

# CABINET

19 April 2012

## Agenda Item 250

Brighton & Hove City Council

<b>Subject:</b>	<b>Sports Facilities Plan 2012-22</b>		
<b>Date of Meeting:</b>	<b>19 April 2012</b>		
<b>Report of:</b>	<b>Strategic Director – Communities</b>		
<b>Lead Cabinet Member:</b>	<b>Cllr Geoffrey Bowden</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Ian Shurrock</b>	<b>Tel: 29-2081</b>
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<b>Key Decision:</b>	<b>Yes/No</b>	<b>Forward Plan No: <i>To be inserted by Democratic Services</i></b>	
<b>Ward(s) affected:</b>	<b>All</b>		

### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 Data from Sport England's Active People survey which measures levels of sports participation shows that Brighton & Hove are in the top 25% nationally but satisfaction with local sports facility provision is in the bottom 25%. This indicates that the expectations of residents are not currently being met. This view was supported by local residents during the consultation on the Sports Facilities Plan.
- 1.2 In order to redress this position, officers have been working on a Sports Facilities Plan for the city, the purpose of which is to provide a framework which underpins decisions about the future development of sports facilities in Brighton & Hove. The Sports Facilities Plan has assessed the quantity and quality of the current provision of sports facilities in the city and examined the current and projected demands on the service. From this assessment, a set of priorities have been identified together with recommendations to help meet them.
- 1.3 As well as the health benefits of participating in sport, other wider benefits are recognised including increased community engagement and cohesion which lead to a reduction in crime and anti-social behaviour.
- 1.4 This report provides information on the council's recently formulated Sports Facilities Plan 2012-22. The Plan has identified a clear set of priorities together with recommendations on how they can be met.

#### 2. RECOMMENDATIONS:

- 2.1 That Cabinet approve the recommendations in the Sports Facilities Plan 2012-22.

2.2 That Cabinet grant delegated authority to officers to begin implementing the following list of required actions:

- Establish a Project Team to begin scoping work on options for the future of the King Alfred Leisure Centre to be funded initially from £40k existing capital budget within Major projects.
- Investigate options for increased access to school facilities
- Explore options for a purpose built gymnastics facility
- Explore options for improved athletics facilities
- Improve the quantity and quality of health and fitness facilities
- Improve the quantity and quality of artificial grass pitches

### **3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:**

3.1 The overarching aim of the Sports Facilities Plan is to increase participation in sport and physical activity by improving the overall supply, quality and accessibility of sports facilities in the city.

3.2 The Sports Facilities Plan has:

- Identified current supply and demand issues
- Identified key priorities for sports facility provision in the city over the next 10 years
- Identified options for increasing or improving sports facility provision where required

3.3 In doing so the Sports Facilities Plan will:

- Inform strategic planning for sports facilities in Brighton & Hove
- Inform planning policy through the new City Plan
- Inform the review of the Sport and Physical Activity Strategy and contribute to its delivery

3.4 The Sports Facilities Plan focuses on facilities which are publicly accessible and concentrates primarily upon indoor facilities with an assessment of the following activity areas:

- Swimming Pools (excluding outdoor pools such as Woodingdean and Saltdean Lido)
- Sports Halls
- Health & Fitness Suites (including Exercise/Dance Studios)
- Squash Courts
- Indoor Tennis Courts
- Indoor Bowls Rinks

It also assesses provision of the following outdoor activity areas which have been included as they form a key element of council provision:

- Artificial Grass Pitches
- Athletics Tracks

- 3.5 The Sports Facilities Plan focuses mainly on council provided facilities but does take account of other relevant provision when making recommendations.

### **Previous Studies**

- 3.6 The Sports Facilities Plan builds upon the findings of two previous studies on sports facilities in Brighton and Hove. Firstly, the Open Space, Sport and Recreation Study undertaken by PMP Consultancy in 2008. The public consultation undertaken as part of this study highlighted a number of concerns including a lack of swimming pools, an undersupply of sports halls and a view that Brighton & Hove has poor quality facilities compared to neighbouring authorities such as Crawley, Horsham and Burgess Hill. The quality of ancillary facilities, particularly changing areas in public sports centres was also considered to be poor.
- 3.7 The PMP study used a planning toolkit from Sport England to calculate the level of demand in Brighton & Hove for swimming pools, sports halls and health & fitness centres. This showed a significant undersupply in the number of swimming pools and sports halls which is detailed in Section 2 of the Sports Facilities Plan.
- 3.8 The council also conducted an audit of sports facilities in the city. The main objectives were to assess the overall amount and quality of sports facilities in the city and to identify gaps in provision in order to guide future strategic planning. The audit arrived at the following conclusions:
- Although the total number of sports facilities appeared high, many are not purpose designed (community centres, church halls).
  - A comparison with three other south coast cities of similar size (Plymouth, Southampton and Portsmouth) showed that Brighton & Hove had fewer facilities than all of them.
  - Many of the facilities are old, many are not purpose built and many do not have high levels of public access.
  - The city lacks major, high profile, modern facilities.
- 3.9 In formulating the Sports Facilities Plan 2012-22, the base data from the previous audit in 2008 has been used and updated where appropriate. In addition, a comprehensive stakeholder consultation was undertaken between December 2011 and February 2012 to further inform the Plan.

### **Sports Facilities Plan 2012-22 – Conclusions and Recommendations**

- 3.10 The consultation process and analysis of existing sports facilities provision has shown that:
- Swimming pool provision is insufficient
  - There is not enough sports hall space and no major sports hall
  - There is still room for growth and excess demand for health and fitness activities

- Artificial grass pitch provision does not meet demand
- Sports stakeholders, clubs and users all believe that the city needs a new major flagship centre
- There are numerous demands for specialist sports facilities in the city, most notably for a gymnastics centre, ice rink and climbing centre
- Geographical distribution of facilities in the city is uneven
- There is a strong recognition that as well as the demand for an expansion of facility provision, existing facilities also need to be improved and there is a significant funding requirement over the next ten years just to enable these to remain fit for purpose.

3.11 Benchmarking of other similar sized coastal cities (Portsmouth, Plymouth and Southampton) showed that the quantity and quality of sports facilities in Brighton and Hove is poor by comparison. The consultation also highlighted the fact that residents often travel out of the city to use facilities in neighbouring authorities. 40% of respondents stated that they regularly use K2 in Crawley, The Triangle in Burgess Hill or Pavilions in the Park in Horsham because they offer better quality facilities than in Brighton and Hove.

3.12 From the above conclusions the following set of recommendations have been formulated to work on over the next ten years:

- Build a new large multi-purpose sports centre
- Increase the number of community swimming pools
- Facilitate the opening of a purpose built gymnastics facility
- Increase levels of community access to existing school facilities particularly sports halls
- Improve the quantity and quality of health and fitness facilities
- Improve existing athletics facilities including replacement of the track at Withdean Sports Complex
- Develop Withdean Sports Complex as a multi sport hub
- Improve the quantity and quality of artificial grass pitches

### 3.13 **Required Actions**

There is clearly a need to place the above recommendations within the context of the council's current financial position and to consider each of them in terms of feasibility. In recognition of this, the following actions are recommended:

#### **1. Establish a Project Team to begin scoping work on options for the future of the King Alfred Leisure Centre**

3.14 The need to replace the King Alfred Leisure Centre has been demonstrated by successive analyses going back to 1999 and this remains the case. The Karis/ING/Gehry development proposals, including a new King Alfred Sports Centre, would have taken a major step forward in filling some of these gaps in provision.

3.15 The existing King Alfred Leisure Centre is failing to meet the demands and expectations of users and there is widespread recognition amongst users, clubs and other stakeholders of the need to replace it with a new multi purpose sports

centre. Parts of the centre date back to the 1930s and many activity areas are not purpose built but are converted spaces. The building is also inefficient in terms of energy use.

- 3.16 There are significant costs involved in maintaining the existing building and ensuring it complies with health and safety requirements. An independent study undertaken by building consultants, Northcroft in 2010 and subsequently reviewed by the council's Property and Design and Health and Wellbeing teams identified the total cost of required works over the following five years as being £1.8M.
- 3.17 The Project Team would need to develop an Options Appraisal to identify potential sites and funding options. The cost of developing the Options Appraisal has been identified from existing resources.

## **2. Investigate options for increased access to school facilities**

- 3.18 Sport England has identified that nationally, 76% of sports halls, 73% of artificial grass pitches and 29% of swimming pools are located within the education sector. This means that a lot of sports facilities are unused in the evening, at weekends and during the school holidays.
- 3.19 Given that the Sports Facilities Plan has highlighted a shortfall in all of the above facilities, officers would like to discuss this issue further with suitable schools in Brighton and Hove and help develop ways in which their facilities can be made available for more community use. Although the devolved management of schools means that the final decision rests with the school governors, officers can act as facilitators to try and develop suitable solutions that work for the school.
- 3.20 Sport England have recently launched a scheme that may provide some limited funding to help schools provide facilities that are more accessible to the community.

## **3. Explore options for a purpose built gymnastics facility**

- 3.21 The city's primary gymnastics club, Brighton and Hove Gymnastics Club operate in a converted church, St Agnes in Hove. Although a full gymnastics layout is provided, the facility is in poor condition and does not meet the needs of the club. Evidence of demand and potential for expansion of the existing operation is clear and recognition of the need for a new purpose built facility or a converted space to rival facilities in Crawley and Horsham has been in existence for a number of years. The consultation undertaken to inform the Sports Facilities Plan also highlighted that there is wide recognition across the city that better provision should be made for gymnastics.
- 3.22 Officers would like to support the club by helping to identify potential sites for a new purpose built facility. One of the options is to make use of available space at Withdean Sports Complex as noted in a separate report to this committee entitled Withdean Sports Complex Masterplan.

## **4. Explore options for improved athletics facilities**

- 3.23 There are a number of options to improve the athletics facilities at Withdean Sports Complex. Details of these options are provided in a separate report to this committee entitled Withdean Sports Complex Masterplan.

#### **5. Improve the quantity and quality of health and fitness facilities**

- 3.24 An investment proposal to extend the health and fitness facilities at Withdean Sports Complex is provided in a separate report to this committee entitled Withdean Sports Complex Masterplan.

#### **6. Improve the quantity and quality of artificial grass pitches**

- 3.25 Stanley Deason Leisure Centre, operated by Freedom Leisure on behalf of the council has two artificial grass pitches. One of these pitches is of poor quality and requires replacement. Demand for the pitches is high but users are dissatisfied with its current condition.
- 3.26 The cost of replacement is dependent upon the extent of the required ground works but is likely to be approximately £175K. Funding for these works was identified in 2011 through revenue savings generated by the re-tender of the sports facilities contract. Replacement of the pitch would help improve the quality of community provision.
- 3.27 The Manor is a community centre in East Brighton which operates as a charitable trust within a building leased by the council. The leased premises include a sports hall with associated changing facilities and a hard court area which is in poor condition and is subsequently under used. They have been approached by a commercial 5-a-side football provider with a scheme to construct an artificial grass pitch on the hard court area for use by the community. The proposal would be subject to planning consent but officers would like to work with The Manor to assess the feasibility of the scheme.

### **4. COMMUNITY ENGAGEMENT AND CONSULTATION**

- 4.1 A consultation exercise was undertaken between December 2011 and February 2012 to help inform the Sports Facilities Plan. This included an electronic survey hosted on the council's online consultation portal. This was backed up by paper copies of the survey which were distributed throughout the council's sports facilities. The survey was also available to complete on a mobile touch screen device which was located in different facilities during the consultation period. The survey was designed to provide feedback regarding the quality of existing facilities and asked respondents to outline their priorities for any future development of sports facilities.
- 4.2 In addition to the survey outlined above, specific surveys were sent to 404 sports clubs listed on the council's Active For Life database. Again, these were designed to provide feedback on the quality of the facilities that their club uses and whether these facilities are able to meet the current and future development needs of the club.

- 4.3 A further survey was sent to managers of sports facilities in the city to provide feedback. It asked the same questions regarding the quality of facilities but also asked specific questions relating to customer feedback and where the facilities are able or not able to meet demand.
- 4.4 Finally, surveys were sent to key stakeholders who are involved in the delivery of sport in the city. This included secondary schools, sports national governing bodies, the County Sport Partnership, NHS Brighton and Hove, Freedom Leisure, Albion in the Community and a number of council services including Sports Development and the Active for Life team.
- 4.5 A total of 873 responses to the consultation were received.

## **5. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 5.1 In a report to Cabinet in June 2009, a contingency of £750k was identified to fund any further works required to keep the King Alfred Leisure Centre operational, future years planned works and to support any future development proposal. £50k of this contingency was subsequently allocated to Major Projects although to date only £10k has been spent. The staffing requirements of the King Alfred project team are yet to be determined and it is therefore proposed that initially the remaining £40k be used to finance the project team with a further report to a future Policy and Resources Committee should further resources be required.
- 5.2 Costs and funding for any further proposals would need to be identified and included in separate reports as appropriate, in due course.

*Finance Officer Consulted: Name: Michelle Herrington Date: 23/03/2012*

### Legal Implications:

- 5.2.1 The King Alfred site is allocated in the Local Plan as a leisure site on which housing enabling development may be appropriate. In the proposed options appraisal the existing Planning, Public Realm, Housing and Sports Briefs need to be reviewed. Consideration should also be given as to the potential for any offsite or split provision.
- 5.2.2 The previous King Alfred project required major input from various officers based in the Major Projects Team, Legal Services, Finance, Property & Design, Planning and Sustainability teams as well as the client team. A full project team would need a similar complement of staff. Whilst the Procurement Team could take on some of the tasks previously dealt with by the Principal Solicitor, if the legal support for an ongoing project is to be provided in-house there needs to be corporate buy-in to the resource implications.
- 5.2.3 Consideration should also be given as to (a) when it would be appropriate for a cross party Project Board to be set up and (b) who will be the chief officer project champion.

*Lawyer Consulted: Bob Bruce*

*Date: 22/03/12*

#### Equalities Implications:

- 5.3 The provision of sports facilities that are accessible to all sections of the community are important to increase participation and subsequently improve health and well-being.

#### Sustainability Implications:

- 5.4.1 The operation of sports facilities that minimise energy consumption are important to help reduce the carbon footprint of the facilities. For those facilities within the sports facilities contract, the specification requires the operator to establish best practice in environmental management through the development of an annually updated Environmental Management Plan which is approved and monitored by council officers.
- 5.4.2 Sustainability implications arising from the required actions listed under 3.13 will be assessed as part of any required planning consents.

#### Crime & Disorder Implications:

- 5.5 Increasing participation in sport and physical activity is recognised as having a positive effect on reducing crime and anti-social behaviour.

#### Risk and Opportunity Management Implications:

- 5.6 For each of the required actions listed under 3.13, officers will identify and manage risks and opportunities accordingly to ensure the council receives best value for money.

#### Public Health Implications:

- 5.7 The cost to the NHS in Brighton and Hove due to overweight and obese people was estimated to be £78.1 million in 2010. This is projected to rise to £83.5 million by 2015 (Tackling Obesity; Future Choices Foresight Report). The proposals contained in the report would help towards the council's aim of increasing the physical activity of residents and promoting health and wellbeing within the city.

#### Corporate / Citywide Implications:

- 5.8 Improved sports facilities will help increase participation in sport and physical activity and widen access to help meet the outcomes of the council's Sport and Physical Activity Strategy.

### **6. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

- 6.1 When formulating the Sports Facilities plan 2012-22, officers reached a set of priorities for the future development of sports facilities in the city based upon the results of public consultation and other research outlined in the Plan.



## **7. REASONS FOR REPORT RECOMMENDATIONS**

- 7.1 The proposals outlined above provide an opportunity to improve the quality of the sports facilities at WSC and increase participation and healthy living amongst residents of Brighton and Hove.

### **SUPPORTING DOCUMENTATION**

#### **Appendices:**

1. Brighton and Hove Indoor Sports Facilities Plan 2012-22

#### **Documents in Members' Rooms**

1. None

#### **Background Documents**

1. None

