



**GOLF COURSE FUTURE OPTIONS APPRAISAL
STAGE 1 NEEDS ASSESSMENT**

TAMWORTH BOROUGH COUNCIL



**A
DRAFT REPORT
BY
FMG CONSULTING**

MAY 2013

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Appendix A - Tamworth Market Segmentation Data

1. Introduction

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- 1.1 FMG Consulting Ltd ('FMG') was commissioned by Tamworth Borough Council ('the Council') to carry out a needs assessment and initial options appraisal for the future management of Tamworth Golf Course ('the Golf Course').
- 1.2 The Golf Course is owned by the Council and was leased by the Council to Tamworth Golf Centre Ltd in 2006 but the course closed in February 2013 after the management company went into liquidation. The Council re-opened the course and is currently managing it on a short-term, in-house management basis.
- 1.3 FMG has been commissioned to help identify the most suitable option for the future long-term management of the golf course. This report provides the first stage in that process, namely a Needs Assessment (Stage 1). The needs assessment sets out a summary of the following:
 - National and local strategic context;
 - Current and future financial constraints and need; and
 - Local sport and leisure needs.
- 1.4 This information is then used to prioritise the needs, define the outcomes required from the project (which will form the project drivers against which options can be assessed in Stage 2) and determine a long-list of options for the future delivery of the golf course.
- 1.5 Following Officer and Member approval of this Stage 1 report, Stage 2 will provide an Options Appraisal containing a more specific analysis of the long-list options against the key project drivers, from which a shortlist can be identified and tested in more detail. The long list testing will comprise a weighted scoring of the options against the project drivers, whilst the short list testing will involve financial modelling of each shortlisted option to understand the capital and revenue costs / incomes and overall financial impact on the Council. A preferred option will then be recommended for approval and implementation.
- 1.6 This Stage 1 work has been carried out on the basis of a desktop review of available information and consultations with key Council Officers to ensure that the background and context to the project is fully understood.
- 1.7 The remainder of this report is structured as follows:
 - Section 2 - National and local strategic context;
 - Section 3 - Needs analysis; and
 - Section 4 - Project outcomes and options identification.

Basis of information

- 1.8 It is not possible to guarantee the fulfilment of any estimates or forecasts contained within this report, although they have been conscientiously prepared on the basis of our research and information made available to us at the time of the study. Neither FMG as a company nor the authors will be held liable to any party for any direct or indirect losses, financial or otherwise, associated with any contents of this report. We have relied in a number of areas on information provided by the client, and have not undertaken additional independent verification of this data.

2. National and Local Strategic Context

Introduction

- 02** 2.1 This section sets out an overview of the national and local strategic context with the aim of identifying the strategic drivers that will inform the development of the long-list of potential management / delivery options for the golf course. Relevant documents / information are structured in the following strategic areas:
- Housing;
 - Health and wellbeing;
 - Community safety;
 - Economic development; and
 - Environmental sustainability.
- 2.2 Table 2.1 summarises the relevant national and local strategic priorities which will impact on the decision on the future management / delivery model for the golf course i.e. what strategic priorities will the options be required to deliver against and which options are best placed to operate successfully in this strategic environment.
- 2.3 The first part of table 2.1 covers a small number of overarching strategic documents, before focusing more specifically on the five areas noted in paragraph 2.1 above.

Table 2.1 - Summary of National and Local Strategic Context

Document	Detail	Implications for Study
Overarching		
<p>Sport England Strategy (2011 - 2015)</p>	<p>Its vision is for England to be a world leading sporting nation where many more people choose to play sport.</p> <p>The mission is to deliver a world leading community sport system. They will make participation in sport a regular habit for many more people, and ensure the delivery of sporting opportunities in the ways and places that people want. The strategy is to be delivered through the following 5 themes:</p> <ul style="list-style-type: none"> • Maximising the value delivered from current investment in NGBs - to help them grow and achieve their potential • Delivering Places People Play - to deliver new facilities • Developing the right criteria and support system for the next round of NGB investment - to help increase participation • Creating an environment in which the key providers continue to invest in sport e.g. making sport a better investment opportunity for the private sector and helping local authorities make positive decisions about their sports provision • Providing strategic direction and market intelligence - collecting and sharing evidence and knowledge. <p>Sport England’s overall ambition is to increase the number of people who play sports regularly and reduce the number of young people who stop playing when they finish school. Funding for governing bodies is tied into their own specific targets however is focussed (60%) on the 14-25 year old age group.</p>	<p>Potential for capital funding if the Council is looking to invest in a new leisure facility (see Section 3 - leisure needs), through the Places People Play funding stream. Places People Play is a £135m initiative that aims to bring the inspiration and magic of a home Olympic Games and Paralympic Games into the heart of local communities.</p> <p>NGBs are a key delivery vehicle for Sport England and therefore the ability to work with Golf England needs to be considered as part of any future strategy for service delivery at the golf course.</p> <p>Any potential plan to dispose of the site would be likely to attract opposition from Sport England and Golf England. Sport England would be a statutory consultee from a planning perspective due to the loss of playing space.</p>
<p>England Golf, Whole Sport Plan for Golf Development in England (2009 - 2013)</p>	<p>New plans were submitted to Sport England by Governing Bodies of Sport for 2013 - 2017 funding however the latest plan is not publically available so we have summarised the existing Whole Sport Plan, which includes the vision for English golf to 2020, which is ‘to allow England to become the leading golf nation in the world by providing more opportunities for participants to start, stay and succeed in the game’.</p> <p>The key outcomes and strategic policies that sit beneath the vision are set out below:</p> <ul style="list-style-type: none"> • Grow - “Giving Golf A Go” - The opportunity for all to experience golf. <ul style="list-style-type: none"> – Increase the number of people over 16 playing more golf. 	<p>Any potential plan to dispose of the site would have a negative impact on golf participation and be likely to attract opposition from Sport England and Golf England (unless it can be proven that the course is surplus to requirements from a supply and demand perspective).</p>

Document	Detail	Implications for Study
	<ul style="list-style-type: none"> - Increase the number of 5-16 year olds playing golf at accredited clubs. - Increase the number of 5-19 year olds involved in leadership and volunteering roles. - Grow golf in schools and local clubs. - Work with and encourage community based golf partnerships. - Increase golf participation regardless of age, gender or ethnic background. - Support education and training to develop people in key areas of relevance to the plan. • Sustain - “Once In A Game For Life” - Increasing the number of regular players and providing them with a quality experience of golf. <ul style="list-style-type: none"> - Maintain the current high levels of satisfaction expressed by golf participants with the quality of their experience. • Excel - “Being The Best” - Creating a system through which English players optimise their capabilities and perform to their potential. <ul style="list-style-type: none"> - Improve the skills and performances of those in the talent pool. - Enable talented players to develop their potential. 	
Department of Culture, Media and Sport (DCMS) Business Plan (2011 - 2015)	<p>The DCMS’ vision is to help create the conditions for growth in the creative, communications, cultural, tourism and leisure economies, removing barriers to innovation and levelling the playing field. It wants to encourage the Big Society and will no longer hold onto power at a national level, over-regulate and spend as much money on administration. The plan sets out six key reform priorities:</p> <ul style="list-style-type: none"> • Delivering a successful Olympic and Paralympic Games • Creating the conditions for growth in the tourism, media, leisure, creative and cultural institutions, by stripping away red tape and stimulating private sector investment • Boosting the Big Society • Facilitating the delivery of universal broadband • Creating a sporting legacy from the Olympic and Paralympic Games • Strengthening cultural organisations. 	<p>A focus on Big Society highlights the potential for devolved local management, potentially by Trusts, CICs or other community-based vehicles. This may have an impact on the eventual management model for the golf course if the facility is retained.</p>
Localism Act, Communities and Local Government (2011)	<p>The Act devolves decision making to local councils and neighbourhood forums. This gives local councils the opportunity to form planning policy at a local level. It removes the regional tier of planning and replaces it with the statutory requirement of the Duty To Co-operate between local planning authorities and statutory bodies.</p>	<p>Changes to planning, Community Infrastructure Levy, Council tax and rate relief legislation all need to be considered in the context of the Council’s budget and potential future capital developments.</p>

Document	Detail	Implications for Study
	<p>The key provisions relating to councils that could impact on this study are:</p> <ul style="list-style-type: none"> • Giving residents the power to instigate local referendums on any local issue and the power to veto excessive council tax increases • Allowing councils more discretion over business rate relief • Giving community groups the right to bid for assets of community value, which may include leisure facilities • Providing new powers to help save local facilities and services threatened with closure, and giving voluntary and community groups the right to challenge local authorities over their services • Requires Local Authorities to work together to address strategic issues such as housing and employment. 	<p>Potential for local challenges in relation to the provision and management of community facilities, such as leisure and cultural facilities and including the golf course.</p>
<p>Tamworth Borough Council Corporate Plan (2013/14)</p>	<p>The vision for Tamworth is ‘One Tamworth, perfectly Placed’. The corporate priorities of this vision for Tamworth are ‘to Aspire and Prosper in Tamworth’ and ‘to be Healthier and Safer in Tamworth’.</p> <p>The Council’s plans focus on ‘people’, ‘place’ and ‘organisation’. The headline issues relating to all three have been captured within a series of ‘Statements of Intent’ set out below.</p> <p>Place - the Council will:</p> <ul style="list-style-type: none"> • Recognise that Tamworth the Place is a valuable and attractive asset that will provide a desirable residential and cultural option within the region; • Aspire to be a place of choice for individuals and families to live or to visit because of its vibrant nature, historic pride and a leisure and retail offer second only to the city. <p>People - the Council will:</p> <ul style="list-style-type: none"> • Recognise that raised aspirations and improved educational attainment will result in ultimately, the greatest legacy of all; • In achieving the vision that every child in Tamworth can read and write by age 11, it will impact upon most, if not all other People related priorities e.g.; skills/employability; health/well-being; confident, more rounded citizen • Support individuals and communities to be healthier, safer, more confident and independent whilst, at the same time, recognise the need to support the most vulnerable in our communities; • Acknowledge the changing needs of our citizens; their expectations and indeed, 	<p>Any potential delivery model / management vehicle for the golf course needs to be evaluated against its contribution to the Council’s corporate priorities. In particular the golf course can impact on the health and wellbeing of local people.</p> <p>The key question to address will be whether the eventual use for the golf course meets the needs of local residents’ best i.e. is there demand for the continued provision of golf at the site or is there a better use for the site or associated monies that will make Tamworth a better place to live.</p>

Document	Detail	Implications for Study
	<p>their rights under legislation.</p> <p>Organisation - the Council will:</p> <ul style="list-style-type: none"> • Seek to ensure that the organisation is connected by performance and reputation; to Government, to Business, to those able to influence policy & resource and most of all, to our customers; • Ensure that services are demand led, accessible, integrated, seamless and supported by technology; • Recognise that an ‘agile’, highly skilled and motivated workforce will be key to the legacy; • Acknowledge that the achievements of the above will influence future resource requires, investment needs and use of assets. <p>A number of strategic outcomes are identified for the Council in 2013/14.</p> <p><i>‘To Aspire and Prosper in Tamworth’</i></p> <ul style="list-style-type: none"> • Raise the aspiration and attainment levels of young people; • Create opportunities for business growth through developing and using skills and talent; • Promote private sector growth and create quality employment locally; • Brand and market “Tamworth” as a great place to “live life to the full” • Create the physical and technological infrastructure necessary to support the achievement of this primary outcome. <p><i>“To be Healthier and Safer in Tamworth”</i></p> <ul style="list-style-type: none"> • Address the causes of poor health in children and young people; • Improve the health and well-being of older people by supporting them to live active, independent lives; • Reduce the harm and wider consequences of alcohol abuse on individuals, families and society; • Implement ‘Total Place’ solutions to tackling crime and ASB in designated localities; • Develop innovative early interventions to tackle youth crime and ASB; • Create an integrated approach to protecting those most vulnerable in our local communities. <p>These priorities are mirrored in the Tamworth Sustainable Community Strategy.</p>	

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Housing		
<p>National Planning Policy Framework (2012)</p>	<p>The National Planning Policy Framework sets out the Government’s planning policies for England and how these are expected to be applied. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.</p> <p>At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.</p> <p>For plan-making this means that:</p> <ul style="list-style-type: none"> • local planning authorities should positively seek opportunities to meet the development needs of their area; • Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless: <ul style="list-style-type: none"> – any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or – specific policies in this Framework indicate development should be restricted. <p>For decision-taking this means:</p> <ul style="list-style-type: none"> • approving development proposals that accord with the development plan without delay; and • where the development plan is absent, silent or relevant policies are out of date, granting permission unless: <ul style="list-style-type: none"> – any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or – specific policies in this Framework indicate development should be restricted. <p>There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:</p> <ul style="list-style-type: none"> • an economic role - contributing to building a strong, responsive and competitive 	<p>Providing high quality, affordable homes is a key requirement throughout the country. The Council must ensure that its Local Plan meets the full need for affordable housing in the area and must identify specific, deliverable sites for development.</p> <p>Ensuring the vitality of town centres through sequential testing is a key aim but in a small, largely urban area such as Tamworth it may be that the golf course might have to contribute to meeting the demand for new housing due to a lack of available alternative sites.</p> <p>The Plan states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:</p> <ul style="list-style-type: none"> • an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or • 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 • the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss. <p>If the golf course is to be considered for housing development one of these key requirements must be fulfilled.</p>

Document	Detail	Implications for Study
	<p>economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;</p> <ul style="list-style-type: none"> • a social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and • an environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy. 	
<p>Tamworth Local Plan (Currently being revised 2012)</p>	<p>The Tamworth Local Plan was submitted to the Secretary of State in November 2012. Following two sets of questions and an Exploratory Meeting in February the appointed planning Inspector recommended the Council to withdraw the Local Plan from examination. The Inspector had concerns over the delivery of the Anker Valley allocation and the delivery of housing in the Borough. The proposed changes put forward by the Council could have resulted in legal challenges arising from the Sustainability Appraisal and consultation process. Tamworth Borough Council withdrew the Local Plan in March 2013 and we have begun the process of revising the Local Plan and working towards a draft consultation later this year.</p> <p>One of the more significant changes to the Local Plan will be the inclusion of land use allocations. The Council will be undertaking work over the next few months to ensure that the Council chooses the most appropriate, sustainable and viable allocations. We will be asking statutory bodies and other organisations to provide us with comments on these potential land use allocations. The Council will take these comments into consideration when choosing which sites to allocate. In addition to this, the Council is working with Lichfield Council, Staffordshire County Council and the ATLAS team of Homes and Communities Agency on a spatial framework and master plan for the Anker Valley Sustainable Urban Extension. This work will examine infrastructure requirements and the viability of the site.</p> <p>Tamworth Local Plan will set out the spatial planning strategy for the borough over at least the next 15 years from 2015. It will set out the spatial planning strategy for the</p>	<p>Within the Borough of Tamworth there will be a net increase of up to 4,500 dwellings. At least 1,150 dwellings will be provided for at a sustainable centre in the Anker urban neighbourhood to the north east of the town Valley. The remaining will be provided within the existing urban area taking the opportunity to maximise the effective use of land in sustainable locations. Through working with adjoining authorities, a minimum of 1,000 dwellings will be provided to meet Tamworth's needs. There is a clear priority within the Local Plan to focus on developing in urban areas and the town centre first. Whilst it is acknowledged that the Borough is predominantly 'urban', this policy would suggest that there are other areas to be prioritised for development (if available) prior to considering development on the golf course.</p> <p>If the Anker Valley spatial framework and master planning work shows the site to be unviable, or cannot deliver all of the 1,150 homes and 1,000 in Lichfield (total of 1,650 to meet Tamworth's</p>

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	<p>area, in terms of what type of development is required to meet local community and business needs, its scale and locations well as the policies that will apply to ensure that development is sustainable. It also includes the policies to ensure that appropriate supporting infrastructure is delivered and the area's built and natural environment is protected and enhanced.</p> <p>The Local Plan's spatial vision is closely aligned to Tamworth's Sustainable Community Strategy's vision/priorities.</p> <p>Tamworth is expected to experience a high level of housing and economic growth in order to meet its needs and aspirations of the town and create sustainable communities. However, opportunities for expansion of the town are constrained by a tight administrative boundary and environmental constraints (i.e. the flood plain, the Greenbelt).</p> <p>The Local Plan will set out an overall housing need for a minimum of 5,500 homes. Through work carried out between Tamworth, Lichfield and North Warwickshire the need to provide 1,000 homes outside of Tamworth has been established, 500 in Lichfield, 500 in North Warwickshire. The 500 in Lichfield will be delivered to the North of the Anker Valley SUE in Tamworth.</p> <p>Regarding the environment, the key challenge will be the need to balance growth with the protection of natural and built assets to ensure it will not have detrimental impact on the quality of life for Tamworth's communities.</p> <p>Regarding infrastructure, the key challenge for the Local Plan is to ensure that the existing infrastructure is utilised efficiently and it is delivered in locations where there is demand, in order to support the creation of sustainable communities and the growth of the town.</p> <p>With regards to sport and leisure facilities, the vision states that '<i>investment in health and education facilities and improvements to open spaces and leisure/sports facilities, combined with greater outdoor opportunities and ensuring development is located in sustainable locations, will have helped make the town healthier and safer whilst improving qualification and aspiration levels</i>'. One of the strategic spatial priorities is '<i>to encourage active and healthier lifestyles by providing a network of high quality, accessible green and blue linkages and open spaces and formal indoor</i></p>	<p>needs), then additional work will need to be carried out to look at alternative options. The land at the Golf Course could be considered a suitable alternative.</p> <p>Tamworth's network of green and blue infrastructure, including the green linkages which contribute to Tamworth's character as 'Urban Green' along with countryside and green belt, will be protected, managed and enhanced. The emphasis will be on making the best use of existing open space through enhancement and appropriate management. The golf course is characterised as 'urban green' within the Local Plan.</p> <p>The Spatial Policy in relation to Sport and Leisure identifies the need for a new community leisure centre (as evidenced in the Joint Indoor and Outdoor Sports Strategy - see Section 3 of this report) and highlights the need to protect the existing network of sport and recreation facilities (including playing pitches) alongside improving their quality. It therefore recommends that any additional development which results in loss or displacement to other uses provides adequate compensatory provision, of equal accessibility and available prior to the loss of existing facilities.</p> <p>Amington Employment Area which borders the golf courses identified as a potential location for Office use that cannot be accommodated in the town centre however its proximity to the golf course is identified as an attraction to potential company head offices. In addition, the allocations map indicates that the golf course is</p>

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	<p><i>and outdoor recreation facilities that meet identified need and link neighbourhoods to each other and the wider countryside’.</i></p> <p>The Council’s spatial strategy (Spatial Policy 1) is to provide development in the most accessible and sustainable locations, including within and around the town centre, within the network of local and neighbourhood centres, regeneration priority areas and employment areas. This will meet most of the borough’s housing and employment needs whilst safeguarding natural and built assets and addressing social and economic deprivation and exclusion.</p> <p>Existing green belt, countryside, high quality open spaces, sport and leisure facilities will be retained, and wherever possible, enhanced. This will help to project a positive image of the borough as being ‘urban green’ and to provide opportunities for improving biodiversity and recreation thus improving health and wellbeing.</p> <p>Many of the other Spatial Policies listed reflect the town-centre first approach to planning incorporated throughout the Local Plan.</p>	<p>bordered by sites of local nature conservation importance and specific scientific interest. Both of these factors would suggest that development of the golf course would not be straightforward within the context of the Local Plan for the Borough, although potentially it may be acceptable for a proportion of the golf course to be developed so providing additional housing / employment, whilst retaining golf course provision and the important ‘urban green’ aspects.</p>
<p>National Census Data, Office for National Statistics (2011)</p>	<p>Data from the 2011 national census from the Office for National Statistics revealed that Tamworth is one of the most densely populated local authority areas in the country. Tamworth currently has 24.9 people per hectare. This compares to an average in Staffordshire of 3.2 people per hectare, 4.3 people per hectare in the West Midlands and 4.1 people per hectare in England.</p>	<p>This data evidences the existing pressure on land in the Borough and the difficulty of identifying development sites for new housing.</p>
<p>Health and Wellbeing</p>		
<p>Public Health England - Priorities for 2013/14</p>	<p>Public Health England (PHE) is the expert national public health agency which fulfils the Secretary of State for Health’s statutory duty to protect health and address inequalities, and executes his power to promote the health and wellbeing of the nation.</p> <p>It has identified 5 high-level priorities:</p> <ol style="list-style-type: none"> 1. Helping people to live longer and more healthy lives by reducing preventable deaths and the burden of ill health associated with smoking, high blood pressure, obesity, poor diet, poor mental health, insufficient exercise, and alcohol 2. Reducing the burden of disease and disability in life by focusing on preventing and recovering from the conditions with the greatest impact, including dementia, anxiety, depression and drug dependency 	<p>Encouraging people to exercise and take part in physical activity is key to meeting these priorities and improving the health of the population. Retaining the golf course could contribute to this aim.</p>

Document	Detail	Implications for Study
	<ol style="list-style-type: none"> 3. Protecting the country from infectious diseases and environmental hazards, including the growing problem of infections that resist treatment with antibiotics 4. Supporting families to give children and young people the best start in life, through working with health visiting and school nursing, family nurse partnerships and the Troubled Families programme 5. Improving health in the workplace by encouraging employers to support their staff, and those moving into and out of the workforce, to lead healthier lives. 	
<p>Tamworth Health and wellbeing profile (2012)</p>	<p>There are lower proportions of adults aged 20-24 and 30-34 years in Tamworth but larger proportion of adults aged 55-64 years. Population projections for Tamworth from 2010 to 2035 suggest there will be an overall growth in population (14%). There will be an increase in the number of children under 16 (7%) and no change in people aged 16-64. The population is however projected to see significant growth in people aged 65 and over (91%) and in particular those aged 75 and over (145%).</p> <p>Overall life expectancy at birth has increased both nationally and locally. Men and women in Tamworth have similar life expectancy to the national average. However inequalities in the Borough exist. For both men and women, the gap between the ward with the lowest life expectancy and the ward with the highest life expectancy is six years. Men and women in Belgrave ward have shorter life expectancy than the England average. Women in Spital ward also have shorter life expectancy.</p> <p>Healthy life expectancy is estimated to be 68 years for men and 71 years for women in Tamworth. Both men and women live significantly more time in ill or poor health compared to the national average of 69 and 72 years respectively.</p> <p>Trends for Tamworth show that overall mortality is reducing for both men and women. All-age all-cause mortality (AAACM) rates in Tamworth are similar to the England average. AAACM rates are high in Belgrave ward.</p> <p>The rates of people dying before the age of 75 (which are considered to be preventable) continue to decline in Tamworth. Rates have reduced by 34% between 1995-1997 and 2008-2010, compared with 30% for Staffordshire and 29% for England. Also over this time period premature mortality rates from cardiovascular disease have been halved (54%) whilst cancer rates have reduced by almost a third (31%). This compares with 52% and 22% respectively for England. However there are</p>	<p>Tamworth has a large elderly population which is projected to increase further still by 2035. Helping elderly people to stay active is extremely important from a health perspective. As a game often popular with retired people, golf has an important part to play in ensuring that they stay active.</p> <p>Tamworth has a major issue with adult obesity and, whilst many of the overall health statistics for the Borough are in line with national averages, there are major discrepancies across different wards. Ensuring people remain active should therefore be a major focus for the Council and the provision of the golf course could play a role in this, particularly encouraging adults to become active as it is a form of physical activity that is less intensive than many other sports.</p>

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	<p>inequalities within Tamworth with Belgrave and Bolehall wards having particularly high levels of premature mortality from cardiovascular disease.</p> <p>The health deprivation and disability domain from the Indices of Deprivation 2010 identifies areas where there are higher rates of people dying prematurely or where their quality of life has been impaired by poor health or disability. Only 4% (2,800 people) of Tamworth’s population live in the 20% most deprived areas in England for health deprivation and disability. However a further 20,600 people (27%) live in the second most deprived quintile.</p> <p>The 2001 Census found that the proportion of people with a limiting long-term illness in Tamworth was lower than the England average. However Spital, Castle and Bolehall wards have levels higher than England. With an ageing population, Tamworth is also predicted to see an increase in numbers of long-term conditions. This will place an increased burden on future health and social care resources.</p> <p>The latest data from the Integrated Household Survey suggest that the smoking prevalence in Tamworth was 27% - meaning 16,000 people aged 18 and over smoke. Estimates suggest that this percentage varies across areas of Tamworth from 17% to 40% and that the percentage of the routine and manual groups that smoke is about 34%, thus contributing to increases in health inequalities.</p> <p>Estimates suggest approximately 12,100 (20%) adults in Tamworth consume alcohol at ‘increasing risk’ and a further 4,700 (8%) at ‘higher risk’. Estimates also suggest that 10,300 (17%) adults are binge drinkers. Across different areas of Tamworth the proportion of binge drinkers ranges from 20% to 24%. Although alcohol related mortality rates and crimes are similar to England averages.</p> <p>Using figures from the National Child Measurement Programme (NCMP), the proportion of obese children in Tamworth in Reception year remained at 10% in 2010/11. Levels of obesity are much higher (20%) for children in Year 6 and although the rise is not statistically significant, the rate has increased from the previous year. The percentage of obese children in Reception and Year 6 is similar to the England average.</p>	

Document	Detail	Implications for Study
	<p>Estimates suggest that 31% of Tamworth adults are obese, which is significantly higher than the England average of 24%. The prevalence of obesity across Tamworth varies with the percentage estimated to range between 28% and 34%.</p> <p>Data from the Active People Survey (2009/10) shows that only 9% of men and women in Tamworth achieved the recommended levels of physical activity, which although similar to the national average is still too low and is the lowest in Staffordshire. In addition, over half (57%) of men and women were inactive, which is significantly higher than the national average.</p>	
Staffordshire Joint Strategic Needs Assessment (2012)	<p>The Joint Strategic Needs Assessment (JSNA) has been a statutory responsibility jointly held by the NHS and upper-tier local authorities since 2007. The aim of a JSNA is to identify the “big picture” in relation to health and wellbeing needs and inequalities of the local population. The key findings in relation to Tamworth are as follows:</p> <ul style="list-style-type: none"> • Both men and women in Tamworth spend more time in poor health compared to the national average. • Around 25% of adults aged 18 and over are smokers in Tamworth. Significantly more smokers are from routine and manual groups contributing to increases in health inequalities. • Whilst alcohol-related admissions are lower than the national average, the rate of increase between 2002/03 and 2010/11 in Tamworth is 120%, lower than Staffordshire (164%) but higher than England (104%) • Levels of alcohol-related crime and alcohol-related violent crimes are higher than the national average in Tamworth • Estimates for obesity show Tamworth to be higher than the England average. • Tamworth has a higher teenage pregnancy rate than both Staffordshire and England. 	<p>Tamworth has a problem with obesity, poor health and alcohol related issues. Ensuring people remain active should therefore be a major focus for the Council and the provision of the golf course could play a role in this in terms of increasing participation and positively impacting on obesity and other health issues.</p>
Sport England Local Sport Profiles	<p>Sport England has commissioned data from the British Heart Foundation to estimate the health costs of physical inactivity. It estimated that the health costs of physical inactivity in Tamworth were £2.014m per 100,000 population. This compared unfavourably with a West Midlands average of £1.923m and a national average for England of £1.817m.</p>	<p>This data highlights the issues faced by Tamworth and the importance of physical activity to improving health. The provision of the golf course can contribute towards this, particularly in the adult population.</p>

Document	Detail	Implications for Study
Community Safety		
Strategic Assessment (2012)	<p>The aim of the Strategic Assessment is to provide the Community Safety Partnership with a review of their current safety priorities. Following the previous Strategic Assessment, Tamworth CSP has adopted the following high level priorities for 2011-14:</p> <ol style="list-style-type: none"> 1. Tackling priorities pertinent to each of the following 5 locality areas: <ul style="list-style-type: none"> • Tamworth Town Centre, Amington, Glascote, Stonydelph and Belgrave, with emphasis on reducing alcohol related crime, violent crime, antisocial behaviour, criminal damage, deliberate fires, serious acquisitive crime and environmental issues. 2. Young people as offenders/perpetrators and victims of crime and anti-social behaviour: <ul style="list-style-type: none"> • With emphasis on tackling violent crime, teen abuse, criminal damage, shoplifting and substance misuse, in particular alcohol. 3. To reduce re-offending of adults and young people: <ul style="list-style-type: none"> • With emphasis on reducing acquisitive crime and related substance misuse issues. 4. Protecting vulnerable people: <ul style="list-style-type: none"> • With emphasis on protecting those who are most vulnerable, including victims of antisocial behaviour, domestic abuse and sexual offences, and other violent crimes. <p>The key findings indicate that crime and anti-social behaviour are improving but that violent crime is an important issue and alcohol is a major risk factor relating to this. Re-offending trends are down but serious acquisitive crime has started to increase.</p> <p>As a result of a resident survey of opinions on their local area, the following recommendations were made:</p> <ul style="list-style-type: none"> • Relevant information about crime, safety and partnership activities is published in a manner that meets the needs of local communities, in order to reassure that action is being taken. • The previously identified priority locations remain, as they are still the hotspot locations for crime and disorder. There are no other areas of Tamworth that currently require a strategic focus. 	<p>The golf course is located on the border of the Amington and Stonydelph wards so could play an important role in tackling priorities in at least two of the five named priority locality wards through giving people an opportunity to take part in a positive activity rather than anti-social behaviour. However, it could also be seen as a key strategic location for development in order to help regenerate these areas.</p>

Document	Detail	Implications for Study
	<ul style="list-style-type: none"> • Problems with ASB and the associated environmental consequences continue to be prioritised, with particular emphasis on protecting vulnerable communities and repeat locations. • Violent crime continues to be prioritised in Tamworth and the misuse of alcohol in young people and adults targeted to address levels of violent crime, anti-social behaviour and the associated environmental consequences. • Tamworth Borough continues to work to increase domestic violence reporting through raising awareness of services available to victims and their families. • Reducing crime, particularly serious acquisitive crime, continue to be prioritised and tackled through a partnership approach to Integrated Offender Management at a county level. 	
Economic Development		
<p>Economic data from the Staffordshire Observatory</p>	<p>The Index of Multiple Deprivation 2010 (IMD 2010) is a way of identifying deprived areas. There are seven Local Super Output Areas in Tamworth that fall within the most deprived fifth of areas in England making up 13% of its population. These areas fall within Glascote, Belgrave, Amington, Castle and Stonydelph.</p> <p>The child wellbeing index (CWI) 2009 provides useful information at a small area level for the wellbeing of children. In Tamworth, seven of the 50 LSOAs fall within the fifth most deprived areas in England making up 17% (about 2,600 children) of the child population (aged under 16). These areas fall within Amington, Belgrave, Glascote and Stonydelph.</p> <p>Areas of low educational attainment and skills are often associated with high levels of worklessness, deprivation and poor health. In 2011, 49% of Tamworth pupils achieved five or more A*-C grades at GCSE level including English and Maths. This is ten percentage points lower than the England average and seven percentage points lower than the Staffordshire average. In addition there are inequalities within the district with achievement ranging from 34% in Glascote ward to 57% in Amington ward.</p> <p>Young people not in education, employment or training (NEET) between the ages of 16-18 is seen as a major predictor of later unemployment, low income, depression, involvement in crime and poor physical and mental health. The proportion of young people who were NEET during the winter of 2010/11 for Tamworth was 5%. This is below the England average.</p>	<p>The golf course is located on the border of the Amington and Stonydelph wards so could play an important role in tackling priorities in two of the most deprived areas through giving people an opportunity to take part in a positive activity rather than anti-social behaviour. However, it could also be seen as a key strategic location for development in order to help regenerate these areas.</p>

Document	Detail	Implications for Study
	<p>The unemployment rate in Tamworth in 2011 was 13.2% compared to a national average of 8.1% and a Staffordshire average of 8.2%.</p> <p>69.8% of the working age (16-64) population were economically active compared to a national average of 76.2% and a Staffordshire average of 77.3%.</p> <p>Child poverty is defined as the proportion of children under 16 living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income. In 2009, one in five children in Tamworth were defined as living in poverty. This is lower than the national average although it varies significantly across the district from 7% in Trinity to 36% in Glascote.</p> <p>The Indices of Deprivation 2010 found that 10,200 people (14%) were deemed to be living in income deprived households.</p> <p>The average household income for Tamworth was £36,800. However there are inequalities with average income ranging from £27,000 in Glascote to £43,700 in Trinity ward.</p> <p>Around 3,400 (21%) people aged 60 and over in Tamworth are deemed to be living in income deprived households. This is higher than the Staffordshire (15%) and England averages (18%).</p> <p>Around 4,200 people (9%) in Tamworth live in employment deprivation as measured by the numbers of people who would like to work but are unable to do so because of unemployment, sickness or disability. This is slightly lower than the England average of 10%.</p> <p>The number of Jobseeker's Allowance claimants in Tamworth has doubled between 2008 (1,000 claimants) and 2012 (1,900 claimants). In addition there are inequalities across the district with high proportions of claimants in Glascote ward.</p>	

Document	Detail	Implications for Study
Environmental Sustainability		
<p>Tamworth Sustainable Community Strategy (2008 - 2021)</p>	<p>The vision is that by 2021 Tamworth will be regarded regionally for:</p> <ul style="list-style-type: none"> • Being an attractive place for businesses to locate and invest • Provision of educational and skills development opportunities, meeting the needs of local people and employers • Exceptional historic and natural environments that are well protected • Quality leisure and entertainment facilities <p>And known locally for:</p> <ul style="list-style-type: none"> • Provision of affordable housing options in the Borough, which meets the needs of a changing population • Good access to community facilities and shops • Strong, healthy, vibrant and more sustainable communities, with opportunities for all to engage in community life • Provision of responsive services which meet local need, supporting both individuals and families. <p>In relation to environmental sustainability, the Borough will be cleaner with continued opportunities to recycle and with more people encouraged to reduce and reuse unwanted waste and household products.</p> <p>Local people and businesses will be made aware of the importance of their actions and the impact of these on the environment, and supported to improve their quality of life by taking measures to reduce their carbon footprint and become more energy efficient.</p> <p>Good quality open space is an important resource for local people and improving access to it can have a positive impact on people’s mental and physical health and well-being. The focus on providing well maintained, clean and safe open spaces will continue to ensure increased recreational use of these areas which offer opportunities for play, exercise and social interaction. Opportunities to embrace new recreational open spaces will also be welcomed.</p> <p>One of the key priorities is to enhance provision and access to priority habitats and local nature reserves.</p>	<p>The future use of the site should help to meet these environmental objectives wherever possible and its ability to do this should be incorporated within the evaluation matrix for the short-listed options.</p>

Document	Detail	Implications for Study
<p>Tamworth Sustainability Appraisal incorporating Strategic Environmental Assessment, (2012 - Currently being updated)</p>	<p>The sustainability objectives utilised within the production of the Local Plan were as follows:</p> <ul style="list-style-type: none"> • To meet national policy in the most appropriate and sustainable way for Tamworth • To meet the housing needs of the whole community • To encourage the efficient use of land • To reduce deprivation • To ensure equal access to community services and facilities • To encourage equal access to education, jobs and training • To encourage active and healthier lifestyles by providing accessible networks of paths, open spaces and formal recreation facilities • To make communities safer by reducing crime, fear of crime and anti-social behaviour • To encourage a diverse and competitive economy that will provide sustainable economic growth • To protect and enhance historic assets • To encourage high quality and locally distinct places, spaces and buildings • To protect and enhance biodiversity and sites of nature conservation value • To minimise flood risk • To reduce energy consumption by encouraging energy efficiency and use of renewable energy sources • To encourage the reduction, re-use and recycling of waste and water • To minimise pollution including air, water, land contamination and noise • To make Tamworth town centre the heart of the borough by creating a vibrant and attractive environment • To reduce the need to travel and encourage sustainable modes of transport • To make best use of the existing transport infrastructure and seek improvements. 	<p>Any potential future use for the site should be considered against the sustainability objectives to ensure that it performs as strongly against these objectives as possible.</p>

Implications for this study

- 2.4 The strategic review has identified a number of key issues and priorities that must be taken account of in the evaluation of the management / delivery options in Stage 2 of this study. These key issues and priorities are summarised below:
- The ability of the management / delivery model to contribute towards the Council's corporate priorities within the Corporate Plan must be a key part of the evaluation process. This includes issues such as promoting health and well-being, tackling crime and anti-social behaviour, promoting growth, employment and business, and improving physical infrastructure;
 - There are an additional 4,500 houses required to be delivered within the Borough. The site could potentially contribute to this provision but whether the site is appropriate for development needs to be considered in light of the Council's planning policy and priority for town-centre development and protecting open spaces. Nevertheless, the overall limited land availability in the borough means that the site (or part of it) may need to be considered as a contribution towards this housing target;
 - There are major issues with health and obesity in Tamworth. Increasing participation and physical activity is a major part of addressing these issues and the importance of this needs to be factored into the final decision;
 - The golf course is located bordering two of the five most deprived wards in the Borough and could be a key site for redevelopment (or partial redevelopment if there is proven to be a wider need for the golf course);
 - There are a number of sustainability objectives that need to be considered when evaluating the options including provision of housing, community services, leisure facilities, protecting and enhancing biodiversity and open spaces etc.

3. Needs Analysis

03

Introduction

- 3.1 This section identifies the financial and leisure needs of the Borough which must be factored into the assessment of available options alongside the strategic priorities identified in Section 2.

Financial Needs

Summary of Medium Term Financial Strategy

- 3.2 The Council operates its services on an annual budget of £74m gross revenue expenditure (£54m General Fund, £20m Housing Revenue Account). The Council has recently approved its Three Year Medium Term Financial Strategy (MTFS) for the General Fund (2013/15) and its Five Year Medium Term Financial Strategy (MTFS) for the Housing Revenue Account (2013/18).
- 3.3 The Council's base budget (net expenditure) for 2013/14 is projected to be £8.961m. The General Fund settlement from business rates and grant support is £5.1m in 2013/14 (but is estimated to reduce to £4m in 2015/16). Council tax income is estimated at a further £3m for 2013/14. This results in a deficit of £757k for 2013/14 which rises to a deficit of £1.347m and £1.618m over the following two years. These deficits are being met by existing balances.
- 3.4 However, there remains a degree of uncertainty in a number of areas including the impact of the changes to council tax support and other welfare reforms on council tax and rent income, future local authority pay settlements, the potential for interest rate changes, the future local government finance settlements and the level of future business rates income.
- 3.5 The Capital programme for 2013/14 totals £7.5m (£7.0m Housing, £0.5m General fund). Over 3 years, the General Fund Capital Programme totals £3.7m and the Housing Capital Programme totals £55.2m (including c.£21m relating to Regeneration Projects) over 5 years.
- 3.6 It is clear that there are not significant capital funds available from the General Fund Capital Programme. If capital funds are to be made available to support some of the Council's wider strategic needs (such as to develop a new leisure centre) it will be crucial to release capital from other sites in the Borough through development. The golf course may be an example of such a site depending on the general availability of land for development in the Borough (which may be limited considering the relatively small geographical area of the Borough and associated high population density).

Implications for this study

- 3.7 The Council has faced funding cuts of circa 40% in recent years although has produced a balanced General Fund MTFS for the next 3 years by utilising £5m it holds in balances to meet the funding deficit. However, amid increasing financial pressures there is likely to be a deficit in the region of c.£2m per annum from 2016/17 onwards. It is envisaged that this will be addressed through a number of key pieces of work commissioned by the Executive Management Team (Cabinet/CMT) under the umbrella of the Sustainability Strategy.

3.8 The strategy incorporates a range of outcome based work streams designed to provide tangible contributions towards tackling the deficit over the five year period “sooner rather than later”. The work streams will focus upon generating “sustainable” outcomes and not simply ‘one off’ efficiencies. The Council’s intention is to use innovation, managed risks and long term efficiencies to help to achieve a balanced budget by working with officers, across boundaries and involving all tiers of the organisation.

3.9 These work streams include:

- Income Generation;
- Growing the Business; and
- Strategic Policy Reviews.

3.10 This will be achieved through a combination of:

- Housing - new housing developments which will produce capital receipts, Council tax income and central government grant funding (under the New Homes Bonus scheme the Council will receive c.£1.1k per new house per year for 6 years);
- Business rates - new businesses will produce increased business rates (of which the Council will benefit from approximately 20% after taking account of the levy, central government share and tariff levels); and
- Service reviews and central savings - lower level savings in Council budgets from property cost reductions and individual service reviews. There are no specific target reductions allocated to each service at this stage.

3.11 Within this context, the Council has allocated a budget from contingency funds for the management of the golf course of £80k per annum for 2013/14 and 2014/15. There is then a funding gap for the golf course from 2015/16 onwards that will need to be addressed through the final solution for the site. In addition to this, the council has lost the £36k per annum that it was budgeting to receive from Tamworth Golf Centre Ltd. Any remaining cost for the golf course from 2015/16 onwards would be added to the c.£2m corporate deficit.

3.12 With regards to capital, a £250k contingency fund is in place and £100k of this has previously been provisionally allocated to spend on the provision of a driving range and subsequently £100k has been allocated for remedial works to the course and clubhouse. This leaves £50k for any other works required.

3.13 The key aim for this study in relation to the Council’s finances is therefore to identify the delivery / management solution that can best reduce / remove the on-going revenue and capital contribution required from the Council towards the operation and maintenance of the facility from 2015/16 onwards and to establish whether the solution can also contribute towards the funding of the Council’s £2m deficit from 2016/17 onwards.

Leisure Needs

3.14 A key question to be addressed is whether there is an actual demand for the golf course as a leisure amenity within the Borough. The starting point for answering this question is the Council’s Sport Facility Strategy which assessed the level of golf provision within the Borough.

Joint Indoor and Outdoor Sports Strategy, 2009

- 3.15 The sport and leisure consultancy PMP was appointed by Tamworth Borough Council in November 2008 to assist in the development of a Joint Indoor and Outdoor Sports Strategy for the borough. The strategy incorporated an assessment of the provision of golf courses and was developed in accordance with Planning Policy Guidance note 17, Planning for Open Space, Sport and Recreation (PPG17).
- 3.16 The purpose of this study was to produce a strategic framework, audit, assessment and needs analysis of indoor and outdoor sport and recreation facilities for Tamworth Borough to:
- Inform the Community Leisure Strategy;
 - Guide investment decisions;
 - Provide an evidence base for the Local Development Framework (LDF), including recommendations on the development of local planning standards and policy; and
 - Inform the Building Schools for the Future programme in Tamworth Borough.
- 3.17 In addition to Tamworth Golf Course, there were also a number of additional golf courses in close proximity to Tamworth borough, including:
- Drayton Park Golf Club - 4.9 miles away;
 - Whittington Heath Golf Club - 7.6 miles away;
 - Atherstone Golf Course - 7.9 miles away;
 - Darnford Moors Golf Club - 9.1 miles away;
 - Moor Hall Golf Course - 9.1 miles away; and
 - Marston Lakes Golf Course - 9.9 miles away.
- 3.18 The study identified that the provision of golf courses per 1,000 population in Tamworth was significantly below both the national and regional averages and also below its ONS neighbours.
- 3.19 A household survey was carried out which revealed that:
- 14% of respondents used golf courses at least once a month;
 - 46% of respondents considered the amount of golf provision in Tamworth to be adequate, whilst 18% considered there to be 'not enough' golf courses and 11% considered there to be 'nearly enough' golf courses; and
 - 36% of respondents considered the quality of golf courses to be good, 27% considered the quality to be average whilst just 6% considered provision to be poor.
- 3.20 Although Tamworth Golf Club was the only golf course located in the borough, residents did have good access to a number of other golf courses located just outside the borough boundary. The majority of respondents considered the level of provision to be adequate at the time of the study in 2009.

- 3.21 It should be noted that the new rail line ‘High Speed 2’ (HS2) route is planned to run through the middle of the Whittington Heath Golf Course. The latest update on the golf club’s website states that the club is working with HS2 to ensure that the 18 hole golf course is retained through the provision of additional land and that there will be no disruption until late 2018 at the earliest.
- 3.22 The Sports Facility Strategy stated that due to the importance of Tamworth Golf Club as the only golf club within Tamworth, the future development of the club should be supported and the Council should work with the club to increase participation within the community.
- 3.23 In consideration of the lack of golf courses in the borough the report recommended that the Council should protect existing provision from development. The specific recommendations contained within the report in relation to golf are set out in table 3.1.

Table 3.1 - Sports Facility Strategy Golf Course Recommendations

Summary of Key Issues	Recommendations	Implications for Planning Policy
<ul style="list-style-type: none"> Tamworth Golf Club is the only golf course located within Tamworth. This facility is an 18 hole golf course that allows access for registered club members there is a good distribution of additional golf courses located just outside the borough boundary there is general satisfaction with the current provision of golf courses it is not considered appropriate to set local standards for golf courses within the draft strategy for Tamworth. 	<ul style="list-style-type: none"> protect existing provision from development and work with providers to facilitate access to existing provision in the area support the development of Tamworth Golf Club and work with providers to increase participation in the borough. 	<ul style="list-style-type: none"> golf courses should be included within an overall policy relating to sport and recreation facilities set out in the Core Strategy (and future Development Plan Documents) supporting the protection, enhancement and maintenance of sport and recreation facilities in the borough no local standards to be set for golf facilities.

- 3.24 In terms of wider provision of sport and leisure facilities, the strategy noted that *‘there is a diverse range of sports facilities within Tamworth that provide opportunities for residents to use more ‘traditional’ facilities for sports such as swimming, football, badminton, tennis, hockey and rugby and also opportunities to use sports specific/less traditional facilities, such the SnowDome for indoor skiing and ice skating and the athletics stadium and indoor bowling club’*.

- 3.25 And that *‘despite this diverse provision, community access to some core facilities (notably sports halls and swimming pools) is limited due to the fact that facilities are either based on school sites with associated limitations in use outside school hours or because provision is at a private facility where membership fees are set at a level that precludes use by some key target groups’*.
- 3.26 There was a need identified to increase both the total amount and community access to a range of ‘core’ facilities, including swimming pools, sports halls, health and fitness facilities, multi-use play areas/tennis courts, bowling greens and skateboarding facilities.
- 3.27 In particular, the strategy made recommendations that there was a need to increase the amount of accessible waterspace and the quality of provision in the Borough through the provision of a new community 25m swimming pool and teaching pool. This would be provided in a new community leisure centre incorporating a 75 station health and fitness suite, a 4 court sports hall and an exercise studio. Additionally, it was recommended that the Council improve the quality, increase capacity and increase the hours of community access to sports halls on school sites.
- 3.28 Since the completion of the strategy, changes to the provision on school sites have resulted in increased need for ‘core’ leisure provision, particularly swimming pool space, which remains a priority for leisure development in the Borough.
- 3.29 Additional key findings relating to sport and leisure facility provision in the Borough were as follows:
- explore opportunities to increase tennis court provision, particularly in the south of the Borough;
 - explore opportunities for providing new bowling green provision within areas of highest deficiency (i.e. within the south of the borough); and
 - provision of synthetic turf pitches and natural turf pitches was mostly sufficient with some issues to be addressed regarding securing access and improving quality.
- 3.30 This information from the facility strategy should also be supplemented with the current priorities for the Community Leisure Service (as reflected in the service business plan) and up to date data which can inform the potential current level of demand for the golf course, including the financial performance and level of usage of the golf course and the propensity of the local residents to take part in golf (as identified by available market segmentation data).

Community Leisure Service Business Plan 2013/14

- 3.31 The Community Leisure section of Communities, Planning & Partnerships exists to encompass the vision of ‘One Tamworth, Perfectly Placed’ through partnership working enabling direct delivery and to impact on the Borough’s strategic priorities.
- 3.32 The service takes the lead in the Borough on the delivery and development of leisure, culture and sporting activities. It is increasingly supporting partnership working (such as with schools) so that other organisations can contribute to the infrastructure necessary to achieve growth in physical and cultural activity and the rest of the service aims.

3.33 The key objectives for the business plan are driven by the following Vision Priorities for the service:

Priority 1

- Raise the aspirations and attainment of young people; and
- Assist in creating employment locally.

Priority 2

- Address the causes of poor health in children and young people linking with the Healthy Tamworth Agenda;
- Improve the health and well-being of older people by supporting them to live active, independent lives;
- Implement “Total Place” solutions to tackling crime and anti-social behaviour in designated localities; and
- Create an integrated approach to protecting those most vulnerable in our communities.

Tamworth Golf Course Business Plan 2013 - 15

3.34 The Council’s business plan for the course projects total income of £226,470 and expenditure of £306,470 per annum. These figures are based on a membership target of 150 members and total annual usage projection of 19,264 visits (the course is open to pay and play users as well as members).

3.35 However, an English Golf Union survey from December 2011 of every golf club in England (53% response rate of which 7% / 73 were from municipal courses) found that membership numbers were falling. 60% of clubs that responded had seen membership numbers decrease since 2008 with the average English Golf Club having 514 members (out of a stated optimum total membership of 645). This statistic would indicate that Tamworth Golf Course is under-utilised in comparison to other clubs and that local demand is not particularly strong. By comparison, a local newspaper reported that Whittington Heath Golf Club had circa 500 full paying members in 2012.

Sport England Market Segmentation

3.36 Sport England market segmentation data models particular groups and provides information on sporting behaviours and attitudes as well as motivations for and barriers to taking part in sport. This research builds upon the Active People Survey, the Department for Culture Media and Sport’s Taking Part Survey and the Mosaic tool from Experian.

3.37 19 market segments have been created from an analysis of the English population (18+ years). Each segment exhibits distinct characteristics, with information covering specific sports that people take part in and reasons why people do sport, together with the level of interest in and barriers to doing more sport. The detailed breakdown of market segmentation results for Tamworth, including descriptions of each market segment, is set out in Appendix A.

- 3.38 The segments that are most likely to play golf are 'Philip', 'Tim', 'Roger and 'Joy' and 'Frank'. In terms of Tamworth, 11.1% of the Borough are Philips, compared to a national average of 8.6%. The Borough also has above average levels of Frank's (4.8%) compared to the national average (4%). Roger and Joy are represented at levels just below the national average (6.7% compared to 6.8%) but Tim is significantly underrepresented compared to the national average (7.5% compared to 8.8%).
- 3.39 According to the market segmentation data, there are 2,009 people within Tamworth currently participating in golf (which is calculated from Sport England's Active People survey). A large proportion of these people must be exported to the other courses referenced within this section. There are also another 901 people who would like to play more sport and identified golf as the number one sport that they would like to play although the data does not identify what is stopping these people from playing golf i.e. a lack of time, a lack of available courses or a lack of money etc.

Implications for this study

- 3.40 It is clear from the Council's Medium Term Financial Strategy that there is no budget available to subsidise the facility in the long-term beyond the next two years. In fact, it is likely that the Council will require the golf course to make a financial contribution to filling the Council's long-term funding gap, be it through an on-going revenue contribution or a capital receipt from the disposal of a section or the entirety of the site.
- 3.41 Nevertheless, the financial need must be balanced against the leisure need for the site. The conclusion from the Joint Indoor and Outdoor Sports Strategy was that the golf course should continue to be provided and public access protected (although this aim could be achieved through a variety of different management models). The current threat to one of the competing golf courses in the area from the new HS2 rail link is also a factor to consider, albeit there are clearly plans for relocation / reprovision as part of land deals associated with this development.
- 3.42 However, there is importantly a wider need across the Borough for other new leisure facilities, particularly a new community leisure centre that could incorporate a new swimming pool, sports hall and health and fitness facilities - all of which have significantly higher participation levels than golf. The Council's priorities in terms of the leisure facilities that it wants to provide in the future must be factored into the overall decision on the future of the site, as the golf course could provide a site for a new leisure centre or some land for development that could cross-fund the capital cost of a new leisure centre.
- 3.43 The existing demand for the golf course is uncertain when the business plan is analysed as the number of members it currently has is significantly down on the national average, however market segmentation data from Sport England did identify another circa 900 potential players in the Borough. A key part of the consideration in Stage 2 of this study will be whether a change in the management model will be likely to facilitate an increase in members (and therefore income) and a sustainable long-term solution.
- 3.44 In the context of this information and that presented in Section 2, the final part of Stage 1 is to summarise the Council's required outcomes from the future delivery / management of the golf course as a result of the work we have carried out to date and identify the headline delivery / management options that will be evaluated against the required outcomes.

4. Project Outcomes and Options Identification

Introduction

- 4.1 Utilising the findings from Stage 1 of this project, we have identified the draft key project outcomes. These reflect our understanding of the Council's key priorities from a strategic, financial and leisure needs perspective. We have also suggested a ranking and corresponding weighting for these project outcomes.
- 4.2 The delivery / management options set out later in this section will then be short-listed and evaluated against their ability to deliver the project outcomes in Stage 2 of this work. The results of this will be used to recommend the preferred option for the future of the golf course.
- 4.3 The key tasks for Council Officers and Members following consideration of this Stage 1 report are to:
 - Confirm the desired project outcomes; and
 - Confirm the priority of these project outcomes as reflected in the weightings attributed to them.

Draft Project Outcomes

- 4.4 From the strategic needs analysis we have identified the following draft project outcomes that the future delivery / management option for the golf course should be evaluated against:
 - Contribution to the Council's annual revenue deficit from 2016/17 onwards;
 - Potential for generation of a capital receipt for the Council;
 - Contribution to economic regeneration and growth in the Borough (including the provision of new housing development);
 - Promotion of exercise and healthy lifestyles and contribution to increasing participation and reducing obesity;
 - Ability to meet the leisure needs of the Borough's residents and the Council's wider vision / strategy for sport and leisure provision;
 - Delivery of the Council's environmental and sustainability objectives, including protecting green and blue spaces.
- 4.5 We have also identified an additional criteria that should be considered based on our experience of carrying out options appraisals:
 - Cost and timescales of implementation and level of risk involved / likelihood of delivery.

- 4.6 In table 4.1 we have suggested the priority of these project outcomes and some draft weightings however this should be considered and confirmed / adjusted as appropriate by Council Officers and Members.

Table 4.1 - Draft Priority and Weightings of Project Outcomes for Evaluation

Priority	Project Outcome	Draft Weighting
1.	Potential for and likely level of contribution to the Council's annual revenue deficit from 2016/17 onwards.	20%
2.	Contribution to economic regeneration and growth in the Borough (including the provision of new housing development).	15%
3.	Potential for the option to generate a capital receipt for the Council and likely level of capital receipt.	15%
4.	Promotion of exercise and healthy lifestyles and contribution to increasing participation and reducing obesity.	15%
5.	Ability to meet the leisure needs of the Borough's residents and the Council's wider vision / strategy for sport and leisure provision.	15%
6.	Cost and timescales of implementation and level of risk involved / likelihood of delivery.	10%
7.	Contribution to the delivery of the Council's environmental and sustainability objectives including protecting green and blue spaces.	10%

Options for Evaluation

- 4.7 In light of the project outcomes identified above and our experience of the delivery / management models available in the market for such a facility, we have identified the following long-list options for evaluation in Stage 2 of this project. The options are split between physical development options and management options.

- Physical development options:
 - Option A - retention of 18-hole golf course (status quo);
 - Option B - retention of 18-hole golf course, plus development of ancillary provision (clubhouse / health & fitness gym / complimentary leisure facilities);
 - Option C - disposal of front 9 holes for development, with retention of back 9 holes;
 - Option D - disposal of front 9 holes for development, with retention of back 9 holes plus development of ancillary provision using part of any capital receipt (clubhouse / health & fitness gym / complimentary leisure facilities);
 - Option E - disposal of back 9 holes for development, with retention of front 9 holes;

- Option F - disposal of back 9 holes for development, with retention of front 9 holes plus development of ancillary provision using part of any capital receipt (clubhouse / health & fitness gym / complimentary leisure facilities);
 - Option G - part disposal of site, retention of 18-hole golf course through remodelling of holes to reduce land-take;
 - Option H - part disposal of site for development, but retention of 18-hole golf course through purchase of additional land adjacent to eastern boundary of the course and reprovision of lost holes;
 - Option I - complete disposal of entire site to generate capital receipt to be utilised for wider strategic aims such as the development of a new leisure centre in the town centre.
- Management options:
 - Option 1 - Continued in-house management of the golf course;
 - Option 2 - Outsourced management of the golf course via a lease / management contract;
 - Option 3 - set up of a local social enterprise management vehicle (Company Limited by Guarantee / Charitable Incorporated Organisation / Community Interest Company).
- 4.8 In relation to partial / complete disposal options, the most appropriate future alternative use for the land will need to be considered as part of the appraisal. For instance, part of the site may be more suited to residential development, whilst other parts may be more suitable for employment land or delivery of alternative leisure facilities.
- 4.9 The next step is for the Council to sign-off the project outcomes and weightings and agree the options for evaluation. These options will then be the subject of Stage 2 which will provide a detailed options appraisal consisting of:
- An appraisal of the long list options, to inform a short list for further testing;
 - User and non-user surveys;
 - Detailed options appraisal of short listed options; and
 - Finalisation of recommendations and the options appraisal report.
- 4.10 The short list testing will involve financial modelling of each shortlisted option to understand the capital and revenue costs / incomes and overall financial impact on the Council.
- 4.11 Any queries on the contents of this Stage 1 report should be directed to Damien Adams at damienadams@fmgconsulting.co.uk or Andy Farr at andyfarr@fmgconsulting.co.uk.