

 WARWICK DISTRICT COUNCIL	Executive Committee 5th April 2018	Agenda Item No. 9
Title	Delivery of the St Mary's Lands Masterplan for 2018/19 and beyond, Warwick	
For further information about this report please contact	Chris Elliott 01926 456003 chris.elliott@warwickdc.gov.uk	
Wards of the District directly affected	Aylesford and Saltisford, Warwick	
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?	No	
Date and meeting when issue was last considered and relevant minute number	Executive Meeting 29th November 2017 min 88 Executive Meeting 1 st November 2017 min 71 Executive Meeting 31 st August 2017 min 48 Council Meeting 9 th August 2017 min 25 Executive meeting 28 th June 2017 min 17 Executive meeting 8 March 2017 min 108 Executive meeting 30 th November 2016 min 65 Executive meeting 06 th April 2016, min 132 Executive meeting 3 rd September 2015, min 34 Full Council 19 th November 2014, min 50 Executive meeting 1 st October 2014, min 56 Executive meeting 16 th April 2014, min 189 Executive meeting 11 th September 2013, min 55 Executive meeting 19 th June 2013, min 13 Executive meeting 12 th December 2012, min 107	
Background Papers	Previous reports as above; Agreed FFF Strategy 2017; Local Plan Publication version and Main Modifications 2017; Adopted Masterplan August 2017.	

Contrary to the policy framework:	No
Contrary to the budgetary framework:	No
Key Decision?	Yes
Included within the Forward Plan? (If yes include reference number)	Yes
Equality Impact Assessment Undertaken	No
This will be relevant at the level of each individual project's implementation.	

Officer/Councillor Approval		
Officer Approval	Date	Name
Chief Executive	19/03/18	Chris Elliott
Head of Service	19/03/18	Dave Barber, Rob Hoof, Rose Winship, Marianne Rolfe
CMT	19/03/18	Chris Elliott, Andrew Jones, Bill Hunt
Section 151 Officer	19/03/18	Mike Snow
Monitoring Officer	19/03/18	Andrew Jones
Finance	19/03/18	Mike Snow
Portfolio Holder(s)	19/03/18	Cllr Noel Butler; Cllr Moira Ann Grainger
Consultation & Community Engagement		
The proposals in the Masterplan have been supported by public consultation.		
Final Decision?	Yes	
Suggested next steps (if not final decision please set out below)		

1. **Summary**

This report seeks to:

- update progress on the delivery of the agreed Masterplan for St Mary's Lands, Warwick thus far;
- seek agreement to the next steps for delivery; and,
- seek agreement for the appropriate funding to complete this key project for the town of Warwick and the District.

2. **Recommendation**

- 2.1 That progress on delivery of the Masterplan to date is noted and that the next steps as set out in Appendix 1 are agreed. Particular decisions are set out in the following recommendations.
- 2.2 The proposal for the footpath/cycleway from Hampton Road to Bread and Meat Close via the canter track and alterations to the car park at Bread and Meat Close are agreed and that planning permission and any other necessary consents are sought to progress the scheme to implementation with WDC's contribution being £335,000 over 2 years.
- 2.3 That the proposal to trial a Park and Stride initiative (as set out in Appendix 3) once the above works are in place, be agreed and that funding of £5,000 is made available to publicise and market the initiative.
- 2.4 That the names of the car parks presently known as Area 2, 3 and 4 be changed to Hampton Road; Bread and Meat Close and Saltisford respectively and that the change be brought into place the next time the Council's car park Regulations are published.
- 2.5 That £42,000 is made available from the car park maintenance and repair reserve to fund the cost of works to put in place contingency works should Linen Street need to be closed. Implementation of these works and use of the funds to be delegated to the Head of Neighbourhood in consultation with the Neighbourhood Services portfolio holder.
- 2.6 That the Executive support the proposals for signage and for the surfacing treatment of the inner perimeter track subject to the Jockey Club confirming its contribution with WDC's contribution being £42,000 in 21018/19.
- 2.7 That the previous decision to consider changing the name of the area is rescinded but that an appropriate strap line is developed in discussion with the St Mary's Lands Working Party.
- 2.8 That the Executive agree to fund further technical assessment work and pre-application discussions on the hotel proposal as part of the development of the brief for the site at a cost to WDC of £22,000 over 2 years.
- 2.9 That Hill Close Gardens Trust be advised that the Council will help its Heritage Lottery Funding application by examining ways in which either the capital works along Bread and Meat Close can contribute in kind and/or that the Council will entertain a RUCIS grant application.
- 2.10 That the Executive agrees to loan £25,000 to the Corps of Drums on terms to be agreed but which in principle are based on a commensurate increase in rent over the lifetime of its existing lease; and upon the receipt of a satisfactory

Business Plan. Agreement of the terms and the Business Plan to be delegated to the Chief Executive, Heads of Finance and Health and Community Protection in consultation with the respective portfolio holders and the Business Portfolio Holder. The administration of the use of the Council's contribution is as per the usual administration of a RUCIS grant.

- 2.11 That the Executive agrees a contribution of £70,000 to funding the cost the installation of a MUGA at RCW provided £10,000 is provided by RCW. The Council will seek to recoup this funding from off-site S106 agreement payments (£35,000) and a loan payment (£35,000); subject to:
- a) Satisfactory terms being agreed for the loan;
 - b) Agreement to a satisfactory business plan;
 - c) Completion of a satisfactory community access agreement; and,
 - d) The administration of the use of the Council's contribution be as per the usual administration of a RUCIS grant.

Agreement to a), b) and c) above to be delegated to Agreement of the terms and the Business Plan to be delegated to the Chief Executive, Heads of Finance and Culture in consultation with the respective portfolio holders and the Business Portfolio Holder.

- 2.12 That the Executive agrees to an exemption from the Code of Procurement Practice under paragraph 6.4.3 to appoint Plincke for a further 2 years from June 2018 at a cost of £66,000 over 2 years to be funded from the Community Project Reserve.
- 2.13 That funding of £5,000 from the Community Project Reserve is made available to produce newsletters and similar publications to inform residents of the work proposed and undertaken.
- 2.14 That the proposals set out in the recommendations above, subject to them being agreed, be funded from an existing underspend of £50,000 and from the Community Projects Reserve over 3 years, subject to the other named parties providing their stated contributions, as set out and profiled in Table 1 attached to this report.

3. Reasons for the Recommendation

Recommendation 2.1

- 3.1 The Executive agreed a 3-year development programme in late 2016 to be funded and implemented on a year by year basis. The first year was in fact only a part year programme. The second year was agreed in March 2017. It is time to consider the programme for Year 3 and beyond as the Executive had agreed at its meeting on 1st November to consider the proposals for 2018/19 as part of the budget proposals for 2018/19.
- 3.2 The work of the Working Party has led to the adoption of a Master Plan in 2017 which sets out all the projects that will enable the vision for the area to be achieved. In this past year the most significant elements that have been completed include the new entrance to the Racecourse; the upgrading of footpaths around the Stables; and the completion of the roof works and internal repairs to the community room of Racing Club Warwick (RCW). This builds on the earlier work to improve the footballing facilities of RCW; and, improvements

to the Corps of Drums building. Improvements to the toilets of the Golf Course are in course and will be open to the public to use. Other minor improvements have occurred to fencing lines to both open areas to the public and to protect nature conservation interests.

- 3.3 Alongside these improvement works other issues have been taken forward – for example consultation of the proposals along Bread and Meat Close for car parking; and, for the footpath/cycleway. Work has also continued in respect of the possible hotel and to seek investment in the Golf Centre. **Appendix 1** sets out all the Master Plan proposals and their status and the next steps where that is appropriate over the next 3 years.

Recommendation 2.2

- 3.4 A considerable amount of discussion and work has taken place around the proposals to create a footpath/cycleway from Hampton Road to the metalled track that runs north from Linen Street. This is the missing part of the National Cycleway Route 41 in Warwick town. It would also be part of the Safer Routes to School from the Woodloes estate to Aylesford School as illustrated on **Plan 1** attached; and, it will be a much better pedestrian route for people parking in the car park off Hampton Road and off Bread and Meat Close to walk to the town centre. Discussions about precise routing, surface material use, and lighting have been protracted as has been agreeing contributions from other parties. The proposal now shown in full on the attached plans at **Appendix 2a** also allows for an increase in parking along Bread and Meat Close and on Hampton Road car parks, but it is not proposed that those on Hampton Road be funded at present.
- 3.5 Warwickshire County Council and Sustrans are both supportive of the proposals and letters of support are attached as **Appendix 2b**. There have been 2 rounds of consultation with residents in Bread and Meat Close who had objected to the scheme even after the Traffic Safety Audit was undertaken and the scheme revised. The residual concern for residents is that car headlights may shine into their windows. The scheme proposes to mitigate this by appropriate hedge planting to shield their windows from such potential effects. The residents have suggested an alternative which was to have the parking parallel to the road, but this would result in almost no new parking spaces, after those to be removed to create the cycleway are counted for, but just as much expense.
- 3.6 The scheme has also been altered to consider a comment made by the Friends of St Mary's Lands about the route of the footpath/cycleway so that it stays near the racecourse railings until the bottom of Linen Street. This made sense from a safety perspective and so has been incorporated. The Friends had objected to the route of the cycleway along the canter track, but the expressed reason was only that it wasn't the route shown in the consultation on the masterplan. The starting and finishing points remain the same but instead of going through the middle of the forecourt of the Racecourse Grandstand which

is heavily parked and thus on detailed inspection as felt to be less safe especially if it was also to be part of a Safer Route to School.

- 3.7 The proposal as now developed breaks down into the following components, setting out contributions and time periods:
- From the existing Pelican crossing on Hampton Road to the existing canter track – funded wholly by WCC. Year 1
 - From the point above along the canter track to the entrance of the racecourse – funded 50/50 by the Jockey Club and WDC. Year 1
 - Lighting along the above route plus CCTV – funded wholly by WDC. Year 1
 - From the racecourse entrance to the bottom of Linen Street, including alteration to the car park and CCTV - funded wholly by WDC. Year 1
 - Lighting from the bottom of Linen Street to the entrance near Sainsbury's– funded wholly by WDC. Year 2

Recommendations 2.3

- 3.8 It is also suggested that once these works are in place that WDC promote a Park and Stride initiative to test whether people would be prepared to park at Hampton Road but walk to the town centre (approximately 10 minutes). The initiative is explained at **Appendix 3**. This would require some promotional funding of £5k but if successful it could help to generate £55k p.a. additional income and would prove or otherwise, the concept of all day parkers being prepared to park a little further away from the town centre. Success of the initiative will be measured by changes in income and ticket sales. It is anticipated that the scheme would be operable or the financial year 2019/20.

Recommendation 2.4

- 3.9 Alongside this it is suggested that the names of the car parks be changed. Since they were constructed they have been known as Area 2, 3 and 4 respectively which means little to anyone. It is suggested that the names change from/to as follows: Area 2 to Hampton Road; Area 3 to Bread and Meat Close; and, Area 4 to Saltisford. Area 1 is the parking area by the stables which was little used and is being transferred into the Jockey Club's lease. If agreed, then the name changes would come into operation at the next publication of the car park regulations.

Recommendation 2.5

- 3.10 All the above will also contribute to the contingency plan if/when Linen Street car park must be closed. The proposal is attached as **Appendix 4**. However, other elements of a contingency plan needs £42k to cover the cost and nothing so far has been provided budget wise. It is suggested that this sum is now provided from the existing car park repair and maintenance reserve which has circa £400,000 currently available within it.

Recommendation 2.6

- 3.11 Improving public access and signage is a key objective for St Mary's Lands. A signage and location plan has been prepared, see **Appendix 5**. However, the Jockey Club has approached the Council to bring the inner perimeter track up to a decent standard for vehicular use (its intended use is on race days for ambulances and service traffic). This would have a black tarmac surface which by itself is unlikely to be acceptable planning wise. However, that could be mitigated if the surface was treated with a different topping material rolled into the tarmac. The Jockey Club is seeking a contribution from the Council on the basis that the track could then be used by the public for walking, cycling, jogging and for people in wheelchairs or motorised scooters. It could also be waymarked for a measured mile walk (or in this case almost 2 miles). This ties in well with the signage plan and the masterplan objective of improving access for the public. The Jockey Club's estimate for the works is £138k for a tarmac surface and it is suggested that WDC contribute for the surface dressing etc. on top.

Recommendation 2.7

- 3.12 Related to the whole concept of signage is the issue of the name of the area. The decision to hold a competition for the name has aroused a lot of controversy even though it is widely acknowledged that it is called different things by many people. The issue has been raised twice at the Working Party and although not a firm conclusion it suggests that the Council should leave the name alone but seek to define it with a strap line. It is proposed that this be discussed further and agreed with the Working Party.

Recommendation 2.8

- 3.13 The extended commission on the proposed hotel has been carried through to stage 1. The report on demand and financial viability has been updated. Work is continuing preparing the Development Brief for the site, but some further technical assessment work is needed and funding for it is needed. A separate report on the possible hotel will be bought forward later.

Recommendation 2.9

- 3.14 Hill Close Gardens (HCG) is intending to submit a Heritage Lottery Fund grant application to improve its visitor facilities worth in the region of £100k plus. It is suggested that either or both of the following are pursued – that part of the works to the Bread and Meat Close area are used as match funding and/or that HCG be guided to submit a RUCIS grant application at the appropriate time.

Recommendation 2.10

- 3.15 The Corps of Drums (CoD) have undertaken substantial improvements to their facilities. The money previously granted by WDC has been used to good effect and has drawn in other monies. However, there is a final set of works to be done worth £25k for which they have not been able to raise funds. A Business Plan is attached at **Appendix 6** The CoD would be agreeable to the sum being

provided by a loan from the Council to be set against an appropriate rent increase over the lifetime of its lease (it has 20 years remaining) on terms to be agreed and approval is proposed to be delegated to the Chief Executive, Heads of Finance and of Health and Community Protection in consultation with the respective portfolio holders and the Business Portfolio Holder.

Recommendation 2.11

- 3.16 Racing Club Warwick (RCW) has made considerable improvements on and off the field since 2015. The masterplan for St Mary's Lands envisages that a MUGA is put in place. The estimated cost of this is £80k of which RCW can contribute £10k. RCW is preparing a business plan to demonstrate how a grant for the remaining sum would have a further positive impact on the local community.
- 3.17 Having examined other options it is unlikely that the proposal would come forward unless the Council offers financial support. It is therefore proposed that the Council offers a mixture of underwriting 50% of the £70,000 of the funding of the proposal and recoups it from S106 Agreements proposing off site provision for outdoor playing facilities and the other £35,000 by way of alone on terms to be agreed. The draft Business Plan for the proposal is attached at **Appendix 7** but will require some further discussion. The Council should also seek for the MUGA to be subject to a Community Access Agreement so that the local community can access the facility. It is proposed that these detailed matters are delegated to the Chief Executive, Heads of Finance and Culture in consultation with the respective portfolio holders and the Business Portfolio Holder.

Recommendation 2.12

- 3.18 All the above represents a considerable amount of work to oversee. The current arrangements for project management rest with Plincke but their commission runs out in June this year. Exemptions to the Code of Procurement Practice were agreed by Executive in April 2016 for project management up to £25,000 and June 2017 at £34,000. WDC does not have the in-house resources to oversee this work. Although the F and A Committee suggested, the last time it came up for discussion, that the work should be put out to tender, both the Officers and Members directly involved consider that the degree of knowledge and experience would be very difficult for any other company to replace and so it is suggested that an exemption from the Code of Procurement Practice be sought to give Plincke a new commission but much more focused on project implementation. This would cost over a 2-year period £66k – the same rate as has been deployed over the past year. The cumulative cost of the work from Plincke on project management for St Marys Land would be £125,000 which is below the relevant EU Threshold of £181,000.

Recommendation 2.13

- 3.19 Finally, there is a lot of public interest in St Mary's Lands and the proposals for it so it is important that the Council and the other organisations on the Working Party keep engaging with the local community and keep them informed. It is suggested that a St Mary's Lands newsletter is prepared to be circulated to residents and to the town via a variety of means of communication including the Council's proposed new Facebook page and including a wrap around in a local newspaper. A provision of £5k should be allowed.

- 3.20 There remain a few other elements of the Master Plan that will still require funding and implementation after the elements outlined above are completed. However, not all of them will fall to the Council. Those that are likely to include the following:
- Play area adjacent to RCW (work on its planning and design will be undertaken over the coming year)
 - Improvements to the 2 Playing Fields inside the racecourse;
 - Improvements to the Northern Enclosure, including seeking access under/over the railway line.
- 3.20 Of the other elements, improvements to the Golf Course are still being investigated by way of seeking external investment. The improvements to the caravan area and to the parking area adjacent to the Stables will fall to the Jockey Club to pursue.
- 3.21 The estimated costs of the various elements are set out in **Appendix 1** and then are summarised in **Table 1** (the project number is the same in both for ease of cross reference). The costs are spread out over 3 financial years. Taken together with external contributions this programme represents an investment in the St Mary's Lands of over £1m.
- 3.22 In addition, the Executive considered a report in late November 2017 in respect of the hours of flying for model aircraft. A risk assessment and a noise assessment have been undertaken. The ecological work has been commissioned but is not yet not completed. The report back will not happen until that work is complete.

4. Policy Framework

4.1 Fit for the Future (FFF)

- 4.1.1 The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several Key projects. St Mary's Lands is one of those Key projects. This report shows the way forward for implementing the next stage of one of the Council's Key projects.
- 4.1.2 The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The table below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

FFF Strands		
People	Services	Money
External		
Health, Homes, Communities	Green, Clean, Safe	Infrastructure, Enterprise, Employment
<u>Intended outcomes:</u> Improved health for all Housing needs for all met Impressive cultural and sports activities Cohesive and active communities	<u>Intended outcomes:</u> Area has well looked after public spaces All communities have access to decent open space Improved air quality Low levels of crime and ASB	<u>Intended outcomes:</u> Dynamic and diverse local economy Vibrant town centres Improved performance/ productivity of local economy Increased employment and income levels

Impacts of Proposal		
<i>The overall proposals will contribute toward improved health outcomes; impressive sport and cultural facilities and to a more cohesive and active community by way of improving the area and its facilities.</i>	<i>The overall proposals will improve an important open space and ensure that the adjoining local communities have access to decent open space.</i>	<i>These overall proposals will have a very beneficial effect on the local economy in terms of attracting visitors to the town and by creating new jobs and so have positive impacts on the intended outcomes above.</i>
Internal		
Effective Staff	Maintain or Improve Services	Firm Financial Footing over the Longer Term
<u>Intended outcomes:</u> All staff are properly trained All staff have the appropriate tools All staff are engaged, empowered and supported The right people are in the right job with the right skills and right behaviours	<u>Intended outcomes:</u> Focusing on our customers' needs Continuously improve our processes Increase the digital provision of services	<u>Intended outcomes:</u> Better return/use of our assets Full Cost accounting Continued cost management Maximise income earning opportunities Seek best value for money
Impacts of Proposal		
Not applicable	The proposal will improve the public experience of the Council's services in respect of open space, car parking and sporting provision	The proposal will help to maximise the social and economic use of an existing asset and get a better return as the proposal has the potential to improve revenues as well as create a revenue generating opportunity for the Council.

4.2 Supporting Strategies

Each strand of the FFF Strategy has several supporting strategies and the relevant ones for this proposal are explained below.

Local Plan

4.2.1 The Council has an agreed a strategy statement "The future and sustainable prosperity for Warwick District" which amongst other things seeks to:

- Support the growth of the local economy; and
- Maintain and promote thriving town centres.

4.2.2 The Council has determined that a spatial masterplan should be developed for St Mary's Lands via public consultation as it recognised that it is an essential community amenity that needs to receive the necessary investment to enable its attractions and operations to prosper.

4.2.3 The Local Plan - Publication Draft has a specific proposed policy for St Mary's Lands as follows:

"3.142 The Council will therefore work with the operators of the Racecourse to bring forward a Masterplan for the area which;

- ensures the ongoing vitality and viability of the Racecourse;*
- protects and enhances the significance of the Listed Building and Conservation Area and their setting;*
- retains the land for public recreation;*
- protects and enhances biodiversity within the Racecourse as well as links to the open countryside and other areas; and*
- restricts uses to those associated with visitor accommodation, recreation, leisure and horse racing"*

This requirement picks up the non-Local Plan overall strategy for St Mary's Lands adopted in 1998 and the regeneration master plan agreed in 2004 which have both been reviewed as part of this work.

4.2.4 The Local Plan has recently been found sound by the Inspector who undertook the Examination in Public. The Local Plan, with modifications, was adopted by the Council on 20th September 2017. The Local Plan Main Modifications recommended by the Inspector include some changes to Policy CT7 in line with the consultation undertaken by the Council in 2016. The focus of the modifications is to clarify that the policy applies to the whole of St Mary's Lands, including the racecourse and to clarify the role of the Masterplan. The Masterplan proposals do not conflict with Policy CT7 as modified.

St Mary's Lands Masterplan

4.2.5 The Masterplan was adopted by the Council in August 2017. It is based on 4 overriding themes of:

- Protecting St Mary's Lands for People and Nature
- Improving Access and Enjoyment for All
- Supporting the Local Economy
- Investing in the Future

4.2.6 The proposals set out in this report accord with the Masterplan themes above.

5. Budgetary Framework

5.1 The total cost to WDC of all the proposals over 3 years is £817,000 attracting external investment of £371,000 in addition. Table 1 illustrates the spend profile by project and year and lists the expected external contributions.

5.2 It is proposed that if the proposals are supported this is funded from the Community Project Reserve. The Community Projects Reserve currently has £1.447m available this year notwithstanding other calls upon it. It is proposed that only this year's allocation of £440,000 (after the reduction discussed in

paragraph 5.3 below) would be taken from this year's Community Project Reserve. The recommendations within this report are seeking for members to agree the future work in the Masterplan which will be carried out up to 2020/21. Within the forthcoming years, it is envisaged that the Council will be in the position of being able to allocate some future New Homes Bonus to the Community Projects Reserve, although it is not possible to forecast these allocations with any certainty. Consequently, whilst it should be for members to agree as part of the Annual Budget Report each February the precise funding for the actions from the Masterplan for 2019/20 and 2020/21 so eof the projects are to be funded over 2 years so an element of pe allocation of 2019/20 Comuniyt Project Reserve will be needed. The relevant ones are highlighted in Table 1.

- 5.3 There is currently an underspend of about £50,000 from the current allocation to St Mary's Lands arising from difficulties in obtaining consent to all the works to the public area around the new entrance to the racecourse. Some of these works will not now be possible to progress – i.e. works to the highway, but others are incorporated into the works along Bread and Meat Close, so it is proposed to roll forward this £50,000 toward the cost of the scheme set out at Recommendation 2.2. This would reduce the amount of additional funding needed in 2018/19.
- 5.4 These proposals will attract investment from other agencies of almost £400,000 making the overall package of proposals worth over £1 million from a community perspective.
- 5.5 If successful the Park and Stride proposal will generate an additional income of £55k per annum. It is anticipated that the £25k funding for the CoD will be refunded as will the £70k for RCW over time.
- 5.6 The car park repair and maintenance reserve has circa £400,000 available from which to fund the £42,000 for the Linen Street parking contingency plan.

6. Risks

- 6.1 Now that the Masterplan has been adopted and delivery is underway the risks in this project revolve around traditional ones of being on budget and on time and are managed by regularly reviewing each project line. **Appendix 1** highlights some of the individual risks for each element of the overall programme.
- 6.2 The new projects have the additional risks of needing appropriate statutory consents which may generate opposition from other quarters as well as the more usual one of estimating costs appropriately. The former is mitigated in part by the Working Party being an opportunity to air and resolve differences but also by continuing to consult with various groups on issues. The second by making sure the estimates are grounded in proper project scope and definition.

7. Alternative Option(s) considered

- 7.1 The only other option the Council has is not to note progress which would seem perverse. Similarly, not to agree for the elements of the masterplan to proceed would be a reputational risk for the Council given the efforts that have been made to engage local groups.

- 7.2 There could be options of which elements of the programme should be done when but as set out the programme is reasonably logical and takes account of the limitations that the racing season might place on when some elements can be implemented.