

MAYOR AND CABINET		
Report Title	The Future of Beckenham Place Park	
Key Decision	Yes	Item No.
Contributors	Executive Director for Customer Services, Head of Law	
Class	Part 1	Date: 17 February 2016

1. Purpose

- 1.1 This report seeks approval from Mayor and Cabinet for officers to continue to work up designs and plans for Beckenham Place Park's regeneration, in order to submit a phase 2 bid to the Heritage Lottery Fund. Restoration of the park is planned in accordance with the phase 1 bid approved by the Heritage Lottery Fund's Parks for People programme. If the phase 2 bid is approved and regeneration proceeds as proposed, this will result in the closure of the existing golf course as soon as practically possible, and by 31st December 2016.

2. Summary

- 2.1 On 10th July 2013, Mayor and Cabinet approved the submission of bids to the Heritage Lottery Fund (HLF) for financial support for a Beckenham Place Park regeneration project.
- 2.2 The HLF Parks for People bid was successful in phase 1 and funding of £4.9m was set aside for the project in summer 2014.
- 2.3 Since then, consultants have been appointed and background surveys and studies of the site have been carried out to inform the future design of the park and homestead buildings. These have been financed using some of the funds that the Parks for People programme allocates for this design development phase of work. In this case, the design development funds amount to £323k.
- 2.4 The next step will be to carry out further extensive public consultation and to progress the design work to arrive at detailed plans for the scheme. These detailed plans, worked up in response to site investigations, studies and consultation are then submitted in a phase 2 bid, for approval by the HLF. Once approved, the remaining funding is made available to implement the plans for the park.
- 2.5 Since the funding award in summer 2014 Council officers have met significant support and excitement about the proposed regeneration scheme, as well as some vocal and passionate opposition.

- 2.6 Before more extensive public consultation is carried out and design work is progressed further, Council officers are seeking approval from Mayor and Cabinet to progress the project as proposed.
- 2.7 The Heritage Lottery Fund grants officers have told Council officers that the funding has been made available on the basis of the masterplan submitted in the phase 1 bid, which did not include golf, and that the re-insertion of an 18 or 9 hole golf course into the scheme would mark such a change in the proposal that funding would have to be withdrawn. The Council could then bid again for funds, but it is unlikely that Parks for People would see the revised scheme as being sufficiently transformative to win funds within a very competitive bidding process.
- 2.8 As such, the restoration of the park in accordance with the earlier plans submitted to the HLF, and to achieve the outcomes required by the Parks for People Fund, necessitates the closure of the existing golf course. It is proposed that this takes place as soon as practically possible, and by 31st December 2016.

3. Recommendations

The Mayor is recommended to:

- 3.1 Approve the continuation of work on the restoration of Beckenham Place Park, and note that this will include:
- a) Public consultation about park design and facilities
 - b) Ongoing design work and accompanying technical work by consultants, to be funded by the HLF grant.
 - c) Submission of a phase 2 bid to the HLF for approval of the detailed plans
- 3.2 Approve the closure of the existing golf course by 31st December 2016.

4. Policy Context

- 4.1 Lewisham's long standing vision is: 'Together, we will make Lewisham the best place in London to live, work and learn'. This vision was developed following extensive consultation with Lewisham residents, public sector agencies, local business, voluntary and community sector organisations, and has been adopted by all our partners. It continues to be a bold ambition that stretches and motivates the Council and its partners to set priorities and deliver services in ways that achieve our vision.
- 4.2 The restoration of Beckenham place park could create a significant open space, venue and leisure facility that genuinely impacts the quality of life of thousands of residents. A park of this scale and history could make a substantial contribution to the regeneration of the south of borough, helping to engender a sense of place and pride in the area. This opportunity to transform Beckenham

Place Park offers a key moment to make a further a step towards making Lewisham the best place in London to live, work and learn.

4.3 The key strategic document for Lewisham and our partners is the Sustainable Community Strategy 2008-2020, “Shaping our Future”. In this document, the strategic partners set out six priorities – creating communities that are:

- Ambitious and achieving
- Safer
- Empowered and responsible
- Clean, green and liveable
- Healthy, active and enjoyable
- Dynamic and prosperous

4.4 A large and thriving open space can make a contribution to local communities in each and every priority area above. Yet Beckenham Place Park is not having this positive impact on the locality currently. The Heritage Lottery Funds, made available to the Council for the regeneration of the park, offer the opportunity to harness the potential of the park for the benefit of the local community. However, officers believe that if an 18 hole golf course continues to operate in the park, the potential of the open space to make a positive contribution to each of the six priorities above is significantly curtailed.

5. Background

5.1 The park

5.1.1 Beckenham Place Park is Lewisham’s largest park by far. At 98 hectares it is 30% bigger than Greenwich Park. It boasts ancient woodland, meadow, parkland, a river and several historic buildings, as well as a golf course. It was originally acquired by the London County Council to be the key amenity space for the new estates of Bellingham and Downham.

5.1.2 Yet the park remains little known among the wider community and is used significantly less than many other Lewisham parks, despite its size. A usage and movement survey of the park was carried out by Building Design Partnership (BDP) in August 2013. This survey was conducted using low resolution image cameras at the 9 entrances of the park during two days in August – one weekday and one day at the weekend. Making an allowance for seasonal variation in use the survey allowed us to arrive at an initial estimate of park usage of around 200,000 visitors per year.

5.1.3 The usage report carried out by BDP concluded that Beckenham Place Park currently faces the following barriers to use:

- Lack of attractions and features
- Presence of unusable and derelict features
- A large area (the golf course) feels out of bounds to many visitors

- Woodlands are difficult to navigate and, due to the lack of use and therefore informal 'policing' of the area, feel unsafe to some users

A copy of the full report is attached as Appendix 8

- 5.1.4 In order to build up a more up to date record of use across the seasons a further usage survey was carried out in November 2015.. Surveyors walked a specific route covering the park in an hour, and noted the people they saw. Hourly time slots from dawn till dark were allocated to surveyors on weekdays and weekend days to ensure full survey coverage on both a weekday and at the weekend. An average number of people present in the park per hour is then calculated, and, based on this observation, an estimate of the total number of park visitors a year can be calculated. This survey estimates that there are currently around 225,000 visits to the park per year, which is broadly in line with the survey carried out in August 2013 and may suggest there is less seasonal variation than expected. This level of use must be put in context against other large London parks – Richmond Park attracts 5.5m visitors a year, Cassiobury Park near Watford, 2.1 million visitors, Brockwell Park in Herne Hill, 880,000 visitors and Horniman Gardens 460,000.
- 5.1.5 As well as 98 hectares of land, Beckenham Place Park also boasts several historic buildings. Both the mansion and the stable blocks (also known as the homesteads) are listed buildings, and stand at the heart of the golf course. Following an arson attack in 2011, the homesteads are in very poor condition and require major investment.
- 5.1.6 The Heritage Lottery Funds offer the Council a significant opportunity to address each of the identified barriers to use, to provide new features within the park, and new facilities to attract visitors. The proposal includes the restoration of many of the key heritage buildings, as well as the stable block courtyard, and the creation of a significant water body in the park which will draw visitors and act as a key focus for the landscape.
- 5.1.7 The vision is to create a park offering:
- Outdoor adventure - high ropes, kayaking, mountain biking, adventure play
 - An attractive historic setting - restored homesteads, courtyard, carriage drive to the mansion, historic lake and parklands and restored 'pleasure grounds' and garden
 - Extensive educational opportunities - ecological education for children and adults, horticulture and curriculum studies in geography, history and science, a chance for all to experience nature first hand
 - A unique events programme - from small scale community events to commercial film, music and arts ventures
 - Sport and fitness opportunities - cycling tracks, running routes, new skate park, walking trails, Park Run, triathlons
 - An attractive haven to engage with nature, relax and play - picnics, children's play, space to explore

5.1.8 Landscape designs for the park are being developed. The current masterplan, shown in Appendix 1, indicates the emerging design at the present time, showing the proposed location of the major new features proposed and gives an indication of other elements to be included.

5.2 Buildings within the park

5.2.1 There are several buildings within the park, many of which require significant investment or demolition and removal. The 4 principal listed buildings (mansion, stable and two gatehouses) are complimented by three other buildings (Foxgrove Club, homesteads cottages and gardener's cottage). As part of the Parks for People project funding has been secured for restoration of the stable block, gardener's cottage and the two gatehouses. The stable block particularly is in need of very significant investment, following the arson attack in 2011. It is an attractive Grade II listed building, and through the HLF grant will be restored to its former glory and become the main visitor centre for the park including a café, toilets and an education centre. The Parks for People grant also includes funding to improve the listed gate houses and make the gardener's cottage a HQ for volunteering in the park.

5.2.2 It is expected that it will be possible to secure the funds necessary for the restoration of the homesteads cottages and Foxgrove Club from potential users and that these can be returned to productive use in the future.

5.2.3 To date it has not been possible to secure funds to restore the mansion itself. Although it is currently in a reasonable state of repair, it requires significant investment to bring it into use, and to enhance and protect its heritage features. The presence of golf in the curtilage of the mansion has made it more challenging to attract funding for restoration to date. The Heritage Lottery Fund has indicated a willingness to consider a further bid to support its restoration once the landscape designs demonstrate how the mansion's immediate surroundings will be transformed to become more historically appropriate for the eighteenth century mansion, and show how the park will become a popular open space. Council officers have been taking part in the HLF's mansions working group, which aims to share best practice from completed projects and to support the development of new restoration proposals.

5.2.4 A report published in December 2013, by Drury McPherson Partnership, 'Mansions at risk in public parks in London: A review for the Heritage Lottery Fund' stated Lewisham's key challenge in securing investment in the mansion currently:

"The use of part of the basement of Beckenham Park Place for golf-related purposes, with the 18-hole golf course pressing up to it on two sides and a car park in front of it, makes the rest of the house all but unusable."

In removing golf from the park and relocating the car park, the Heritage Lottery Funded proposals for Beckenham Place Park address these barriers to restoration and re-use of the mansion.

5.2.5 Beckenham Place Park and its buildings need major investment if this historic open space is to offer the facilities, opportunities and landscape of a large and popular urban park.

5.2.6 Council officers have sought affordable means of investing in the park and its buildings for almost two decades. Many options have been explored within this time, including commercial operations for the mansion and the golf, and reworking the site to create a 9 hole golf course. All previous plans encountered major obstacles in terms of securing sustainable funding and maximising the potential benefits of the space for local people. The 2010-11 tender for the parkland and golf course, for example, including investment in the homestead buildings (prior to the fire) saw only one submission, and this was unaffordable to the Council. Further details are provided in the timeline, Appendix 7.

5.3 **Attracting investment**

5.3.1 It is in this context, following a twenty year struggle to secure substantial appropriate external investment in the park, that officers are now seeking approval to continue to work up the existing designs and plans for the park, and to close the golf course. Significant funds have now been allocated, from the Heritage Lottery's Parks for People Fund. This represents a key opportunity to transform Beckenham Place Park from a little used open space, to a substantial public asset – offering a taste of the countryside in an urban environment, and giving local people a sense of history, of heritage and access to nature. Officers believe that Beckenham Place Park has the potential to become one of the best parks in London.

5.3.2 Local people have been involved throughout the long journey to secure investment for the park. Public consultation was carried out in 2008 (Continental research) and again in early 2014, prior to the submission of the bid to Heritage Lottery. The purpose of the 2014 consultation was specifically to explore to what extent the local people wanted to retain golf in the park. Four options were presented, which respondents ranked in order of preference: 18 hole golf, 9 hole golf, partial restoration which included a family par 3 golf course, and historic landscape restoration which featured no golf.

5.3.3 The survey methodology chosen in 2014 was face to face consultation, primarily through drop in sessions where the public had the opportunity to review the options and to ask questions in a relaxed and informal atmosphere. In addition a workshop session was arranged with pupils from Conisborough College to gather the views of younger people, which had been overlooked in previous consultations.

5.3.4 Those invited to the sessions included:

- Current park users including golfers and friends group
- Community Groups
- Sports Groups
- Heritage and Conservation Organisations

- Local residents (through assemblies contact lists for local wards and Phoenix Community Housing's contact lists)
- Local children and young people including the Young Mayor and Young Advisers
- Local assemblies (a drop in session at Whitefoot Assembly and a presentation/drop in session at Downham Assembly)
- Key parties e.g. English Heritage, Heritage Lottery Fund, Environment Agency etc.

A full list of organisations invited to participate in the consultation can be found in Appendix 2.

- 5.3.5 Through the consultation officers spoke to around 300 people. 175 of these completed the questionnaire which set out the four options. The results clearly showed that respondents favoured a significant reallocation of park land away from golf. 77% of respondents favoured the cessation of 18 hole golf in the park. 9 hole golf was the least popular option, with only 5% support. 18 hole golf was favoured by 23% respondents. A significant proportion of people (37%) preferred the partial restoration option which included a par 3 family golf course, but very few of these people were keen to make use of this possible facility themselves and instead saw it as a suitable compromise offer to existing golfers. However existing golfers made it clear that they did not support the par 3 family golf course. 35% of respondents stated that their preference was for historic landscape restoration i.e. no golf within the park. (These results are given in Appendix 3).
- 5.3.6 Although the majority of respondents did not opt for 'no golf', it was clear from the consultation that respondents did favour a park which was much more substantially public park, and less substantially golf course. Currently the golf course accounts for 34 of the park's 98 hectares. Those responding to the consultation clearly expressed a desire to reduce this footprint. Respondents were also asked to rank the importance of twelve other factors so that more detailed analysis of priorities could be established to inform design development. (This is discussed further at 5.4 below).
- 5.3.7 The phase 1 bid and masterplan (attached at Appendix 1) was submitted to the HLF in February 2014, on the basis of this consultation. The masterplan illustrated full restoration of the parkland, including reinstatement of the historic lake, restoration of the homestead buildings and courtyard, and the creation of several new facilities – cycle tracks, children's play, a renewed skate park, pleasure gardens, café and toilets. The funding award left room for the possibility that a small family golf facility could be included within the open space, provided its footprint was reduced and brought away from the historic core of the park. However, the HLF would not fund the relocation of golf holes, and the Council would need to demonstrate how golf added to the park's offer, and was self sustaining in revenue terms.
- 5.3.8 The HLF were also keen that the Council examined the heritage of the golf course, and made an assessment of its heritage value, and its overall impact on the park. This has been addressed through the Conservation Management

Plan (CMP) – a key document to guide and inform designs and plans for the park. Work on the history and heritage of the homesteads is still being carried out, such that the CMP is not yet ready for publication. Nevertheless, the assessment of the golf is complete. The report concludes that the golf course has eroded the historic character of the park, detracting from the eighteenth century parkland landscape. It highlights in particular the removal of some of the parkland tree planting and the introduction of 20th Century linear tree planting which disrupts the openness of the parkland, and distorts key views to and from the mansion.

5.4 **Golf in Beckenham Place Park**

5.4.1 Detailed analysis of the consultation results showed that whilst the partial landscape restoration option (with Par 3 golf included) was the most popular of the 4 options consulted on, the provision of a Par 3 golf facility was ranked only 11th most important out of the 12 factors consulted on. Overall respondents ranked the importance of features and facilities in the park as follows:

- 1st – Opportunities for relaxation and enjoyment
- 2nd – Enhancement to the heritage setting of the buildings
- 3rd – Access for all (making more of the park accessible for those with mobility problems)
- 4th – Enhancements for wildlife and biodiversity
- 5th – Restoration of the designed landscape
- 6th – Creation of more shared use routes through the park
- 7th – Provision of lake activities
- 8th – Provision of events
- 9th – Greater diversity of sport provision
- 10th – Introduction of grazing animals
- 11th – Par 3 Family golf
- 12th – 18 or 9 hole golf provision

5.4.2 Despite the relatively low support for the ‘family golf’ offer, as the funding award had left room for the possibility that a small family golf facility could be included within the open space as stated at paragraph 5.3.7 above, officers have had discussions with a commercial golf operator who operates a number of leisure golf enterprises to assess the potential of a smaller course to represent a viable business venture. It is officers’ understanding from those conversations that to develop a viable business model a number of linked attractions would be needed to generate the necessary visitor numbers. Core elements of the leisure golf business model include the provision of a large driving range, with nets and floodlighting, café/bar/restaurant, gym and extensive parking as a minimum. Without such facilities it is likely that the enterprise is not economically viable. In addition, in order to justify such a large investment any operator would require a long leasehold interest in a substantial part of the park. It is the view of officers that the presence of such a large private facility would detrimentally affect the sense of ‘countryside’ and openness so many value in the park, and would not be in keeping with the historic setting. It is also very similar in nature to the David Lloyd proposal which stirred up considerable local opposition 20

years ago and is likely to jeopardise the funding currently offered by the Heritage Lottery Fund, as the provision of these commercial golf facilities would not sit easily with the restoration of the historic landscape, nor contribute to the delivery of outcomes they require. (Appendix 4 shows the outcomes required from Heritage Lottery grant of this type.)

5.4.3 The proposed closure of the golf course comes at a time when the numbers of people playing golf nationally is in marked decline. Recent research by Sport England and Sports Marketing Surveys (2014) forecast a difficult outlook for golf courses around the country, as numbers participating in the sport frequently continue to decline, making the economics of running a successful course profitably increasingly difficult. Many golf clubs now allow members of the public to play their courses, offering non-members rates, in an attempt to bring in more income. The financial exclusivity of the sport has thus been eroded in recent years, as golfers are not required to pay large sums for club membership in order to access the course.

5.4.4 It is also notable that many other local authorities have been struggling to sustain their public golf courses in the past 12 months. Leeds, Leicester, Inverclyde, Ealing, Edinburgh, the Wirral and West Cheshire have all been trying to avoid the significant subsidy their courses require, the table below summarises the current position of some of these. Clearly none of these authorities view golf as an easy means of revenue, and, at a time of stretched resources, have decided to prioritise revenue funding elsewhere:

Leicester	Closure of one course in 2015 to achieve savings of £123,000 per annum. The course required a high level of public subsidy.
Leeds	Proposed closure of 2 courses which made a collective £217,000 loss in 2013/14, courses have seen a 60 per cent reduction in pay-to-play rounds from 2006/7 to 2012/13. One course closed from November 2015 the other appears to remain open as at 1 st February 2016
Edinburgh	Withdrawal of £0.89 million annual grant, which supports 6 courses. The future of the affected clubs remains unclear but is likely to lead to multiple venue closures.
Wirral and West Cheshire	Together the authorities are proposing the sale of 7 municipal courses (Wirral's expected subsidy for the golf courses they provided in 2014/15 was £440,000. The 3 West Cheshire courses included in the deal receive an annual subsidy of £246,000).

5.4.5 Locally, there are many golf courses serving the populations of South East London, open to visitors at reasonable rates, offering golfers several alternatives to Beckenham Place Park. Appendix 5 lists 18 courses that are within 30 minutes driving distance from Beckenham Place Park. Most of these welcome visitors throughout the week and many have green fees at similar rates to that offered at Beckenham Place Park.

5.4.6 Indeed, the increasing openness of other courses locally is likely to have contributed to the decline in use of Beckenham Place Park golf course over recent years. In 2002-3, 38,500 rounds of golf were played in the park. Over the next decade this declined steadily to a low of 16,483 in 2012/13, and this now appears to have stabilising at around 20,000 rounds per year. This is a

reduction of almost 50% in usage since 2002, and an even more marked decline from the course's heyday, in the 1990s, when 50,000 rounds a year was typical.

Golf course finances and interim contract arrangements

5.4.7 Income to the course is clearly directly dependent on the number of rounds played, and yet the costs of maintaining a golf course remain relatively fixed irrespective of the number of rounds played. In 2002/3 the Council made an income of £350,000 from golf, but over a 10 year period to 2012/13 the annual income declined in line with the number of rounds played to only £149,000 in that financial year. (The average income to the Council per round played remained consistently below the publicised tee price, at £9-10 throughout the period, due to the special offers and concessionary rates operated).

5.4.8 In 2012, the Council therefore considered alternative arrangements that could be put in place whilst a plan for the park was developed, in order to further mitigate the Council's exposure to the financial risk of fluctuating income. The solution agreed was for Glendale golf to be responsible for golf management at Beckenham Place Park. This arrangement was approved by Mayor and Cabinet on 30th May 2012 as an interim measure. This report set out the background to the decision as follows:

4.1 The Council undertook to Invite To Tender for the management and maintenance of the parkland and golf course to include investment to restore the listed Homesteads, cottages and outbuildings. The Council invited five shortlisted companies to tender on 14th December 2010 with tender returns due on 10th March 2011. One completed tender package was returned from Glendale. Officers met to review the financial elements of the tender return and whilst Glendale's tender return would deliver the £3million plus worth of investment to restore and refurbish the listed Homesteads buildings the annual contract sum was significantly higher than the budget available leaving the bid unaffordable.

4.2 As officers were unable to secure an affordable bid for the management and maintenance of the parkland and golf course it was recommended (11th May 2011) to transfer the management and maintenance of the parks facilities (which included the golf course) into the Council's existing Green Space Contract 2010 – 2020 by way of a formal contract variation. Unfortunately despite extensive negotiation this proposal was also deemed unaffordable.

5.4.9 Even when applying the same competitive Schedule of Rates which won them the parks maintenance contract for the borough, Glendale's projected costs to maintain the park and golf course far exceeded the Council's annual maintenance budget for the park. An alternative solution was required.

5.4.10 The report continues:

4.3 Given the ongoing process officers have continued to negotiate with Glendale in an attempt to secure a short-term option. This would entail

Glendale managing the golf and catering facilities, for them to keep all income and to pay to the Council a fixed annual sum. (see paragraph 5.4.15 below). The Council will retain the responsibility for the maintenance of the golf course and parkland until the negotiations surrounding the future management of the Mansion have been concluded or alternative options have been implemented.

5.4.11 The new interim arrangement allowed the Council to achieve greater financial certainty over income and to plan to contain the costs of the park operation within the overall budget. In the two years prior to the current contractual arrangement the park contract had overspent in 2011/12 by £31,052 and in 2012/13 by £129,841. In the two years since the park achieved a modest underspend of £14,580 in 2013/14 and a minor overspend of £7,360 in 2014/15.

5.4.12 The Glendale Golf contract was granted for three years and required Glendale golf to:

- Provide management of the golf operation
- Provide daily café and bar operation with the permitted hours, (2 Council members of staff associated with the café were subject to TUPE to Glendale Golf under the contract thereby reducing the Council's operational costs)
- To provide marketing and publicity
- To provide a clear breakdown of course usage
- To ensure that the premises and curtilage is kept litter free
- To act as buildings and premises officers
- To liaise with the client and attend meetings with the Council and partners as requested
- To ensure that the toilets are kept clean and well stocked

5.4.13 Under the contract Glendale Golf agreed to pay the Council a fixed annual fee of £50,000 in year 1, rising to £62,000 in year 2 and £64,000 in year 3. Each year, an additional £6000 fee was paid by Glendale to the Council for utilities.

5.4.14 When the golf management and income transferred from the Council to Glendale Golf, the income from golf (in the financial year 2012-13) was £149,000. If Glendale Golf realised a similar income, following payment of the fixed fee to the Council, Glendale Golf would be left with less than £100,000 income with which to fund the service provision (including transferred staff) and modest investment in the café.

5.4.15 Under the current contract the Council is not entitled to access to Glendale Golf's accounts for the operation of the service. However, they have privately shared details of the income earned in 2015. It is clear from this that they have improved income since the transfer of management arrangements three years ago, but the level of income remains significantly below the level necessary to support the full costs of golf provision.

5.4.16 It is clear from the information Glendale provided that the historic trend of people seeking out lower priced green fee deals is continuing. Whilst the number of rounds has increased somewhat, the income per round is not as high

as might be hoped. Several membership schemes are offered which allow unlimited golf play either 5 or 7 days a week, and enable members to play at all Glendale golf courses. Membership for unlimited play costs only £48 per month for weekday play, and £71 a month for a 7 day a week pass. A Junior pass is also offered as a complimentary gift with each 7 day pass, and members paying annually benefit from a further month's discount (12 months for the price of 11). It is clear that many people playing regularly at Beckenham Place Park are making the most of these deals.

5.4.17 If the previous contract had remained in force, in which the Council paid Glendale a fixed sum management fee sum for the golf service of £123,864 per annum, whilst also bearing the cost of the café staff and associated building costs, (estimated to be in the region of £120k to the Council), then it is very likely that the cost of the golf management and café operation would have continued to exceed the income received in green fees. This is in addition to the net cost to the Council involved in golf course maintenance highlighted in Table 1 below.

5.4.18 The following table summarises the changes in the income and costs through the interim management arrangement put in place in 2013.

Table 1 – summary of changes in golf contract

The detailed figures behind this table are included in Appendix 8

Before the current contract, 2011-12	Current interim contract 2015-16
<p>Council Fluctuating income from golf fees £178k Cafe income £36k</p> <p>Costs: Maintenance of course £264k Fee to Glendale for managing golf shop, ticket sales, marketing £121k Café staff and building maintenance costs £83k</p> <p>Net cost to the Council: £253k</p>	<p>Council Fixed income from Glendale £70k</p> <p>Costs: Maintenance of course £219k (see table 2 below)</p> <p>Net cost to the Council: £149k</p>
<p>Glendale Income: Fee from Council for managing golf £121k</p> <p>Costs: Undeclared, but to run golf shop, manage ticket sales and marketing</p>	<p>Glendale Income from golf fees – fluctuating Estimated to be in the region of £200k+ on the basis of the income earned by the Council for the same number of rounds.</p> <p>Costs: £70k fee to the Council Management and staff costs plus café and building maintenance costs including investment in the cafe</p>

The operation of golf at Beckenham Place Park today is much less financially viable today than it was in the 1990s. Last year the Council contributed around £149,000 to the maintenance of the golf course, above and beyond the income

paid to the Council by the golf operator. At times of significant budget pressures, including on park budgets, it is felt that proper consideration should be given to the services which the Council chooses to subsidise and this ongoing arrangement should be given proper consideration. Table 2 below summarises the Council's costs in 2014-15 for providing the golf facility at the park.

Table 2 – Projected management and maintenance costs for BPP Golf Course 2015-16

These costs differ slightly from the summary presented at Sustainable Development Select Committee as it was found that irrigation costs had been excluded

	£
Staff costs attributed to golf	157,879
Greens and tees mowers	11,960
Liquid fuel pertaining to golf	1,120
Business rates	19,000
Irrigation for the course	10000
Grounds maintenance items for the course (eg topsoil, turf, dressings, herbicide etc)	5,000
Equipment, furniture and materials	13,951
Total cost of golf course	218,910
Income from golf operator, (including £6k utility fee)	70,000
Net cost to council of golf operation	-£148,910.00

5.4.19 It should be noted that closure of the course will not yield a £150k revenue saving. With the exception of staff costs in the table above the remaining annual costs associated with golf provision total £61,031. These ongoing costs will not be necessary if the course closes and represent an immediate saving that is similar in value to the annual income the Council receives from Glendale Golf.

5.4.20 It should also be noted that a regenerated park will need maintaining, and is likely to include some features which require skilled management, such as the lake, and additional play facilities. It will be crucial to the success of the park that these are maintained to a good standard. It is therefore expected that the considerable staff time currently invested in maintaining the golf course will, following the park's transformation, be invested in maintaining the wider landscape and woodlands. This will allow other areas of the park to enjoy a higher standard of maintenance than has been possible with the intensive mowing regime required by the golf course. It may also be possible to achieve savings on the maintenance of the east side of the park (currently maintained by Glendale under the main LBL parks contract) if sufficient capacity is freed up through closure of the course.

5.4.21 The interim management arrangement was originally put in place for three years but it was decided at Mayor and Cabinet, on 21st October 2015, that the arrangement should be extended for up to a further year, whilst a decision was taken on the continuation of regeneration plans with the support of HLF funding.

The extension means that golf will continue to operate in the park for a number of months during 2016 under this arrangement. The practical advantages of this arrangement are:

- 1) New arrangements will be required if café and toilet facilities are to be offered in the park, prior to the completion of any regeneration scheme and the Council needs time to put these arrangements in place.
- 2) The Glendale Golf service operates from the lower ground floor of the mansion house currently, using the upper ground floor for toilets. The activity and staff help to secure the otherwise vacant mansion, protecting it from vandalism. The Council needs to ensure that suitable arrangements can be put in place to offer security to the building in the absence of this management model.
- 3) Whilst the golf course is not as well used as it once was golfers still use and enjoy the course. They amount to a significant proportion of current park use in non peak periods, and stay in the park for hours. As such they provide parts of the park with a level of informal policing and sense of the space being occupied, which is useful prior to the regeneration works taking place. Golfers could continue to enjoy the course in the initial interim period.
- 4) If the contract is to be terminated prior to 31 December 2016, the Council is required to give due notice to Glendale Golf.
- 5) There are staffing and possible TUPE implications associated with closing the golf and cafe operation at Beckenham Place Park and further time is needed to work these out.

5.4.22 The exact timing of the cessation of golf in the park will be worked out within these constraints, but, if the recommendations in this report are approved will take place as soon as practically possible and by 31 December 2016.

Potential income from golf

5.4.23 It has been suggested by those opposed to closure of the golf course that retendering the golf contract could result in the Council receiving a net income from golf. Officers do not disagree that the national decline of golf may yet be reversed, but the problems associated with the golf industry highlighted in paragraph 5.4.3 mean that a massive reversal of fortune broadly equivalent to rolling back 10 years of declining use would be necessary for Beckenham Place Park to achieve a position where income covers the current costs associated with course maintenance and golf/café management.

5.4.24 Given the significant staff costs associated with maintenance and management of the course, one way a private operator may attempt to enhance profitability would be through achieving savings on staff costs. This could be achieved through reductions in the numbers of staff providing the service, economies of scale or through use of less favourable terms and conditions of employment.

5.4.25 It is officers' view that there are other potential revenue income streams within the park that are less dependent on the fortunes of a particular sport or good weather, and these are likely to generate more substantial income than the Council may earn from golf – particularly the letting of the parks' buildings - and

that these income streams can best be developed if the park's offer is broadened to appeal to diverse audiences.

5.4.26 A good example of an historic building within a park which is being used to generate income is Pembroke Lodge, managed by The Hearsam Family Ltd in Richmond Park. The building is used as a commercial café, wedding and conference venue. Pembroke Lodge published a figure of £250,000 per annum profit in 2013, which is contributed to the maintenance of the Royal Parks through a profit sharing agreement.

5.4.27 In Lewisham, Horniman Museum Enterprises, which is comprised of the retail, catering and venue hire at the Horniman Museum and Gardens, reported a gross turnover £465k, and generated a net profit of circa £204k. In their annual report it is stated that venue hire activity is the largest commercial income stream in terms of net profit and that there is still significant potential to expand.

5.4.28 At Tatton Park, Cheshire, £3.2million of income is generated through commercial activity. One third of this comes from events including functions focusing on arts, heritage, horticulture, family activities and seasonal events. Tatton Park is considerably larger than Beckenham Place Park, with the total estate approximately 1,000 acres, however, officers propose that an events programme could be one way to generate income to support the parks maintenance costs.

5.4.29 Examples of other income generating activities in parks in the UK include renting space for farmers markets, charging for parking, selling plants and produce grown at the park and permitting filming in the park. The latter idea already takes place in Lewisham through an arrangement with Film Fixer.

5.4.30 Further work is planned to develop proposals to generate income in the park. If Mayor and Cabinet approve the continuation of work on the regeneration of Beckenham Place Park officers will be seeking to ensure that appropriate revenue streams can be generated in the park for the long term, to support its maintenance. This analysis will be brought together in the 10 year management and maintenance plan that will be prepared to support the stage 2 HLF proposals in August 2016. The document will outline future costs based on the final design developed and income based on the latest projections from revenue generating sources.

5.5 **Opposition to closure of the golf course**

5.5.1 It must be recognised that the possible closure of the golf course has attracted significant opposition. In late November 2015, the Council received a 5700 signature petition campaigning against the closure of the golf course.

5.5.2 The petition has been running since the announcement of the Heritage Lottery funding award in summer 2014, and has been held at the golf club throughout the period, and at other locations at times. Signatures have therefore been collected over a period of 18 months and in various locations.

5.5.3 The petition states

“We, the undersigned, wish to register our opposition to any attempt by The Council to change the golf course at Beckenham Place Park from 18 holes to 9 holes. We believe the retention of the full 18 holes is essential to the maintenance of the character, challenge and community role of the course.”

As the Council’s plans became clearer, this was then altered (by page 52 of the petition) to read

“We, the undersigned, wish to register our opposition to any attempt by The Council to close the 18 hole golf course at Beckenham Place Park. We believe the retention of the full 18 holes is essential to the maintenance of the character, challenge and community role of the course – and the uniqueness and diversity of activity and use of this wonderful park.”

5.5.4 The petition represents a substantial body of people who would like to continue to play golf in the park, or seek, for other reasons to protect the status quo. The Council’s Petition Scheme requires that a petition of 4000 signatures or more is brought before the relevant Select Committee for scrutiny, and that petitions of over 8000 signatures trigger a full Council debate.

5.5.5 As a result, the Sustainable Development Select Committee discussed the petition and the proposed regeneration of the park on 14th January 2016. The Committee resolved to advise Mayor and Cabinet of the following:

That the Committee felt that additional information should be provided on the current contract with Glendale regarding the maintenance and management of the golf course, prior to a decision by Mayor and Cabinet. This was to ensure that an analysis of the true profit potential could be made.

This information can be found in section 5.4 of this report.

5.5.6 The Select Committee recommended that:

The questions tabled by Councillor Curran be referred to Mayor and Cabinet and officers be requested to ensure that their report to Mayor and Cabinet addresses these questions.

Written responses to these questions can be found in Appendix 6 of this report.

The Mayor ensures he has sufficient information on the matters listed above (at 1.3) before making his decision on Beckenham Place Park.

Please see section 5.4 of this report.

5.5.7 Due to the investment of officer time it would require, it has not been possible to analyse the residence of all the people signing the petition to retain the golf course. However, analysis of a 10% sample of the petition indicates that the vast majority of people signing the petition, opposed to the closure of the golf course, live outside the bounds of Lewisham borough. It is also interesting to note that only 5% of those signing the petition are from the neighbouring

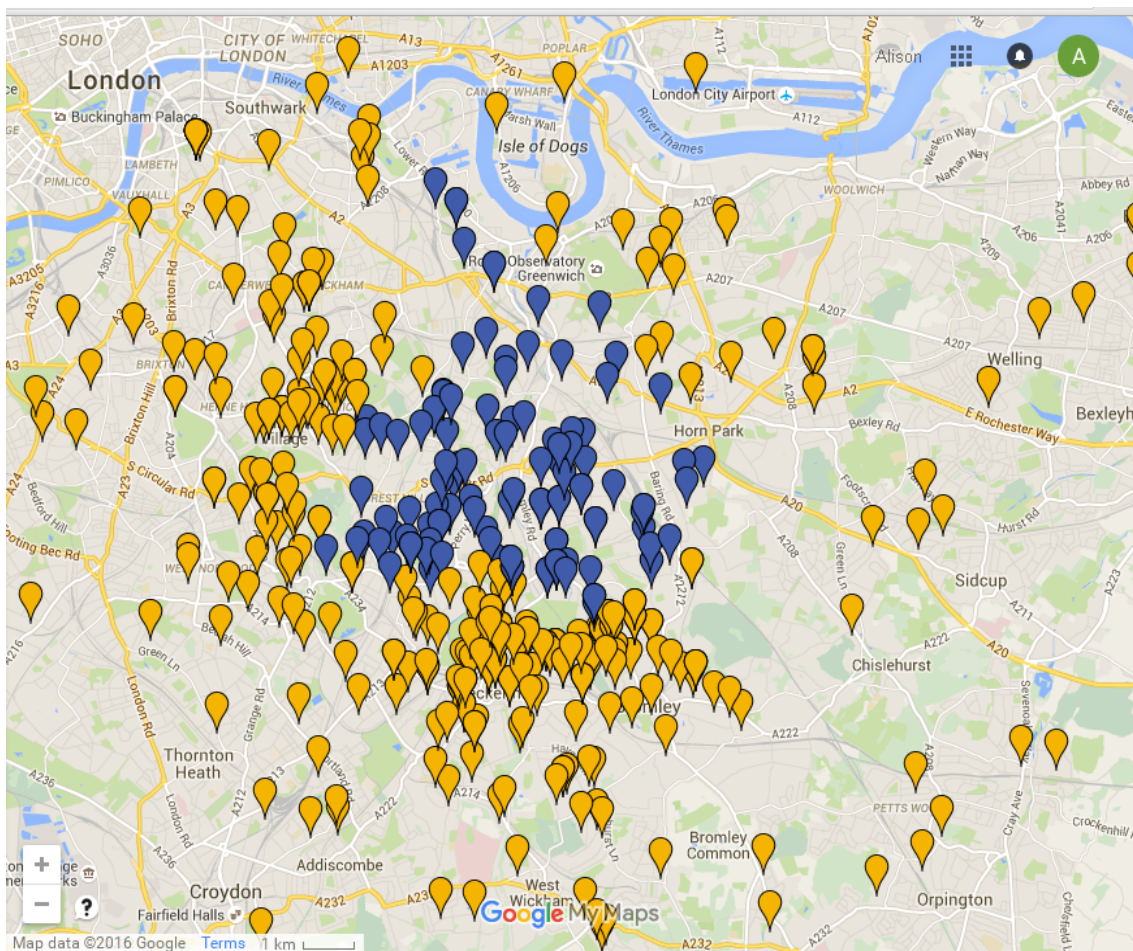
Lewisham wards of Bellingham, Whitefoot and Downham which the park was acquired to benefit.

The following table displays the results of the analysed sample.

Table 3 – Residence of those signing the petition (from 10% sample)

Lewisham residents	24.5%
Non Lewisham residents	75.5%
Residents of Whitefoot, Bellingham and Downham	5%
Residents of other wards	95%

5.5.8 The map below marks the postcode of each person within the sample signing the petition. Dark markers denote those living within Lewisham while light markers show those living out of the borough. A small proportion of signatories reside outside the bounds of the map below.



5.5.9 In addition to the petition, it should also be noted that the Mayor has received 917 letters of petition from visitors to the park, objecting to the “proposed regeneration of Beckenham Place Park and the consequential closure of the existing 18 hole public golf course”. However, these standard letters assume that the golf course generates “*ongoing sustainable income*” which implies that the income generated exceeds the cost of provision. The letters also say that the restoration of the lake will “*destroy mature woodland and wildlife habitat*”. Neither of these assumptions on which the letters are based are factually

correct, and thus some of those signing may not have done so had the understood the real financial costs to the Council of providing golf, and the ecological opportunities created through the creation of the lake and other enhancements planned in the park as part of the regeneration scheme.

5.5.10 Like the petition, the majority of the letters of objection (67%) have come from residents outside of the borough, as the table below shows:

Table 4 – Residence of those submitting letters of petition

Borough	No. of letters of petition	% of letters of petition
Lewisham	306	33%
Bromley	389	42%
Greenwich	33	4%
Southwark	46	5%
Other	139	15%
Unknown	4	0%
Total	917	100%

5.6 Planned Consultation

5.6.1 It is also interesting to note that Lewisham residents objecting to the regeneration of the park are predominantly from other areas of the borough, and not from the neighbouring wards of Bellingham, Downham and Whitefoot. Anecdotal evidence suggests that residents from these neighbouring Lewisham wards are not using the park much currently. This is particularly concerning, given that Beckenham Place Park was acquired by the London County Council specifically to be amenity space for the new estates of Downham and Bellingham, recognising that there was, and still is, no other substantial green space in the area. If regeneration plans progress, consultation will be carried out to ensure that the restored park offers activities and facilities that appeal to people within these communities, and help them to gain the health and quality of life benefits that green spaces offer. We have been working closely with Phoenix Community Housing to ensure that we maximise engagement with people in this area. If the regeneration of the park goes ahead consultation will take place as follows:

5 themed focus groups for invited attendees	4 th , 10 th , 11 th Feb 2016
Children and young people's online survey advertised through schools	Jan - Feb 2016
'High street' consultation events in Bellingham, Downham, Catford and Beckenham	29 th Feb, 5 th , 9 th , 14 th March 2016
Displays and drop in consultation at the BPP mansion	13 th March (provisional)
3-4 open invitation evening meetings in	March

various locations	
Easter event in the park, including consultation	26 th March 2016
Design verification through public displays and events, to be defined	May- June 2016
Submit final proposal to Heritage Lottery Fund for approval	By August 2016

5.6.2 The project is then expected to progress as follows:

Secure funds from HLF	By Jan 2017
Procurement and finalise detailed designs	Jan- Summer 2017
Works on site begin	Autumn 2017
Works on site completed	By Christmas 2018

5.6.3 The Heritage Lottery grant offers a real opportunity to harness the potential of this park – not only as a beautiful and extensive open space, but also as a regeneration asset for south of the borough.

5.7 HLF investment

5.7.1 The grant awarded by the HLF amounts to £4.9m investment in the park. £323,000 of this has been awarded already for the design and development stage of the project. These monies are being spent by the Council on staff time, architects, technical experts and consultation with local people.

5.7.2 The design phase will be completed by August 2016, when the phase two proposal is submitted to the HLF. The fund will confirm the award of the further £4.6m by Christmas 2016.

5.7.3 Grant monies can be spent on any aspect of the designs agreed in the phase two proposal for the park and homestead buildings.

5.7.4 It is expected that the capital works will be completed by December 2018. The HLF do not impose strict deadlines by which the grant monies must be spent, but require a 'realistic timescale' for delivery.

5.7.5 A modest amount of match funding is required from the Council, as a contribution to the project. This amounts to a total of £1million, which will be made up of insurance monies from the homesteads fire, section 106 contributions and a contribution from the capital programme.

6. Proposal

- 6.1 The proposal to continue the work on the masterplan for Beckenham Place Park recognises that in order to achieve the key outcome required by the Heritage Lottery Fund - to significantly increase usage of the park, and the diversity of users, it is necessary to reduce the dominance of golf in the park.
- 6.2 The outline masterplan proposes restoration of the landscape together with the introduction of new facilities and activities in the historic core of the park which will allow the park to become more relevant to those that live nearby. It also opens up possibilities for the restoration and re-use of the listed buildings that would otherwise be less viable.
- 6.3 Initial investigations have cast doubt on the viability of introducing family golf to the park, but a decision to pursue this no further at this stage does not preclude an offer being developed at some future point.
- 6.4 To continue developing the outline masterplan and release the Heritage Lottery capital funding to invest in the park, it is necessary to close the current 18 hole golf course.
- 6.5 The alternative is to halt work on the regeneration of Beckenham Place Park through the HLF award, and forego the further £4.6m investment the HLF have set aside for the open space.
- 6.6 Alternative funds for investment would need to be found in order to bring the historic buildings back into use, and to fund improvements to the facilities in the park. There are currently very few other opportunities to secure significant funds for the park and buildings. It may be many years before alternative funding on this scale is found. It should be noted that even if the Council were to secure a more financially advantageous golf contract, in which a golf operator covered all the costs of maintenance and paid the Council a similar sum to Glendale golf (an unlikely scenario), it would take 70 years to secure the level of investment currently being offered by the HLF.
- 6.7 Even if it was decided that work should not continue on the Heritage Lottery funded regeneration of the park, the Council would still need to make a decision about the continued operation of the current 18 hole golf course in the park, considering the social value offered through the provision of golf, and the costs and revenues to the Council.

7. Legal implications

- 7.1 In accordance with Section 164 of the Public Health Act 1875, the Council has power to provide, maintain and improve public parks. If the recommendations in this report are agreed, then this will result in the closure of the existing 18 hole golf course. The provision of golf within the park is a service that the Council provides in pursuance of a statutory power rather than a duty. It is therefore not bound to continue to do this but any decision about it must be taken in accordance with the decision making requirements of administrative law. The

decisions in this report must therefore be made reasonably, taking into account all relevant considerations and disregarding irrelevancies.

- 7.2 There is no statutory obligation for the Council to consult on these proposals but the non statutory consultation that the Council has undertaken to date is set out in section 5.3 of this report. The Council will also be undertaking further planned consultation as set out in section 5.6 of this report. The Mayor should have regard in particular to the representations that have been received in respect of the proposed closure as set out in section 5.5 of this report and the responses of officers to these as set out in section 5.4 and Appendix 6 of this report.
- 7.3 The Equality Act 2010 (the Act) brings together all previous equality legislation in England, Scotland and Wales. The Act includes a new public sector equality duty (the equality duty or the duty), replacing the separate duties relating to race, disability and gender equality. The duty came into force on 6 April 2011. The new duty covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 7.4 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 7.5 As was the case for the original separate duties, the new duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 7.6 The Equality and Human Rights Commission issued guides in January 2011 providing an overview of the new equality duty, including the general equality duty, the specific duties and who they apply to. The guides cover what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guides were based on the then draft specific duties so are no longer fully up-to-date, although regard may still be had to them until the revised guides are produced. The guides do not have legal standing unlike the statutory Code of Practice on the public sector equality duty, However, that Code is not due to be published until April 2012. The guides can be found at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-duties/new-public-sector-equality-duty-guidance/>

8. Financial Implications

8.1 Capital

- 8.1.1 If Mayor and Cabinet approve the continuation of work on the restoration of Beckenham Place Park, the project team will submit a phase 2 bid to the HLF in Summer 2016. The HLF will consider the bid, and are expected to confirm the total funding award of £4.9m by Christmas 2016. Of this amount, £323k has already been awarded and is being spent by the Council on staff time, architects, technical experts and consultation with local people. The remaining grant funding of £4.6m will then be made available to the Council for the regeneration of the park.
- 8.1.2 Some match funding is required from the Council, as a contribution to the project. This amounts to a total of £1million. This will need to be identified from a combination of insurance monies from the homesteads fire, section 106 contributions and additional capital programme budget.

8.2 Revenue

- 8.2.1 The closure of the golf facility at Beckenham Place Park could save the Council maintenance costs associated with the intensive management of the golf course. The extent to which savings are realised is dependent on the final designs for the park, and the maintenance required for each new feature and facility. A detailed 10 year management and maintenance plan will be prepared for submission to the HLF in summer 2016. Initially any savings made in revenue expenditure may be required to cover potential once off redundancy costs arising.
- 8.2.2 It should be noted that in future there would be a cost attached to maintaining the area of the park formerly occupied by the golf course. That cost will depend on the nature of the facilities offered in the redeveloped park. It is expected that costs of maintaining the redeveloped park can be contained within existing budgets, and may have the potential to offer a saving when compared to the current costs of maintaining the golf course.
- 8.2.3 In addition, it should also be recognised that a well restored park of this scale will offer the Council opportunities to make revenue in the longer term, which could in turn be used to fund the maintenance of the park in the future. Such revenue streams are likely to come primarily from letting the park's buildings, (the cottages within the courtyard, the homesteads, and the Foxgrove Club) and could also be obtained through events, and the commercial operation of outdoor activities such as kayaking or high ropes. In addition, it is likely that if the park is restored and the golf removed from the curtilage of the mansion, opportunities to create revenue through letting space in the mansion house could be found.

9. Equalities Implications

- 9.1 A key objective of the regeneration of Beckenham Place Park is to ensure it appeals to, and is more accessible to the diverse communities of South East London. If the Mayor and Cabinet approve continued progress on the restoration of the park, officers will ensure consultation is carried out with a

broad range of audiences, to ensure the park becomes a facility which is enjoyed by a more diverse and representative population in the future.

- 9.2 A significant component of the current phase of work is the development of an audience engagement plan which seeks to identify any parts of the community who are not using the space, identify the reasons why and to plan activities that will re-engage them. This targeted work will sit alongside the general principles of good design for the landscape and buildings, which will aim to make the facilities in the park accessible to all.

10. Environmental Implications

- 10.1 In regenerating the park officers seek to improve the ecological value of the open space, introducing new habitats, such as a lake, and enhancing existing habitats through enhanced woodland and meadow management.
- 10.2 The golf course, being intensively managed grassland, requires the use of fertiliser, fungicide and herbicide, and is of very little ecological value. The regeneration of the park would see this virtual monoculture replaced by meadow, open water and parkland which could support a much more diverse range of species, and offer people much greater opportunity to interact with nature.
- 10.3 The design team are working closely with ecologists, both at the Council, and from the landscape architect's firm, to ensure the ecological opportunities of the park's regeneration are maximised.

11. Crime and Disorder Implications

- 11.1 The 'Designing out crime' work carried out in Ladywell Fields through the Quercus Project (2006-2008) demonstrated clearly that the most important factor in preventing crime and disorder in parks is the extent to which the space is used. Crime and fear of crime reduce in open spaces when people are seen and can be seen.
- 11.2 Increasing the use of Beckenham Place Park is key to reducing anti-social behaviour and fear of crime in this open space. Investing in the park and removing damaged and derelict features will also deter anti-social behaviour, helping people to feel safer and discouraging casual vandalism.
- 11.3 In addition, there are plans to engage residents and school pupils extensively in the park, through volunteering opportunities and environmental education. As volunteers invest in the open space, the sense of ownership and pride in the park will grow. This in turn moves them to actively look after the space, and deters anti-social behaviour.
- 11.4 The regeneration of the Beckenham Place Park should therefore reduce crime and fear of crime in the park.

12. Human Rights Implications

12.1 There are no specific human rights implications arising out of this report

13. Conclusion

13.1 In order to set out the context for the recommendations contained in this report there is a large amount of background information. Much of it highlights the financial struggles the park has faced over the past decade or so, and the difficulties involved in establishing agreement on the best way to transform its fortunes. It has taken 20 years of work to find an appropriate solution for the park. Its history could create the impression that the park's problems are simply too difficult to tackle, but this is not the case.

13.2 The very high level of investment offered by the Parks for People programme reflects the HLF's belief that the proposals for the park are well founded and will bring about a step change in use that benefits local people. 2016 is the 20th anniversary of their park funding programme and over the last two decades they have invested £800m to transform the fortunes of the most historic parks across the UK. Through experience the HLF knows what makes a park regeneration project successful.

13.3 The nearly £6 million of funding (including match funding) currently on offer would fund the delivery of the largest park investment project undertaken in our borough - a borough which already prides itself on the quality of its parks and public spaces. Over the last decade the Council has undertaken a number of award winning projects in parks that are focussed on providing welcoming spaces that meet the needs of our diverse population. The regeneration of Beckenham Place Park has the potential to surpass all of these.

13.4 The park could boast facilities unrivalled in this part of London. Through the regeneration programme the park would become a place of

Community – providing environmental education, interpretation for visitors and an events programme that engages a wide range of local people

Nature – providing a huge range of habitats, from ancient woodland and meadow to a river, wetland, and a lake

Heritage – ensuring the restoration of several listed 18th century buildings to providing high quality facilities and a beautiful and historic setting for people to enjoy

Outdoor activity – providing endless opportunities for health and fitness activities, including some not found elsewhere in the borough (high ropes, kayaking)

Relaxation – providing a sense of being in the countryside, of having space which gives people the opportunity to unwind in an attractive landscape.

13.5 It is recognised that the closure of the golf course would represent a significant loss to a community of people across London, some of whom have enjoyed playing golf at Beckenham Place Park for decades. However, the Heritage Lottery Fund's award offers an opportunity to decouple the park's future success from the ailing fortunes of the golf industry and create a park that offers far more than golf. It will transform the park for the benefit of local people, enabling the creation of a destination which will be used and loved by thousands of residents throughout the borough and beyond.

14. Background documents and Report Author

Appendices:

- 1) Current masterplan – emerging landscape design for the park
- 2) Invitees to the 2014 consultation
- 3) 2014 Consultation results
- 4) Outcomes required by the Heritage Lottery Fund
- 5) Golf courses within half an hour's drive of Beckenham Place Park
- 6) Responses to the questions posed by petitioners/ the 'Save Beckenham 18' campaign
- 7) Timeline to show golf course contracts and tenders since 2002-3
- 8) Movement and usage survey

If you require any further information about this report please contact Alison Taylor alison.taylor@lewisham.gov.uk