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WASTE RESOURCE MANAGEMENT



KMM HOMES

OPENSHAW BOWLING CLUB

OPEN SPACE ASSESSMENT

FEBRUARY 2022

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KMM HOMES

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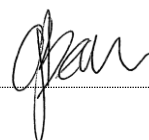
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APPENDICES

Appendix 1 - Letter from the Club Secretary

Appendix 2 - Report to Neighbourhood and Environment Scrutiny Committee 3 January 2018

DRAWINGS TITLE

ST19236-001 - Existing Bowling Greens

ST19236-002 - Bowling Green Accessibility

ST19236-003 - Bowling Green Provision and Resulting Accessibility

ST19236-004 - Local Park Accessibility

1 INTRODUCTION

1.1 Summary of Assessment

1.1.1 This assessment is compiled by Wardell Armstrong to evaluate the potential policy impact of the development of Openshaw Bowling Club, Club Street, Openshaw, Manchester M11 1HR. The assessment will provide the following:

- An overview of the current site and its context,
- An assessment of Local and National Planning Policy in relation to the development of open space, specifically bowling greens
- An assessment of existing supply and requirement for bowling greens
- An assessment of the impact of the loss of the bowling green in terms of quantity and accessibility
- Conclusions

1.1.2 At the outset we would identify that we believe the site to be surplus to requirement in the context of Planning Policy and supporting guidance. The following chapters within this report will justify the reasoning for this view and demonstrate that the surplus provision in place will be sufficient to meet any need.

2 SITE DESCRIPTION

2.1 Location

- 2.1.1 The bowling green is located at Openshaw AEU Club and Institute, at Club Street, Openshaw, Manchester M11 1HR. The site is located to the eastern extent of Manchester City Council authority area, with Tameside Metropolitan Borough Council authority area nearby.
- 2.1.2 The land comprises the bowling green itself, outbuildings and main club building. It is accessed via Club Street immediately to the south, which links onto Ashton Old Road. The site is surrounded by well established existing development, with housing to the south and west, and a playing field belonging to the Fairfield High School to the north and east. The site also includes a heavily vegetated area immediately beyond the western boundary of the bowling green which is currently subject to fly tipping. A builder's merchant sits to the north of this.

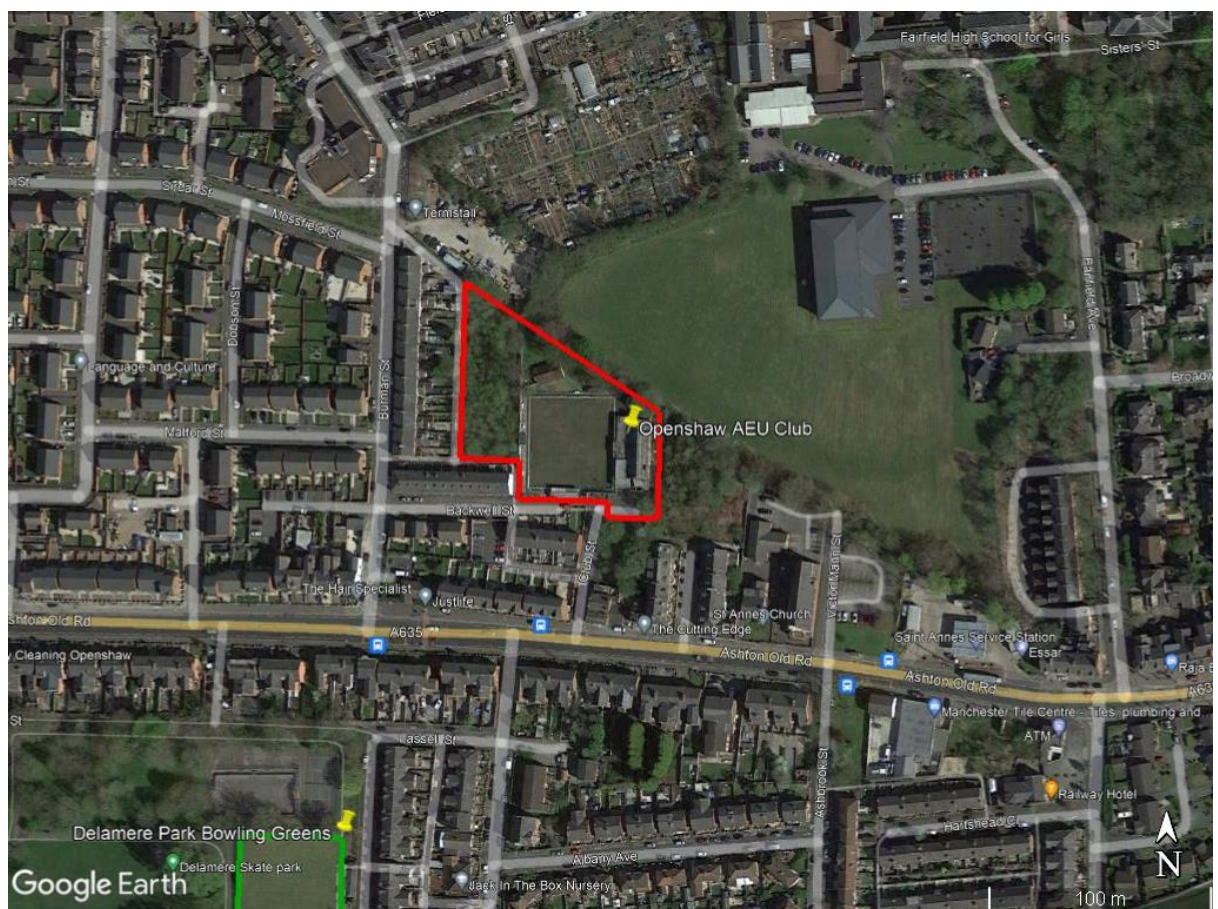


Figure 1 – Openshaw AEU club location (google earth)

2.1.3 There are a number of open spaces and facilities within relative proximity of Openshaw AEU Club, offering a diverse array of recreation options, including alternate bowling greens which will be discussed in greater detail later in this statement.

2.2 **Site History and Use**

2.2.1 The site has historically remained a private venue not accessible to the general public. It's role in providing any facility or contribution to open space recreation will therefore have been limited, as is reflected in the fact that the club does not feature within the Council's development plan or supporting evidence base pertaining to these facilities.

2.2.2 At present the facility is closed, the exact reasoning behind this is provided in a letter from the club secretary at Appendix 1 of this statement. In summary however, the club has lost a significant number of members owing to recent developments and displacement of residents, while the restrictions imposed during the Covid pandemic have resulted in the club taking in a reduced income and incurring debt. To this end, a committee vote was held in September 2020, the outcome of which was that the club should be sold.

2.2.3 Following this vote the site remains closed and unable to contribute towards meeting any demand for bowling green or wider open space facilities within Openshaw or the wider east Manchester area.

3 PLANNING POLICY

3.1 National Planning Policy

NPPF

- 3.1.1 For the purposes of policy assessment, bowling greens are considered 'open space' within both local and national policy. Bowling greens fall within their own open space typology as typically adopted within open space assessments undertaken in the form of a typical PPG 17 assessment, within the general open space separate from other open spaces such as sports pitches and is reflected in the tests applied to the loss or gain of bowling greens.
- 3.1.2 The NPPF provides specific guidance on the importance of open space, and how it should be considered as part of the development process. Paragraph 8(b) identifies that open space is important in creating social sustainability, addressing current and future needs within communities. This sentiment is further echoed at paragraph 93 of the framework within Section 8 (Promoting healthy and safe communities).
- 3.1.3 It is however inevitable that pressure to accommodate sustainable development within settlement boundaries means that open spaces, such as bowling greens, must be reviewed to assess whether they would be better suited to accommodate development proposals. The NPPF recognises this and details mechanisms through which alternative uses may be found suitable. Paragraph 99 is of specific note and states:
- Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*
- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
 - c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*
- 3.1.4 Of pertinence to the assessment is also the requirement for Local Plans and policies contained within to be based on up-to-date evidence and to be in accordance with National Planning Policy. This consideration applies to open space provision as per any

other policy, with paragraph 98 of the framework identifying in the context of open spaces that:

“Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision”.

- 3.1.5 It is therefore clear that the NPPF places significant weight on the role that open space and associated facilities play in the sustainability of communities. However, it is equally clear that there is recognition that pressure to accommodate sustainable development may require that open space uses be reviewed where they are no longer necessary, and alternative uses would better suite.

Planning Practice Guidance (PPG)

- 3.1.6 The PPG provides further recognition that it may be necessary to seek alternative uses for open spaces to accommodate development need. This advice however largely applies to Local Authorities in cases where development affects open space rather than applicants, specifically we note paragraph 003 Reference ID: 37-003-20140306, which refers to sports facilities. It is simply noted that in the event ‘loss of, or loss of use for sport, of any major sports facility’, the authority is encouraged to consult Sports England. Schedule 4 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (Consultations before the grant of permission), confirms that the duty to consult Sport England only applies to proposals involving the loss of playing fields and thus the assessment contained within this report is a Local matter only.

3.2 Development Plan Policy

Manchester Core Strategy

- 3.2.1 The Manchester Core Strategy was adopted in July 2012 and was designed to provide policy guidance within the authority between 2012 and 2027. Given the age of the plan, the policies within and evidence upon which they are based are significantly time expired in the context of accordance with National Planning Policy. This should be noted in the context of paragraphs 11 ‘c’ and ‘d’ of the NPPF in particular, in addition to the presumption in favour of sustainable development outlined at paragraph 12.
- 3.2.2 However, the plan remains the most recent document against which planning proposals and decisions must be assessed and should be given due consideration in this regard.

Policy EN10 Safeguarding Open Space, Sport and Recreation Facilities

- 3.2.3 EN10 is the policy of principle relevance within the adopted Development Plan when considering the potential redevelopment of an area of open space. The policy identifies that:

“Proposals on existing open spaces and sport and recreation facilities will only be permitted where:

- The site has been demonstrated to be surplus for its current open space, sport or recreation function and the City wide standards set out above are maintained, and*
- it could not fulfil other unsatisfied open space, sport or recreation needs, and*
- a proposed replacement will remedy a deficiency in another type of open space, sport or recreation facility in the local area;”*

- 3.2.4 As a starting point we note that this policy does not fully accord with the underlying objectives in the NPPF in the context of open space development. The policy requires that all three tests bullet pointed are met in order to justify the loss of open space, whereas the NPPF (2021) at paragraph 99 requires that only 1 of the identified tests under matters a, b, and c, be met in order to justify alternative use.

- 3.2.5 Table 12.4 of the adopted Core Strategy identifies the specific requirements for open space within the authority. Bowling Greens are considered to contribute toward meeting the need for ‘outdoor sports’ facilities, the requirement for which is 0.98ha per 1000 population, within a 15-minute walking time of residences.

Open Space Assessment 2009

- 3.2.6 MCC undertook a Strategic Open Space, Sport and Recreation Study in July 2009, which set local standards for all types of open space, sport and recreation provision. As per the adopted Core Strategy we would note that the 2009 study is significantly out of date in the context of national policy but remains an important consideration in relation to open space.
- 3.2.7 The 2009 assessment provides the basis against which the requirement for 0.98ha of outdoor sports facilities per 1000 population, within a 15-minute walking time of residences. More relevant to this assessment, the study provides more specific guidance with regard to bowling greens, with a requirement for **0.1 Greens per 1,000 population.**

3.2.8 It is also noted that these facilities should achieve a 'quality percentage score' of 90%.

3.2.9 The site in question is located in Openshaw which is situated in East Manchester. Table 8.6 of the 2009 Assessment notes that at the time there was a total of 8 Bowling Green sites in this region, containing 12 Greens. This must remain the assumption for purposes of assessment as this is the most up to date information available. It is also noteworthy that they were assessed as being of generally higher quality, with a score of 89.

3.2.10 It is also pertinent to note that the 2009 reports does not expressly restrict the accessibility of bowling greens to being with solely a 15 minute walk of dwellings. Paragraph 8.90 of Chapter 8 of the document identifies that:

"Consideration should be given to the provision of appropriate public transport links to maximise access to bowling greens. Whilst not all residents are within a 20 minute walk time of a bowling green, all residents are within a 20 minute public transport travel time".

Manchester's Great Outdoors a Green and Blue Infrastructure Strategy for Manchester 2015-25

3.2.11 This strategy sets out four objectives to enable the vision for the city to be achieved:

1. Improve the quality and function of existing green and blue Infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment

3.3 Policy Summary and Standards

3.3.1 It is clear that the adopted Development Plan and policy guidance pertaining to Open Space and Bowling Greens is dated in the context of national planning policy. It does however remain relevant for the purposes of assessing need and quantum of open space per capita, for which there is a clear requirement that should be met.

- 3.3.2 There is no absolute restriction applied to the potential development of open space within either local or national policy, with tests identified in both cases which identify the circumstances in which development may occur. As noted however, given the date of the Core Strategy, there is some discrepancy between the tests identified at Policy EN10 and NPPF paragraph 99, with the former being far more restrictive than the latter. In this circumstance, the approach taken by EN10 must be superseded by that prescribed in National Policy as it is out of date and not in accordance with the Framework.
- 3.3.3 The standards to be applied for bowling green provision are therefore as follows:
- **Quantity - 0.1 Greens per 1,000 population.**
 - **Quality - Facilities should achieve a 'quality percentage score' of 90%**
 - **Accessibility – A 15-minute walk (720m)**

4 EXISTING PROVISION

4.1 Quantity

4.1.1 As identified within the previous chapter of this assessment, the adopted development plan and supporting evidence base require a specific amount of outdoor sports facilities be provided for residents within the City of Manchester. The requirement identified within the plan is for 0.98ha of outdoor sports facilities per 1000 population, within a 15-minute walking time of residences (Drawing No. ST19236-001 - Existing Bowling Greens).

4.1.2 The 2009 Open Space Assessment goes into additional detail with specific reference bowling greens, where it stipulates a need for **0.1 Greens per 1,000 population**.

4.1.3 In order to accurately assess current provision and overall requirement, a number of figures have been provided which identify the location of the Openshaw AEU Club and nearby facilities available for public use. The plans identify four publicly accessible bowling greens within relative proximity to the site;

- Two are within the Manchester City Council authority area at Delamere Park,
- A further two a short distance into Tameside authority area at Floral Gardens.
- A further 5 bowling greens within east Manchester, that offer alternative facilities within the area available to residents should they wish to travel by public transport to facilities.

4.2 Population and Catchment Area

4.2.1 In consideration of whether the quantum of facilities available is sufficient for the population within the 15-minute walking distance. The adopted development requires the provision of 0.1 bowling greens per 1,000 population, therefore, 1 complete green is sufficient to serve a population of 10,000 residents. Utilising figures obtained from the Office for National Statistics (ONS) we have obtained the population estimates for the wards impacted by the influencing radius of the Openshaw AEU club. The isochrone as depicted in ST19236-001 - Existing Bowling Greens affects the wards of Clayton and Openshaw, and Gorton and Abbey Hay. The information provided by ONS in respect of each ward is as follows:

Table 1 - Clayton and Openshaw – Population Density				
Population 2001 Census	Population 2011 Census	Population 2020 Estimate	Ward Area	Population Density
13,779	16,862	18,320	5.449km ²	3,362 residents per km ²

Table 2 - Gorton and Abbey Hay - Population Density				
Population 2001 Census	Population 2011 Census	Population 2020 Estimate	Ward Area	Population Density
16,036	18,890	21,365	4.072km ²	5,246 residents per km ²

4.3 Accessibility

- 4.3.1 The adopted Local Plan and supporting guidance identify that bowling greens (and other outdoor sports facilities) should be accessible within a 15 minute walk.
- 4.3.2 Drawing No. ST19236-002 - Bowling Green Accessibility implements a series of isochrones which identify the catchment areas accessible to each respective bowling green within a 15 minute walking radius (circa 720m). It is apparent from these plans that there is significant overlap between the site and a number of nearby greens, notably those in Delamere Park to the south, with Floral Gardens facilities to the north also being of note.

5 IMPACT OF LOSS OF BOWLING GREEN

5.1 Quantity and Accessibility

5.1.1 It is clear that there are a number of greens which serve the same areas within Openshaw and immediate surrounds. Review of the site 720m radius indicates that there is only a small section to the north west, and on the eastern fringe of the radius which is not overlapped by any other facilities. We would however note that there is very limited residential development present in these areas, with significant portions comprising commercial land and public open space. We would also reiterate that when it was open, the Openshaw AEU Club was private, thereby only offering a limited number of people access to bowling green facilities in the first instance.

5.1.2 In addition, the provision of bowling greens allows for clear accessibility for all by public transport given that all residents would clearly be within a 20 minute public transport travel time of a bowling green.

5.1.3 From the statistics gleaned above in connection with utilising GIS to calculate an area, it is then possible to extrapolate a likely approximation of the number of residents within the 720m isochrone for the Openshaw AEU club. The key figures are detailed as follows:

- **Clayton & Openshaw Ward = 1593**
- **Gorton & Abbey Hey Ward = 1756**

Total = 3349

5.1.4 As previously discussed, there are a number of additional bowling greens within proximity to the site which cover the majority of the area served by it. The majority is covered by the two greens at Delamere Park, with a further two at the Floral Gardens, within Tameside. Given the significant number of nearby facilities and the local plan requirement for one complete green per 10,000 residents, it is evident that the 3,349 residents within the 720m radius of Openshaw AEU club would be comfortably accommodated by 1 of these greens, whereas access to four, two of which are within the City of Manchester authority directly, is provision over and above the identified requirements.

5.1.5 ST19236-003 - Bowling Green Provision and Resulting Accessibility identifies the impact of the loss of the Openshaw AEU Bowling green with other facilities retained.

- 5.1.6 We note that the report to Neighbourhood and Environment Scrutiny Committee on 3 January 2018 (attached at Appendix 2) provided a Review of Public Bowling Greens.
- 5.1.7 To ensure the integrity of City's public crown green bowling club and league structures it was proposed to maintain the existing facility base, but at the same time reduce the number of greens at each facility. This approach would have resulted in the closure of the 2nd green at Delamere Park, however it is understood that such action has not taken place at this stage.
- 5.1.8 Even were this to take place, there would remain an over provision of bowling greens serving the population within the catchment area. The Neighbourhood and Environment Scrutiny Committee report suggested that even with this approach this option does however maintain a good level of provision across the City and supports the integrity of the current club structure and this is supported by this analysis.

5.2 **Quality of Facilities**

- 5.2.1 The Strategic Open Space, Sport and Recreation Study requires that outdoor sports facilities (including bowling greens) achieve a 'quality' score of at least 90%. As previously noted, at the time of the assessment the facilities in east Manchester received an overall quality score of 89%, of which the facilities assessed varied between 74 and 98%. Appendices 'G' and 'I' of the 2009 study provides additional detail on the desired quality standards, identifying various criteria which facilities are expected to meet.
- 5.2.2 The overall score of 89% is clearly marginal in terms of meeting the desired criteria of 90%. As such we would suggest that small improvements to the existing facilities which would be sufficient to bolster the score to over 90%. Improvements could be facilitated by much needed development in the eastern portion of Manchester City authority, resulting in an overall betterment, benefitting both new and existing residents.
- 5.2.3 We note that the report to Neighbourhood and Environment Scrutiny Committee on 3 January 2018 Review of Public Bowling Greens provided an assessment of how the maintenance of the greens can be most efficiently provided, in order to deliver the £100k savings proposed from April 2018.
- 5.2.4 The budget saving agreed from the provision and maintenance of bowling greens was £100k, this was based on the high level of subsidy and relatively low usage of some of the facilities.

- 5.2.5 Given the above, it is clear that with funding of maintenance as a priority, the potential for some proportionate contribution towards upkeep and maintenance of the bowling greens at Delamere Park, thereby maintaining the mix of uses and public accessibility to parks may be considered to represent of strategic benefit to the local area.

6 PLANNING ASSESSMENT AND CONCLUSIONS

6.1 Summary

- 6.1.1 Following review of the adopted development plan and supporting guidance pertaining to outdoor sports facilities, with a particular focus on bowling greens, there is a clear quantum and standard of provision which must be met. In summary this equates to effectively 1 green per 10,000 inhabitants which must be accessible within a 15-minute (720m) radius on foot.
- 6.1.2 It has been demonstrated within this assessment that there are several bowling greens which are within the catchment area covered by the facility at the Openshaw AEU Club, two of which are within the City of Manchester authority area and a further two in adjacent Tameside.
- 6.1.3 Utilising ONS data, a resident population of approximately 3,349 are considered likely to live within the 720m isochrone of the site identified at Appendix 2 or within figures above /in report. This population figure would require access to 0.4 bowling greens on the basis of the adopted requirement of 0.1 per 1,000 residents. Therefore, the presence of two complete greens serving the area (not including the further two within nearby Tameside) yields a provision 5 times greater than that required, whereas if those in Tameside are included, this provision rises to 10 times greater.
- 6.1.4 There are very limited areas of the 720m catchment area surrounding the club which are not covered by alternative facilities, with the limited areas that are not largely comprising green space and a limited number of dwellings.
- 6.1.5 In addition, it should be noted that as illustrated in Drawing No. ST19236-004 the area is also served by a number of “Local Parks”. As demonstrated by the illustration the area is also well served by these open spaces which contain a range of facilities accessible to all residents within the locality.
- 6.1.6 We would also note that the club is currently closed, thereby not able to provide a community use, which in any event was limited while it was open as it was a private club serving only members.
- 6.1.7 Given the issues apparent regarding maintenance of public parks the potential for some proportionate contribution towards upkeep and maintenance of the bowling greens at Delamere Park, enabling the maintenance and qualitative improvements to existing public parks may be considered to represent of strategic benefit to the local area and outweighs any minor deficiency in accessibility.

6.1.8 Overall, it is clear for the purposes of NPPF policy 99 and local policy EN10 that the bowling green at Openshaw AEU Club is surplus to requirements and is well placed to provide an alternative use to accommodate much needed development need on previously developed land, in a sustainable location. Any development may also have the added benefit of helping facilitate improvements to other existing facilities as may be needed, resulting in demonstrable improvements benefitting both new and existing residents.

APPENDICES

Appendix 1

Letter from the Club Secretary

OPENSHAW A.E.U.CLUB & INSTITUTE LIMITED

14 CLUB STREET

MANCHESTER M11 1NF

8th September 2021

To whom it may concern

The above named club closed for a number of reasons I will try to outline them

As we are a hostelry we rely on members and customers to help pay the bills.

Problems started about 10 years previously compulsory purchase of about 600 houses that help to support the club. A lot of members lived in these properties. And we lost these members when they moved to new areas

Our normal membership was running at about 600 members in 2008 but by 2019 we only had 110 members

We went to hiring the rooms out to try and raise capital this did work until corvid 19

On March 19th 2020 under government instructions we had to close but we still had to pay staff and any outgoing payments gas/electric /water /security /phone line and some others

The government grant of £10.000 lasted about 2.5 months

Enclosed with this letter are the outcome of the clubs EGMs held in 2020

The fall in membership was the main problem the committee had done all they could to rectify this taking out another government loan to restart the club was stupid we could never pay it back due to the lack of interest show by the membership by now we had only 110 members and some of these members was now too old to attend any function night

What we call function night is bingo or an artist night we had total counts on these nights bingo about 14 members artist night about 24/30 members at this point we are starting to lose money {hire nights did cover on this issue}

March 2020 corvid 19 did close the club without a doubt when we could open in 2020 we could only have 30 persons max in the club no tv no bingo no artist no hiring the room out

We are now in debt to a few companies an EGM was called under corvid rules as enclosed

Those that attended listen to the secretary outline the club problems and asked them what we should do

The outcome was to sell the club and its land this was an EGM vote that carried

Please note I said 110 members are on the books we have lost some members due to the virus and other problems

Also due to members being frightened they did not leave there homes for the first 9 months or until after Christmas 2020 until they started the Vaccination programme

So all in all lack of {membership} the {corvid 19} all help to close this club

Sorry it is so blunt but it's the truth

Club Secretary Stephen wild

Swild 8th Sept 2021

OPENSHAW A.E.U.CLUB & INSTITUTE LIMITED

14 CLUB STREET

MANCHESTER M11 1NF

27th September 2020

Present for committee

S. WILD

B.PLANT

S.CARTER

**THIS EGM NOTICE FOR THIS DATE AS BEEN DISPLAYED FOR
NEARLY 3 MONTHS ON CLUB NOTICE BOARD AND ON THE
CLUB WEB SITE PAGE**

**PLEASE NOTE ONLY 30 MEMBERS ATTENDED AFTER THIS
LENGH OF NOTICE THERE WAS NO MAIL TO JUSTIFY THERE
NONE ATTENDANCE**

**ATTENDING 1 SECRETARY 4 COMMITTEE 25 LOYAL
MEMBERS**

**1 OUT STANDING INFORMATION I/E MAIL READ OUT TO
THE EGM. DEMANDS FROM WATER BOARD.BT PHONE WIFI.
IDIOTS THAT HAD FLY TIPPED COSTING THE CLUB.**

**2 BILLY PLANT AND SUE CARTER WHERE BOTH REELECTED
TO THE PAST POSITIONS CLUB PRESIDENT AND TREASURER
THIS WAS TO INSURE HELP TO THE SECRETARY**

ALL THAT ATTENDED AGREED TO THIS

ON THE MAIN EGM THE RUNNING OF THE CLUB THE SECRETARY OUTLINED THE MAJOR PROBLEMS ON RESTARTING THE CLUB TO FUNCTION AS A MEMBERS CLUB /BOWLING CLUB. IT WAS NOT VIABLE MAINLY DUE TO THE VIRUS AND THE LACK OF INTEREST BY THE MEMBERS IN GENERAL. THIS WAS NOT A NEW ISSUE BUT ON GOING FROM

IT WAS PROPOSED BY JOHN MORONEY AND SECONDED BY ANDREW HILTON AND FRED CLARK THAT THE CLUB SHOULD BE CLOSED AND SOLD

THE VOTE TO CLOSE THE CLUB
FOR THE CLOSURE AND SELLING 18

FOR OBJECTION TO CLOSURE 10

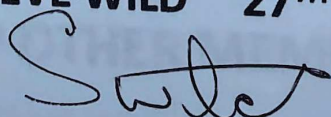
ABSTAIN 1

SECRETARY NOT ALLOWED TO VOTE 1

TOTAL 30 PERSONS

THE MOTION CARRIED FOR THE SALE OF THE CLUB BUT IF ANY GOOD NEWS CAME FORWARD TO HELP THE CLUB RESTART AN EGM WOULD BE CALLED

CLUB SEC STEVE WILD 27TH SEPTEMBER 2020



OPENSHAW A.E.U.CLUB & INSTITUTE LIMITED

14 CLUB STREET

MANCHESTER M11 1NF

CLUB MEMBERS

THE {E G M} WILL RESUME ON THE

27TH SEPTEMBER 2020

**DOORS OPEN 10.30 MEETING TO TAKE PLACE AS
SOON AS THE FIRST 30 MEMBERS ARE
REGISTERED UNLESS THE GOVERNMENT RULES
HAVE CHANGE ON SOCIAL MEETINGS.**

**YOU MUST HAVE YOUR CLUB MEMBERSHIP
SIGNED AND UP TO DATE FOR PAYING MEMBERS**

**IF YOU ARE A LIFE MEMBER YOU MUST HAVE
ATTENDED MEMBERSHIP THIS YEAR 2020 JAN OR
FEBUARY. IF YOU DID NOT ATTEND YOU ARE
NOT ALLOWED TO ATTEND THE MEETING OR
VOTE.**

**YOU MUST SIT IN SEATING THAT DOES NOT
OVER LAP OTHER MEMBERS YOU CANNOT MOVE**

Appendix 2

Report to Neighbourhood and Environment Scrutiny Committee 3 January 2018

Manchester City Council Report for Information

Report to: Neighbourhood and Environment Scrutiny Committee – 3
January 2018

Subject: Review of Public Bowling Greens

Report of: Director of Neighbourhoods

Summary

A review of the bowling provision across the City has been undertaken, along with an assessment of how the maintenance of the greens can be most efficiently provided, in order to deliver the £100k savings proposed from April 2018.

Consultation has been undertaken with the users of the bowling greens and recommendations reached which will continue to ensure provision across the City to meet the current level of demand.

The recommendations will deliver the majority of the savings required and maintain provision at all sites where there are active clubs and well as a winter green facility within the City.

Recommendations

To consider and comment on the content of the report.

Wards Affected: City Wide

Contact Officers:

Name: Matthew Bennett
Position: Head of Commissioning and Delivery
Telephone: 0161 234 3379
Email: m.bennett1@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

1.0 Introduction

The purpose of this note is to provide additional information for the committee in relation to the savings option put forward and the work undertaken to evaluate future operational delivery models and costs savings to bowling green maintenance.

The budget saving agreed from the provision and maintenance of bowling greens was £100k, this was based on the high level of subsidy and relatively low usage of some of the facilities.

An Our Manchester approach has been adopted to the process used to determine how the savings can be delivered. This has involved ongoing conversations with the stakeholders where we have worked through the available options together to come up with the proposed solution.

2.0 Background

Bowls featured in responses to the Parks Strategy Consultation, 10% of respondents said they regularly used pavilions in Parks and 2% said they used bowling greens.

The health and social benefits of bowls has been reported by a wide range of health bodies and websites. The benefits include:-

- Improved fitness
- Improved coordination and skill development
- Increased confidence and self esteem
- Enhanced mental well being.
- Community connectedness and support.

3.0 Current Service Provision

At the start of 2017 the City had 27 bowling greens provided across 17 locations. This includes Heaton Park, which has 4 greens, and is not impacted by the proposals as these are already maintained by a third party.

Of the 17 locations, maintained by the in house team there were 7 sites with 2 greens. The total maintenance costs of the greens is £175k per annum which equates to an average of £7.5k per green.

Usage and Income

The current usage statistics for the greens are based on the number of registered members at each of the greens and are based on information provided by the clubs. This will not equate to the actual usage of the green as this is dependent on how often the members play.

The number of recorded members is currently 962 across the City. The number of members varies from 0 (Wythenshawe) to 145 (High Bank Park) with an average of 38 members per site.

Income is received from the clubs based on the number of members, charges are based on three bands:-

- 1-50 members = £153.47 per annum
- 51-100 members = £202.91 per annum
- 101 – 150 members = £246.17 per annum

The total income received for the service, excluding Heaton Park, is £2,587 per annum across all sites.

This equates to an annual net subsidy of £177 per member.

Maintenance Costs

A number of operational service delivery changes were introduced in 2017 which were focussed on stress testing the in house operational service capacity, measuring any resultant reduction in service quality, and providing a position to measure costs directly with external providers.

Service standard adjustments were introduced as part of the stress testing of operations at the start of the 2017 maintenance season. These included; treating as amenity grass the two greens with no usage at Crowcroft Park and Wythenshawe Park. Other adjustment included the introductions of a reduced maintenance regime to a number of the second greens. These changes enabled the service to trial a reduction in the number of operatives dedicated to bowls from 6 down to 4.

Overall the process worked well and the new teams managed to maintain all the greens, but with a reduced number of cuts. During the spring grass growing spike and when operatives were unavailable there was an impact on service quality.

The costs of the new delivery model was in total £128k. An average of £6,100 per green, inclusive of labour costs vehicles and machinery.

To further test the cost of maintenance, a soft market testing exercise was undertaken for the delivery of the equivalent 21 greens to an equivalent specification. The costs received equated to an average of £6,050 per green.

4.0 Consultation

In 2017 as part of the review process MCC bowling clubs were consulted regarding how best to position the maintenance of crown green bowling in the future. To aid discussion the consultation focussed on how to make best use of a nominal maintenance funding allocation, which for the purpose of the consultation was nominally set at £75k per annum. The in house and

indicative external contractor service delivery costs were shared as part of this exercise.

Clubs were asked how they thought maintenance funding should best be allocated and what support their individual clubs were able to offer to help deliver services more economic or effective way.

A number of indicative options showing potential future operational models were also shared. Clubs were asked to identify their preferred option or to suggest any other operational ideas they may consider would improve the long term success of bowling whilst continuing to seek efficiencies.

- Future Delivery Model Draft Option 1 - Close all second greens, and greens with no formal use.
- Future Delivery Model Draft Option 2 - Close the greens with the lowest usage.
- Future Delivery Model Draft Option 3 - Individual clubs be allowed to manage their own maintenance requirement. A grant fund to be supplied from the available budget allocation.
- Future Delivery Model Draft Option 4 - Invest in the maintenance, with an increased specification of a number of strategic bowls hubs located at key sites geographically around the city. The remaining facilities.

Approximately fifty percent of the clubs within the city offered a verbal or written response to the consultation process. The general consensus from clubs representatives during consultation was that were willing to help with minor maintenance tasks, though the age and makeup of the user profile severely limited what work could be effectively undertaken.

No facility indicated during the consultation process that they had the capacity, even if supported, to fully maintain their own greens.

One club did suggest that it may be possible to pay an increased fee in the future to support the cost of provision.

Response to draft service delivery options

Future Delivery Model Draft option 1 – a number of clubs supported the possibility of closing the second greens at sites across the city. Requests were also forthcoming to consider that a minimum winter green provision be maintained as part of this process.

Future Delivery Model Draft Options 2, 3 and 4 - received little encouragement though the question of how any grant funding package would be proportioned to a club was asked by a number of clubs.

No additional delivery models were suggested by any representative of the clubs.

Structural Club Concerns

Discussions during the consultation process indicated that the majority of engaged clubs wished to maintain the existing club structure. The closure of greens without necessitating the closure of clubs was a preferred option. It was recognised that if a club is left without a green for a period of time it often eventually leads to closure of the club and the loss of its members to the sport.

5.0 Proposal

To ensure the integrity of City's public crown green bowling club and league structures it is proposed to maintain the existing facility base, but at the same time reduce the number of greens at each facility. Where two greens exist at present this will be reduced to one in future. Where there is no formal bowling being undertaken it is recommended that the green be closed, and a review will be undertaken as to the future use of the pavilion. The impact of this is summarised in Appendix 1.

Undertaking this approach would result in the closure of the following second greens:-

- Hollyhedge Park,
- Didsbury Park,
- Highbank Park,
- Debdale Park,
- Brookdale Park.
- Delamere Park
- Close the remaining unused green at Wythenshawe Park

It is proposed that one of these second green continues to be maintained as a winter green for all clubs to access. The proposed location of this green is still to be confirmed and would be determined in consultation with the users, taking into account the condition of the available second greens and expected usage.

Officers will also work with the Greater Manchester Community Parks Crown Green Bowling Association to explore the opportunity of altering the use of one or more of the existing four flat green bowling greens at Heaton Park to crown greens. This will increase accessibility in this part of the City and any costs incurred would be met from within the Heaton Park business plan.

The greens that are closed will be maintained as amenity grass, if there is no long term likelihood of them reopening then there is a potential opportunity for re-purposing of the space. Any re-purposing is likely to require additional investment and would be considered on a case by case basis.

Should a subsequent vibrancy develop within the bowls community leading to a requirement to re-establish one or more of the closed greens, it would take

an estimated 3 to 4 months to re-establish the green at a cost of approximately £6k in addition to the ongoing maintenance costs.

It is proposed that the Parks service will continue to work closely with individual clubs to both promote participation and develop their capacity to potentially self-manage the maintenance provision of their individual facilities.

6.0 Summary

The proposals will result in ongoing maintenance costs for 14 greens and 1 winter green of £92k. This would delivering a budget saving of £83k, £17k short of the original target. It will also significantly reduce the subsidy per member to around £97 per member, assuming the current levels of membership are maintained.

This option does however maintain a good level of provision across the City and supports the integrity of the current club structure. It is therefore proposed that the shortfall in savings is found from within the overall Growth and Neighbourhoods budget for 2018/19.

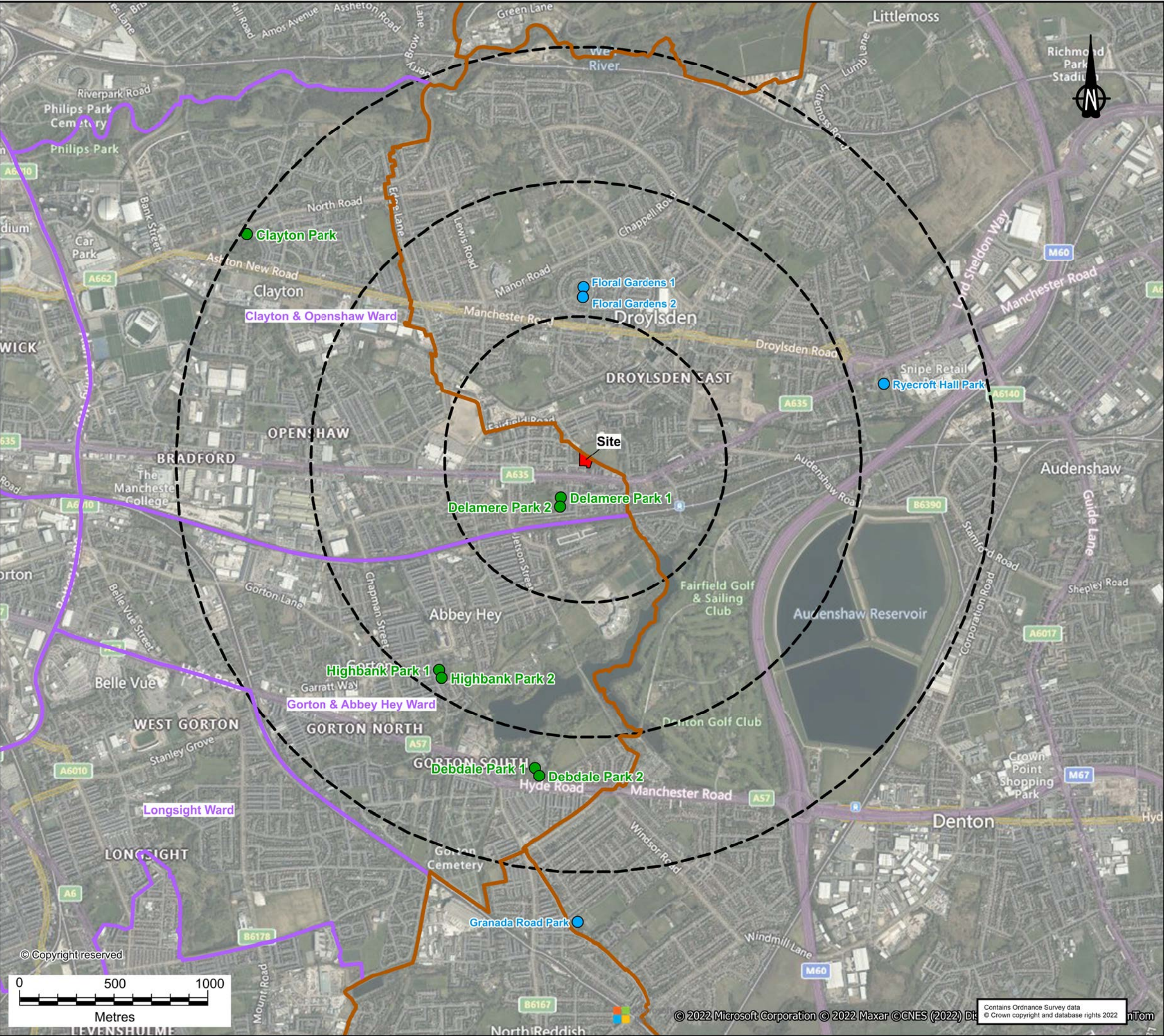
Appendix 1

Summary of current and proposed provision

Facility Name	Area	2016 member ship	2016 Provisi on	2017 Provisi on	Proposal	Commentary
			No. of Greens	No. of Greens	No. of Greens	
Broadhurst Park	North	102	1	1	1	
Brookdale Park	North	48	2	2	1	Reduce to one green
Clayton Park	North	60	1	1	1	
David Lewis Rec	North	120	1	1	1	
Delamere Park	North	71	2	2	1	Reduce to one green
Philips Park	North	24	1	1	1	
Simpson Memorial	North	54	1	1	1	
					1	Introduce one winter green. Location to be confirmed.
North - Total		479	9	9	8	
Crowcroft Park	Central	0	1	0	0	Closed during 2017
Debdale Park	Central	80	2	2	1	Reduce to one green
Greenbank Park	Central	80	1	1	1	
High Bank Park	Central	145	2	2	1	Reduce to one green
Central - Total		305	6	5	3	
Didsbury Park	South	41	2	2	1	Reduce to one green
Fog Lane Park	South	22	1	1	1	
Hollyhedge Park	South	60	2	2	1	Reduce to one green

Ladybarn Park	South	40	1	1	1	
Wythenshawe Park	South	0	2	1	0	Closed one green during 2017. No usage of remaining green. Close 2 nd green.
South - Total		163	8	5	4	
Totals		947	23	21	15	

DRAWINGS



KEY

- Manchester CC Bowling Greens
- Tameside MBC Bowling Greens
- 15 minute walking zones (720 metres)
- Manchester City Ward Boundaries
- LPA Boundaries

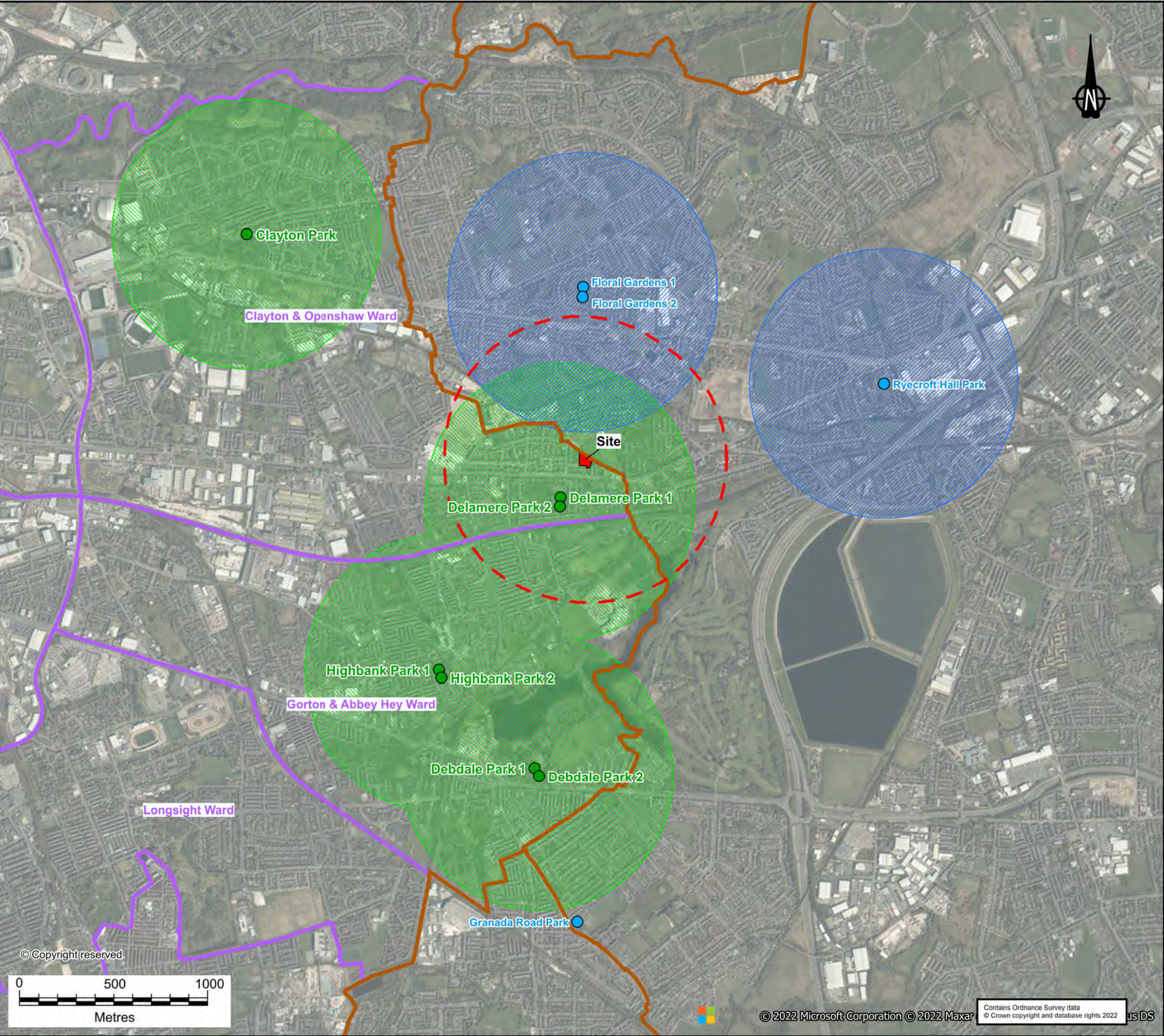
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CLIENT					
KMM HOMES					
PROJECT					
OPEN SPACE (BOWLING GREEN) ASSESSMENT					
DRAWING TITLE					
EXISTING BOWLING GREENS					
DRG No		ST19326-001		REV A	
DRG SIZE		A3		SCALE 1:20 000	
DATE		JANUARY 2022		APPROVED BY	
DRAWN BY		MJH		CJB	

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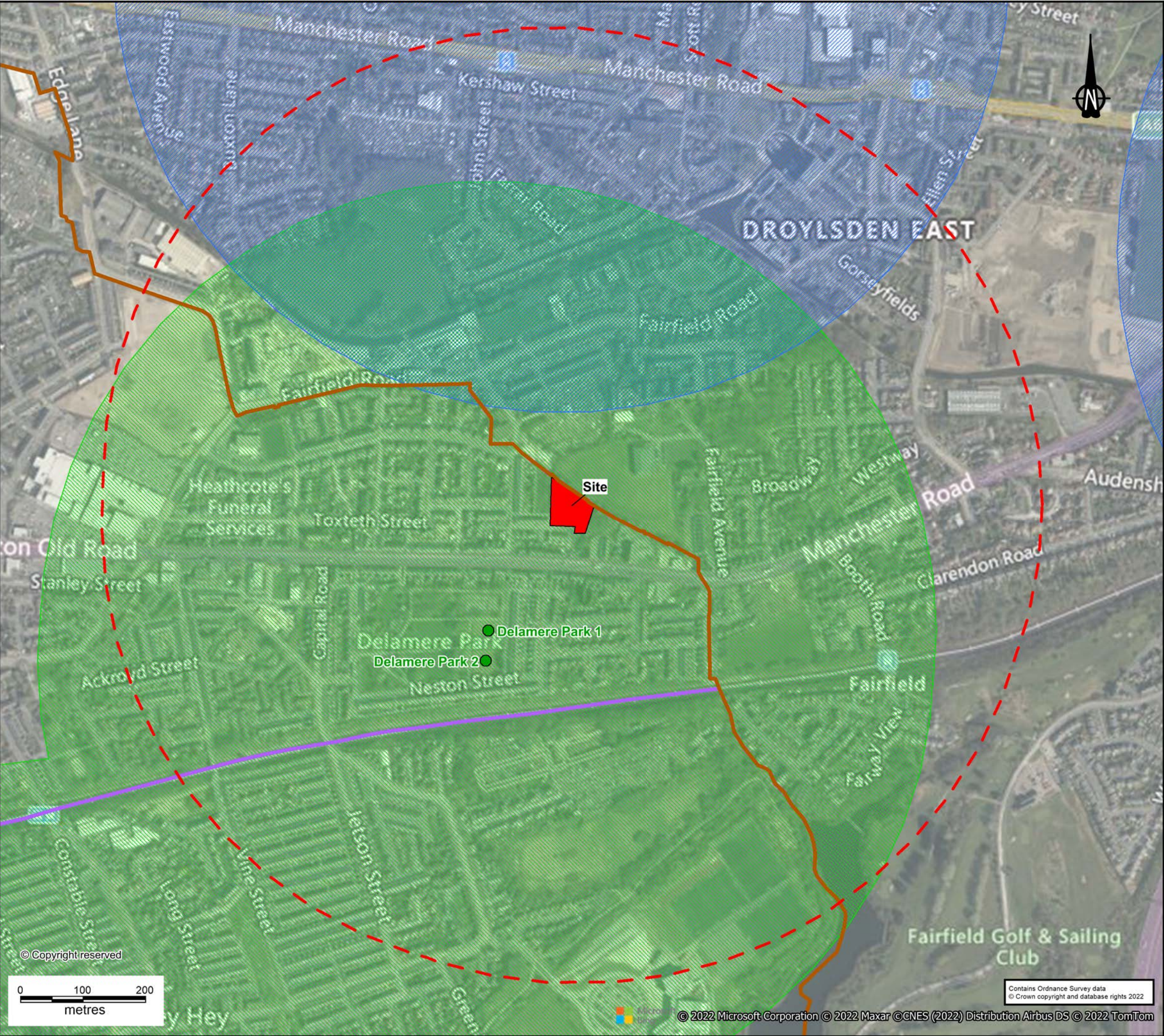
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KEY

- Manchester CC Bowling Greens
- MCC Bowling Greens 720 metre catchment area
- Tameside MBC Bowling Greens
- Tameside Bowling Greens 720 metre catchment area
- 720 metre (15mins walking distance) from site proposal
- Manchester City Ward Boundaries
- LPA Boundaries

REVISION	DETAILS	DATE	DRAWN	CHKD	APPD
CLIENT	KMM HOMES				
PROJECT	OPEN SPACE (BOWLING GREEN) ASSESSMENT				
DRAWING TITLE	BOWLING GREEN ACCESSIBILITY				
DRG No	ST19326-002		REV	A	
DRG SIZE	A3	SCALE	1:20 000	DATE	JANUARY 2022
DRAWN BY	MJH	CHECKED BY	MJH	APPROVED BY	CJB
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KEY

- Manchester CC Bowling Greens
- MCC Bowling Greens 720 metre catchment area
- Tameside MBC Bowling Greens
- Tameside Bowling Greens 720 metre catchment area
- 720 metre (15mins walking distance) from site proposal
- Manchester City Ward Boundaries
- LPA Boundaries

REVISION	DETAILS	DATE	DRAWN	CHKD	APP'D

CLIENT

KMM HOMES

PROJECT

OPEN SPACE (BOWLING GREEN) ASSESSMENT

DRAWING TITLE

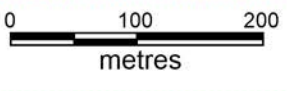
BOWLING GREEN PROVISION WITH RESULTING ACCESSIBILITY

DRG No	ST19326-003	REV	A
DRG SIZE	A3	SCALE	1:6 000
DATE	JANUARY 2022	DRAWN BY	MJH
CHECKED BY	MJH	APPROVED BY	CJB

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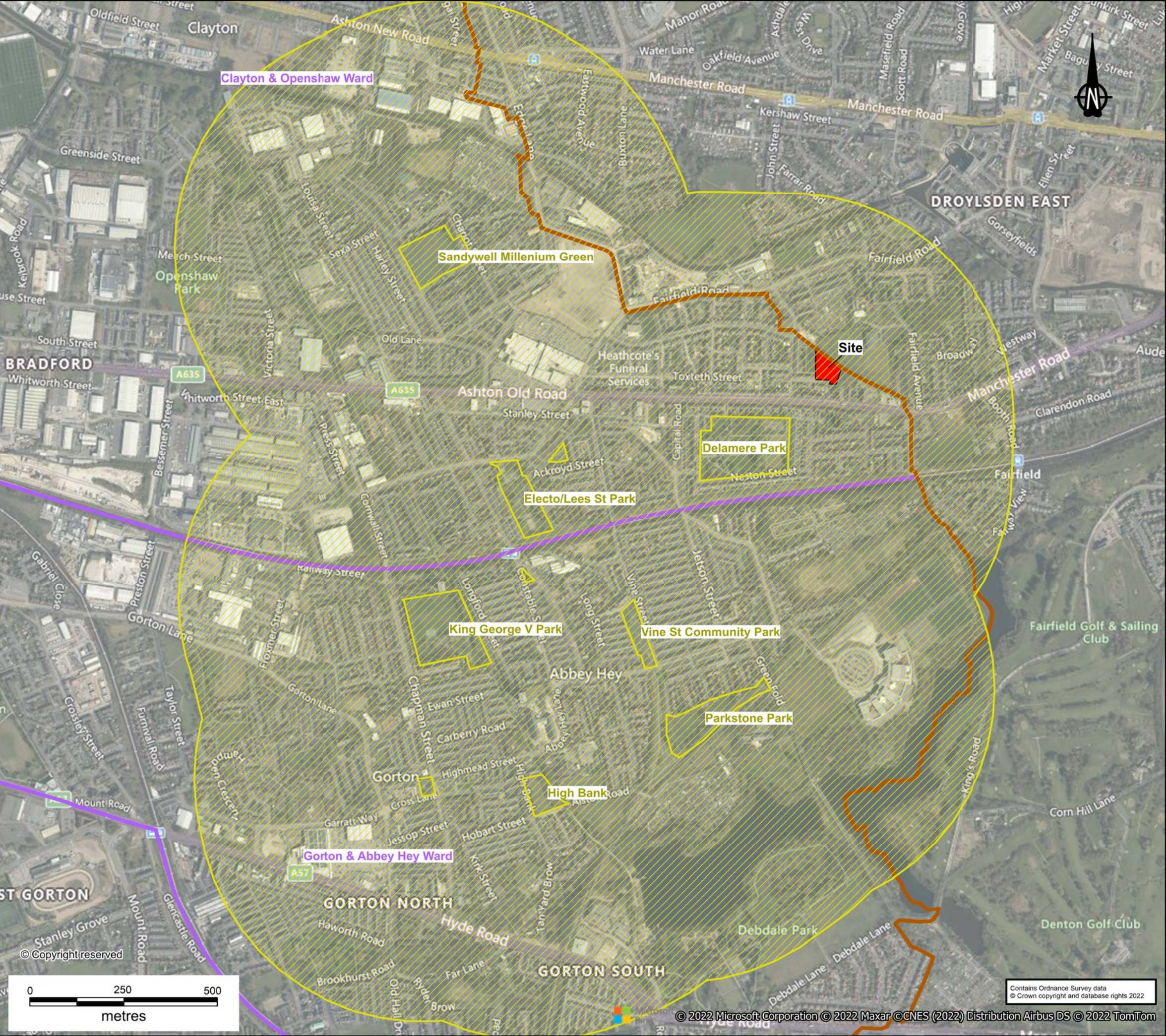
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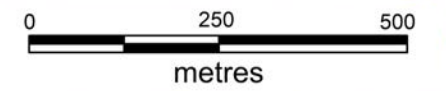
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KEY

- Local Parks
- 10 Minute Walk Time
- Manchester City Ward Boundaries
- LPA Boundaries

REVISION	DETAILS				DATE	DRAWN	CHKD	APPD
CLIENT KMM HOMES								
PROJECT OPEN SPACE (BOWLING GREEN) ASSESSMENT								
DRAWING TITLE LOCAL PARK ACCESSIBILITY								
DRG No		ST19326-004			REV		A	
DRG SIZE		A3		SCALE		1:10 000		DATE JANUARY 2022
DRAWN BY		MJH		CHECKED BY		MJH		APPROVED BY CJB
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