

The Vale of Glamorgan Council

Cabinet Meeting: 22 January, 2018

Report of the Cabinet Member for Social Care, Health and Leisure

Parks and Open Spaces Reshaping - Commercial Catering Opportunities Phase I

Purpose of the Report

1. To seek approval to commence work on facilitating a range of catering concessions at a number of parks and open spaces within Barry and Penarth.

Recommendations

1. That the Director of Environment and Housing Services be authorised to undertake a marketing exercise for catering proposals at Gladstone Gardens, Romilly Park, Windsor Gardens, Pencoedtre Playing Fields and Barry Sports Centre.
2. That further to recommendation 1, the Director of Environment and Housing Services be authorised to publish notices pursuant to Section 123 (2A) of the Local Government Act 1972 in respect of public open space land proposed for disposal.
3. That progress in relation to recommendations 1 and 2 above and further catering opportunities in the Council's parks and open space areas be considered in a future report to Cabinet.

Reasons for the Recommendations

1. To assess the opportunities for increasing the revenue that can be generated at Council parks and open spaces.
2. To allow for the provision of catering at these sites.
3. To investigate further income generation opportunities.

Background

2. As part of the reshaping agenda, opportunities have been identified to generate additional income from concessions in a number of our parks and public open space areas. Within the Council's award winning urban parks there are opportunities to look at additional commercial services that would complement the parks, enhance the services on offer and encourage greater use of the facilities. The majority of

these opportunities relate to catering and in the past this has been mentioned in green flag evaluations of certain parks as being lacking.

3. The Council's Income Generation and Commercial Opportunities Strategy aims to support the way in which activities are identified, co-ordinated, implemented and monitored. The Strategy's objectives are:
 - to support consistency across the Council in its approach to income generation and commercial opportunities, including setting, collecting and reviewing fees and charges
 - to aim towards achieving full cost recovery where it is appropriate to do so and to develop a standard approach to the application of concessions
 - to influence demand and use of Council services whilst promoting equity and fairness
 - to support the delivery of the Corporate Plan, the Medium Term Financial Plan and the Reshaping Services Programme as well as other corporate planning documents.
4. Within the Strategy there are a series of policy principles that relate to each of the four objectives outlined above. The principles from the Strategy that relate to the opportunities for additional commercial opportunities within urban parks outlined in this report include;
 - The Council will ensure that alternative delivery models such as collaboration, outsourcing, joint ventures and establishing trading arrangements are considered where appropriate.
 - The Council will consider the public acceptability of any income generation or commercial opportunities proposal and undertake consultation and engagement, as appropriate, with those who may be impacted; this will include the completion of an Equality Impact Assessment as appropriate. The introduction of any fees and charges will be promoted to ensure service users clearly understand the charging structure and methods of payment before they become liable to pay.
 - The Council will ensure the raising of revenue will not be the sole justification for the introduction of a charge (for example, the rationale could include improving quality, delivery to a wider geographical area or encouraging more potential users).
 - The Council will ensure that actions taken with regards to income generation and commercial opportunities are consistent with corporate strategies, including the well-being outcomes, objectives and overall vision and values of the Council as set out in the Corporate Plan, the Council's Medium Term Financial Plan and in the delivery of the Reshaping Services Programme as well as other corporate planning documents.
5. By reporting back to Cabinet following implementation of the new arrangements, a review of how the changes meet the above strategic objectives will be possible.

Relevant Issues and Options

6. Opportunities for year round catering operations would seem to exist in the first instance at Romilly Park and Gladstone Gardens in Barry. South Lodge at Windsor Gardens in Penarth would also seem to represent an interesting opportunity for some commercial activity, possibly a quality tea rooms. There are also opportunities for seasonal catering concessions at Pencoedre Park (particularly when the 'Splash Pad' is operational) and the Barry Sports Centre (Saturdays during the Football season). The Council has received enquiries about providing catering operations in all of these locations indicating that there is interest from operators. Other

opportunities may also emerge but it is suggested to make progress, as identified in the recommendations and in order to pursue interest at these sites in the first instance.

7. In Romilly Park and Gladstone Gardens it is important that the product offered contributes to the green flag status of the parks. Each of these locations do have their own opportunities as well as challenges when looking at potential catering sites as there are presently no purpose built facilities in the parks and the potential for temporary units would need to be carefully considered. At Romilly Park it has been suggested that the shelter closest to the playground would make a suitable permanent catering facility. It is acknowledged that this would require considerable investment and therefore the initial return to the Council could be small but would almost certainly improve after an initial period of time. It is therefore proposed to invite tenders for Romilly Park for up to a 10 year term, with no automatic right of renewal. The award of the successful tender would be based on 3 evaluation criteria. These criteria would be income to the Council, the quality of service proposed and cost / quality of the proposed conversion of the shelter. Additional external space for outdoor tables and chairs will be included within a licence with this area marked on a plan at [Appendix A](#). An aerial photograph of the area is shown at [Appendix A \(i\)](#). Where a lease is proposed for a term in excess of 7 years, Section 123 (2A) of the Local Government Act 1972 requires the proposed disposal to be first advertised and any objections considered.
8. At Gladstone Gardens, which is presently benefiting from an extensive improvement scheme, there is not the opportunity to adapt an existing facility and therefore a location for a quality temporary facility has been identified, close to the new play area. As the expectation is that a temporary catering facility is likely to be the proposal for this site, it is again suggested that this opportunity is offered on a 5 year tender with the same evaluation criteria as proposed for Romilly Park. Again outdoor space for tables and chairs will be permitted and included in the licence. A plan and aerial photograph showing this area is attached at [Appendices B](#) and [B \(i\)](#).
9. South Lodge at Windsor Gardens in Penarth is presently used as a mess room and storage area but occupies a prime site. The Lodge could be put to a variety of uses but would seem ideally suited to some form of catering operation. It should be noted that the building will require building works given its current condition. It is therefore acknowledged that this may require investment that could impact on the initial return to the Council. It is therefore proposed to invite tenders for South Lodge for up to 10 years. Additional outdoor space that would be included in a lease is attached as a plan at [Appendix C](#). An aerial photograph of the area is shown at [Appendix C \(i\)](#). Where a lease is proposed involving public open space for a term in excess of 7 years, Section 123 (2A) of the Local Government Act 1972 requires the proposed disposal to be first advertised and any objections considered.
10. Traditional concessions, featuring mobile units would seem appropriate at the other sites and in the first instance it is proposed to offer these for two years. The concession at the Pencoedre Park would seek ice cream van operators who would also be permitted to sell hot drinks and snacks and would be offered on a 2 year agreement. At the Barry sports Centre a two year concession would be offered but a traditional fast food concession would be sought.
11. Depending on the success at attracting operators / concessions and the impact they have on the parks, additional concessions in the future could be explored for other key sites within the Vale of Glamorgan.

12. The opportunity will also be afforded to all prospective tenderers to attend an open day at each site to ask questions. Consideration will be given to sale of alcohol at South Lodge only if proposed by the successful tenderer, subject to licence restrictions, and only if the offer is in keeping with the proposed operation.

Resource Implications (Financial and Employment)

13. Resources will be required to prepare, advertise and evaluate tenders. It is therefore proposed to form a small cross directorate working group to manage the process with these resources being found from existing budgets.

Sustainability and Climate Change Implications

14. Prospective operators would be asked to detail their environmental policy as part of the tendering exercise. This would be expected to include reference to Sustainability and Climate change principles.

Legal Implications (to Include Human Rights Implications)

15. In due course, all tenders will be advertised and awarded in accordance with Council procedures.
16. Any disposal of land comprising public open space will require advertising in accordance with the provisions of S123(2A) Local Government Act 1972.

Crime and Disorder Implications

17. There are no significant crime and disorder implications associated with this report.

Equal Opportunities Implications (to include Welsh Language issues)

18. There are no significant equal opportunity implications associated with this report.

Corporate/Service Objectives

19. The proposals in this report directly relate to the corporate plan objective to work in partnership to deliver a range of activities through our leisure and community facilities and parks to increase levels of participation and physical activity.

Policy Framework and Budget

20. This report is a matter for executive decision by Cabinet.

Consultation (including Ward Member Consultation)

21. As the proposals in the report cover large areas of the Vale of Glamorgan no individual ward member consultation has taken place. The opportunity to undertake ward member consultation will be considered again when proposals are received.

Relevant Scrutiny Committee

22. Healthy Living and Social Care.

Background Papers

Income Generation and Commercial Opportunities Policy December 2017 (Min. C158)

Contact Officer

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Officers Consulted

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Parks and Open Space Officer
Operational Manager - Regeneration
Principal Tourism and Marketing Officer

Responsible Officer:

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