

When telephoning, please ask for:
Direct dial
Email

Constitutional Services
0115 914 8511
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Our reference:
Your reference:
Date: 5 June 2017



To all Members of the Council

Dear Councillor

A meeting of the CABINET will be held on Tuesday 13 June 2017 at 7.00 pm in the Council Chamber, Rushcliffe Arena, Rugby Road, West Bridgford to consider the following items of business.

Yours sincerely

A handwritten signature in black ink, appearing to be 'RS'.

Deputy Monitoring Officer

AGENDA

1. Apologies for absence.
2. Declarations of Interest.
3. Minutes of the Meeting held on Tuesday 11 April 2017 (pages 3-5).

Non Key Decisions

4. Planning Peer Challenge – initial actions requiring constitutional amendments

The report of the Executive Manager - Communities is attached (pages 6-12).
5. Leisure Strategy Update

The report of the Executive Manager - Communities is attached (pages 13-34).
6. Concluding Report of the Edwalton Golf Course Strategic Asset Review Member Group

The report of the Executive Manager – Finance and Corporate Services is attached (pages 35-42).

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Key Decisions

7. Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

It is RESOLVED that the public be excluded from the meeting for consideration of the following item of business pursuant to Regulation 4 (2) of the above Regulations on the grounds that it is likely that exempt information may be disclosed as defined in paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972.

8. Strategic Land Acquisition

The report of the Executive Manager – Operations and Transformation is attached (pages 43-51).

Budget and Policy Framework Items

None

Matters referred from Scrutiny

None

Membership

Chairman: Councillor S J Robinson

Vice-Chairman: Councillor D J Mason

Councillors: A J Edyvean, G S Moore, R G Upton

Meeting Room Guidance

Fire Alarm Evacuation: in the event of an alarm sounding please evacuate the building using the nearest fire exit, normally through the Council Chamber. You should assemble at the far side of the plaza outside the main entrance to the building.

Toilets: are located to the rear of the building near the lift and stairs to the first floor.

Mobile Phones: For the benefit of others please ensure that your mobile phone is switched off whilst you are in the meeting.

Microphones: When you are invited to speak please press the button on your microphone, a red light will appear on the stem. Please ensure that you switch this off after you have spoken.

**MINUTES
OF THE MEETING OF THE
CABINET
TUESDAY 11 APRIL 2017**

Held At 7.00pm in the Council Chamber, Rushcliffe Arena, Rugby Road, West Bridgford

PRESENT:

Councillors R L Butler, J N Clarke, D J Mason, S J Robinson, R G Upton

ALSO IN ATTENDANCE:

Councillors A MacInnes, G R Mallender

OFFICERS PRESENT:

P Linfield	Executive Manager - Finance and Corporate Services
D Mitchell	Executive Manager – Communities
G O’Connell	Monitoring Officer
A Poole	Constitutional Services Team Leader

APOLOGIES FOR ABSENCE:

Councillors J E Cottee

1. Declarations of Interest

There were none declared.

2. Minutes

The minutes of the meeting held on Tuesday 14 March 2017 were approved as a correct record and signed by the Chairman.

3. Planning Peer Challenge

Councillor Butler presented the report of the Executive Manager – Communities regarding the Planning Peer Challenge which the Council commissioned between 15 – 17 February 2017. He explained that the review looked at the Council’s planning services and the challenges that the Council faced delivering the significant growth agenda for both housing and employment. The resulting peer challenge report identified that the Council’s Planning Services performed well and were valued by its customers and users. Members were informed that this was an ongoing process and that the Peer Challenge team had identified areas for further consideration and action.

Councillor Butler highlighted that the recommendations included:

- Changes to the Committee including calling it the ‘Planning Committee’
- to improve public engagement and provide a refocus of the committee on strategic decision-making
A review of resources - Review development, management and planning policy resources

- Support for quicker implementation of growth: the use of programme management to take an overview of the strategic sites and have flexibility to switch resources. Explore further opportunities for support from the Local Enterprise Partnership and Joint Planning Advisory Board (JPAB)
- An examination of opportunities for the current Strategic Growth Board to develop or support creation of a 'strategic projects delivery board'

Members were informed that a plan had been produced that identified the actions to address these recommendations over the next 12 months. He summarised by explaining that this had been a very positive exercise for all involved and he was happy to put forward the recommendations detailed in the report.

Councillor Upton added his support, saying that he was particularly pleased to see a change in the name of the Committee, that public engagement was to be increased; provided it was effectively time managed and that there would be an improved template for Councillors to use when submitting comments on planning applications to clearly identify any 'material objections'.

Councillor Mason supported the comments made and recognised the work carried out by the Committee and Members. She was pleased to see a reduction in numbers on the Committee as it reflected the reduction on the Council from 50 – 44 Members. She also supported the recommendation for annual training of Councillors, which would take account of new rules and changes to procedures. Councillor Clarke added that this ensured that all Members of the Committee were up to date and conversant with current regulations.

Councillor Robinson concurred with the comments made and supported the recommendation concerning the use of the Strategic Growth Board as it enabled Members and Officers to focus on specific sites which boosted growth in the Borough.

Councillor Clarke supported the recommendation to enable public speaking stating that it brought the borough practices in line with those of most Councils.

Councillor Butler concluded by thanking the review team, the staff and officers who were involved in the review.

In response to questions, The Executive Manager – Communities explained that a further report would be presented to June Cabinet, and then to the Council at its meeting in June. Any changes to the committee would then be implemented from July 2017.

RESOLVED that:

- a) The planning peer challenge review team are thanked for their hard work and final report; and

b) The emerging Planning Peer Challenge Action Plan is agreed.

The meeting closed at 7.15pm

CHAIRMAN



Cabinet

13 June 2017

Planning Peer Challenge – initial actions requiring constitutional amendments

4

Report of the Executive Manager - Communities

Cabinet Portfolio Holder Councillor Cllr R Upton

1. Summary

- 1.1. The purpose of this report is to consider and agree the proposed changes in relation to functioning of the Planning Committee.
- 1.2. At its meeting on 11 April 2017, Cabinet considered a report, including an action plan, for implementing recommendations arising from the Planning Peer Challenge Review, where it was resolved to agree to the action plan.
- 1.3. The plan set out a number of actions with target dates for introduction of changes. The following actions, with a focus on the Planning Committee, were identified with a target date for introduction of June 2017:
 - Rename the committee 'Planning Committee'
 - Delete the ex officio roles on the Committee
 - Reduce the size and change the composition of the Committee
 - Introduce controlled public speaking
 - Define the role of the ward member when serving on the Committee – pre determination and pre disposition
 - Ensure the Committee primarily deals with strategic planning decisions and consider developing a 'filter'
 - Review the start time of the Planning Committee and length of meetings.
- 1.4. The first three actions were agreed at the Annual Council meeting held on 25 May 2017. Therefore, this report will deal with the remaining actions detailed above.

2. Recommendation

It is RECOMMENDED that Cabinet support and forward to Council the acceptance of the following for introduction from the July 2017 meeting of the Planning Committee:

- a) That controlled public speaking is introduced in accordance with the attached draft protocol (Appendix 1)
- b) The focus of the Committee and role of Ward Councillors serving on the Committee, or that of Ward Councillors attending to speak on an item in their Ward, as set out in paragraphs 4.5 to 4.9.

- c) That Ward Councillors will be required to support any objection or support for a development proposal with material considerations, which may be subject to discussion with the Service Manager/Lead Specialist.
- d) That the start time of scheduled Planning Committees be brought forward to 6.30pm with a curfew of 10pm, with the potential for a 30 minute extension at the discretion of the Chairman.

3. Reasons for Recommendation

- 3.1. The changes to the Committee and the way it functions will ensure that it operates efficiently and contributes to the delivery of growth within the Borough and the Council's corporate priorities. In addition, the changes will enhance the public engagement in the process, promoting a more inclusive process, and assist in maintaining and improving the reputation of the Planning Service.

4. Supporting Information

- 4.1. The proposed changes to the Planning Committee and the way it functions arise largely from recommendations of the Planning Peer Challenge Review, the full report formed part of the report considered by the Cabinet at the meeting held on 11 April 2017.

Public Speaking

- 4.2. The majority of councils throughout the country now allow applicants and the public to address committee when applications for planning permission are considered. Public speaking at committees has been considered by the Constitutional Review Group and a survey of Councillors was undertaken as part of this process. 26 responses were received to the survey with 76% of respondents indicating that they supported the introduction of public speaking at meetings, with around 83% supporting the introduction of public speaking at Planning Committee. Examples of authorities which operate public speaking can be viewed online and details of these councils can be made available to Councillors by Constitutional Services. The Constitutional Review Group agreed to visit other authorities where public speaking was in operation to observe the process in a live environment. It is not considered that such visits should hold up the introduction of public speaking at Planning Committee, which was highlighted by the respondents as a priority, but the visits could inform the review of the process once it had been in operation at a number of meetings.
- 4.3. The Planning Peer Challenge Review report acknowledged that public speaking can enhance public engagement and ownership of the planning decision making process. During the review, the review team spoke with Councillors on the planning committee and other Councillors, and found that the majority were in favour of public speaking at committee.
- 4.4. The Planning Peer Challenge Review report recommended the introduction of 'controlled' public speaking was introduced as part of a wider package of improvements designed to support stronger engagement and efficiency. The rules and protocols on speaking at Committee would need to be publicised and clearly understood by all involved. This would ensure that the introduction

of public speaking makes a positive contribution to the overall decision making process. A draft protocol is attached as Appendix 1. The process and the protocol will be subject to review.

Focus of Committee and role of Ward Members serving on Committee

- 4.5. The Planning Peer Challenge Review report reinforces that the role of the Planning Committee is to deal with planning matters and make decisions on a Borough-wide basis in line with planning policy and material considerations, and should, therefore, focus primarily on more strategic matters. However, having attended a meeting of the Planning Committee during the review period, the team identified a number of concerns. In particular, they considered that it was clear that a number of Councillors were clearly representing their ward interest only and appeared to be pre-determined to vote in a certain way before hearing the Committee. An example of this was where the Ward Councillor spoke on the item and made a motion contrary to the officer recommendation prior to hearing any further debate on the matter.
- 4.6. In order to address the concerns raised, the review team recommended reviewing committee protocols to ensure that members of the committee wishing to speak as Ward Councillors, stand down from committee, and not vote, speak from a separate location, and are time limited to no more than 5 minutes. This is reflected in the draft protocol on speaking at Committee.
- 4.7. In response to the recommendations from the Planning Peer Challenge Review, and in order to ensure that the focus of the Planning Committee is on the more strategic and most appropriate applications, Ward Councillors in responding to a consultation on an application will, on all occasions, be required to support their objection or support for a proposal with material planning considerations and reference to appropriate policies. There may be instances where the Service Manager/Lead Specialist will contact the Ward Councillor(s) to clarify the comments submitted and to ensure that, for example, the relevant policy situation is understood.
- 4.8. It is also recommended that, with the introduction of public speaking, where an application before the Committee for consideration falls within the Ward of a Councillor who serves on the Planning Committee, that Councillor should step down from the Committee while the item is debated, i.e. they would not have a vote on the item. However, they would be able to speak on the item and this would be done as part of the public speaking arrangements and a time limit would be applied in accordance with the protocol. Similarly, Ward Councillors who do not serve on the Planning Committee would be able to attend the meeting and speak on an item, again a time limit would be applied in accordance with the protocol. This approach may raise a number of potential scenarios as follows:
 - Applications in the Chairman's Ward – in these circumstances, the Chairman would step down from the Committee for that item and the Vice Chairman will Chair the meeting.
 - Where a Ward Councillor serving on the Planning Committee and a development proposal in their area is reported for consideration of the Committee, the Ward Councillor would step down from the Committee and if they wish to address the meeting they would do so as part of the public speaking, in accordance with the protocol.

- In the case of multi member wards, only one member would speak, to be agreed between the Ward Councillors for the Ward, whether or not they serve on Committee. In the situation where there are Ward Councillors with opposing views, two Ward Councillors would be permitted to speak.
- 4.9. It is considered that the proposals set out above would ensure that the Committee operates and considers matters on a Borough-wide basis and would avoid situations where there could be any suggestions that the Ward Councillor was representing only the interest of their ward or that they had come to committee pre-determined to vote in a certain way.
- 4.10. The Member Development Group has agreed a training plan for the current term of office. This includes additional sessions for training on planning matters and also sessions on updates to planning legislation/regulations to be delivered to all councillors before Council. The training plan also includes sessions on public speaking. If Councillors have any other specific requirements in this area, they should contact Constitutional Services.

Timing of Committee

- 4.11. Planning Committee currently commences at 7pm and there is no official curfew for the finish time for the meeting, although the aim is to finish Committee around 10pm. An informal process was introduced several months ago whereby the Service Manager (Communities) and Chairman of the Committee confer around 8.30pm to 9pm to make a judgement as to whether the applications on the agenda can be completed by a notional deadline of 10.30pm. Depending on the number of applications on the agenda for consideration, meetings typically finish between 9pm and 10.30pm, although there have been a number of meetings that have finished later, with one finishing at 00.10am (December 2014).
- 4.12. The Planning Peer Challenge review highlighted that lengthy meetings/late finishes do not support active public engagement or full consideration of applications which are later in the agenda. Therefore, the Committee needs to focus on more strategic matters and, in addition, the measures referred to in paragraphs 4.6 to 4.9 are intended to assist in focussing the debate to ensure that applications are determined on a Borough-wide basis and assisting in ensuring that meetings run efficiently and to time. Having regard to these factors and the intention to introduce public speaking at Committee, it is proposed that the start time of the meetings is brought forward to 6.30pm. It is considered that the earlier start time should come into force with effect from the meeting to be held in July. Furthermore, it is considered that a curfew for the meeting should be introduced and set at 10pm with the potential for a 30 minute extension at the discretion of the Chairman. In the event that business is not concluded by the finish of the meeting, provision may need to be made to reconvene on a different date to complete the items on the agenda.
- 4.13. Where an application to be considered by the Planning Committee involves a large scale or particularly complex development proposal, it may be deemed appropriate for the matter to be considered at an extra meeting of the Committee, rather than the scheduled meetings where other applications would be considered. This may include, for example, development of one of the Strategic Allocations identified in the Local Plan Part 1. In these

circumstances, it may be deemed appropriate to start such meetings at a different time of day to the scheduled meetings.

5. Other Options Considered

5.1. The recommendations emerge from the Planning Peer Challenge report which has looked at the best way forward.

6. Risk and Uncertainties

6.1. There are no identified risks and uncertainties.

7. Implications

7.1. Finance

7.1.1. There are no direct financial implications from the report.

7.2. Legal

7.2.1. There are no legal implications from this report.

7.3. Corporate Priorities

7.3.1. The delivery of high performing planning and growth services support all three of the Council's corporate priorities of 'delivering economic growth to ensure a sustainable, prosperous and thriving local economy', 'maintaining and enhancing our residents quality of life' and 'transforming the council to enable the delivery of efficient high quality services.

For more information contact:	David Mitchell Executive Manager - Communities 0115 914 8267 dmitchell@rushcliffe.gov.uk
Background papers Available for Inspection:	Cabinet Report for 11 April 2017 'Planning Peer Challenge' including copy of Planning Peer Challenge report and Action Plan.
List of appendices (if any):	Draft Public Speaking Protocol



Rushcliffe
Borough Council

Planning Applications ... having your say

A guide on how to speak at Planning Committee

Rushcliffe Borough Council receives around 1,400 planning applications each year. Some of these will be from an individual household wanting to improve their home with additional accommodation, a new garage or conservatory; others will be from a property developer proposing to build a new housing estate, primary school and local shops with additional open community spaces. All of the applications we receive need to be considered by our planning officers, this includes consulting people who may be affected by the application. In many cases, these planning officers can make a decision under delegated powers but around 6% of applications each year are referred to the Council's Planning Committee for a decision.

What is the Planning Committee?

The Planning Committee is formed of 11 Borough Councillors who make decisions on those applications referred to the Committee. These meetings take place once a month and are open to the public – dates and agendas (once they are published) can be found on our website www.rushcliffe.gov.uk/councilanddemocracy. You can also see who is on the Planning Committee on our website.

The majority of applications are referred to the Planning Committee where:

- they have been submitted by a Borough Councillor or senior member of staff
- they demonstrate a difference of opinion between the planning officers' recommendation and the ward councillors' views as expressed during the consultation
- the ward councillor has declared an interest
- the Borough Council is the applicant.

Please note that large or complex applications may be considered differently by the Planning Committee.

Having your say at Planning Committee?

If you are the applicant, an objector or ward councillor (Borough Councillor for the ward in which the application is being made), and an application is to be discussed at Planning Committee in which you have an interest, you can present your views directly to the Committee. The Planning Committee agenda is available on the website (at the same address as above) a week before the meeting and it lists the applications that will be discussed at the meeting. You will be able to speak directly to the Planning Committee if you are the applicant for the application under consideration or if you are representing objectors to the application for a maximum of three minutes; or if you are the ward councillor for the ward in which the application is being made you may speak to the Committee for up to five minutes (in multi councillor wards where the views of ward councillors are different, then both viewpoints will be heard). Speakers will be heard by the Committee in the following order: Planning Officer (time unlimited), applicant, objector, and ward councillor. No cross examination of the applicant or objector will be permitted.

How do I register my wish to speak?

If you wish to speak at Planning Committee, you will need to contact our Constitutional Services team at constitutionalservices@rushcliffe.gov.uk or on 0115 9148 511 with your name, address and telephone number, the application number you wish to speak about, and whether you are objecting to, or supporting the application. Requests to speak at Planning Committee must be received by 5pm on the Monday before the meeting. Only one applicant, objector and ward councillor (except in a multi councillor ward where the views of councillors differ) may speak at the Planning Committee on each application. If more than one person in each category wishes to speak, you will be asked to give us permission to share your contact details with other people wishing to speak and decide amongst yourselves who speaks at the meeting.

What happens at the Planning Committee?

The following format is followed at each Planning Committee:

- apologies for absence from Committee members absent
- notification of any substitutions
- declarations of interest from Committee members
- minutes of the previous meeting agreed and signed.

Then the applications for consideration at this meeting are presented – for each application:

- the planning officer presents a report containing the recommendation
- opportunity for the applicant to speak
- opportunity for a representative of any objectors to speak
- opportunity for the relevant ward councillor to speak
- the Committee members will then discuss the application and take a vote
- this process will be repeated until all applications have been considered.

What should I talk about when I speak to the Committee?

Firstly, it depends on whether you are the applicant, whether you are representing those that object to the application, or acting in your capacity as a ward councillor. All speakers must ensure that their statement only refers to planning-related issues, examples are detailed below – these are the only issues which the Committee can consider and to speak about other issues would waste the time that you have. Speakers may not address questions directly to the Committee or the planning officers present. Speakers will not generally be questioned by the Committee – in very exceptional cases the Chairman might ask you to clarify a point of fact.

Relevant planning-related issues that can be considered by the Committee

The Committee can only take planning-related issues into account when making their decision. Therefore, you should ensure that your statement relates to material planning considerations which may include:

- Overlooking / loss of privacy
- Design / effect on appearance of area
- Access, parking, traffic, road safety
- Trees / biodiversity / landscape / heritage
- Noise / disturbance
- Local or government policy / economic benefits
- Flooding issues

Matters which are not considered to be material planning considerations include:

- Loss of property value / loss of view
- Boundary / land ownership / neighbour disputes
- Impact on private drainage systems
- Inappropriate or personal comments
- Doubts as to integrity of applicant
- Breach of covenant

Please ensure that your statement does not contain any inappropriate comments, including those which are racist, sexist, xenophobic, defamatory, prejudiced or likely to cause offence. It should not be derogatory to this Council, or to any other party, or relate to matters the Council could consider to be confidential.

Let us know if you want to speak

At constitutionalservices@rushcliffe.gov.uk or on 0115 9148 511

Report of the Executive Manager – Communities

Cabinet Portfolio Holder Councillor D Mason

1. Summary

- 1.1 Cabinet on 8 March 2016 delegated responsibility to the Community Development Group to review the 2011-2016 Leisure Facilities Strategy and report back to Cabinet with a recommendation of an updated strategy.
- 1.2 Community Development Group consequently met four times over a twelve month period, during which they considered the underlying rationale for providing leisure facilities, strategic influences, a detailed analysis of supply and demand, condition survey, industry trends and the views of stakeholders.
- 1.3 A draft of the new strategy for 2017-2027 was subsequently debated by the Community Development Group and approved for consideration by Cabinet.
- 1.4 The new strategy presents a vision and series of objectives for the Council's future leisure provision and notably highlights the development of a business case for Bingham Leisure Centre as the top priority for capital investment.
- 1.5 The full version of the revised Leisure Facilities Strategy 2017-2027 is attached at Appendix 1 and is recommended for approval.

2. Recommendation

It is RECOMMENDED that Cabinet:

- a) Adopt the Leisure Facilities Strategy 2017-2027
- b) Supports work to develop a business case for capital investment into Bingham Leisure Centre resulting in an options report to Cabinet
- c) Delegate authority to the Executive Manager - Communities in consultation with the Portfolio Holder for Communities and Leisure to approve the final content of the associated Playing Pitch Strategy.

3. Reasons for Recommendation

- 3.1. It is important that Rushcliffe Borough Council has an up to date Leisure Facilities Strategy in order to guide future provision to ensure that facilities

continue to meet the needs of residents and contribute to community wellbeing.

- 3.2. The updated strategy has been developed through a robust process adopting industry recognised methodology. This included a detailed assessment of playing pitches and user consultation, as well as two bespoke runs of the Sport England Facility Planning model to factor in the impact of projected population growth.
- 3.3. The associated Playing Pitch Strategy is not yet complete as the methodology requires quality assessments of 'summer sports' sites to be undertaken during the playing season, thereby delaying the finalisation of this aspect of the Leisure Facilities Strategy.
- 3.4. Consultation on the draft strategy with stakeholders such as Parish Councils, schools, neighbouring councils and Sport England received 16 responses and highlighted strong support for the vision, guiding principles and objectives.

4. Supporting Information

- 4.1 The new strategy identifies Bingham Leisure Centre as a priority for capital investment within five years subject to business case justification.
- 4.2 The linked Playing Pitch Strategy draft assessment report highlights that there is a current shortfall of 4 (rising to 6 within 5 years) artificial turf pitches across the Borough. Establishing the preferred locations and providers for these pitches is, therefore, envisaged as a strategic objective.
- 4.3 The initial Playing Pitch Strategy research findings for skate-parks identified the need for a strategic approach to ensure the long term sustainability of these facilities.
- 4.2 The principal elements of the Leisure Facilities Strategy are: the vision for leisure, guiding principles and strategic objectives, which are as follows:-
- 4.3 Vision – To provide high quality, financially sustainable leisure facilities to support Rushcliffe residents to enjoy healthy, active lives.
- 4.4 Guiding Principles
 - To protect and enhance facilities where there is evidence of need
 - To invest in major facility enhancements only where a sound business case exists
 - To work in partnership to meet the needs of communities
 - To focus on improving community health and wellbeing

4.5 Objectives

- Retain five leisure facilities and ensure they are fit for the future
- Support partners/parishes to deliver the priority projects within the playing pitch strategy
- Address inequalities in participation
- Work in partnership with local health services to support the 'inactive' into regular activity
- Maintain the existing local standards for provision of open space, children's play and allotments

5. Other Options Considered

- 5.1. There is no statutory requirement to produce a Leisure Facilities Strategy so a decision could be made not to adopt the strategy and to allow the current strategy to expire. However, this would make it increasingly difficult to secure developer and other external funding contributions towards sustainable fit for purpose leisure provision.

6. Finance

- 6.1 Currently there is a £501,000 provision within the capital programme over the next 5 years for asset enhancement at Bingham Leisure Centre. Expenditure will be required to fund the business case which is likely to influence the necessity for future capital spend and the revenue implications of the business case. It is yet to be determined how much the business case will cost but it will be revenue in nature and will therefore either be funded from budget underspends or reserves. This will be reported in future finance monitoring reports.
- 6.2 Any expenditure on other related areas of leisure provision, that may arise, would also require a sound business case and reported as necessary in accordance with Financial Regulations.

7. Legal

- 7.1. There are no legal implications arising from this report.

8. Corporate Priorities

- 8.1. Leisure provision contributes directly to two corporate priorities, namely; Maintaining and enhancing our residents' quality of life and transforming the Council to enable the delivery of efficient high quality services.

For more information contact:	Dave Mitchell Executive Manager - Communities 0115 914 8267 dmitchell@rushcliffe.gov.uk
Background papers Available for Inspection:	Rushcliffe Playing Pitch Strategy – Draft Assessment Report: February 2017 Review of stakeholder consultation on the draft RBC Leisure Facilities Strategy
List of appendices (if any):	Appendix 1. Rushcliffe Leisure Facilities Strategy 2017-2027

Leisure Facilities Strategy 2017-2027



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Introduction

Rushcliffe is proud to be at the heart of Nottinghamshire sport, playing host to iconic facilities such as Trent Bridge Cricket Ground, Nottingham Forest's City Ground, Holme Pierrepont National Water-sports Centre and Nottingham Rugby's 'Lady Bay' sports ground.

The Council recognises the role such facilities can play to inspire residents to take part in sport. Equally importantly we are committed to provide (directly and in partnership with others) leisure facilities to enable all of our community to lead healthy lives, by participating in a wide range of activities.

The opening of Rushcliffe Arena in January 2017 represented a significant step forward in the quality of our indoor leisure provision and was a major achievement resulting from our first leisure strategy.

This document sets out the Council's vision and key strategic objectives for the next 10 years. It supports the suite of local plan documents to guide future leisure requirements arising from housing growth across the Borough. The strategy has been written as a concise summary to aid usability and will be underpinned by more detailed delivery plans such as for outdoor sports pitches.

We have reviewed a range of evidence and responses to consultation which highlighted the main national and local issues this strategy should consider.

Finally, as Portfolio Holder for Community and Leisure I am delighted to have overseen the development of this important strategy and look forward to seeing it come to fruition.

I wish to record my personal thanks to the members of Rushcliffe Borough Council's Community Development Group and all others involved for their dedication and hard work over a period of 12 months to guide the production of the strategy.



Cllr Debbie Mason
Portfolio Holder, Community & Leisure

Executive Summary

This document sets out the vision, key strategic objectives and a framework of principles for the Council to ensure leisure provision meets the needs of our residents over the next 10 years and beyond. Care has been taken to ensure that the strategy supports and contributes towards the Council's goals, core values and priorities for improvement as embodied within the Council's Corporate Strategy. The leisure facilities strategy supports the suite of local plan documents to guide future leisure requirements arising from housing growth across the Borough.

The strategy covers indoor leisure facilities directly provided by Rushcliffe Borough Council as well as outdoor playing pitch facilities owned by a range of providers across the Borough such as town and parish councils, schools and community sports clubs.

Extensive stakeholder consultation was undertaken as well as a comprehensive assessment of the quantity, quality and accessibility of existing provision. In addition to this, research into a range of national, regional and local strategic influences has informed the final content of the strategy.

**Our
vision:**

“To provide high quality, financially sustainable leisure facilities to support Rushcliffe residents to enjoy healthy, active lives”



Our guiding principles



- To protect and enhance facilities where there is evidence of need
- To invest in major facility enhancements only where some business case exists
- To work in partnership to meet the needs of communities
- To focus on improving community health and wellbeing

Our five objectives










1. To retain five indoor leisure facilities and ensure they are fit for the future by:
 - a) Developing a business case for capital investment in Bingham Leisure Centre within five years
 - b) Maintaining the quality of provision at the four other sites by producing a prioritised capital programme
 - c) Closely monitoring the performance of facility operators
2. Supporting partners/parishes to deliver the priority projects within the playing pitch strategy
3. To address inequalities in participation
4. To work with local health services to support 'the inactive' into regular activity
5. To maintain the existing local standards for provision of open space allotments

Why and how was the strategy developed?

Context

Rushcliffe Borough Council produced the first leisure facilities strategy in 2006, which was subsequently updated in 2011. The original strategy was written to guide the provision and development of leisure facilities over a period of 10 years. It resulted in some significant changes to leisure provision and management across the Borough.

Key achievements include:

-  Transfer of the management of five leisure centres to Parkwood Community Leisure, delivering significant revenue savings for the Council
-  Realisation of the vision to rationalise provision in West Bridgford from two outmoded facilities into one new, state-of-the-art facility at Rushcliffe Arena
-  Renegotiation of the contract with Parkwood Community Leisure for Rushcliffe Arena, resulting in significant financial savings
-  East Leake Leisure Centre – on-going contract negotiation of the PFI arrangement with Carillion
-  Partnership working with other public sector bodies to open 'Gresham Sports Park' which includes a top quality 3G synthetic turf sports pitch, grass football pitches and changing pavilion
-  Redeveloped the dilapidated Alford Road changing facility into a new six changing room pavilion
-  Developed new and enhanced children's play facilities across the Borough based on the adopted 'spatial standards of provision'



Rushcliffe parkrun



Ellie Downie - Rushcliffe Sport Awards

Why was the strategy developed?

This strategy aims to build on and refresh the previous strategy to reflect the current operating environment which has changed significantly since 2006. Major contemporary influences on leisure provision include a prolonged period of public sector austerity which has put increased pressure on revenue budgets and the adoption of an approved core strategy which identifies the growth areas for 13,000 new homes by 2028.

A new strategy is therefore required to present the Council's objectives and priorities to ensure that future leisure facility provision continues to meet the changing needs of residents, whilst remaining financially sustainable.

The Government's National Planning Policy Framework (NPPF) is clear about the role that sport plays in delivering sustainable communities through promoting health and well-being. Local authorities are therefore required to plan and provide accordingly through policy and development management.

This aligns with the local policy, 'Spatial Planning for the Health & Wellbeing of Nottinghamshire' which Rushcliffe Borough Council signed up to in 2016. This document intends to make Nottinghamshire a place that improves the mental and physical wellbeing of residents, reduces health inequalities and promotes the use of Health Impact Assessments (HIAs), where appropriate.

The NPPF (paragraph 73) explicitly notes 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. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area".

Sport England guidance, in line with the NPPF (paragraph 73) advocates that planning for sport in communities should be based on a clear strategy which sets out the case to protect, enhance and provide facilities (see figure 1)



Figure 1: Sport England Strategic Planning Model

How was the strategy developed?

Rushcliffe Borough Council Cabinet delegated responsibility to the cross-party Community Development Scrutiny Group to oversee the development of the updated strategy.

The Community Development Scrutiny Group agreed the scope of the strategy and debated detailed investigation work over a period of 12 months. This consisted of an analysis of supply (quality, quantity and accessibility), needs assessment, physical activity participation trends, leisure industry trends and stakeholder consultation findings.

The methodology adopted followed Sport England's "Assessing needs and opportunities guide for indoor and outdoor sports facilities". The quality of the indoor leisure stock of the Council was assessed through an independent condition survey undertaken in November 2016 (incorporating both the fabric of the buildings and mechanical and electrical services).

Sport England was commissioned to undertake a detailed evaluation of the demand, quantity and accessibility of leisure centres using sophisticated facilities planning model software. Two scenarios were modelled. This consisted of a baseline assessment for 2016 and a forward-looking assessment for the year 2028 to model the impact of the new Rushcliffe Arena, closure of Rushcliffe Leisure Centre and changes to population through housing growth and demographic factors such as population ageing.

Specialist playing pitch consultants Knight, Kavanagh and Page were commissioned to undertake an audit, condition survey and stakeholder consultation to develop the outdoor leisure element of the strategy. This involved a detailed assessment of the number and quality of sports pitch sites as well as consultation meetings and surveys of both pitch providers and users.

Stakeholder consultation consisted of a survey of all sports clubs using RBC indoor facilities, a survey of all secondary schools within the Borough, consultation presentations at two Rushcliffe Town and Parish Council forums, a survey of Town and Parish Councils, written consultation with other stakeholders and promotion of an opportunity for leisure centre users to provide their views.



Scope and vision

Scope

The strategy covers a ten year period from 2017 onwards. However, given the on-going changes in the operating environment a review and refresh will be undertaken after five years. The strategy, by its very nature, provides high level direction of the Council's ambitions. The strategic recommendations will therefore be supported by more detailed delivery plans which will follow the production of this document.

The strategy focuses on indoor leisure centres directly provided by Rushcliffe Borough Council and considers provision and demand across local authority boundaries. The strategy does not cover community halls, golf or countryside/natural resources such as facilities for sailing or rowing.

The playing pitch element of the strategy focuses geographically on all local provision including both public and private ownership and control relating to club, education and industrial ownership, as follows:

- Football pitches (including grass and 3G pitches)
- Rugby union pitches (including grass and 3G pitches)
- Cricket pitches
- Artificial grass pitches (AGPs)
- Outdoor tennis
- Outdoor bowls
- Athletics
- Outdoor netball

The inclusion of non-pitch sports i.e. tennis, bowls, netball is covered by separate guidance (Sport England Assessing Needs and Opportunities Guide - ANOG). Thus, where applied, the approach to assessing non-pitch venues is a supply/demand assessment based on a 'light touch' approach.

The study also includes an audit of skatepark provision across the Borough. Existing special standards for childrens play facilities were not reviewed as part of this strategy and will be retained at current levels.



Nottingham Rugby Club

Our vision:

“To provide high quality, financially sustainable leisure facilities to support Rushcliffe residents to enjoy healthy, active lives”

Based upon the Sport England ANOG guidance the key outcomes identified for the needs assessment are:

- Contributing to aims and objectives for improving health and wellbeing and increasing participation in sport
- Developing a priority list of deliverable projects which will help to meet any current deficiencies; provide for future demands and feed into wider infrastructure planning work
- Providing evidence to help protect and enhance existing provision
- Providing evidence to help secure internal and external funding
- Ensuring the most efficient management and maintenance of sports facility provision in response to identified issues such as budgetary pressures



Rushcliffe Arena swimming pool



Rushcliffe Arena gym facilities

Strategic context

Background

Rushcliffe lies immediately south of the City of Nottingham and the River Trent and extends across towards Newark in the north east and Loughborough in the south west. Rushcliffe covers 157 square miles (around 400 sq km) and the circumference of the Borough is 72.8 miles (123.3 km).

Although parts of the Borough lie close to Nottingham, Rushcliffe has a strong identity of its own. The main centre of population is West Bridgford, where around 41,000 of the Borough's 111,100 population live. West Bridgford is also the home of Trent Bridge Cricket Ground and the City Ground, home of Nottingham Forest Football Club.

There are six other large settlements – Bingham (population: 9131), Radcliffe-on-Trent (8205), Cotgrave (7203), Keyworth (6733), Ruddington (7216) and East Leake (6337) – and a large number of smaller villages dispersed throughout the remainder of the Borough, which is largely rural in character.

There are 55 parish/town councils covering Rushcliffe, some of which own and manage playing pitch provision and small activity halls.

Rushcliffe's population is also notable for its more elderly profile. There is a lower percentage of 25-29 year olds in Rushcliffe than is generally the case in the rest of the country and an above average proportion of adults aged over 45 years.

Rushcliffe health and activity profile

Although deprivation is lower in Rushcliffe than the England average, 7.3% of children live in poverty. Life expectancy in areas of Rushcliffe with highest deprivation is 6.1 years (men) and 6.3 years (women) lower than in the least deprived areas.

9.7% of children in year 6 are classified as obese – the figure for adults is 19.1%. Out of the 32 indicators which make up the Rushcliffe Health Profile (compiled by Public Health England 2015) Rushcliffe is significantly better than the England average in 27 but within this predominantly positive picture there are pockets of deprivation and health inequalities which require a targeted approach.

Rushcliffe has the most active population in Nottinghamshire with 63% of residents aged over 16 years taking part in 150+ minutes of activity each week. The levels of physical inactivity (less than 30 minutes per week), are better than the England average of 27.7% but still represent more than one in five people (22.3%). Investigating the Rushcliffe data in more detail highlights increased levels of inactivity by specific sectors; namely people with a limiting disability, lower socio-economic groups (NSEC 5-8) and females (**source: Active People survey 9**).

Health guidelines

The Chief Medical Officers of the four Home Countries report evidence showing that physical activity has a range of health benefits, recommending that:

Adults should aim to be active daily. Over a week, activity should add up to at least 150 minutes of moderate intensity activity in bouts of 10 minutes or more. Alternatively similar benefits can be obtained through 75 minutes of vigorous intensity activity.

Children and young people should engage in moderate to vigorous intensity physical activity for at least 60 minutes and up to several hours every day.

People of all ages should minimise the amount of time spent sedentary (sitting) for extended periods.

Policy

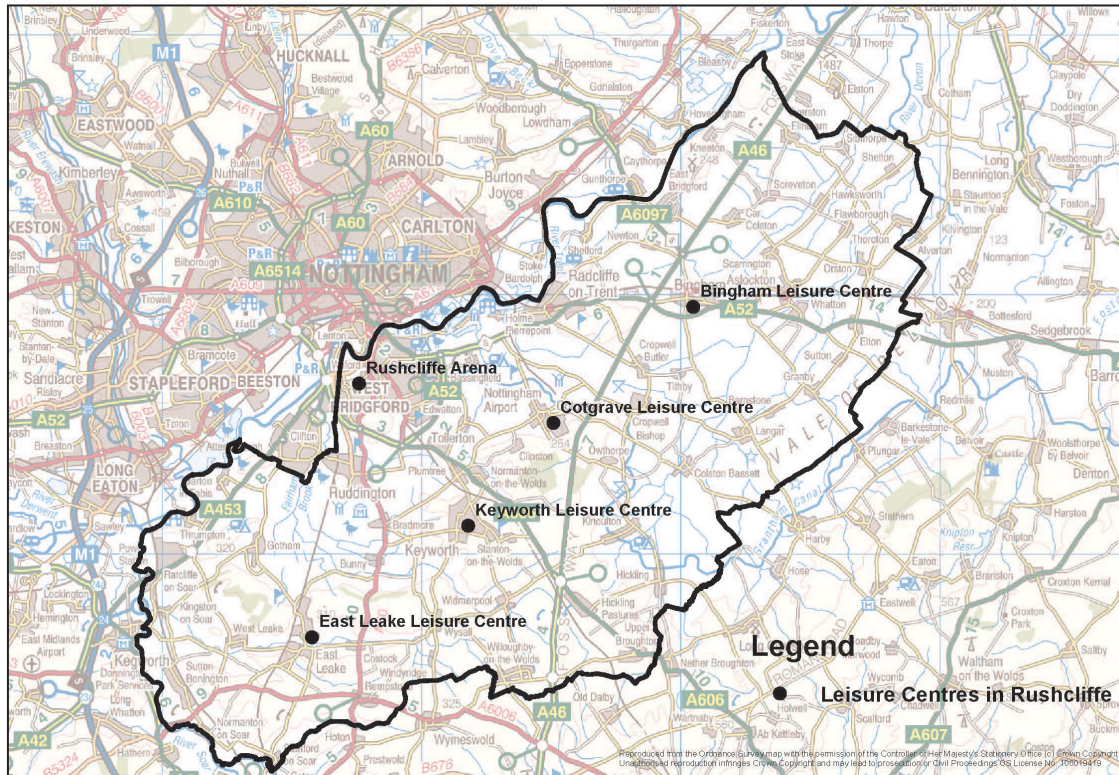
A broad range of national, regional and local policy documentation has been reviewed to provide the context for the strategic framework:

- National Planning Policy Framework 2012
- Sporting Future – A New Strategy for an Active Nation 2016
- Sport England – Towards an Active Nation 2016-2021
- Childhood Obesity: a plan for action – U.K. Government (updated Jan 2017)
- Nottinghamshire Health and Wellbeing Strategy 2014-2017
- Nottinghamshire Tackling Excess Weight Action Plan 2016/17
- Spatial Planning for the Health & Wellbeing of Nottinghamshire 2016
- Rushcliffe Borough Council Corporate Strategy – Building on Firm Foundations 2016-2020
- Rushcliffe Borough Council – Local Plan Part 1: Core Strategy adopted 2014
- Rushcliffe Health Partnership Action Plan 2016-17
- Active Rushcliffe Action Plan 2016-17

In general terms, these identify a broad set of aims and objectives to encourage:

- Planning for healthier communities and environments
- Residents to be physically active through any means, not just playing sport
- Increasing activity levels of all groups within society, but with a focus on the ‘inactive’
- Physical activity to be introduced from an early age and become a lifelong habit
- Awareness amongst residents of the threat that a poor diet and lack of exercise can pose to their physical and mental health
- The leadership role that local councils play in the provision of leisure participation opportunities
- Co-location of services, flexible multi-sport hubs and partnership working

Current provision



Condition survey summary

A condition survey was undertaken in November 2016 for the leisure centres in Bingham, Cotgrave and Keyworth. Other sites were not included - East Leake has a separate PFI contract including maintenance, Rushcliffe Leisure Centre closed in December 2016 and Rushcliffe Arena opened in January 2017.

The condition surveys assessed the buildings' structure and fabric, internal and external finishes and mechanical and electrical services. Estimated costs cover essential health and safety and the maintenance of acceptable operational and quality standards but not improvements in layout, car-parking or additional sports capacity.

Works were categorised as short-term (0-5 years), medium-term (5-10 years) and long-term (10-15 years). It is estimated that around £1.5M of works are recommended in the short term, rising to a total of £5M within the next 15 years.

Bingham Leisure Centre, as the largest and oldest of the sites assessed, unsurprisingly requires the most significant works in the short, medium and long term. The cost of maintaining Bingham continues to increase within each five year time frame over the fifteen year period. This is in contrast to Cotgrave and Keyworth where initial investment in the short-term reduces costs required in the medium and long term. Bingham is therefore highlighted as a priority site for replacement/substantial improvement.

Assessment of needs

Facilities Planning Model key findings

Rushcliffe Borough Council has developed the evidence base for the strategy by undertaking an assessment of the supply, demand and access to swimming pools and sports halls by applying the Sport England Facility Planning Model (fpm). The modelling is based on the population of Rushcliffe and all neighbouring authorities in 2016 and 2028 and includes facilities provided by private operators and schools.

The assessment established that:

- By 2028 there will be a 16.3% increase in demand for swimming and 19.4% increase in demand for sports halls
- In 2016 over 80% of all visits to pools and sports halls are by car
- The average age of facilities by 2028 will be 36 years
- Overall satisfied demand (the proportion of total demand that is met by capacity at facilities for residents who live within the catchment area) is very high for both pools and halls in 2016 and 2028
- Public sports halls have a high level of used capacity - however this varies between facilities
- Retained demand is very high at over 70% of satisfied demand. This means that over seven out of ten visits to a sports hall/pool by a Rushcliffe resident is to a venue located within the Borough
- The swimming pools and halls are very well placed in relation to the location of Rushcliffe demand
- The overall strategic focus from the fpm is very much on modernisation or re-provision of the existing sports halls and swimming pools, with Bingham Leisure Centre highlighted as the site of greatest need

Feedback from consultation

Leisure Centre Clubs – 25 clubs representing over 2,000 members from all leisure centres responded to the survey. Overall 92% were satisfied or very satisfied with the leisure facilities provided. Half of the clubs stated that membership had increased over the previous 2 years and this was expected to continue, however despite this 80% were satisfied with the number of hours available to hire.








The key facilities issue identified for improvement was car parking (particularly at Bingham Leisure Centre).

Town and parish councils – consultation was undertaken through a workshop at the Parish Forum, attended by 40 delegates representing 17 parish and town councils. This was built upon with a survey of all town and parish councils and finally the draft strategy document was consulted upon.

The issues raised by parish councils were the quality/accessibility of Bingham Leisure Centre, community demand for improved provision in Radcliffe on Trent and concerns over rural transport.

Secondary Schools – all Rushcliffe secondary schools (including Nottingham Emmanuel) were surveyed in November 2016. A total of 6 of the 8 schools responded, all of whom provided community access to their sports facilities. Four sites provide over 20 hours per week access and 90% report an increase in community use over the last 2 years. Half of the schools indicated more requests to hire than they can accommodate. This highlights the important role of schools in the overall facility provision in the Borough. (Note: two of the schools that responded provide joint-use leisure facilities.)

The following organisations were consulted on the draft strategy;

- | | | |
|--|---|---|
|  NHS Rushcliffe Clinical Commissioning Group |  Rushcliffe town and parish councils |  West Bridgford Local Area Forum |
|  Notts County Sport Partnership |  Rushcliffe secondary schools | |
|  Neighbouring local authorities |  Sport England | |

Strategic Objectives

1. Retain five indoor leisure facilities and ensure they are fit for the future:

Bingham Leisure Centre

- Develop a business case for capital investment for a major facility improvement within five years
- Establish a site location, subject to the business case

Cotgrave Leisure Centre

- Prioritise a programme of essential maintenance and incorporate into the medium-term financial plan
- Explore opportunities for internal reconfiguration following the relocation of other public sector partners to the new Cotgrave multi-service hub

East Leake Leisure Centre

- Review the contracted agreement with Carillion Leisure

Keyworth Leisure Centre

- Prioritise a programme of essential maintenance and incorporate into the medium-term financial plan
- Explore the business case and options to enable an increase in exercise class provision

Rushcliffe Arena

- Assess the impact of the new centre establishing 'lessons learned' to inform future facility improvements
- Support the maximum utilisation of all leisure centre facilities including the re-establishment of a sustainable indoor bowls club

2. Support partners/parishes to deliver the priority projects within the Playing Pitch Strategy

- A detailed playing pitch strategy will follow in summer 2017 as a supporting document to this strategy
- Support partners and parishes to provide sustainable skatepark facilities across the Borough

3. Address inequalities in participation

- Undertake a phased programme of disability inclusion audits and produce an action plan to increase participation
- Review a package of measures (including pricing strategy, promotion and programming) to increase participation by residents in the lower (5-8) National Statistics Social Economic Classification groups

4. Work with local health services to support ‘the inactive’ into regular activity

- Review and re-launch the GP referral programme
- Develop a programme of activities for older people across Rushcliffe
- Based on Clinical Commissioning Group need, establish local connections with NHS services at Leisure Centre Manager level

5. Maintain the existing local standards for provision of open space, children’s play and allotments as follows:

- Formal and informal amenity open space and formal paths and gardens 0.72 hectares per 1000 population
- Equipped children’s play areas 0.25 hectares per 1,000 population
- Unequipped children’s play areas 0.55 hectares per 1,000 population
- Allotments 0.4 hectares per 1,000 population



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Rushcliffe
Borough Council

Cabinet

13 June 2017

**Concluding Report of the Edwalton Golf
Course Strategic Asset Review Member
Group**

6

Report of the Executive Manager – Finance and Corporate Services

Cabinet Portfolio Holder Councillor S Robinson

1. Summary

- 1.1 At its meeting in February 2016, Cabinet agreed to establish a Cabinet-led member working group to strategically review the future of Edwalton Golf Course. The Group has met on five occasions, undertaken a tour of the facilities, reviewed the national and local golf provision and trends, and considered a number of case studies from other local authorities.
- 1.2 The course is currently managed by Glendale Golf Ltd under a recently renegotiated contract until 2025. The contract requires Glendale to pay the Council a management fee of £23,000 per annum and invest £50,000 in refurbishing the facilities. Recognising the importance of the asset to the community and the current state of facilities the Council has also agreed to invest up to £75,000. The majority of this investment has now taken place.
- 1.3 Rushcliffe Borough Council has the freehold ownership of the site which consists of around 43 hectares of land. The land is currently identified within the Local Development Plan as safeguarded land (i.e. not allocated for development at the current time) pending a further review of the Local Plan.
- 1.4 Whilst use of the golf course has been generally declining over recent years, in line with national trends, use of the club house facility for community events and social clubs has been increasing; as has the take up of golf related activities such as footgolf. The site is also used by local residents for dog-walking and as an accessible green space in this area. The site is considered to be a valuable community resource by local residents and interest groups.
- 1.5 The Group identified and evaluated four main options looking at the balance between commercial and socio-economic need and community use :
 - a) Retain a municipal golf course in the Borough
 - b) Develop the whole site (i.e. sell the land for development)
 - c) Change of use – change from exclusive golf provision to a more diverse leisure provision on this site
 - d) Develop part of the site – retain part of the site for leisure use as in c) above and sell the remaining part for development.
- 1.6 As part of their consideration the Group commissioned an independent valuation of the site. Recognising that the valuation had to be based on a number of high level assumptions and caveats, the report concluded that the

site location and size of the site could generate interest from developers and generate a net £45 million capital receipt for the Council. Given both the Council's objective to generate more revenue returns from capital or capital investment given the revenue budget deficit predicted over the next 3 years of around £1m; and the Council's declining capital funds, this is a potential opportunity to replenish resources to be used to enable the Council to meet its corporate objectives.

- 1.7 The Group concluded that on balance it would recommend giving Glendale Golf the opportunity to realise both their, and the Council's, investment in the site until the end of the existing contract. The evidence from other local authorities demonstrates that Edwalton is performing satisfactorily in comparison with similar facilities and that this community asset should be supported. The Group recommends that, barring any significant changes from the current position at Edwalton, it would reconvene in line with the Local Plan review or two years before the end of the current Glendale contract, whichever is the soonest unless the Council's financial position necessitates more urgent action.

2. Recommendation

It is RECOMMENDED that:

- a) Barring any significant changes from the current position at Edwalton, the Edwalton Golf Courses Strategic Asset Review Member Group – should reconvene in line with the Local Plan review or two years before the end of the Glendale contract, whichever is the soonest. This will be subject to any significant adverse change to the Council's financial position.

3. Reasons for Recommendation

- 3.1 To ensure decisions are made by the Executive in accordance with the existing Budget and Policy Framework, whilst establishing a transparent process and engagement with Members to support the future strategic use of assets to support both the financial and community demands placed upon the Council.

4. Finance

- 4.1 Financial considerations are highlighted at Section 6 in Appendix One.

5. Legal

- 5.1 There are no direct legal implications.

For more information contact:	Peter Linfield Executive Manager – Finance and Corporate Services plinfield@rushcliffe.gov.uk
Background papers Available for Inspection:	Medium Term Financial Strategy – Full Council, March 2017
List of appendices:	Appendix 1 – Background information

Background Information

Strategic Asset Review of Edwalton Golf Courses Member Group

1. Introduction

- 1.1 In February 2016, Cabinet agreed to establish the Strategic Asset Review of Edwalton Golf Courses Member Group with the following terms of reference:
- Option analysis including (but not exclusively) potential recreation, leisure, and housing uses for the site. *Including consideration of what other authorities have done with their sites*
 - Financial analysis of identified options including capital and revenue implications
 - Community involvement considering both the local (Edwalton) and wider community views for the site
 - Suggested changes to the Council's Leisure Strategy
- 1.2 The Group met on five occasions to consider evidence in relation to the national and local golf provision, and emerging trends nationally. Members of the Group undertook a tour of Edwalton Golf Course and interviewed the Managing Director of Glendale Golf Ltd and the Edwalton Centre Manager. The Group considered a number of case studies from other local authorities and received a presentation from a senior officer responsible for the disposal of a municipal golf course at another borough council. The Group also acknowledged informal feedback from local residents and groups made through local ward councillors.

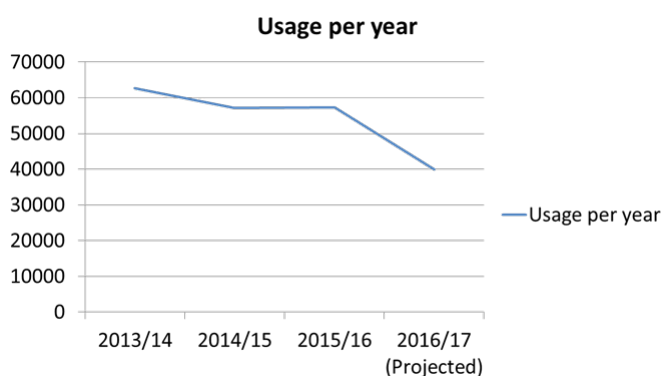
2. The site in Edwalton

- 2.1 Rushcliffe Borough Council owns the freehold of approximately 43 hectares (106 acres) of land within Edwalton, commonly known as Edwalton Golf Courses. The Course consists of two municipal nine-hole golf courses (one par 3). The onsite facilities include a putting green, driving range, clubhouse (bar and restaurant) and associated car parking area.
- 2.2 The site is relatively long and narrow, bound to the south by the A52 (see Google illustration below), to the north and east by residential properties and to the west by an old railway line, which is further bound by fields and development land leading to Melton Road (A606).

- 2.3 The Group acknowledged that the site is currently safeguarded under the Local Plan but has been identified as potential housing development land if the sites currently earmarked within the Plan do not come to fruition.
- 2.4 The Golf Courses are managed by Glendale Golf Ltd, a sister company of Parkwood Leisure, who operate the Council's leisure facilities. The management of the site has been outsourced since 2002. The use of the site as a golf course has recently been secured until November 2025 following a renegotiation of the contract. This contract sees Glendale Golf paying the Council a management fee of £23,000 per annum and a commitment to invest an additional £50,000 in the site facilities. In recognition of the condition of the facilities, the Council has committed £75,000 to invest in new toilets and showers in the clubhouse.

3. Golf – the National and Local Picture

- 3.1 The Group considered the national and local golf trends and provision and found that:
- Annual golf rounds played in the UK have declined by 15% in the past 10 years. Main contributing factors have been:
 - Family Responsibilities (29%)
 - Affordability (36%)
 - Time to play (31%)
 - Fewer golfers are participating at least weekly, however more golfers are playing at least monthly
 - This national trend is reflected at Edwalton.



- 3.2 Municipal golf clubs continued to struggle in 2016:
- Beckenham Place (Lewisham) closed to restore natural heritage features and enhance other park activities
 - Wirral and West Cheshire have attempted twice to jointly sell off/offload seven courses unsuccessfully
 - Bradley Park (Kirklees) proposed by the council to sell off land to make way for 2,300 new homes
 - Middleton Park (Leeds) closed, with plans submitted for conversion to an 'Urban Bike Park'
 - Western Park (Leicester) remains closed and unused
 - Two sites in Stoke remain closed and have not found a sustainable use.

3.3 Locally, the Group identified that there is a significant provision of municipal and private golf courses in Nottinghamshire and North Leicestershire. In terms of municipal courses, the Group found that Rushcliffe, in receiving a management fee and owning the freehold, compared favourably with other local councils.

4. Case studies reviewed by the Group

4.1 As indicated above, the general decline in golf has had an impact on the viability of municipal courses nationwide. As part of its investigation, the Group identified a number of cases where a local authority had either disposed of or closed courses. From these examples, the Group considered a number of further detailed case studies, as well as hearing from a senior officer responsible for the disposal and part development of a municipal course at another borough council.

4.2 Case Study 1 – Tamworth Borough Council Closed and sold for development with restrictions on use.

- In 2006 the Council leased the course to a commercial partner for a period of 30 years
- In 2013, the lease holder went into liquidation
- Options appraisal undertaken and in January 2014 the Cabinet opted to sell the whole site for redevelopment
- included the development of a country park on the site, as well as extending the nature reserve which bordered the northern end
- The Cabinet specified that the capital receipt be put towards something that generates further income to the Council
- The Council retained control of the site by having outline planning permission before the sale which both dictated the use and also increased the value of the land.

4.3 Case study 2 – Ealing Council Long-term lease of site to alternative provider

- Planned to close nine hole golf course and turn it into a community park and spruce farm
- Call-in to scrutiny resulted in a change of plan
- 25 year lease to Golfwise Ltd to operate site as a golf course – all risk and profit lies with Golfwise.

4.4 Case study 3 – Bradley Park, Kirklees District Council Closure of successful popular golf course for housing development.

- Successful golf club, run by third party management company
- Provides modest financial surplus and is not a drain on the authority
- Land marked for housing in local plan
- Considered full development or part in option appraisal
- Went for full development but on phased approach over 15 years so the course is still operating for now but will scale back over the years

4.5 Case Study 4 – Oadby and Wigston Terminated their lease agreement and no longer provide municipal golf

- Rented land from private owner (Leicester Racecourse) for over 40 years and operated a golf club

- Subsidising by £533k per year
- Surrendered lease in 2012
- Course has not operated since and landowner is seeking new lessee for either golf or other use such as camping or music festivals

5. Options Appraisal

5.1 Based on the information presented, case studies examined and resulting discussion, the Group identified and evaluated four options for the future of Edwalton Golf Courses:

- a. Retain a municipal course in the Borough
 - i. Retain the existing course
 - ii. Move to another site in the Borough
- b. Develop the whole site by selling the land for development
- c. Change of use – change from exclusive golf provision to a more diverse leisure provision on this site
- d. Develop part of the site – retain part of the site for leisure use and sell part for development.

5.2 The below tables summarise the Group's consideration of the options outlined above:

Option A	Pros	Cons
Retain a) Keep at Edwalton b) Move to new site	<ul style="list-style-type: none"> ▪ Status quo is maintained ▪ Annual income is maintained ▪ Land retained for community use ▪ Opportunity to improve golf facilities elsewhere and still develop existing site ▪ Opportunity to seek development partners 	<ul style="list-style-type: none"> ▪ Declining use, demand/need? ▪ Serves only a small sector of the community ▪ Income is minimal ▪ Capital investment to create new course and clubhouse ▪ Capital investment to develop existing site ▪ Is there the demand/need?

Option B	Pros	Cons
Develop whole site	<ul style="list-style-type: none"> ▪ Capital receipt if we sell ▪ Greater control over style of development if we keep ▪ Potential for revenue depending on development type (council tax, NNDR and rent) ▪ Can create affordable housing and tenure mix ▪ Employment opportunities during development ▪ Potential profit if develop ourselves and sell on 	<ul style="list-style-type: none"> ▪ Site lost for community use ▪ Reduction in leisure activity ▪ Significant capital investment required if we develop ourselves ▪ Local opposition

Option C	Pros	Cons
Change of Use a) Community Park b) Or another leisure use eg rugby ?	<ul style="list-style-type: none"> ▪ Retains site as an asset for the community ▪ Lower maintenance and running costs for green space <ul style="list-style-type: none"> ▪ An income stream ▪ Site retained as a leisure asset 	<ul style="list-style-type: none"> ▪ No profit making attractions to offset maintenance costs ▪ Increased risk of fly tipping ▪ Already have two country parks close by (Rushcliffe and Cotgrave) <ul style="list-style-type: none"> ▪ Is there the demand? ▪ Again is there the demand? ▪ Will it make a profit ie also costs of maintenance? ▪ Rental income may not be much more than current management fee

Option D	Pros	Cons
Develop part of site	<ul style="list-style-type: none"> ▪ All the pros of development whilst retaining municipal golf provision in the Borough ▪ Retains some community use ▪ Less capital outlay 	<ul style="list-style-type: none"> ▪ No evidence that others have followed this route, does not mean the wrong decision though!

6. Financial Commentary and Asset Valuation

6.1 In terms of the Council's financial position the Group noted that to fulfil the requirements of the medium term financial strategy, an additional £1million of revenue efficiencies will need to be identified by 2020 to secure a balanced budget.

6.2 The Council's capital resources are reducing. These will need to be replenished in order to enable investment in services and 'invest-to save' schemes. In the current MTFs, by 2021/22 these will have reduced to £8.6m assuming no further borrowing, or capital receipts and no further additions to the existing programme.

6.3 Edwalton Golf Courses current represent a significant asset to the community, but also potentially a significant financial asset, in terms of capital receipt, if the Council decided to pursue a whole or partial development (options b and d) in the future.

6.4 To provide an estimate of the potential capital receipt that could be realised if the site was sold for development, an independent valuation report was commissioned. The report notes that the valuation is based on a number of

high level assumptions and caveats, including: site characteristics; drainage; utility and service requirements; housing density; affordable housing ratios; and other potential planning requirements. The report takes account of the current housing market and developments in the area. It concludes that Edwalton is a highly desirable location which attracts higher than average house prices. Based on this assessment an overall average sales value of £290 per square foot is a positive yet realistic achievable sales value for the site.

- 6.5 In the absence of a masterplan for the site, the report assumes a potential scheme based on 100% residential usage, 2hectare site reserved for a new primary school, and a 60% net developable area of the site. This assumes 58 acres of developable land and adopting a 30 dwelling per hectare density generates a scheme of approximately 705 dwellings.
- 6.6 Taking account of the potential scheme of 705 dwellings (including 30% affordable housing), S106 costs, standard inputs and an area for a school, the site has the potential to generate approximately a £45million capital receipt. This equates to around £430,000 per gross acre and nearer £775,800 per net acre.
- 6.7 The report concludes that *“based on the location, value and site size we are confident that interest could be generated from developers who would look to secure the whole site or in phases under an Option Agreement. This would be a strong strategic site for a developer and a rare opportunity to control such a large site, providing some certainty for the business in terms of working on the consent and delivering units for a good number of years. It may also be worth considering promoting part of the site and maintaining the remainder as an amenity. We do not anticipate that this would deter parties or dilute the likely interest.”*

7. Conclusions

- 7.1 The Strategic Asset Review of Edwalton Golf Courses Member Group have examined the evidence presented, considered a range of possible options moving forward, and on balance would like to give Glendale the opportunity to realise both their, and the Council's, investment in the site until the end of the existing contract. The evidence from other local authorities demonstrates that Edwalton is performing satisfactorily in comparison with similar facilities and that this community asset should be supported. The Group recommends that, barring any significant changes from the current position at Edwalton, it would reconvene in line with the local plan review or two years before the end of the Glendale contract, whichever is the soonest. Given the financial risks going forward facing the Council this will be subject to any significant adverse change to the Council's financial position.
- 7.2 Given the outcome of retaining the status quo the Group agreed no further consultation with the local community was required at this juncture.