation							M											
Assessment of company governance and introduction of transition governance arrangements								M										
Development of detailed transition plan for Round I and Round II								M										
<b>1.0 Transition Round I (first wave of services)</b>																		
Creation of full structure charts based on consultation outcomes																		
Ringfencing and job matching for existing staff																		
Recruitment to vacant leadership roles																		
Implement interim management for transition																		
Go live Round I services													M					
<b>3.0 Transition Round II (second wave of services)</b>																		

Creation of full structure charts based on consultation outcomes																		
Ringfencing and job matching for existing staff																		
Recruitment to vacant leadership roles																		
Implement interim management for transition																		
Go live Round II services																		M
<b>4.0 Review of Services</b>																		
Three-month review of transition round I																		
Six-month review of transition round I																		
Three-month review of transition round II																		
Undertake target operating assessment for remaining Publica services																		

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**CABINET – 2 November 2023**

**SCHEDULE OF DECISION(S) TAKEN BY THE LEADER OF THE COUNCIL AND INDIVIDUAL CABINET MEMBERS**

Note: Further details regarding the decisions are available in the relevant Decision Notices.

<b>Cabinet Member</b>	<b>Meeting Date</b>	<b>Subject</b>	<b>Decision(s)</b>
<b>Cabinet Member for Planning and Regulatory Services – Councillor Juliet Layton</b>	<b>27 September 2023</b>	<b>Neighbourhood Planning: Representation to the Regulation 16 Consultation on the Down Ampney Neighbourhood Development Plan</b>	<b>The Cabinet Member considered the recommendations of the officer and resolved to APPROVE the recommendation to submit the representation.</b>
<b>Cabinet Member for Planning and Regulatory Services – Councillor Juliet Layton</b>	<b>27 September 2023</b>	<b>Habitats Regulations: Suitable Alternative Natural Greenspace Spending 2023</b>	<b>The Cabinet Member considered the recommendations and agreed to APPROVE the bid presented in the report.</b>

(END)

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