



# FACILITY MIX FOR A LINEAR PARK KINGSWAY TO THE SEA

## BRIGHTON & HOVE CITY COUNCIL



A REPORT BY FMG CONSULTING LTD

APRIL 2022

# Table of Contents

Executive Summary .....	1
1. Introduction .....	5
2. Background and Preliminary Assessment.....	9
3. Consultation on Scheme Design.....	15
4. Proposed Facility Mix.....	17
5. Site Design and Appraisal .....	21
6. Finance and Management Considerations .....	26
7. Conclusion.....	29

## Appendices

Appendix A – Case Studies

### **Basis of Information**

*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.*

# Executive Summary

## Introduction

- ES1.1. Brighton & Hove City Council (“the council”) have been awarded £9.5m from the Levelling Up Fund towards the development of the open space extending from the west of the city centre that stretches from Hove Street to Hove Lagoon.
- ES1.2. Consistent with the council’s plans to improve seafront, the Kingsway to the Sea (“KTTS”) project seeks to expand the usage of the city’s seafront beyond the core area around central Brighton, as well as spread its visitor appeal more evenly throughout the year. The outcomes will help support the further sustainable development of the visitor economy in the city.
- ES1.3. A particular focus of the Levelling Up application are those communities living in the adjacent wards of Wish, Westbourne and South Portslade. These wards have a higher proportion of younger people than both the city average and the national average; rank amongst the most deprived quartile of wards nationwide and have a significantly higher proportion of those claiming disability living allowance. They are also home to a high representation of Asian and Asian British people.
- ES1.4. Once delivered, it is anticipated that the project will create a new linear park and new leisure facilities to increase greater footfall by young people and families, as well as encourage a vibrant commercial environment that provides jobs.
- ES1.5. FMG Consulting Limited (“FMG”) have been appointed to provide advice as to the optimum mix of sporting facilities for the scheme that will drive sufficient revenues to support the maintenance and upkeep of the mix of sports in the future whilst, at the same time, providing a series of public parks for informal leisure use.

## Consultation

- ES1.6. Evidence gathered from previous consultation work, undertaken as part of the Sports Facilities Investment Plan (February 2020) together with the findings from the public consultation which followed the Levelling Up application, has been enhanced with more recent detailed discussions with local sports clubs and relevant national governing bodies. Together the results of these consultations have informed the sports facility mix of the scheme.
- ES1.7. The existing level of outdoor sports provision is of low quality and requires investment. Four of the existing tennis courts have recently closed due to concern about the playing surface. The consultation proposals shared common themes to enhance the existing range of sports on offer. This included improved outdoor provision for tennis and the desire to maintain existing provision for bowls, croquet and events. To service these sports additional amenities such as changing rooms, toilets, point of sale infrastructure and storage is considered essential.
- ES1.8. We heard repeated calls for emerging sports like padel tennis and more provision for flexible playing surfaces like sand to support the growing interest in sand based sports as well as consensus on the need for sports like roller skating, skateboarding and biking to attract younger age groups.
- ES1.9. Access in and across the site is problematic for those with disabilities and reduced mobility. The project aims to address these constraints with the provision of new ramps, paths and associated

groundworks to alter gradients. These improvements will naturally impact on the design and configuration of the parks and open space as well as on the quantum and size of sports provision.

ES1.10. We combined the findings from earlier consultations and the in-depth discussions with key stakeholders to arrive at a potential list of essential and desirable sports for inclusion in the scheme. The rationale for their selection includes:

- their current and growing popularity;
- a current lack of suitable supply which can be addressed by their inclusion in the project;
- their potential to appeal to a broader demographic than possible through the current mix of sports; and
- their ability to generate sufficient income to support the maintenance of the sports facilities, amenities and green spaces in the future.

ES1.11. The potential list includes the following:

- Bowls
- Croquet
- Tennis
- Padel tennis
- Sand Sports Arena
- Skate Park, Pump Track and Roller area
- Football
- Events
- An opportunity to re-locate the existing skate park and extend provision for families at Hove Lagoon.

ES1.12. Stakeholders wanted to see a range of associated facilities to meet future need including storage space for equipment, toilet and changing facilities and access to café/refreshments. Upgrading booking arrangements to include suitable gate entry technology was also identified as important.

### **Site Appraisal**

ES1.13. GT3 Architects have carried out an initial appraisal of the sites to understand their potential for development.

ES1.14. Their view is that opportunities are constrained in part by the undulating topography of the land, the need to improve disabled access and site width in some areas. The proximity and adjacencies of the various sports need also to be a factor in their configuration and layout. A zonal naming system has been used to help demarcate and locate the offer.

ES1.15. In finalising the design, the twin aspects of landscape and sport design has been integrated to provide a holistic solution that provides a series of active and passive recreational zones for users of this space.

ES1.16. The proposals concur with the main findings from consultation. The key differences have been around the provision set aside for traditional tennis. In this regard we have consulted the Lawn Tennis Association and the King Alfred Tennis Club. The proposed design includes reduced provision for the number of traditional courts but introduces new forms of the sport including padel and sand based options to broaden the sports appeal to a wider audience.

ES1.17. The plans also include proposals for a new sports hub with seafront café and associated provision to enable the effective management of the facilities.

ES1.18. During the consultations, we identified an opportunity to consider adding football to the potential mix of sports. From our experience, revenues from providing community football pitches can be significant and therefore we were keen to explore the potential for football as part of the scheme.

ES1.19. Two options for the design are therefore presented.

- Option 1 includes a new public park in Zone 7 and new small sided football provision in Zone 8 adjacent to Hove Lagoon. In this option we also considered moving football to the Events space in Zone 1.
- Option 2 includes a new public park in Zone 7 and pump and skate park in Zone 8 and retaining Events space in Zone 1.

ES1.20. If Option 1 were taken forward, this would provide agreement in principle to progress the provision of football and realise its revenue potential as part of the scheme.

### **Financial Considerations**

ES1.21. In finalising the scheme, consideration has been given to the potential revenues and costs associated with the sporting elements of the design. This is because the council is aware of the potential sums needed to maintain and replace the park in future years.

ES1.22. Those sports with a combination of high levels of revenue coupled with low upkeep have been identified as they are more likely to provide sufficient levels of surplus to support the scheme over the long term.

ES1.23. Whilst we found that the option of football does provide a significant revenue contribution to the overall scheme, we consider that involving football would be too challenging to implement given its location close to residential areas and the additional requirements for floodlighting and parking both of which are likely to face considerable public resistance. After due consideration we do not recommend including football as part of the scheme design.

ES1.24. Taking these assumptions into account, we can confirm that the financial assessment shows that a scheme design, with or without football, leverages a net payment to the council by the Operator, after income, costs and profit and overheads are considered.

### **Future Management Arrangements**

ES1.25. The working assumption underpinning the financial assessment is that the management of the sports park facilities is best handled by a single operator.

ES1.26. This arrangement actioned through a formal tendering and contractual agreement recognises the mutual obligations that the council and a new operator have in maintaining public access to the council's portfolio of sports facilities, whilst at the same time transferring the day to day management arrangements and community engagement responsibilities to a suitably experienced organisation with the skills and capabilities necessary to maintain and deliver a high standard of outdoor sports provision within the park for the longer term.

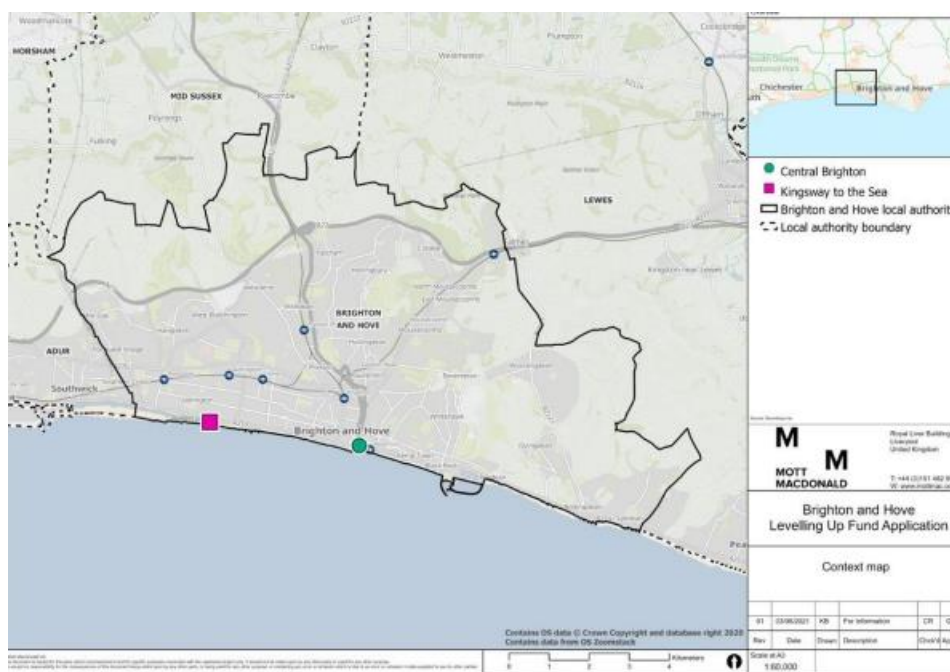
ES1.27. This contracting approach provides a tried and tested market recognisable framework within which both the council and operator have a transparent approach both to financial and operating risk as well as documenting the obligations and responsibilities of both parties over the contract period.

# 1. Introduction

## Background

- 1.1 Brighton & Hove City Council (“the council”) have been awarded £9.5m funding toward the further development of a geographic space to the west of the city centre stretching from the King Alfred Leisure Centre to Hove lagoon.
- 1.2 The Kingsway to the Sea (‘KTTS’) project is an integrated proposal that has been developed with local community organisations to regenerate a run-down and underused area of the city’s seafront.
- 1.3 Delivered, the scheme will transform the public realm, create new accessible routes for pedestrians, optimise the overall space for sports provision, enhance safety for visitors and expand outdoor family facilities at Hove Lagoon. The remodelling of the entire area will improve biodiversity and attractiveness, contributing to health and wellbeing for users.
- 1.4 The KTTS project is designed to complement other proposed public investments in the area and to complement the future redevelopment of the council’s sporting assets across the city.

## Map 1 Location of the Project



(Source: Levelling Up Fund Application, page 7)

- 1.5 Consistent with the council’s plans to improve the seafront, the scheme seeks to expand the usage of the city’s seafront beyond the core area around central Brighton, as well as spread usage throughout the year. This will help to support the further sustainable development of the visitor economy in the city.

### Consultation

- 1.6 As part of the Levelling Up process, the council consulted with stakeholders and partner organisations including input of the West Hove Seafront Action Group.
- 1.7 Councillors have also been canvassed for local opinion and are supportive of the plans.

### Existing Sports Provision

- 1.8 The facilities currently forming part of the project area are set out below.

**Table 1 – Existing Provision**

Sports	Facility	Level	Floodlights
Bowls	2 x grass lawns	Community	No
Croquet	1 x grass lawn	Community	No
Tennis	8 court (macadam) (4 now closed)	Community	No
MUGA	MUGA	Community	No
Pitch & Putt	2 redundant greens	Commercial	No

### Levelling Up Application

- 1.9 The rationale for the Levelling Up application is summarised below.
- 1.10 'The seafront comprises a mixture of buildings, outdoor sports facilities and public open space. Trends in sports participation have altered which has led to a drop in use of existing facilities. There is a policy presumption to retain, safeguard and enhance existing outdoor sports facilities within the city; with local spatial strategies seeking to secure more effective and appropriate use of open space.'

### Scope of the Project.

- 1.11 FMG Consulting Limited ('FMG') have been engaged to review and advise on the optimum mix of facilities that ensures the final project outcomes are sustainable and self-funding in the long term.
- 1.12 In addition, the council requested that further consultation is carried out with a specific set of stakeholders to help inform the final design.
- 1.13 The council have advised that they are continuing discussions with their own internal architects, and other contractors and that these will be proceeding in tandem with the report produced by FMG. The council has also commissioned Untitled Practice, a landscape design team, to work up detailed designs for the overall scheme.
- 1.14 Before the council proceeds with more detailed proposals, they consider that they require a full picture of the potential for the provision of outdoor sports on the site. The output of this report therefore attempts to provide a response to the following series of outstanding questions;



- Based on national trends in outdoor sports participation, combined with recent consultation feedback, what might be the best mix of facilities along this stretch?
- The project is seeking to invest in popular sports to maximise participation whilst also generating a sustainable income to enable re-investment over a long period. Explain how the recommendations balance this mix?.
- The city has a successful outdoor events programme, what is the scope for widening the current programme?
- Could the redundant bowling greens be used for other outdoor sports that are complimentary to bowling and croquet provision but encourage participation and generate income?
- Working closely with the Lawn Tennis Association recommend the optimum number of courts to be retained for traditional tennis.
- What is the optimum number of courts to create the critical mass for each sport?
- Can football be accommodated in any way on the site to enable a partnership with Brighton and Hove Albion's community organisation?
- What should an outdoor sports hub contain as a minimum to support activities in terms of toilets, changing facilities, reception, storage and café bar space? Is this likely to be essential to attract an operator for the outdoor sports facilities?
- What is the recommended numbers of courts/space for existing participants, recognising potential for migration to other sports usage (i.e., tennis players switching to play Padel)?
- What are the maintenance costs and liabilities for each facility type and is there an optimum combination of facilities to enable economies of scale? Model this cost plan against income.
- What are the options for an effective management model to balance participation (so accessible pay to play rates) with income generation?
- Produce an outline financial model for two recommended options?
- Produce a technically accurate configuration based on recommendations that can be demonstrated as an optimal balance of outdoor sports facilities. Case studies from other parts of the UK are essential.

### **Structure of the Report**

- 1.15 We have structured our report in a methodical way that develops the evidence base and then considers the implications of the options and development packages.
- Section 2 – Background and Preliminary Assessment
  - Section 3 – Consultation
  - Section 4 - Proposed Facility Mix
  - Section 5 – Site Design and Configuration

- Section 6 – Financial and Management Considerations
- Section 7 – Conclusion

**Contact**

1.16 Any queries relating to this paper should be made in the first instance to Kevin Godden, Managing Director, FMG Consulting Ltd on [kevingodden@fmgconsulting.co.uk](mailto:kevingodden@fmgconsulting.co.uk) or 07710710847.

## 2. Background and Preliminary Assessment

### Introduction

- 2.1. The seafront area of Brighton & Hove contains some striking heritage seaside architecture as well as a number of sports courts and some play space. Despite its central location, this area is marked by significant dilapidation and decay, with the Council having been unable to invest in its renewal for many years due to budget constraints.
- 2.2. The award from the Levelling Up Fund enables the City Council to continue with another phase of its seafront development strategy.
- 2.3. The area of development spans the linear strip from the current King Alfred Leisure Centre to Hove Lagoon. The area has been provisionally laid out into a series of demarcated sub sections.
  - Section 1 - Events space
  - Section 2 - Park Garden East
  - Section 3 - Bowls, Buildings & Garden
  - Section 4 - Sunken Garden
  - Section 5 - Courts & Pitches East
  - Section 6 - Courts & Pitches West
  - Section 7 - Park Garden West
  - Section 8 - Skate & Pump
  - Section 9 - Hove Lagoon

Figure 1 - KTTS - Proposed Area of Development (Sections 1-9)

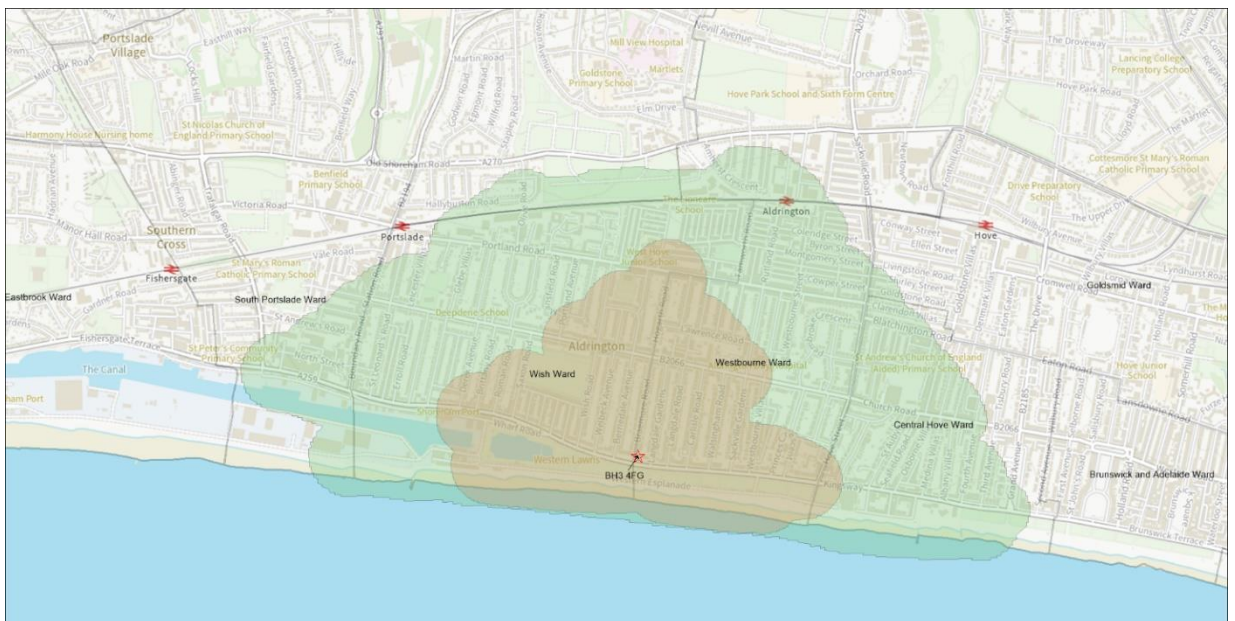


- 2.4. The project also aims to support improvements to cycling and walking infrastructure through the provision of a destination for cyclists and public transport users that is highly accessible and contributes to the health and wellbeing of local people and visitors. There will also be provision to improve pedestrian access. This footfall supports local restaurants, cafes and sports-related services.

### Population Characteristics

- 2.5. The council has set out the rationale and aspirations for the development in a way that is designed to maximise its equalities impact as tailored to the needs of the local community and visitors to the area. The rationale takes account of the following population characteristics:
- 2.6. The catchment population within a 20 minute walk time has been plotted using Sport England's Active Places Power. A map of the catchment is presented below;

**Map 2 Walk Time 10 and 20 minutes (Centre point BN3 4FG)**



- 2.7. The walk time extends from Grand Avenue in the east to Station Road in the west and reaches as far as the railway line at Aldington to the north. The area is accessible to the wards of Wish, Westbourne and South Portslade.
- 2.8. The total population within this catchment is 22,737. The residents of these wards are on average younger than both the city average and the national average<sup>1</sup>. **This scheme will create new leisure facilities to increase greater footfall by young people, as well as encourage a vibrant commercial environment that provides jobs through redevelopment of facilities and regenerated outdoor events spaces.**

<sup>1</sup> Local Insight, 2020, Local Insight profile for 'Wish, Westbourne and South Portslade' area

**Table 2: Population Profile (age bands) within 20 minute walk time.**

Combined Walk Time (minutes)	0-24	25-39	40-59	60-79	80+	Total
0-10	1019	884	1,368	839	328	4,438
10-20	4,793	4,777	5,373	2,557	799	18,299
Total	5,812	5,661	6,741	3,396	1,127	22,737

(Source (SE@Active Places Power)

- 2.9. The combined population of 0-24 year olds (5,812) is the second largest age category after the 40-59 age group (6,741). Young people represent 26% of the overall population.
- 2.10. The wards contain some lower super output areas (LSOAs) which **rank amongst the most deprived quintile of wards nationwide** spanning numerous domains, from economic to health to living environment.
- 2.11. The number of Disability Living Allowance claimants in Wish, Westbourne and South Portslade is almost 50% above the national average.<sup>2</sup>
- 2.12. In Brighton and Hove, people of Black or Black British ethnicity were least likely to do the recommended levels of physical activity on five or more days a week (4%) with low levels also reported by people from Asian or Asian British people (14%)<sup>3</sup>. **The wards of Wish, Westbourne and South Portslade have a high representation of Asian or Asian British people – family-oriented facilities are thus needed by the community.**
- 2.13. In summary, the project aims to create an enhanced seascape area with a shared user path, providing better, low carbon alternatives to cars to connect the visitor economy offer in Central Brighton and West Hove

#### **Findings from Previous Consultations**

- 2.14. The council has undertaken a series of consultations to inform its sports provision. This has included partner, sport club and national governing body consultation in October 2019 to inform the Sports Facility investment Plan which was followed in February 2021 by an online Residents Survey into current sports provision across the city.
- 2.15. In 2021 the council engaged external consultants Untitled Practice to carry out consultation on the Levelling Up scheme and the desired outputs.
- 2.16. The findings from these consultations have provided an invaluable source of data and sentiment on the demand for sport and physical activity within the city and the areas of improvement necessary to encourage more residents to be active.

<sup>2</sup> Local Insight, 2020, Local Insight profile for ‘Wish, Westbourne and South Portslade’ area

<sup>3</sup> Brighton and Hove City Council, 2015, Black and Minority Ethnic Communities in Brighton & Hove

- 2.17. Sports clubs and activity organisations recognised that the current stock of facilities is outdated and urgently requires investment.
- 2.18. Whilst those we spoke to do their best to work with the current infrastructure, the majority of club representatives supported the concept of more modern sporting hubs to help improve overall standards and encourage participation.
- 2.19. Improved facilities for beach volleyball and netball was mentioned by a number of sports clubs. This included taking advantage of the seafront location and increasing the number of indoor and outdoor sand-based courts as welcome steps to address the quality and lack of outdoor sports courts and pitches.
- 2.20. The consultation highlighted the need for a more integrated approach between the council's Sports, Seafront and Cityparks team in developing a more co-ordinated approach to the overall level of sports provision. This is reflective in the approach being taken in this project.
- 2.21. In addition, consultees mentioned the following additional amenities as part of the overall mix for consideration:

#### Amenities

- Toilets
- Dog exercise area
- Children's Play / Climbing,
- Picnics
- Seating
- New Buildings / Extensions

- ES1.28. The consultations shared common themes to enhance the existing range of sports on offer. This included improved outdoor provision for tennis, and the desire to maintain existing provision for bowls, croquet and events. To service these sports additional amenities like changing rooms, toilets, point of sale infrastructure and storage is considered essential.
- 2.22. Whilst the findings of the consultation for KTTS did not identify football as a desirable activity, the Football Foundation Local Football Facility Plan does identify the need to improve the existing MUGA to improve its quality for small side football and multi sports.
- 2.23. We have represented the findings from the various phases of consultation in the tables below.

#### **Facility Options for Consideration**

- 2.24. We have applied a high level assessment as to which particular activities could feasibly be included as options within the KTTS project and indicated this accordingly. The list reflects a balance between public feedback, demand and revenue generation as the defining factors, coupled with the fact that the activities are not extensively provided elsewhere.
- 2.25. Using this approach, we have discounted a number of options as unlikely to fit with the core principles of the scheme or those that are already being considered as part of alternative developments in the city.
- 2.26. We have included the provision of a skate park and pump track as we are aware that these facilities have received widespread support as part of the plan.

Table 3 Table 3 Requirements Arising from Consultation

Facility	Feasible as Part of KTTS	Comment	Requirement based on Consultation
Outdoor Tennis Courts	At least 4	At least 4	Essential
Sports Hut	√	To support the management arrangements for the site	Essential
Outdoor Sports Clubhouse	√	Includes café, changing spaces and toilets	Essential
Outdoor Bowls	√	One championship, one artificial grass green	Essential
Outdoor Croquet Lawn	√	Grass court	Essential
Events Space	√		Essential
Pump Track & Skatepark <sup>1</sup>	√		Essential
Facilities that improve disabled access to the seafront and public areas	√	To make reasonable adaptations in order to comply with existing legislative	Essential
Roller skating	√		Optional
Multi – purpose sand courts	√	Beach tennis/ Volleyball / Football	Optional
Padel Tennis	√		Optional
Multi-use artificial pitch/outdoor football	√		Optional
Free running/Parkour	√		Optional
Climbing/Bouldering	√		Optional

<sup>1</sup>A temporary BMX Pump Track also features as part of Black Rock Development  
<https://www.brighton-hove.gov.uk/black-rock-rejuvenation/our-plans>

- 2.27. The following options have been discounted as they are considered outside of the scope of the project. The rationale to support their exclusion is provided.

**Table 5 Discounted Options**

Activity	Feasible as Part of KTTS	General Requirement	Provided elsewhere	Outside of scope of the KTTS Project
Watersports/Surf Life <sup>1</sup>			√	√
Outdoor rowing <sup>1</sup>			√	√
Outdoor basketball			√	
Sauna <sup>2</sup>			√	√
Outdoor cycling		√		√
Swimming Pool*			√	√
Aerial Equipment**			√	√

<sup>1</sup>Existing or potential to be included with offer at Hove Lagoon nearby <https://www.skateparks.co.uk/east-sussex/hove-lagoon-skatepark/>

<sup>2</sup>Currently provided as part of discussions with Beach Box Sauna (Madeira Drive)

\* Future proposals covered by Outdoor 50m pool Sea Lanes development on Madeira Drive.

\*\* Considered covered in the main via current Zip Wire offer adjacent to Brighton Pier and plans for hire-wire course at Jungle Rumble, Madeira Drive.

### Summary

- 2.28. The findings from recent consultations have been used to identify a wide range of potential sports for inclusion in the KTTS project design.
- 2.29. The findings reveal a shared demand for tennis, the retention of the bowls and croquet and significant demand for emerging sports like padel, sand and wheeled sports.
- 2.30. We have applied a high-level assessment to identify which sports provide a suitable fit taking into account the constraints of the site and the balance to be struck between providing a fully accessible public park on the one hand and sports provision on the other.
- 2.31. The options presented reflect a balance of public feedback, growing participation through providing a broader range of sports activities and having the potential for revenue generation.
- 2.32. We have set out separately those options we consider do not meet the criteria for the project.
- 2.33. The details of the final facility mix are to be informed by further consultation which we detail in Section 3.



# 3. Consultation on Scheme Design

## Introduction

- 3.1 As part of the project plan, the council provided a core list of internal and external stakeholders whose views were considered essential to assist with informing this phase of the report. A series of emails and follow up discussions took place with these stakeholders between late February and early March 2022.
- 3.2 The consultation process involved the following:
- A) Visioning workshop with Council Officers and Untitled Practice on the scheme design;
  - B) In depth consultation with key stakeholders most likely to be impacted by the proposals, included;
    - King Alfred Tennis Club
    - Hove Beach Croquet Club
    - Beach Tennis UK
    - Representatives of Brighton Beach Sports
    - BHCC Outdoor Events Team; and,
  - C) One to one discussions with the following:
    - Lawn Tennis Association
    - MVP Padel
    - Albion in the Community
- 3.3 All consultees were eager to take part in the discussions and were happy to share their thoughts about the current arrangements and their own aspirations for the future.
- 3.4 The consultation identified potential interest for padel and from Albion in the Community for space on which to locate its own bespoke sports hub as a base for its work in the city.
- 3.5 The key outcomes or themes emerging from the meetings were:
- ✓ Any proposals should be well informed and reflect the views of key stakeholders, residents, and other key partners.
  - ✓ Solutions should be focussed on financial sustainability.
  - ✓ The facility mix should aim to increase overall levels of participation.

- ✓ The development should seek to balance two main aims, the creation of a linear park space as well as outdoor sports facilities.
- ✓ Addressing the fact that existing facilities are tired and in need of investment.
- ✓ Recognising that the council needs to factor in the design the need to address disabled access across the site which is likely to create competition for space as part of the final design.
- ✓ The optimum design should provide improved choice and the opportunity to provide a range of programmes and activities.
- ✓ Maintaining community access to the sports is the key to increasing and encouraging participation.
- ✓ Proposals for future management should minimise the potential costs to the council.

## 4. Proposed Facility Mix

### **Approach**

- 4.1 Following consultation and discussions, our recommendations for facilities and the rationale for these to be included in proposed mix of sports facilities as part of the KTTS scheme can now be defined.

### **Support Accommodation**

- 4.2 As part of the final facility mix, we have made allowance for changing rooms and toilet provision to support the delivery of new sports provision which as a minimum meets legislative requirements.

### **Additional Bespoke Facilities for Bowls Club**

- 4.3 Hove Kingsway Bowling Club is the only sports club lease holder on the site. The council is proposing to provide a new building as a base for the new sports park. To meet its obligations under the lease, it is intending to provide the bowls club with suitable clubhouse facilities within the proposed new building.
- 4.4 The condition of the wooden hut situated by the existing tennis courts is at the end of its useful life. The plans are for this to be replaced with a building which will provide associated satellite facilities to the main sports hub building that will help with the future management of the area.
- 4.5 The mix of sports and the rationale for their inclusion is set out in Table 6 below.

Table 6 Proposed Facility Mix;

Included as Option 1 of Levelling Up Bid	Populations likely to be positively impacted	FMG Zone	Recommendation	Requirements Rationale	Future Arrangements
<b>Section 1 - Events</b>	Mixed age groups	Events	New Events Space  Development proposals should consider the learning from the Valley Gardens improvements and include connection to electricity, water and sewerage services as part of the proposals. Consider gravel surface for event set up/take down and utility access as indicated.	To extend opportunities for new events programme	Council managed
<b>Section 2 - Park Gardens East</b>	Older adults; families and the local bowls club	Lawn Sports –  Bowls	Retain  1 x Bowls Championship  1 x Standard Lawn	Retain bowls and deliver current lease assurances provided to the club	Via new lease and licence agreement between the Council and the club
<b>Section 3 - Bowls, Buildings &amp; Garden</b>	Mixed ages	Lawn Sports - Croquet	1 x Croquet Lawn – location to be confirmed  Consider larger temporary hut for storage of equipment	Continue provision and increase overall levels of participation	New User Agreement with the club
	Young people, families and other mixed age groups	Option for location of Sand Courts	New sand court area	Provides enhanced provision that recognises the current constraints of the existing site and facilitates sand based clubs to grow participation.	New User Agreement with the Operator

Included as Option 1 of Levelling Up Bid	Populations likely to be positively impacted	FMG Zone	Recommendation	Requirements Rationale	Future Arrangements
<b>Section 4 - Sunken Garden</b>	Mixed Ages	Sunken Garden	None	Maintain existing as garden	Council managed
<b>Section 5 - * Courts &amp; Pitches East</b>  <b>Section 6 - * Courts &amp; Pitches West</b>  <b>MUGA</b>  <i>There are some potential choices around the configuration of the courts in Section 5 and Section 6 and the MUGA which we have included in Option 1 and Option 2 (final designs will depend on costs estimates)</i>	16-45 adults, families and existing players	Racquet Zone	<p>Relandscape area to allow new disabled access routes – resurface courts and new fencing</p> <p>The LTA identifies potential demand for outdoor tennis from up to 2,564 people living within a 10 minute drive time.</p> <p>The design delivers on the need to provide level access across the site but in so doing, includes reduced provision of the current number of traditional courts but compensates for this by introducing new forms of the sport including padel and sand based options, which will open up new opportunities for tennis and broaden the sports appeal to a wider audience.</p> <p>The LTA are supportive of the proposed provision</p> <p>In making this recommendation we have attempted to balance the site constraints for improving disabled access as well as highlighting the need for significant additional forms of revenue generation that historically have not been obtainable from the existing courts. .</p>	<p>Resurface and improve courts to LTA standard, add new fencing; and install Clubspark system</p> <p>Capitalise on growing interest in padel – consolidates tennis provision in one location within the scheme design.</p> <p>The LTA consider Brighton and Hove to be a popular location for tennis activities, It is a fun and sociable form of traditional tennis and appeals to a mixed demographic. The LTA are supporting its roll out in more locations across the UK. The addition of padel adds new provision for emerging sports and popular growing sports and provides new tennis opportunities for a wider audience.</p>	New User Agreement between club and the Operator

Included as Option 1 of Levelling Up Bid	Populations likely to be positively impacted	FMG Zone	Recommendation	Requirements Rationale	Future Arrangements
<b>Section 7 - Park Garden West</b>	Mixed Age groups		New Public Park	Recognises the need for more formal open space in this part of the city.	Council
<b>Section 8 - Skate &amp; Pump</b>	Option 1 Young people; Women and girls and those with disabilities	New Football Provision  and Pump track	New football Hub – includes space for small sided provision with changing facilities  Consideration to be also given to replacing the Events space with Football  Skate Park would remain at Hove Lagoon.	Responds to interest from AITC – adds significant additional revenue  Responds to consultation and the needs of young people	New User Agreement with the AITC  Council
	Option 2 Young people and adults 16-45	New Pump Track, Roller Rink and Skate Park	Option to include new pump track re-locating the skate park from Hove lagoon nearer to the proposed location of the new pump track would create a central zone for board, skating and bike sports This responds to the needs of the wheeled sports community and releases space in Hove Lagoon for families to enjoy the green space around the play and café area.	Responds to consultation and the needs of young people	Council
<b>Section 9 - Hove Lagoon</b>	Young people and families	Water and Play	Create a new green space in Hove Lagoon by moving the children’s amusement area to provide an enjoyable and usable family space.	Create new green space	Potential for more formal agreement between Council and children’s amusements operator

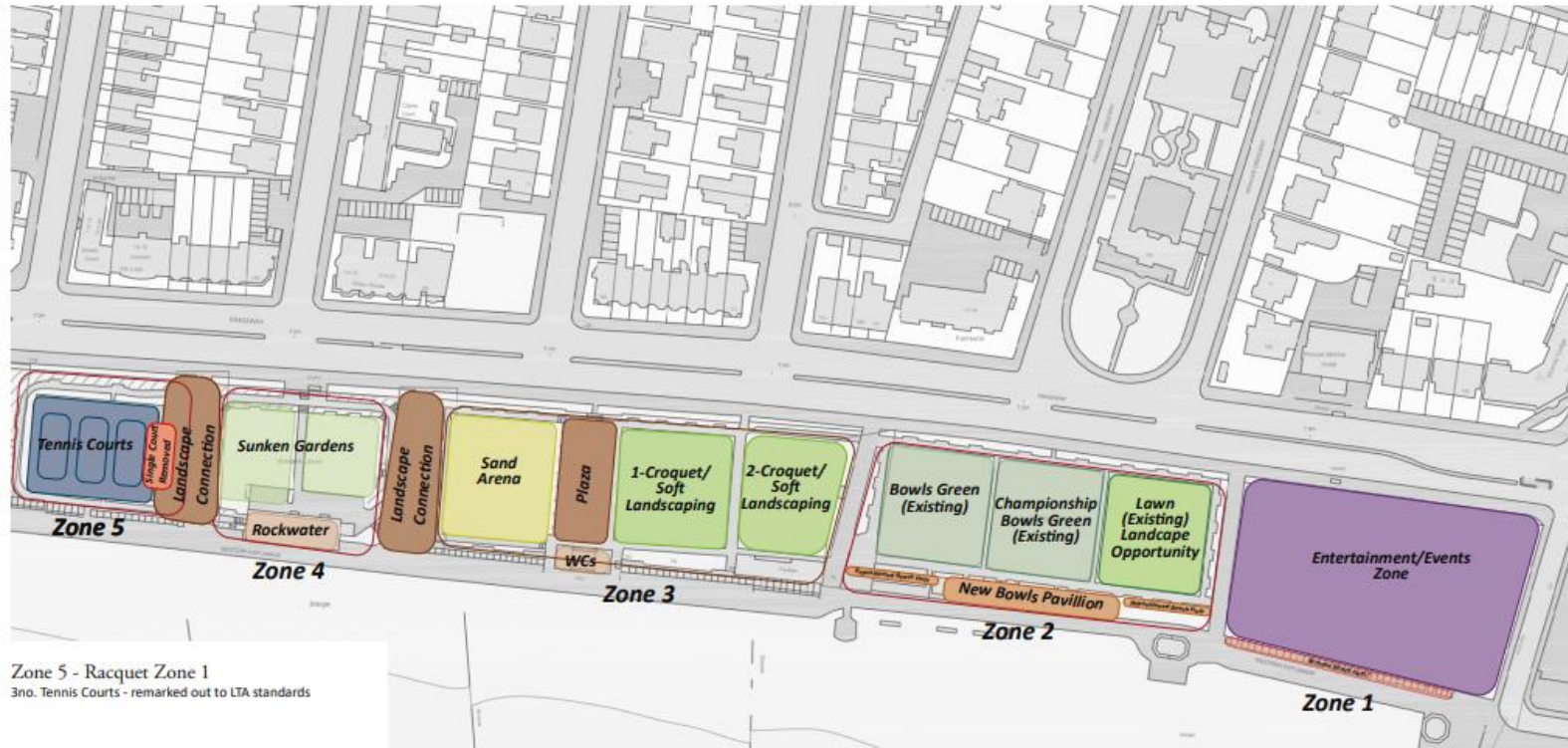
# 5. Site Design and Appraisal

## Outline Designs

- 5.1. GT3 have carried out an initial appraisal of the site to understand its potential for development. The work has been informed by site visits undertaken by FMG.
- 5.2. The opportunities available are constrained in part by the undulating topography of the land, the need to improve disabled access and site width in some areas. The proximity and adjacencies of the various sports have also been a factor in their configuration and layout. We have introduced a zonal naming system to help demarcate and locate the offer.
- 5.3. In finalising the design, the twin aspects of landscape and sport design has been integrated to provide a holistic solution that provides a series of active and passive recreational zones for customers moving between the seafront and main seafront road.
- 5.4. The plans show the proposed new clubhouse for bowls, retains the existing configuration of lawn green for bowls and croquet and new satellite building to improve the management of the sports facilities within the park
- 5.5. In terms of new sports provision, the layout has been drawn to scale and shows the proposed location of skate boarding, roller rink and pump track and the additional potential for:
  - Football –
    - 1 x FA regulation size 9 v 9
    - 5 small-sided pitches
    - Pavilion
  - Tennis/Padel -
    - Two potential options for the configuration of tennis and padel courts with space for break out socialising/ seating within the site domain.
  - Sand Sports Arena -
    - Outline block style only at this stage to show layout and position.
- 5.6. Figures 7- 8 outlines the key sports proposed for Zones 1-9 for Option 1.
- 5.7. Figure 9-10 outlines the key sports proposed for Zones 1-9 for Option 2.
- 5.8. Commentary to each figure is added by way of further explanation.

Figure 7 – Option 1 Proposed Design - Zones 1 – 5

KTTS  
Sports Layout Plans - Option 1



Zone 5 - Racquet Zone 1  
3no. Tennis Courts - remarked out to LTA standards

Zone 4 - Sunken Garden  
Retained Sunken Garden

Zone 3 - Sand Arena & Croquet Zone  
2no. potential options for croquet lawn location.  
Central plaza flanked by new soft landscaped zone and 40x40m Sand Arena

Zone 2 - Bowls Zone  
Retain 1no. Championship bowls green & 1no. Standard bowls green. Retain existing lawn space as soft landscaping opportunity.  
Add new bowls pavilion.

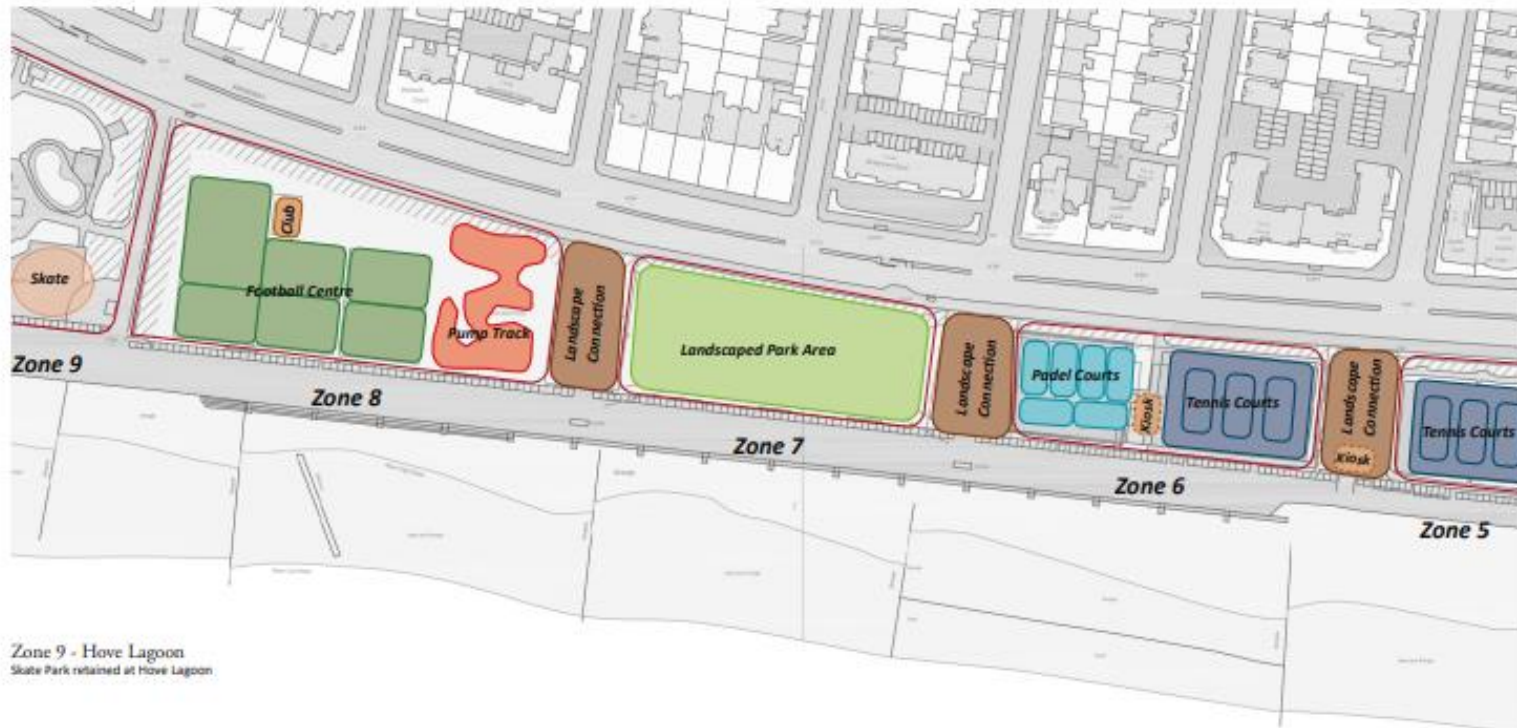
Zone 1 - Events Zone  
Largely hard landscaped zone for events opportunities



Figure 8 – Proposed Option 1 Design Zones 6 – 9

KTTS

Sports Layout Plans - Option 1



**Zone 9 - Hove Lagoon**  
Skate Park retained at Hove Lagoon

**Zone 8 - Football and Pump Track**  
Football Centre - 5no. small sided pitches (30x20m) & 1no. FA standard 5v5 pitch (40x30m). Includes clubhouse provision.  
Pump Track - overall zone shown is 50x50m.

**Zone 7 - Landscaped Park Area**  
Area designated as a public soft landscaped park space.

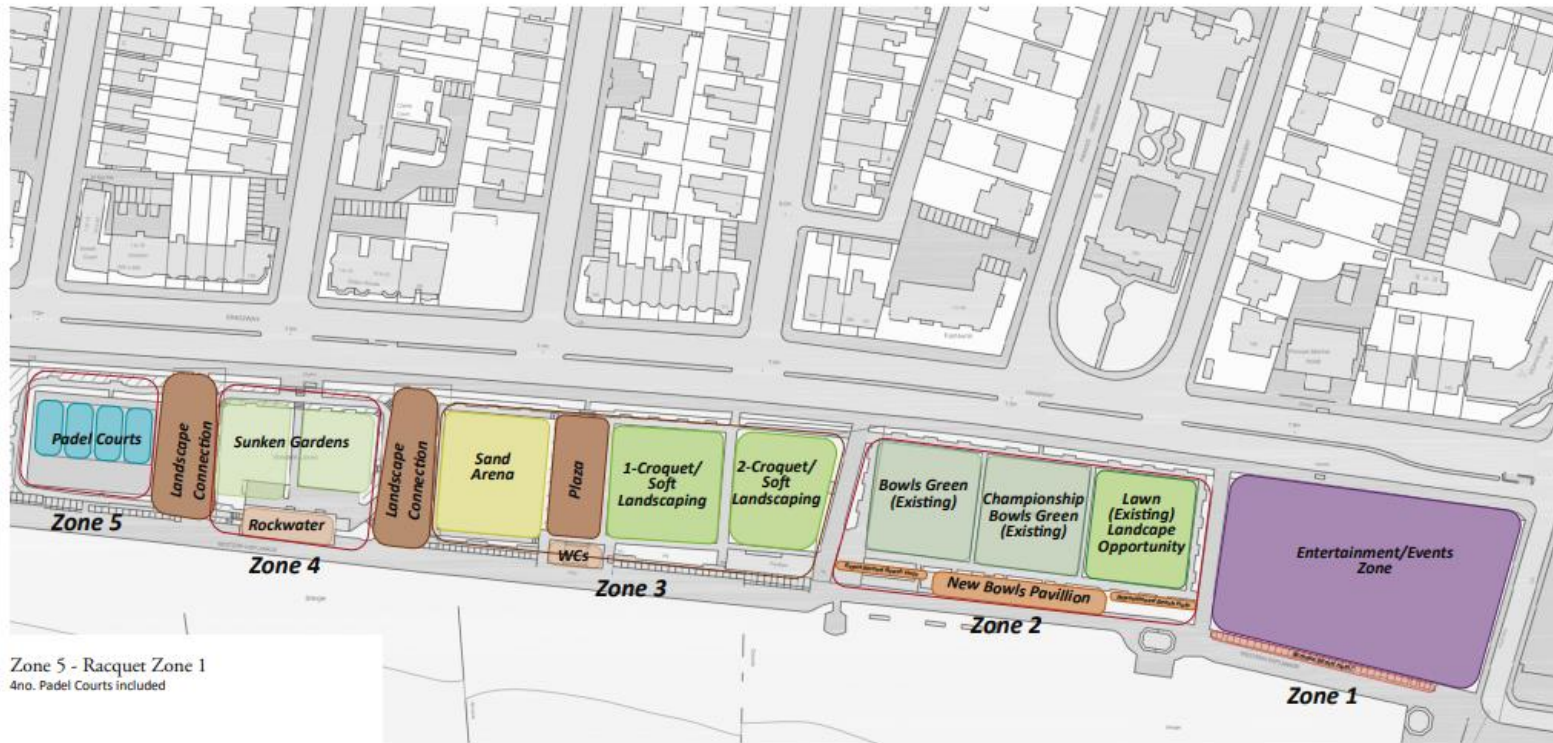
**Zone 6 - Racquet Zone 2**  
6no. Padel Courts included  
2no. potential location for racquet sports kiosk  
3no. Tennis Courts - remarked out to LTA standards

**Zone 5 - Racquet Zone 1**  
3no. Tennis Courts - remarked out to LTA standards

625

Figure 9 – Option 2 Proposed Design - Zones 1 – 5

KTTS  
Sports Layout Plans - Option 2



Zone 5 - Racquet Zone 1  
4no. Padel Courts included

Zone 4 - Sunken Garden  
Retained Sunken Garden

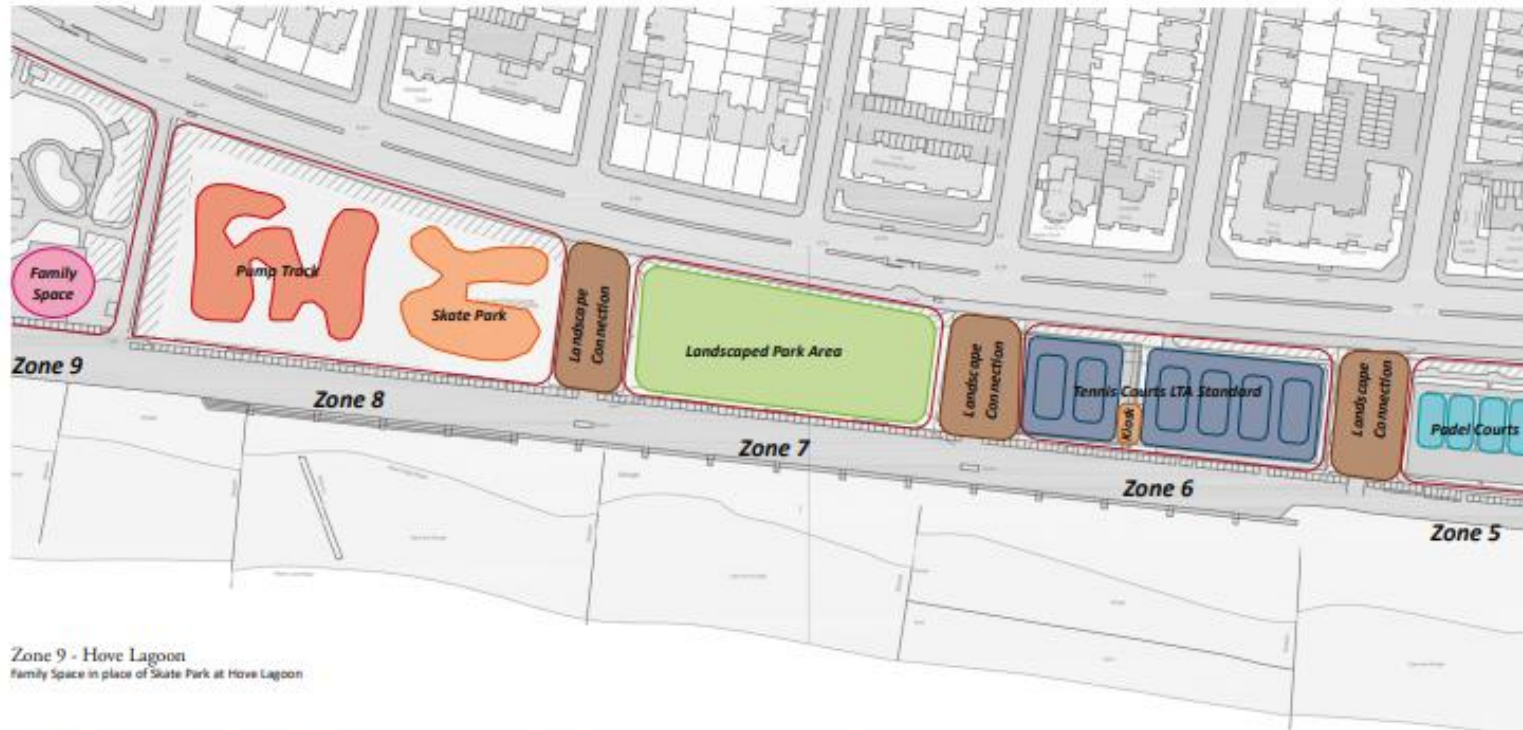
Zone 3 - Sand Arena & Croquet Zone  
2no. potential options for croquet lawn location.  
Central plaza flanked by new soft landscaped zone and 40x40m Sand Arena

Zone 2 - BOWLS Zone  
Retain 1no. Championship bowls green & 1no. Standard bowls green. Retain existing lawn space as soft landscaping opportunity.  
Add new bowls pavillion.

Zone 1 - Events Zone  
Largely hard landscaped zone for events opportunities

Figure 10 – Option 2 Proposed Design - Zones 6 - 9

**KTTS**  
*Sports Layout Plans - Option 2*



**Zone 9 - Hove Lagoon**  
 Family Space in place of Skate Park at Hove Lagoon

**Zone 8 - Pump Track, Skate and Roller Zone**  
 Pump track, Skate park and Roller zone.  
 Overall Area circa 150 x 55m.

**Zone 7 - Landscaped Park Area**  
 Area designated as a public soft landscaped park space.

**Zone 6 - Racquet Zone 2**  
 6no. new tennis courts to LTA standard dimensions  
 New Kiosk included

**Zone 5 - Racquet Zone 1**  
 4no. Padel Courts included

627

## 6. Finance and Management Considerations

### Financial Considerations

- 6.1 In designing the scheme, consideration has been given to the potential revenues and costs associated with the sports elements of the scheme, as well as the management arrangements for the sports park, the sporting hub and the parks open spaces.
- 6.2 The revenue generated from individual sports is considered a key selection criteria for inclusion in the scheme. This is because the council is aware of the potential sums needed to maintain and replace the park in future years. Those sports with a combination of high levels of revenue coupled with low upkeep are more likely to provide sufficient levels of surplus to support the scheme over the long term.
- 6.3 Given the particular type of sports being considered we have identified a sports hierarchy that helps identify the top priority sports to help in the scheme design. The contribution is based on a net contributing factor ranking calculated on income less operating costs per square metre

**Table 6.1 Contribution Hierarchy**

Sports Type	Net Contribution (Ranking)
Sand Courts	1
Football	2
Padel	3
Tennis	4
Bowls	5
Croquet	6
Pump Track and Skate Park	7

- 6.4 The contribution from sand based sports and football provision are ranked the highest as they are likely to generate significant income over base costs taking into account upkeep and lifecycle requirements.
- 6.5 Because of its growing popularity and small size format, padel tennis ranks as a higher overall contributor than traditional tennis which requires more space and is more expensive to maintain in terms of court maintenance and replacement costs.

- 6.6 Income from bowls and croquet are considered low level contributors. As there is likely to be no income associated with use of the skate park and pump track, these rank the lowest in our hierarchy.
- 6.7 We have relied on the knowledge of the council for the income and expenditure estimates of bowls, croquet and sand courts. We have received the LTA's assessment of the likely financial contribution from traditional tennis.
- 6.8 In the case of football, padel and café revenues, where information has not been provided, we have based our estimates on our experience of similar schemes and on contributions being made elsewhere by current operators.
- 6.9 In all cases the underlying assumption has been to de-risk the net income position for the Council by maintaining full community access to outdoor sports whilst at the same time transferring an acceptable level of management and maintenance responsibility under new management arrangements with a future operator.
- 6.10 In considering the future financial arrangements for the scheme, we have been careful to
- treat those costs that are already included in Council budgets as sunk costs;
  - recognise that a new operator may wish to retain the flexibility to either provide services directly or through a sub-lease arrangement to a third party or community based organisation;
  - use independent advice and available benchmarks where available to inform income and costs associated with particular sports;
  - strike a balance, in the design, between those higher income generating sports and less profitable but popular community facilities so that any surpluses in one can support the subsidies required in the other;
  - identify realistic annual costs for elements of the scheme that are associated with the maintenance and upkeep of specific sport elements (sand courts, tennis, padel, football) that are likely to be borne by the new operator as well as making adequate provision for those cost elements in the design (skate park, roller rink and pump track and landscape maintenance) that are to be retained by the council;
  - include provision for a proportion of gross income to be retained for operators profit and contingency.
- 6.11 **Whilst we found that the option of football does provide a significant revenue contribution to the overall scheme, we considered that involving football would be challenging to implement given its location close to residential areas and the additional requirements for floodlighting and parking both of which are likely to face considerable public resistance. After due consideration we have discounted football from the scheme design.**
- 6.12 Taking these assumptions into account, we can confirm that the financial assessment does show that a scheme, with or without football, leverages a net payment to the council by the Operator, after income, costs and profit and overheads are considered.
- 6.13 The council has reserved the right not to make the financial assessment public as it considers the information is of a commercially sensitive nature which, if made public, may fetter its position during any future procurement process.

### **Future Management Arrangements**

- 6.14 The working assumption underpinning the financial assessment is that the management of the sports park facilities is best handled by a single operator. This ensures consistency of approach for customers and optimises any economies of scale that may be available within the operation. This is based on the existing outsourced model in place to manage the council's indoor sports offer at its leisure centres. The arrangement provides the opportunity for managing the sports offer as a single contract with the understanding that those sports which generate substantial income support those which do not generate as much.
- 6.15 This arrangement actioned through a formal tendering and contractual agreement recognises the mutual obligations that the council and a new operator have in maintaining public access to the council's portfolio of sports facilities, whilst at the same time transferring the day to day management arrangements and community engagement responsibilities to a suitably experienced organisation with the skills and capabilities necessary to maintain and deliver a high standard of outdoor sports provision within the park for the longer term.
- 6.16 This contracting approach provides a tried and tested market recognisable framework within which both the council and operator have a transparent approach both to financial and operating risk as well as documenting the obligations and responsibilities of both parties over the contract period.

## 7. Conclusion

### Concluding Remarks

- 7.1 Brighton & Hove City Council (“the council”) have been awarded £9.5m from the Levelling Up fund towards the development of the open space extending from the west of the city centre that stretches from Hove Street to Hove Lagoon.
- 7.2 A particular focus of the Levelling Up application are those communities living in the adjacent wards of Wish, Westbourne and South Portslade. These wards are characterised by having a higher proportion of younger people than both the city average and the national average; rank amongst the most deprived quartile of wards nationwide and have a significantly higher proportion of those claiming disability living allowance. The wards are also home to a high representation of Asian and Asian British people.
- 7.3 Evidence gathered from previous consultation work undertaken as part of the Sports Facilities Investment Plan (February 2020) together with the findings of the consultation of the Levelling Up application has been enhanced with more recent detailed discussions with local sports clubs and relevant national governing bodies. Together the results of these consultations have informed the sports facility mix of the scheme.
- 7.4 The consultations shared common themes to enhance the existing range of sports on offer. This included improved outdoor provision for tennis, and the desire to maintain existing provision for bowls, croquet and events. To service these sports additional amenities like changing rooms, toilets, point of sale infrastructure and storage is considered essential.
- 7.5 In addition, there was demand for emerging sports like padel tennis and more provision for flexible playing surfaces like sand to support the growing interest in sand based sports as well as consensus on the need for younger sports like roller skating, skate boarding and biking to attract younger people.
- 7.6 Access in and across the site is also problematic for those with disabilities and reduced levels of mobility. The project aims to address these current constraints with the provision of new ramps, paths and groundworks. These improvements naturally impact on the design and configuration of parks and open space as well as on the quantum and size of sports provision.
- 7.7 The opportunities available are constrained in part by the undulating topography of the land, the need to improve disabled access and site width in some areas. The proximity and adjacencies of the various sports have also been a factor in their configuration and layout. We have introduced a zonal naming system to help demarcate and locate the offer.
- 5.9. In finalising the design, the twin aspects of landscape and sport design has been integrated to provide a holistic solution that provides a series of active and passive recreational zones for customers moving between the seafront and main seafront road.
- 7.8 FMG have been engaged to review and advise on the optimum mix of facilities that ensures the final project outcomes are sustainable and self-funding in the long term.
- 7.9 The final mix of facilities has been informed by consultation and with the rationale for their selection based on current and growing popularity, a current lack of suitable supply which can be addressed by their inclusion in the project; their potential for revenue generation to support maintenance of

the park in the future and their appeal to a broader demographic than possible through the current mix of sports

- 7.10 Two options for the design are presented.
- Option 1 includes a new public park in Zone 7 and new small sided football provision in Zone 8 adjacent to Hove Lagoon. In this design there is space for a pump track with existing skateboard provision remaining at Hove lagoon. In this option we also considered moving football to the Events space in Zone 1.
  - Option 2 includes a new public park in Zone 7 and pump track, roller rink and skate park in Zone 8 and retaining Events space in Zone 1.
- 7.11 If Option 1 were taken forward, this would provide agreement in principle to progress the provision of football and realise its revenue potential as part of the scheme.
- 7.12 After due consideration **we do not recommend football** being included in the scheme design. Whilst the option of football is likely to provide a significant contribution to the overall scheme, both options presented are likely to be challenging to implement given their proximity to residential areas and their additional requirements for floodlighting and parking both of which are likely to face considerable public resistance.
- 7.13 A financial model has been developed to capture the projected operating surplus from the investment in the new park under the preferred option.
- 7.14 We can confirm that the financial assessment shows that a scheme design, with or without football, leverages a net payment to the council by the Operator, after income, costs and profit and overheads are considered.
- 7.15 The working assumption underpinning the financial assessment is that the management of the sports park facilities is best handled by a single operator.
- 7.16 Actioned through a formal tendering and contractual agreement this approach provides a tried and tested market recognisable framework within which both the council and operator have a transparent approach both to financial and operating risk as well as documenting the obligations and responsibilities of both parties over the contract period.



**Appendix A - Case Studies**

**Case Study 1 Padel**

Garon Park, Southend

<https://padel4all.com/news/>



Southend a growing town of 184,000 (with an adjacent population of over 65,000 within 10 miles)

Southend is one of the largest tennis conurbations in England supporting over 15 tennis clubs.

Located at Garon's Park SS2 4FA alongside a 3,500 member leisure centre comprising 4 indoor tennis courts, gym, swimming & diving pools and athletics track; on the same site are a new 4G football pitch, county 2nd XI cricket ground, 18 hole golf course, golf range and adventure golf complex. Close proximity to a 1000 pupil secondary school which is located 400 yards from the site.

The 4 padel courts are being sited on two existing outdoor tennis courts in a prime location opposite the main entrance of the leisure centre

Terms of a 25 year lease are agreed with the landowner at annual rent a payment has been agreed.

Planning permission for the 3 court canopy was approved and the centre opened in December 2021.



Courts	Amenities	Services	Programmes
<ul style="list-style-type: none"> <li>• 3 covered courts</li> <li>• 1 panoramic show court</li> <li>• Automated LED floodlighting</li> </ul>	<ul style="list-style-type: none"> <li>• Free Wi-Fi &amp; parking</li> <li>• Café &amp; toilets</li> <li>• Reception &amp; viewing area</li> <li>• Secure door access &amp; CCTV</li> </ul>	<ul style="list-style-type: none"> <li>• Disabled access via PadelAssist</li> <li>• Padel4all store</li> <li>• Racket hire</li> <li>• GameCam technology</li> </ul>	<ul style="list-style-type: none"> <li>• Social mix-ins</li> <li>• Community and schools outreach</li> <li>• Box leagues and tournaments</li> <li>• Adult and junior courses</li> </ul>

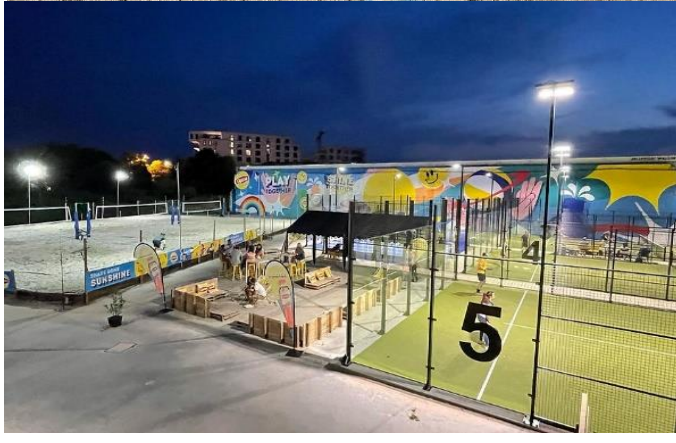
## Case Study 2 – Sand Sports Sports

Circle Park Sports Arena – Anderlecht, Belgium

<https://www.circleparksportsarena.com/>



Circle Park - Sports Arena is a community-based circular economy sports venue for people of every culture, religion and sex that get together and enjoy an international community built around sports. They have created 'Circle Park - Sports Arena' as a joint project, powered by several (sports) communities. 'Circle Park Sports Arena' is part of the 'Circle Park circular economy', a temporary project that supports sustainable endeavours in Anderlecht, Brussels.



Facilities:	Activities	Sports
<ul style="list-style-type: none"> <li>▪ Sand arena</li> <li>▪ Padel courts</li> <li>▪ Changing And toilets</li> <li>▪ Café</li> </ul>	<ul style="list-style-type: none"> <li>▪ Competitions</li> <li>▪ Schools</li> <li>▪ Holiday camps</li> <li>▪ Corporate team building</li> <li>▪ Custom events</li> </ul>	<ul style="list-style-type: none"> <li>• Padbol (football on a padel court),</li> <li>• Footvolley (football on a beach volleyball court),</li> <li>• Beach tennis and badminton,</li> <li>• Kan Jam, Spikeball, Kubb,</li> <li>• Jeux de boules.</li> <li>• Combination with a visit to the adjacent climbing and skate park is also possible.</li> </ul>

### Case Study 3 Sand Sports



Deportivo Ciudad Victoria Beach Sports, Cadiz, Spain

<https://www.victoriabeachsports.com/>



Victoria Beach Sports: the only sports city in Spain for sand sports. Founded by Keko Rosano, from his experience as a professional football player and professional coach, and Javi Torres, captain of the Spanish beach soccer team, from his experience in national and international competitions, to allow professional development in sand sports. Recreational activities are also carried out.

Facilities for any time of the year, sheltered from tides and wind with professional technical support.

Facilities:	Activities	Sports
<ul style="list-style-type: none"> <li>▪ Glass of sand</li> <li>▪ Locker rooms</li> <li>▪ Massage room</li> <li>▪ Café</li> <li>▪ Private parking</li> </ul>	<ul style="list-style-type: none"> <li>• Competitions</li> <li>• High Performance Academy</li> <li>• Complementary schools</li> <li>• Custom events</li> </ul>	<ul style="list-style-type: none"> <li>• Soccer</li> <li>• Handball</li> <li>• Volleyball</li> <li>• Rugby</li> <li>• Tennis</li> </ul>

## Case Study 4 – Football Hub

Newcastle Newcastle United Foundation –

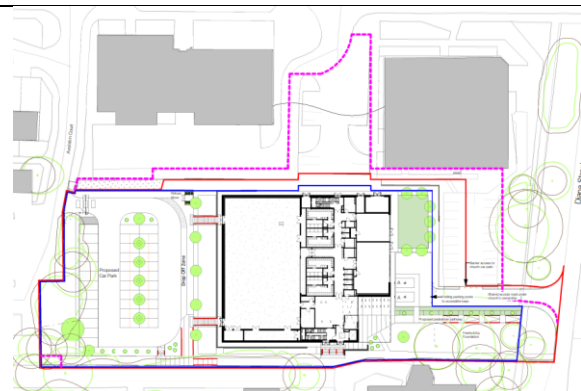
Charitable arm of Newcastle United Football Club



<https://www.nufoundation.org.uk/>

Newcastle United Foundation's plan to build a new multi-million pound community hub for education, sports and wellbeing has been given the green light by council planners.

The £2.6m development will provide a modern and sustainable building for the Foundation to use as their headquarters. The development will accommodate 2,420sqm (GIA) of D2 classification sports provision consisting of a four court sports hall, an activity studio, spin studio and an external U7 and U8 mini soccer pitch located on level O2. This is supported by 261sqm (GIA) of B1 office accommodation for Newcastle United Foundation staff. There is also 233sqm (GIA) of D1 education and training use in the form of four seminar rooms and an IT suite. There is suitable ancillary accommodation provided on top of this to support the above facilities. Including the open air soccer pitch the development has a total GIA of 3,935sqm.



Planning Documents:

[NEWC | Newcastle City Council Online | Application | 122760](#)

The Development

[NUCASTLE Community Hub | Newcastle Building Society](#)