

## CABINET MEMBER DECISION RECORD TEMPLATE

This form should be used to record Executive decisions taken by Cabinet Members

Decision Ref. No:

Responsible Officer:

Ed Alexander - Contract Manager - Parks

### Subject:

Disposal of bowls pavilions and greens (Public Open Spaces) by way of 21-year leases to the seven resident bowls clubs.

### Decision taken:

To authorise officers to complete a 21-year lease to each of the seven resident bowls clubs for the pavilions and bowling greens.

### Reasons for the decision:

Following the requirement for Parks to make substantial savings in 2010, bowls sites were identified as receiving a high level of subsidy which had to be addressed through a change in the arrangements at that time.

The subsequent discussions with clubs have resulted in an agreement to reduce subsidy but to still safeguard bowls sites in Bournemouth. This decision would support the Corporate Priority 'An improving environment', by 'Protecting Bournemouth's parks and natural open spaces' and 'An active community', by 'Helping to improve older peoples' quality of life'

### Call-in and Urgency:

This decision is subject to the Council's normal call in procedures.

### Background:

The Council had to make reductions in funding of non-statutory services following a cut in central government funding and Parks had to provide some of these savings. Parks therefore had to make substantial savings in 2010 following a reduction in budget while still trying, where possible, to balance value for money and provision of services.

At the Overview and Scrutiny Panel in April 2010, bowls sites were identified as receiving a high level of subsidy which needed to be reduced. The operational aspects of the bowls site maintenance at the time restricted the reorganisation of the Parks Operations Team into more efficient working groups. Officers and the Sports Champion Councillor met with all clubs and put forward two options for them to consider, each option was forecast to save around £275,000 from the Parks running costs.

Since 2010 negotiations have been held with the Bowls Clubs (the tenants) and their collective management body. This has resulted in a restructuring of the lease terms with responsibilities for certain repairs and maintenance transferring from the Council to the tenants. Previously the Council maintained and paid for the majority of work on the pavilions and all of the work relating to the greens including daily setting out. The tenants will now undertake and pay for, most of the work on the pavilions (excepting structural and some key replacement items where the cost is split with the Council). These changes started to be implemented from 2011 and made the required savings. This option has enabled these bowls sites to remain open for the benefit of the residents and visitors to the town. Negotiations have been ongoing to finalise some of the finer points and these are now complete.

This decision will allow officers to complete the process and enter into new and more appropriate leases with the resident clubs and to give them some stability in the future.

The sites covered by this decision notice are the bowls pavilions and greens at:

- Argyll Gardens
- Boscombe Cliff (Woodland Walk)
- Knyveton Gardens
- Moordown Recreation Ground
- Pelhams Park
- Swanmore Gardens
- Richmond Park (Winton Recreation Ground)

A further report covers the three sites located on Trust land.

#### **Options - and reasons for rejection:**

- 1- Do nothing, continue to heavily subsidise bowls sites and cut other front line services or reduce staff numbers in other areas. This was rejected due to the pressure in delivering a wide range of services for example horticulture, trees, litter collection, grass cutting, patrols etc. while managing a £1.475m (30%) cut in the budget at that time.
- 2- Leave the arrangement in place prior to 2010, with the Council carrying out the greens maintenance and most of the pavilion works while collecting a small rent. However, to achieve the savings required at least 8 of the 16 greens would have had to be closed. This was rejected by the clubs as there was an alternative option.
- 3- Close all bowls sites. Rejected as this would have had a negative impact on the sport, the older residents of the Borough and on tourism as the sport brings in visiting clubs from across the country.

#### Consultations undertaken:

1. Officers have had on-going dialogue with each of the sites and through the Bournemouth Bowls Site Managers Association, the umbrella group on which each site has a representative. Clubs understood that the 'status quo' was unsustainable and the alternative was to close sites and therefore, agreed to the proposal.
2. The Council's Manager for Facilities (buildings) has been consulted and her points were included in the draft lease.
3. Councillors have been consulted at various stages in the process from the initial Scrutiny Panel that looked at savings within Parks through to an email prior to the public notices being advertised.
4. The Sports Champion was involved from early in the review and supports the decision.
5. The Disposal of Public Open Space was advertised in the Bournemouth Echo on the 31<sup>st</sup> January and 7<sup>th</sup> February 2014 with public comments to be received by the 14<sup>th</sup> February 2014. One councillor enquiry was received; this was asking for further clarification on a point. No feedback or comments were received from members of the public.
6. Property Services has reviewed the draft lease and 'consider the terms to be appropriate.'

#### Finance/Resource Implications:

The tenants will not pay any rent, but as detailed above they will take on additional repairing obligations and meet all utility costs. The changes (already implemented) have meant that Parks were able to reorganise its depots and staff time so that the target saving of around £275,000 from bowls was achieved. In addition, there have been some further savings from the Corporate building budget as Clubs have taken on some additional repairing obligations such as internal decorations and repairs.

*J. Richardson OK with process & signed off 15/10/18*

- Include comments of Chief Financial Officer

Name: ADAM RICHENS

Signature: (of Chief Finance Officer)

Date:

*Marta Zulu 01.10.2018*

#### Legal implications:

As the pavilions and greens form part of the Borough's Public Open Space it is necessary under Section 123 of the Local Government Act 1972 to advertise the proposed lease disposals. Accordingly, an advertisement was placed in the local newspaper and on the Council's website. The responses are detailed in the consultation section above.

The Cabinet Member is also making the decision in his capacity as representing the Trustee under the constitution and is taking into account the relevant provisions relating to the management of Five Parks Trust land

Legal Services have drawn up the draft leases and will complete each lease.

- ~~Include comments of Monitoring Officer~~

Name: TANYA COULTER  
Date:

Signature: (of Monitoring Officer)

3 10 18

**Risk assessment:**

A risk assessment has been completed and shows that this is a high-risk project. This is due to the level of savings and length of lease.

The main risk would come from a club ceasing to operate and needing to hand back its lease during the 21-year period. If the any of the site was handed back during the term because the club folded, the Council would find an alternative use of economic advantage to the Council. This would cost less than maintaining/running the site during the term of the lease.

The overall sites will remain under the control of Parks throughout the term of the Lease, the clubs only having control of the pavilion and greens. The main risk would come from a club ceasing to operate and wants to hand back its lease during the 21-year period. Parks would review each site separately to decide on the best use of that site for the future if that were to happen.

Name: Ed Alexander  
Date: 18 September 2017

Signature: (of Officer completing assessment)

**Impact Assessments:**

With there being no significant changes to public access or use compared with previous agreements, this change does allow for continuing access and therefore has a positive impact on maintaining Equality and Diversity compared to the other options of closing sites.

An EINA screening record for this decision has been completed. This details that as there are no changes to the way in which the clubs will operate, there will be only a equalities impact as it safeguards the facilities for the older residents.

An Environment Impact Assessment has also been a completed. This decision would therefore, benefit the environment because, a reduction in officer mileage would be seen as there will no longer be a requirement to attend the site daily.

**Information for/not for publication:**

- For publication

**Background papers:**

- Review of Bowls Sites in Boumemouth – final version 2010
- Outdoor Bowls Option 2
- Risk Assessment
- EINA
- Environmental Impact Assessment

Any conflict of interest declared by a Cabinet Member who is consulted by the Member taking the decision Yes/No*	Name of Cabinet Member	Nature of interest	Details of any dispensation granted by the Monitoring Officer

\* Delete as appropriate

**Decision taken by:**

Councillor ...Cllr Robert Lawton..... (Print name)

Cabinet Portfolio ...Housing.....

**Signed:**

**Date of decision:** 22-10-18

**Date of publication of record of decision:** (to be inserted by Democratic Services)

**Date decision effective** - that is 5 working days after the date of publication of the record of decision unless the decision is called-in for consideration by the relevant Overview and Scrutiny Panel:

-insert date-





**REVIEW OF OUTDOOR BOWLS SITES IN  
BOURNEMOUTH  
2010**

February 2010

## Introduction

Leisure Services and in particular Parks are facing major budget pressures due to the current financial pressures on Bournemouth Council. Due to the current and forecast financial position, Parks have been looking at areas of high cost, especially in relation to the number of Bournemouth residents that use facilities. Bowling Greens are one of the areas identified, as their assets and maintenance are labour and machinery intensive, costing Parks around £407,000pa to carry out grounds maintenance, equivalent to an average cost per green of c.£26,000. There are also additional costs of Parks depots (to support each green) and maintenance on each pavilion. Current club returns are indicating that the total numbers of resident and visitor bowlers in the Borough are falling and some clubs have now fallen below the trigger point for a review of 50 season ticket sales per green (as laid out in the Leisure Strategy 2003). Below this number of season ticket sales, a review on the continuation of facilities is required.

Bournemouth Borough Council has 11 outdoor bowls sites totalling 15 ½ greens between them. These sites are spread through the Borough (see Appendix E for a location plan). There is also 1 indoor bowls centre at Kings Park and 1 private club in north east Bournemouth, both of which are outside of this review. The Council's outdoor sites are run by resident bowls clubs who have a lease on the pavilion and a management agreement to run the greens (and if applicable the tennis courts).

Traditionally greens in Bournemouth have been maintained to some of the highest standards in the country. This has resulted in an expected level of service (and cost) often well above that in other local authorities. A benefit of this is that touring sides will visit Bournemouth, often staying for several days in local hotels.

In 2008, Bournemouth and Poole published a report on Sport & Recreation Built Facilities as part of a PPG17 (Planning Policy Guidance Note 17 - provision of open space and recreation) review, which stated in relation to outdoor bowls that; 'there were no significant shortfalls but additional facilities in Poole could help to improve spatial distribution'. The suggested requirement was that users are within ten minutes travel of a site.

Leisure Services are currently talking to other sports about subsidy reduction in their areas. This includes areas such as the Athletics Stadium where discussions are taking place over future management of the site. Areas of high costs and lower resident participation are being reviewed in the initial round of possible savings.

### Location of sites:

Currently Bournemouth has a good spread of bowls clubs with most of the population within a ten minute drive or 20 minute walk to any site. The sites closer to the coast tend to attract more visitors as they are adjacent to hotels and other town centre facilities. The sites to the north and on the edge of the Borough tend to be used not only by Bournemouth residents but those from other authorities as well.

The location of sites could allow for a reduction in greens without it causing users any significant additional travel. Current users of individual sites do not always use their local site as their 'home' facility and therefore the need for local sites within walking distances is less of an issue nowadays, in addition, with the equipment most bowlers have they tend to drive to a site.

Bournemouth Indoor Bowls Centre is situated in Kings Park and is a privately run organisation that pays a ground rent to the Council. This facility is available all year, however as there is currently little use during the outdoor bowls season (mid April to end September), the site is therefore underused and suffers from large variances in its income. The indoor bowls facility



could easily accommodate a larger number of bowlers in the summer season although the attraction of bowling on grass would be lost.

The private club is the Bournemouth Electric site at the top end of Charminster Road; the Council has no influence at this site, however it does provide a facility in the centre- north of the Borough.

### User Profile:

Clubs are required to submit an annual return to the Council. These returns are broken down into categories of users as follows:

- Season Ticket Holders; these tend to be regular users of a site although a season ticket holder can use any outdoor site owned by Bournemouth Council and leased to resident clubs.
- Casual users; split into session (3 hours) or hourly bookings.
- Rink Hire/Friendlies; these include visiting teams from outside the Borough coming to Bournemouth, sometimes staying in the town as visitors. The sites with the highest use in this category tend to be the coastal locations near the hotels. There is of course a wider benefit to the Borough with the spending power of these visitors.

The returns do not differentiate between Bournemouth Borough residents and those from outside the Borough.

### Costs:

A full breakdown of the cumulative current costs and income of bowls sites is laid out in Appendix F.

### Operation Costs; Grounds Maintenance (GM):

The operating costs have been assessed by the Parks Operations team. This includes allocation of staff hours spent just on greens work and the use and maintenance of machinery, some of which is specialist and therefore has no use on other areas maintained by the Operations team. The summary GM costs per site at 2009 levels are as follows:

	Double Green	Single Green
Machinery and operating costs;	£ 7066	£ 4478
Materials, seed, fertiliser, water etc;	£ 5656	£ 2828
Transport, tools and waste removal;	£ 2097	£ 1535
Programme works (Replacement banks, relaying greens etc);	£ 5110	£ 2555
Labour (incl. on costs)	£18825	£13349
Total per site	£38754	£24745

(15 ½ greens cost a total cost of £407,240 to maintain incl. depots).

By far the greatest cost is in labour, each green takes half of a member of staff's time each day in the summer (6am to 10am weekdays and 2 hours per day at the weekend). In addition, 5 staff will work on each green for a week in the autumn and then a week in the spring (equivalent to one member of staff on one day each week in the winter). Specialist machinery is generally split into two 'teams', with each team maintaining 8 greens, therefore to significantly reduce machinery costs, 8 greens would need to be closed. Sites with two greens are more cost effective to run.

**Depot Rationalisation:**

Included in the actual running costs above, the time and machinery required for each site has meant that Parks Operations have a small depot attached to 7 sites. Each depot adds an additional £10,000 to the operational budget and could be restricting any depot rationalisation and therefore cost savings.

Rationalisation has already been carried out with depots on some football sites in the Borough and sites such as Duck Lane and Fernheath were closed and games moved to the central site at Slades Farm. Further work is currently being discussed to see if cricket sites can also undertake such a move. It is proposed the same happens with bowls depots.

**Building costs:**

On some sites the tenants are already responsible for the majority of repairs and maintenance (R&M) for the pavilions however, when taking into consideration the ongoing R&M on all sites both responsive and programmed, the average annual cost is budgeted as £5,000 pa per pavilion. This will include specific hard landscape work around the site, paths, fences etc relating to the operation of a bowling green, but not works that would have to be carried out if the green was not there.

**Contract Management Costs:**

The Leisure Services contract team currently manage the lease and management agreements. The time involved over a year varies dependant on site but is estimated to cost around £2,500pa of officer time.

In the future options section below only 'rejected option 2' would be likely to cause a reduction in this cost, as some form of on going contract supervision will still be required for the other options. This cost is not seen as a major factor.

**Income:**

The cumulative income to the Council from all sites, through payment of a management fee by resident clubs, was £73,017 for the 2009 financial year. This figure represents a return of only 16.6% on the cost to provide the facilities. Any proposed savings is likely to include the ending of this income stream from the clubs and therefore is included in calculations.

**Level of subsidy per user:**

Appendix G gives an indication of subsidy per Bournemouth resident user for a number of sports including bowls. For bowls it has been assumed that season ticket sales equates to the total number of Bournemouth residents. Whilst some session ticket sales would be Bournemouth residents, conversely some season ticket sales would be to non residents.

**Fellowship Clubs:**

Historically, the Council used to run all bowls sites in the Borough. This meant that during the closed season pavilions were empty, as a result a group of Fellowship Clubs were allowed to use the facilities during the winter months at no rent. Fellowship Club members are mainly retired men and activities are predominately billiards/snooker or cards. The Fellowship Clubs receive a support grant from the Sparks Hoyle Foundation, a trust that supplies a £2,000 per annum grant. This grant is distributed by the Council and would be lost if the Fellowship Clubs cease to operate. The grant equates to £300 per fellowship club.

In recent years these Fellowship Clubs have looked at the low number of members and two clubs have already amalgamated and others have started to pay a very modest rent to the bowls clubs who hold the pavilion lease.

The problems with Fellowship Clubs are mainly related to their lack of funds and their activities. Billiard tables take up a lot of floor space and often cannot be moved once set up, this prevents the bowls club from sub letting the facility for any other activity, and whilst they still have to pay for repairs and maintenance they can not improve their income streams due to this historic arrangement.

It is proposed that Fellowship Clubs should be made aware that the resident bowls club or the Council may require the Fellowship Club to:

1. Have to pay an acceptable rent for use of any facilities over the winter and this would include considering the restriction on alternative use this places on the pavilion.
2. Be notified that the use of some pavilions may no longer be an option.
3. Further merge some Fellowship Clubs freeing up pavilions where bowls clubs wish to look at alternative use.

This would free up the building for the tenants (or Councils) use.

### **Timeline for Changes:**

Due to the nature of the bowling season, most clubs book their friendly matches and visiting teams at least one year in advance. This means that the 2010 bookings have already been taken by those clubs involved in attracting visiting clubs to the area and visitors will have started to make arrangements for hotel and travel bookings. It is therefore proposed that any major changes take place during the 'closed' season in the winter of 2010.

### **Options for Change:**

#### **Options considered and rejected:**

1. **No change to current situation;**  
To continue with the current position with all 15 ½ greens with the Council supplying the grounds maintenance and clubs providing the facility management of the sites.  
**Reason rejected:** This will not lead to any reductions in costs to the Council and is likely to result in an increase in costs over the short and medium term as labour and machinery costs will continue to rise.
2. **To identify sites with an alternative use or with low usage and close the bowls operation;**  
The area and pavilion could then be allocated for other uses and would improve general public access to areas. This would result in a one off cost to the Council of around £10,000 per green as the green would need to be 'levelled' as a bowling green is lower than the surrounding area by 0.5 metre. Such a difference in height could not be left without risk of an accident.  
**Reason Rejected:** Unless at least eight greens were closed, this is unlikely to make any significant savings.
3. **A hybrid of the options both rejected and considered;**  
**Reason Rejected:** For the transfer of greens and pavilion maintenance, a simple and easily managed option needs to be implemented. A hybrid is likely to have a requirement for either more detailed supervision, less likely to reduce costs or even increase costs to the Council.

**Options considered for acceptance:**

1. **The Council ceases to carry out any greens maintenance**, leaving this to the resident clubs to carry out maintenance to an agreed standard. The resident club would be free to choose who carries out this work, they could contract and pay Parks Operations or they could employ a third party. Under this proposal the Clubs would need to be free to set their own bowls charges, be able to rent out the pavilions and keep any income. Clubs would be no longer required to pay a management fee to the Council. It is recommended that tennis prices are still set by the Council and that the requirement of reasonable public access is maintained in any changes to leases or management agreements (Current leases require reasonable public access to sites and pavilions, i.e. if the pavilion is open then the public can use the facilities).
2. **Significantly increase the management fee paid by each site to the Council.** This would need to be somewhere in the region of £20-25,000 per green just to cover the maintenance costs. As with option 1, clubs would need to have the freedom to set their own fees and have the ability to sub let the pavilions to help with this increase in costs. The Council could continue to subsidise the sport but this would reduce Parks costs by a lesser amount.
3. **Clubs could collectively work out the total contract cost of green (and pavilion) maintenance across all sites.** All the maintenance could then be run by a central association or trust if it is considered beneficial, such as the Bournemouth Site Managers Association (BBSMA). They may be able to arrange a better deal by having a larger contract and they would also be in a position to apply for grants that are not available to the Council.  
Once the contract sum is known then every club would contribute a standard sum per green for maintenance. This would have the advantage of supporting some of the smaller clubs and therefore keeping most of the clubs operating within Bournemouth. It would also remove the cost of pavilion and green maintenance from the Council's budget.
4. **Interim proposal for the 2010 season:**
  - Removal of weekend working by the Council. The Council would no longer attend sites to set out or mow greens on a weekend. Setting out would need to be done by all clubs (some already do this). The Council would have a single green keeper on call to deal with any major issues that could not be left until Monday e.g. overnight damage to a green. This would save around £10,000 this year.
  - The Council would only carry out two grass cuts per week (weekdays) per green. Any additional cuts requested by clubs would be charged to the club at £27 per cut weekdays and if available £52 per cut on a weekend. This would also save around £10,000 this year.
  - On two green sites during the week when works are carried out, one green will be ready for play by 10am. The second green will be made available as soon as possible afterwards.

**Interim assistance that could be offered to Clubs:**

The Council could offer some assistance to Clubs in the initial period of transition in 2011 to increase chances of clubs adapting and continuing to operate. This help can come in two forms:

- Some of the equipment would become surplus to the Councils requirements and would not have much resale value (if it were no longer undertaking greens maintenance). Items such as greens mowers could be serviced and then transferred to the Clubs on agreement that the Council's responsibility for the equipment would cease at that point. Any further servicing or replacement costs would need to be covered by the Club.
- Supply of a grant to assist in the maintenance of the green. The grant would need to be applied for annually and no guarantee of future payments could be

given with regard to the level of grant. The grant would be specific to each green and if a green closed then that grant allocation would be lost. To make the savings needed it is recommended that the level of grant is set at £4,000pa per green (at a cost of £60,000pa in total to the Council for all the greens).

**Recommendations:**

1. The Council withdraws from weekend working (on call green keeper available) and only mows greens twice a week for the 2010 season. Second greens will be made available as soon as possible after 10am. (Saving on green maintenance of £20,000 in 2010).
2. All leases and agreements that expire on the 31 March 2010 are renewed for one year initially with a view for a longer term from 1 April 2011.
3. The Council withdraws from all greens maintenance at the close of the 2010 season (1<sup>st</sup> October 2010). Clubs then take responsibility for all greens maintenance including banks, irrigation systems and all utility costs, from that point. The Council would continue to maintain, paths, shrub borders hedges etc.
4. The Council transfers ownership of smaller equipment (e.g greens mowers) to clubs on 1<sup>st</sup> October.
5. Management fees would not be collected from the clubs after 1<sup>st</sup> April 2011.
6. Clubs that haven't already taken on responsibility for all but major (structural) works on the pavilions, take this responsibility from 1<sup>st</sup> April 2011. This will require a change to some leases. (Savings of points 2-6 would be around £350,000 from 2011)
7. The Council would supply a grant of £4,000 per green for the 2011 season, to be reviewed annually. (Cost of £60,000 in 2011)
8. The proposals are presented to the Bournemouth Bowls Site Managers Association as soon as possible. They would then have a chance to respond to the proposals within three weeks.
9. Implementation of the action points before the start of the 2010 season on the 17<sup>th</sup> April 2010.
10. Fellowship clubs made aware of changes for the coming winter.

APPENDICIES

A:

Contract information, summary of lease details and site facilities.

B:

Number of Season Tickets Sold per site 2007-2009

C:

Approximate Number of Session Tickets Sold per site 2007-2009

D:

Approximate Number of Rink Hire Tickets Sold per site 2007-2009

E:

Location map - Borough Map with Sites.

F:

Collective expenditure and income to the Council for maintenance and ancillary costs on single and double green sites.

G:

Participation levels and subsidies per user of various sports.

## Bowls Sites Review February 2010

### Appendix A:

Contract information, summary of lease and management agreement details and site facilities.

BOWLS SITES  
Summary of Agreements and Facilities  
as at 20.02.10

SITE	Length of Agreement	End Date	Fee paid to BBC Lease payment (Pavilion)	Management Agreement (Sporting facilities etc)	On Site Nr of greens xG Café C Nr of Tennis courts xT	Notes *
Argyll Gdns	21 years	31.03.28		XXXXXX	2 Greens Café	Tenant to do R&M on building I, V
Boscombe Cliff (Woodlands)	6 years	30.09.12		XXXXXX	1 Green Café	I, V
Kings Park (outdoor)	21 years	20.04.22		XXXXX	1 Green	Tenant to do R&M on building I

## Bowls Sites Review February 2010

Knyveton Gdns	6 years	31.03.10 Renew for 1 year in 2010		£XXXXXX	1 ½ Greens Café 3 Tennis courts	2010 proposal to reduce site to 1 green, 2 tennis courts & 1 MUGA I, V
Meyrick Park	6 years	31.03.10 Renew for 1 year in 2010		£XXXXXX	2 Greens Café 1 Tennis court	V
Moordown	1 year	31.03.10 Renew for 1 year in 2010		£XXXXXX	1 Green 2 adult & 1 junior Tennis courts	Short agreement due to review  V
Pelhams Park	21 years	30.09.24		£XXXXXX	1 Green	Tenant to do R&M on building I
Redhill Park	18 months	31.03.10 Renew for 1 year in 2010		£XXXXXX	1 Green Café 3 Tennis courts	fee for six months 2009. Works to improve pavilion put on hold Sept 09



## Bowls Sites Review February 2010

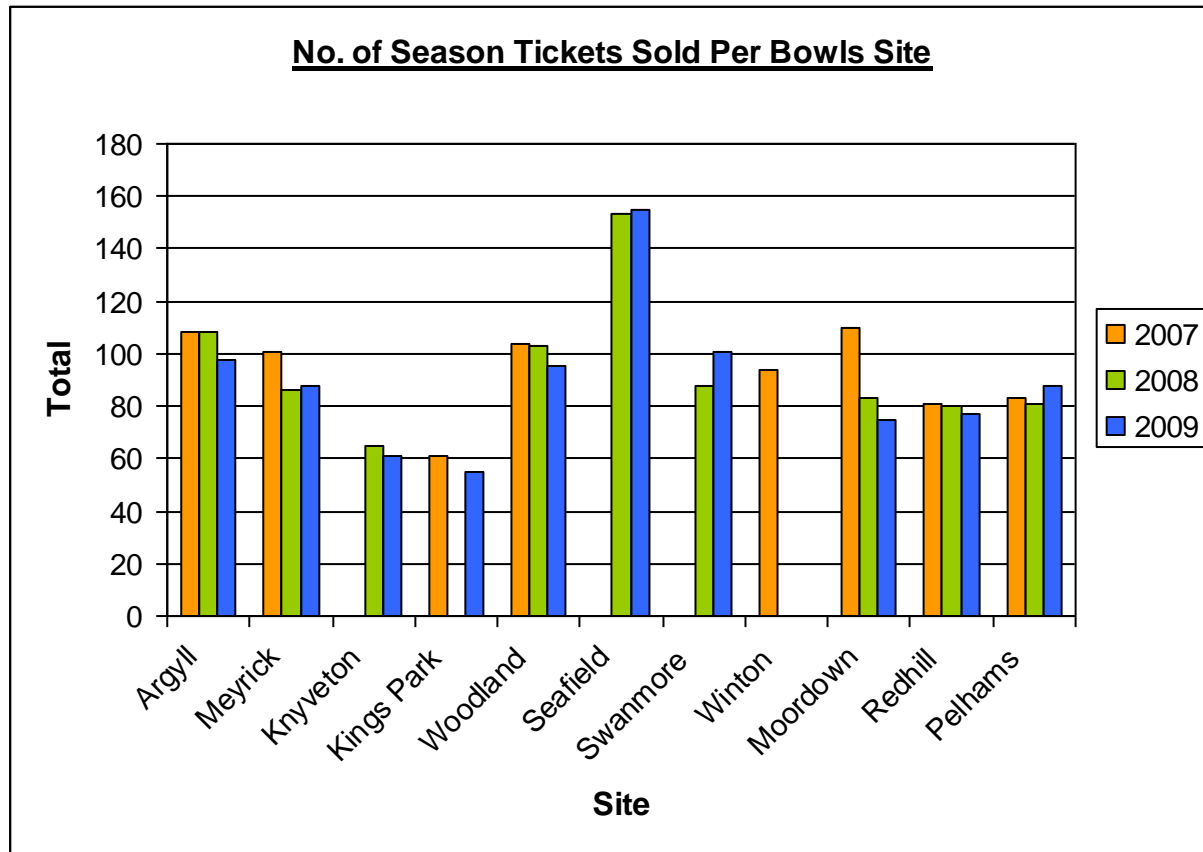
Richmond Park (Winton)	25 years	23.04.24		£XXXXXX	2 Greens Cafe 6 Tennis courts	Tenant to do R&M on building
Seafield Gardens	6 years	31.03.11		£XXXXXX	2 Greens Café 3 Tennis courts	I, V
Swanmore	6 years	31.03.11		£XXXXXXX	1 Green 8 Tennis courts	

\* I = Club has carried out significant improvements with their own funds

V= site used by visitors to B'mth

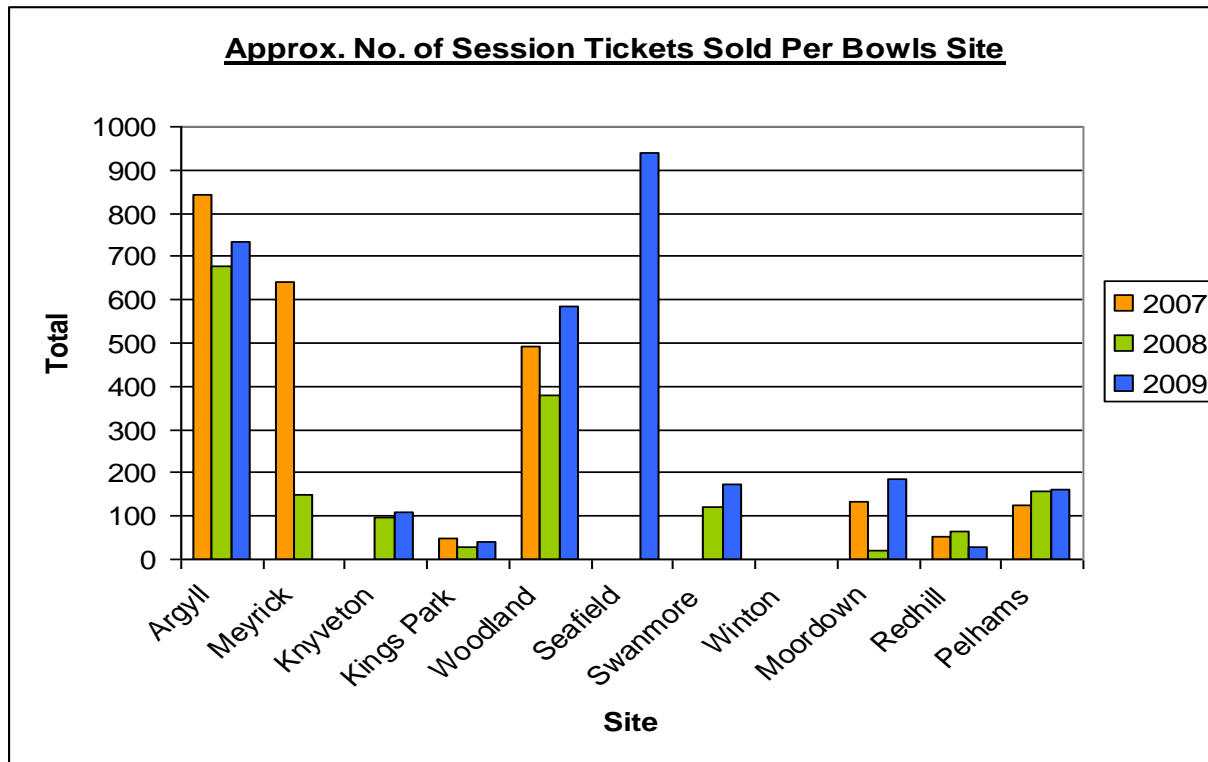
# Bowls Sites Review February 2010

Appendix B:  
Number of Season Tickets Sold per site 2007-2009



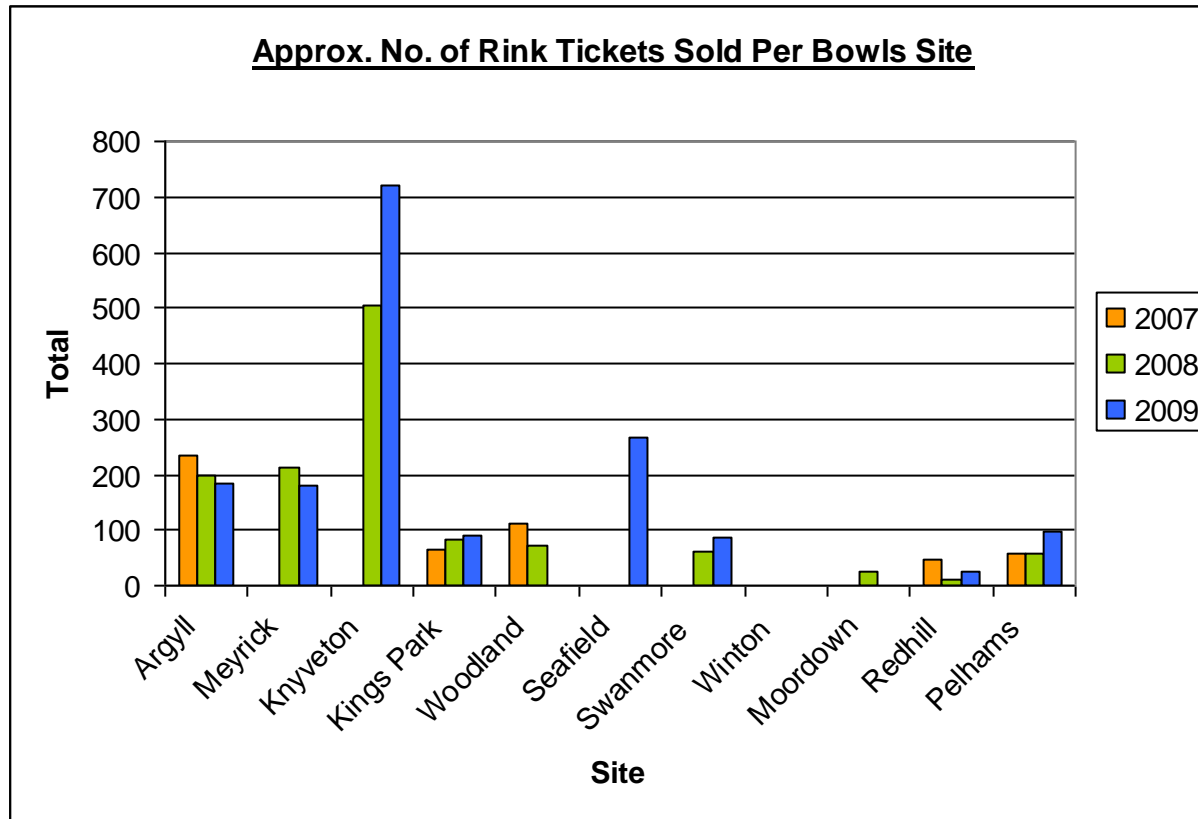
# Bowls Sites Review February 2010

Appendix C:  
Approximate Number of Session Tickets Sold per site 2007-2009



# Bowls Sites Review February 2010

Appendix D:  
Approximate Number of Rink Hire Tickets Sold per site 2007-2009



# Bowls Sites Review February 2010

## Appendix E: Location map - Borough Map with Sites



## Bowls Sites Review February 2010

**Appendix F:**  
Collective expenditure and income to the Council for maintenance and ancillary costs on single and double green sites.

Parks Operation costs per green:	Double Green site £ per site		Single Green Site £ per site	
<b>Staff/Management Costs</b>				
Operational Staff - In Season	9,504		7,042	
Operational Staff - Overtime	1,306		653	
Operational Staff - Out of Season - 20 weeks	3,874		2,913	
Operational Staff Renovation - 6 weeks	2,542		1,271	
Transport - staff time	847		847	
Management Parks Ops	343		214	
Management L&T	182		182	
Management Bus Dev	227		227	
<b>Total</b>	<b>18,825</b>		<b>13,349</b>	
<b>Machinery on-site</b>	<b>Cost - devaluation</b>	<b>Maintenance/repair</b>	<b>Cost - devaluation</b>	<b>Maintenance/repair</b>
Greens Mower	1,100	1,200	900	900
Back-up mower	200	500	180	350
Hover mower	110		100	
Strimmer	70		70	
Blower	70		70	
<b>Total</b>	<b>1,550</b>	<b>1,700</b>	<b>1,320</b>	<b>1,250</b>
<b>Machinery shared</b>	<b>Cost - devaluation</b>	<b>Maintenance/repair</b>	<b>Cost - devaluation</b>	<b>Maintenance/repair</b>
Thatchaway	1,000	666	500	333
JD Aerocore	700	500	350	250
Graden	300	126	150	63
Top Dresser	142	200	71	100
Power sprayer	120	62	60	31
<b>Total</b>	<b>2,262</b>	<b>1,554</b>	<b>1,131</b>	<b>777</b>
<b>Tools/Equipment</b>				
Hand tools	50		50	
Drag brush	50		50	
True lute	15		15	



## Bowls Sites Review February 2010

Moordown	XXXX				75
Pelhams	XXXX				88
Redhill	XXXX				77
Winton				XXXX	
Seafield			155	XXXX	
Swanmore	XXXX				101
<b>Total</b>	<b><u>43,894</u></b>			<b><u>29,123</u></b>	

<u>SUMMARY OF ABOVE</u>	<u>INCOME and</u>	<u>EXPENDITURE</u>	
<u>Bowls Costs</u>			
	Double Green	Single Green	Total
Staff/Management Costs	18,825	13,349	
Machinery on-site	3,250	2,570	
Machinery shared	3,816	1,908	
Tools/Equipment	283	283	
Materials	4,520	2,260	
Utilities	1,136	568	
Programmed Works	5,110	2,555	
Other	1,814	1,252	
<b>Total</b>	<b><u>38,754</u></b>	<b><u>24,745</u></b>	
<b>Grand Total</b>	<b>193,770</b>	<b>148,470</b>	<b><u>342,240</u></b>
Pavilion Maintenance	5,000	5,000	
<b>Grand Total</b>	<b>25,000</b>	<b>30,000</b>	<b>55,000</b>
<b>Depots</b>	10,000	10,000	
Woodlands, Swanmore, Moordown, Meyrick, Knyveton, Argyll, Winton			
<b>Grand Total</b>	<b>35,000</b>	<b>30,000</b>	<b>65,000</b>
			<b><u>462,240</u></b>
<u>Income</u>			
All sites	<b>43,894</b>	<b>29,123</b>	<b><u>73,017</u></b>



## Bowls Sites Review February 2010

Total Expenditure	<u>462,240</u>
Total Income	<u>73,017</u>
Total Subsidy	<u>-389,223</u>
% Subsidy	<u>84.20%</u>

## Bowls Sites Review February 2010

Appendix G: Participation levels and subsidies per user of various sports.

	Net cost of service in Bournemouth (£)	Nationally % of population that participate	Est. no of participants in Bournemouth based on national % participation rate	Est. no of Bournemouth residents involved in organised or competition matches	Annual subsidy per participant (£) in Bournemouth
<b>Athletics (inc. running)</b>	61187	6.00%	9840	2046	6.22
<b>Bowls (excl. indoor)</b>	389223	1.10%	1804	995	215.76
<b>Cricket</b>	126333	1.00%	1640	621	77.03
<b>Cycling</b>	0	8.50%	13940	306	0.00
<b>Football (inc. 5 a side)</b>	106292	7.60%	12464	3813	8.53
<b>Golf</b>	0	3.70%	6068	2967	0.00
<b>Rugby Union</b>	18517	0.80%	1312	809	14.11
<b>Shooting</b>	n/a	0.10%	164	54	n/a
<b>Tennis</b>	n/a	2.30%	3772	678	n/a
Note, does not include use by u16's					
Source of participation rates is Sport England's Active People Survey 2007/8					

### Equality Impact Needs Assessment (Due regard) Screening Record

1. Title of Policy/Service/Project	Disposal of bowls pavilions and greens (Public Open Spaces) by way of 21-year leases to the three resident bowls clubs. Argyle Gardens, Boscombe Cliff, Knyveton Gardens, Moordown, Pelhams Park, Swanmore and Richmond Park (Winton).
2. Date of screening	28 <sup>th</sup> February 2018
3. Service Unit	Housing and Communities
4. Lead Responsible Officer	Ed Alexander
5. Job Title	Contract Manager – Parks
6. Members of the Assessment Team	Louisa Forrester

If the answers to the following questions are Yes or Don't know, then a full EINA will need to be carried out.

7. Does the policy/service/project affect service users, employees or the wider community? (This is not just about numbers. A potential to affect a small number of people in a significant way is as important as a potential to affect many people)	No - no change of use
8. Is it a major policy/service/project, with a significant affect on how functions are delivered?	No - no change of use
9. Will it have a significant effect on how other organisations operate?	No
10. Does it involve a significant commitment of resources?	No - reduces the commitment of resources
11. Does it relate to an area where there are known inequalities? (e.g. the gender pay gap, racist or homophobic bullying in schools etc)	Yes - but this decision supports the people of all age groups
12. Does it relate to a service that is currently underused by people it should reach?	No - no change of use

13. Does the policy/service/project relate to functions that previous consultation have identified as important to a particular group?	Yes - keeping the club open is important to its members
14. Do different groups have different needs or experiences in relation to the policy/service/ project ?	No
15. Is there likely to be a positive or negative impact in terms of equality?	Positive as it safeguards the sites the Council would have otherwise had to close

It is not necessary at the screening stage to identify adverse or differential impact

It is important to remember that even when it is decided that a policy/service/project does not require an EINA, it remains subject to the general duties. Not carrying out a full EINA places our council at greater risk of legal challenge because it cannot use the EINA process to meet our [Public Duties](#) around equality. It also means, more importantly, that opportunities may have been missed to enhance equality.

<p>16. If you have answered no to the questions above and do not intend to carry out an EINA, please explain why?</p> <p>This decision will not impact the use/status of the sites involved, in fact, it will help safeguard the sites and that they are available for use to those who currently enjoy and may wish to enjoy them in the future. Sites are spread across the borough making access for users easier.</p>
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Issue: Disposal of bowls pavilions and greens (public open spaces) by way of 21-year leases to three resident bowls clubs. Argyle Gardens, Boscombe Cliff, Knyveton Gardens, Moordown, Pelhams Park, Swanmore and Richmond Park.

Meeting Date: 21<sup>st</sup> March 2018  
 Accountable Manager: Ed Alexander, Contracts Manager - Parks  
 Impact Assessor: Louisa Forrester

Key	
+	Balance of positive Impacts
?	Balanced or unclear impacts
-	Balance of negative impacts
n/a	Not applicable

Impact Criteria	Impact	Comments
Natural resources impact on use of natural resources - for example energy, water, raw materials	?	They will use water to maintain greens but there's no increase on the use from previous position as there is no change of use.
Quality of environment contribution to safe and supportive environments for living, recreation and working	+	This decision maintains the green space for the use of recreation and provides community facilities and keeps residents of Bournemouth active.
Bio-diversity protects and improves wildlife and habitats	?	No change to current position. Sites are maintained with a variety of shrub borders and planting which will support and safeguard the wildlife in the area.  The greens would continue to be an area that does not support wildlife.
Waste and pollution effects on air, land and water from waste and emissions	?	No change to the current position. Green waste is composted. Tenants are required to reduce waste from pavilion operations and recycle.
	+	Will reduce council officer mileage as maintenance will be held with the individual clubs meaning site visits will be reduced.

<p><b>Council Priority and Objectives for Improving our Environment:</b></p> <ul style="list-style-type: none"> <li>• Reduce traffic congestion</li> <li>• Improve streetscene</li> <li>• Improve recycling &amp; energy management</li> <li>• Respond to climate change</li> <li>• Improve quality of existing space</li> </ul>	+	<p>This decision will assist in users not having to travel long distances as it safeguards the distribution of bowling greens around the borough.</p> <p>Maintains the public open space.</p> <p>Improves community involvement of open space.</p>
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Please complete and save your checklist, and email a copy to Lee Green, Environment Strategy & Sustainability Manager @ [lee.green@bournemouth.gov.uk](mailto:lee.green@bournemouth.gov.uk)

If you would like help in completing this checklist or would like to request a change, again contact Lee Green by email or call on 01202 451144.

# G2 Initial Risk Assessment



Bowls

PROJECT NUMBER: *To be obtained from PMO*

PROJECT RISK LEVEL:

HIGH \*

Table 1 - Suggested criteria on which to score the type of project (please tick appropriate category)

CRITERIA				Score
1) Duration of Project	0-6 months <input type="radio"/>	7-12 months <input type="radio"/>	Above 1 year <input checked="" type="radio"/>	6
2) Effort	1-4 people (FTE) <input checked="" type="radio"/>	5-10 people (FTE) <input type="radio"/>	11+ people (FTE) <input type="radio"/>	1
3) Business Impact	Service Unit/Service <input type="radio"/>	More than 1 SU <input type="radio"/>	Council/External <input checked="" type="radio"/>	10
4) Priority	Desirable <input type="radio"/>	Highly Desirable <input checked="" type="radio"/>	Essential <input type="radio"/>	3
5) Costs &/or Savings	Up to £250k <input type="radio"/>	£251k-£500k <input checked="" type="radio"/>	Over £501k or if project is to be funded through prudential borrowing <input type="radio"/>	15
6) Risk Impact	Low Impact - Minor service disruption/inconvenience, minor injury, small financial loss, isolated service user complaint. <input checked="" type="radio"/>	Medium Impact - Service disruption, More serious injury or financial loss, adverse media coverage, numerous service user complaints <input type="radio"/>	High Impact - Significant or total service disruption, major disabling injury or fatality, high or catastrophic financial loss, adverse national media coverage, ministerial intervention in service running. <input type="radio"/>	1
				Risk Score
				36

A numerical rating is applied to each cell (see Table 1) For example a 'Priority' of 'Highly Desirable' is worth 3 points and a 'Cost' of '£501-£1m' is worth 5 points. Totalling the points scored for each 'criteria' gives a project score. This score is then mapped against a project-risk status in Table 1 below:

Table 1 - Risk Status	
Project Risk Rating	Points Total
Low	Between 10-18
Medium	Between 19-35
High	36+

**RISK REGISTER FOR**

Letting of Outdoor Bowls sites to resident clubs for self management.

RISK REGISTER COMPLETED BY:

DATE:

Risk Key:

Definitions:

Priority Ratings:

Corporate Risk Categories:

Poi=Political    Enviro=Environmental  
 Econ=Economic    Comp=Competitive  
 S=Social    Cust=Customer/Citizen  
 T=Technological    Rep=Reputation  
 L=Legislative    Phys=Physical

L = Likelihood (1-4)

1-2 Low risk

I = Impact (1-4)

3-6 Medium risk

S = Score (I x L)

8-16 High

Service Risk Categories:

Res=Resource    Cont=Contractual  
 L=Legal    T=Technological  
 Phys=Physical    Enviro=Environmental

PLEASE SEE TABS BELOW FOR THE RISK SCORING MATRIX, INFORMATION ON RISK CATEGORIES AND IMPACT & LIKELIHOOD SCORING DEFINITIONS

Objectives of the Project, Policy, Initiative, Service etc:

- A: Letting of Outdoor Bowls sites to resident clubs for self management.
- B: Reduction of costs in maintaining sites for Parks and Building Maintenance budgets
- C: Continuation of outdoor bowls in Bournemouth acknowledging reducing membership.
- D:
- E:
- F:

Risk No	Risk			Risk Category	Risk Owner	Gross Risk Score (ie as if no mitigations/controls in place)			Risk Mitigation/Control Measures Put in Place	Net Risk Score (ie rating of the risk with current controls or procedures in place)			Further Action (ie mitigation/controls) required	Action Owner	Completion Date (DD/MM/YYYY)	Target Risk Score (ie rating of risk once these new actions successfully implemented)		
	Risk (uncertainty which may affect objective)	Risk Cause (definite situational facts affecting the objective)	Risk Impact (contingent effect on objective)			L	I	S		L	I	S				L	I	S
1	Failure of resident club (Tenant) through lack of finance, low membership or management committee unable to continue.	Poor financial planning, cash flow problems etc by club. No new members so site becomes unviable or members to take on committee responsibility	Tenant has to close, so use of pavilion and green gets handed back to Council.	Cust/Res/Cont	Ed Alexander	2	1	2	Contractual meetings with tenant during contract period to monitor position	2	1	2	If tenant ceases to operate, Parks to review site operation	Ed Alexander /Parks Development Team	on going	2	1	2
2	Tenant does not does not perform as required under lease	Tenant fails to adhere to terms of contract	Business reputation poor and customers use alternative outlets	Cust/Res/Cont	Ed Alexander	1	1	1	Contractual meetings with tenant during contract period	1	1	1	Feedback any Customer concerns	Ed Alexander	on going	1	1	1
3	Tenant can no longer meet its contractual/legal obligations	Tenant no longer has the funds to continue.	Site becomes run down, equipment not serviced, maintenance not carried out	Cust/Res/Cont/Phys	Ed Alexander	2	4	8	Regular site inspections, Council to carry out statutory testing and re-charge tenant.	1	2	2	Regular inspections/feedback	Ed Alexander	on going	1	2	2
4	Club members lose facility	Tenant ceases to operate	bad press and backlash as a result of club closing	Social	Ed Alexander	2	1	2	Contractual meetings with tenant during contract period to monitor position	2	1	2	If tenant ceases to operate, Parks to review site operation	Ed Alexander	on going	2	1	2
5	Club shuts and no longer operates	Tenant ceases to operate	bad press and backlash as a result of club closing	Political/Reputation	Ed Alexander	2	1	2	Contractual meetings with tenant during contract period to monitor position	2	1	2	If tenant ceases to operate, Parks to review site operation	Ed Alexander	on going	2	1	2
6	Tenant doesn't use recognised service providers to maintain the greens	Incorrect use of materials (e.g. chemicals) causes long term environmental impact	Remediation works need to be carried out by either the tenant or the Council	Environment al	Ed Alexander	2	4	8	Green keeping is specialised and clubs are using experienced greenkeepers	1	2	2	Inspections by trained Parks Operations staff to check on working practices	Ed Alexander	on going	1	2	2
7	Overuse of resources -water, fuel etc.	Tenant is not using energy saving operations	High levels of natural resources unnecessarily wasted	Environment al	Ed Alexander	1	2	2	Tennats are responsible for all bills so, have vested interest in keeping waste to a minimum.	1	1	1	Site inspections	Ed Alexander	on going	1	1	1
8								0				0						0
9								0				0						0
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40								0				0						0
41								0				0						0



Risk No	Risk			Risk Category	Risk Owner	Gross Risk Score (ie as if no mitigations/ controls in place)			Risk Mitigation/Control Measures Put in Place	Net Risk Score (ie rating of the risk with current controls or procedures in place)			Further Action (ie mitigation/ controls) required	Action Owner	Completion Date <small>(DD/MM/YYYY)</small>	Target Risk Score (ie rating of risk once these new actions successfully implemented)		
	Risk (uncertainty which may affect objective)	Risk Cause (definite situational facts affecting the objective)	Risk Impact (contingent effect on objective)			L	I	S		L	I	S				L	I	S
42								0			0							0
43								0			0							0
44								0			0							0
45								0			0							0
46								0			0							0
47								0			0							0
48								0			0							0
49								0			0							0

### Risk Scoring Matrix

THREATS					
Likelihood	Almost Certain (4) >90%	4	8	12	16
	Likely (3) 60 - 90%	3	6	9	12
	Could Happen (2) 20 - 60%	2	4	6	8
	Unlikely /Rarely (1) 0 - 20%	1	2	3	4
		Low (1)	Medium (2)	High (3)	Extreme (4)
	Impacts				

Please see tabs below for explanations of risk categories, and impact and likelihood scoring guidance.

Categories of Risk

Table 1: Corporate Risks (Table 2: Service Risks is below)

Categories of Risk		
Corporate Risks are those risks which need to be taken into account in judgements about the medium- to long-term goals and objectives of the Council.		
Service Risks are those risks that managers and staff will encounter in the daily course of their work.		
The following tables include categories of risk however these are not an exhaustive list but provide a framework for identifying and categorising a broad range of risks the Council could face.		
<b>Table 1: Corporate Risks</b>		
Category of Risk	Risk Definition	Examples
Political	Those associated with a failure to deliver either local or central government policy, or to meet the local administration's manifesto commitments	a) Wrong corporate/strategic priorities b) Decisions based on incomplete/incorrect information c) Too slow to modernise/innovate d) Community planning oversights/errors
Economic	Those affecting the ability of the Council to meet its financial commitments. These include internal budgetary pressures, the failure to purchase adequate insurance to cover external macro-level economic changes <sup>1</sup> , or the consequences of proposed investment decisions	a) UK/regional economic problems b) Missed business or service opportunities c) Unreliable accounting records d) Material misuse of resources or fraud e) Cost of capital
Social	Those relating to the effects of changes in demographic, residential or socio-economic trends on the Council's ability to deliver its objectives	a) Demographic change b) Crime and disorder
		Continued to the right
<sup>1</sup> For example, changes in interest rates, inflation, borrowing consent or other responses to the global market.		

Category of Risk	Risk Definition	Examples
Technological	Those associated with the capacity of the Council to deal with the pace/scale of technological change, or its ability to use technology to address changing demands. They may also include the consequences of internal technological failures on the Council's ability to deliver its objectives	a) Obsolescence b) Inappropriate IT strategy c) Inability to implement change d) Major IT or project failure
Legislative	Those associated with current or potential changes/management of changes in respect of national or European law	a) TUPE regulations <sup>1</sup> b) Breaches c) Inadequate response to legislative changes
Environmental	Those relating to the environmental consequences of progressing the Council's strategic objectives	a) Noise, contamination, pollution b) Impact of planning and transport policies c) Climate Change d) Energy efficiency e) Recycling f) Landfill requirements g) Sustainability issues
Competitive	Those affecting the competitiveness of the service (in terms of cost or quality) and/or its ability to deliver best value	a) Failed bids for government funds/grants b) Failure to demonstrate best value
Customer/Citizen	Those associated with the failure to meet the current and changing needs and expectations of customers and citizens	a) Lack of consultation b) Image
		Continued below left
<sup>1</sup> Transfer of Undertakings (Protection of Employment) Regulations relating to the possible transfer of staff terms and conditions when in-house work is transferred to an external contractor.		

Category of Risk	Risk Definition	Examples
Reputation	Those associated with the level of confidence and trust which stakeholders have in an organisation	a) Reality gap between stakeholder expectations and actual outcomes b) Changes in external beliefs and expectations which can widen or (less likely) narrow this gap c) The quality of internal coordination, which also can affect the gap <sup>1</sup> d) Increasingly the quality of co-ordination with partners in service delivery
Physical	Those associated with corporate or systemic fire, security, health, safety & welfare (both staff and community) etc	a) Corporate Health & Safety b) Corporate Fire Safety c) Safeguarding the vulnerable in the community
<sup>1</sup> Walter Isaacson, The Real Leadership Lessons of Steve Jobs, Harvard Business Review Magazine, April 2012		

Table 2: Service Risks		
Category of Risk	Impact	Examples
Resource	Financial HR Information Physical assets	<b>Financial</b> a) insufficient funding b) poor budget management c) fraud <b>HR</b> a) staff capacity b) staff skills c) recruitment and retention <b>Information</b> a) adequacy for decision making b) protection of privacy <b>Physical assets</b> a) loss b) damage c) theft
Legal	Those related to possible breaches of legislation	a) Breaches b) Exposure to liability claims
Physical	Those related to fire, security, accident prevention and health and safety of staff and public	<b>Hazards/risks associated with:</b> a) Buildings b) Vehicles c) Plant and d) Equipment
Contractual	Those associated with the failure of contractors to deliver services or products to the agreed timeframes, cost and specification	a) Slipped or missed timescales b) Costs exceeded c) Specification not met
Technological	Those relating to a reliance on operational equipment	a) IT systems b) Equipment and machinery
Environmental	Those relating to pollution, noise or the energy efficiency of ongoing service operations	a) Noise, contamination, pollution b) Inefficient use of energy and/or water c) Climate Change

Impact and Likelihood Scoring

Table 3: Impact Scoring Guidance

Threat (Negative) Impacts Scores		
1	<b>Low</b>	<ul style="list-style-type: none"> <li>a) Potential financial loss of less than £100k</li> <li>b) Minor injury</li> <li>c) Minor legal/regulatory consequence</li> <li>d) Minor impact outside single objective/local system</li> <li>e) Internal adverse publicity, minor reputational damage/ adverse publicity</li> <li>f) Minor service disruption</li> <li>g) Minimal service user complaints</li> </ul>
2	<b>Medium</b>	<ul style="list-style-type: none"> <li>a) Potential financial loss of between £100k and £499,999</li> <li>b) More serious injury</li> <li>c) Significant legal/ regulatory consequence</li> <li>d) Significant impact on objective/s, processes or systems</li> <li>e) Significant localised reputational damage</li> <li>f) Significant service disruption</li> <li>g) Multiple service user complaints</li> </ul>
3	<b>High</b>	<ul style="list-style-type: none"> <li>a) Potential financial loss of between £500k and £999,999</li> <li>b) Major disabling injury</li> <li>c) Substantial legal/ regulatory consequence</li> <li>d) Substantial impact on objective/s, processes or systems</li> <li>e) Prolonged adverse local and national media coverage</li> <li>f) Substantial service disruption</li> <li>g) A substantial number of service user complaints</li> </ul>
4	<b>Extreme</b>	<ul style="list-style-type: none"> <li>a) Potential financial loss of over £1m</li> <li>b) Fatality and/or multiple injuries</li> <li>c) Major legal/regulatory consequence</li> <li>d) Major impact on corporate level objective/s</li> <li>e) Major/severe reputational damage/ national adverse publicity</li> <li>f) Central government interest/ administration</li> <li>g) Loss of all critical services for a significant period of time</li> </ul>

Table 4: Likelihood Scoring Guidance

Threat (Negative) Likelihood Score		
1	<b>Unlikely/ Rare</b>	<ul style="list-style-type: none"> <li>a) 0 - 20% chance of occurrence</li> <li>b) 1 in 20 year event</li> <li>c) May occur only in exceptional circumstances</li> <li>d) Has never or very rarely happened before</li> </ul>
2	<b>Could Happen</b>	<ul style="list-style-type: none"> <li>a) 20 - 60% chance of occurrence</li> <li>b) 1 in 10 year event</li> <li>c) Is unlikely to occur but could occur at some time/in some circumstances</li> </ul>
3	<b>Likely to Happen</b>	<ul style="list-style-type: none"> <li>a) 60 - 90% chance of occurrence</li> <li>b) 1 in 5 year event</li> <li>c) Will probably occur at some time/in most circumstances</li> </ul>
4	<b>Almost Certain</b>	<ul style="list-style-type: none"> <li>a) Over 90% chance of occurrence</li> <li>b) Occurs on an annual basis</li> <li>c) Is expected to occur in most circumstances</li> </ul>