

# Crystal Palace Sports Partnership National Sports Centre – a new future

## Consultants Brief - Outline brief for a feasibility study

### 1 Contents

2	Executive Summary.....	2
3	Introduction & Background .....	3
4	Location & Transport .....	4
5	NSC Asset History.....	5
6	Crystal Palace Park and Designations .....	6
7	Iconic Sports Heritage and Sport and Recreational Facilities .....	7
8	Progressing a sustainable plan for Crystal Palace Park.....	8
9	Previous NSC Assessments.....	8
10	Borough and NSC Profile.....	9
10.1	NSC Performance Pathways.....	10
11	Aims of Feasibility Study .....	10
11.1	Scope of the Feasibility Study .....	11
11.2	Stage 1 – Needs Assessment.....	11
11.3	Stage 2 – Viability Assessment.....	12
11.4	Stage 3 – Feasibility Study Report.....	13
11.5	Outputs for Brief and Consultant Costs .....	14
11.6	Project management.....	14
11.7	Instructions to Applicants .....	14
12	Appendix .....	15
13	NSC Planning Context .....	15
14	Crystal Palace Park Masterplan.....	16
15	Sport England's Active People Survey and Active Places.....	18
16	Background .....	19
17	Listing Status of the NSC .....	20

Date	Author	Comments
3/4/2016	Francis Bernstein, Co-Secretary, CPSP	Draft – updated following meetings with London Sport and CPSP March board meeting and GLA MD1602 and MD1568 approval.

## 2 Executive Summary

The National Sports Centre (NSC) at Crystal Palace in South London, is a large multi-use sports centre and athletics stadium, comprising the Grade II\* National Recreation Centre, and locally listed Stadium and supporting ancillary accommodation and outdoor sports areas. It is situated within Grade II\* Crystal Palace Park and next to the internationally significant Grade I listed prehistoric animal sculptures, also within the park.

Crystal Palace Sport Partnership (CPSP) wish to consider and explore the business case for a revised NSC. This is in order to explore how the NSC can become financially sustainable as a multi-sports hub, with some wider regional importance, and integrated with the wider Park in line with the park's MasterPlan. The proposed feasibility study is a required piece of work, both to build on the CSM report into the NSC, and as wider conditions and drivers underpinning the CSM brief having changed.

The GLA, as the long term leaseholder of the site from London Borough (LB) of Bromley, has now recognised the future of NSC is unresolved, and in March 2016<sup>1</sup> approved the current NSC Operators, GLL, are to be re-extended to 31<sup>st</sup> March 2018, to provide time for the future of the NSC to be re-evaluated with the next Mayor. Other NSC sub-leases are understood to be made co-terminus at or before this date. GLA wish to focus on developing a long term strategy for the NSC during the remainder of 2016, that should enable sufficient time for a new operating model to be introduced in 2018. A re-procurement exercise is due to be commenced during 2016/17.

Since the time of the CSM report was completed:

- i. **Bromley has allocated £495,000 in progressing a sustainable plan for Crystal Palace Park in 2015.**
- ii. **GLA and LBB Bromley are no longer progressing a significant redevelopment in Crystal Palace Park with an overseas investor ZRG. This provides new opportunities to the NSC in future options.** The CSM report preferred development options had conditions to ensure that the NSC plans did not compete with, and ideally complemented the ZRG building of a Palace in the park. There is no longer a need to integrate proposals for the development by ZRG.
- iii. The focus of the Crystal Palace "Strategic Outer London Development Centre" (SODLC) strategic GLA designation has since been put to wider public consultation by LB Bromley. SODLC is no longer focused around a ZRG redevelopment option, and SODLC now has wider interest in the whole park to support area regeneration, that includes the NSC.
- iv. The CSM report has provided a good depth of understanding about the NSC, but it was recognised by Sport England at the time that a robust strategic sports needs assessment would also be welcome. This piece of work not undertaken at the time. Additionally, other research was identified as still outstanding, including a needs assessment for health and wellbeing for the immediate area, usage demands, and an up to date sports facilities needs assessment for the area, that directly impacts 5 London Boroughs, spanning inner and outer London.

The purpose of this document is to raise awareness of the planning and sports issues pertinent to the NSC, and provide a clear brief for an independent and fair piece of work to those stakeholders

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<sup>1</sup> GLA approval of MD1602 National Sports Centre Contract Extension

considering its future. This work can help inform finding a viable operating model for the NSC to secure its long term future and preserve a sporting legacy in South London. We are entering a new era for the NSC, and this will require a new integrated approach with its sports, event and leisure functions as well as locally within the park and community it serves for its heritage and culture.

### 3 Introduction & Background

Crystal Palace Sport Partnership, with help from London Sport, wish to consider and explore the business case for a revised NSC that can be financially sustainable and which also reduces the revenue burden on the public funding, with the NSC remaining a local multi-sports hub with some wider regional importance. This would follow the Masterplan for Crystal Palace Park that provides outline planning for an integrated sports centre in the park. The study will additionally appraise the ownership options as set out by the GLA for a potential ownership model for a “trust” for all or part of the site. The focus of the assessment will consider the appropriate facilities mix to achieve the objectives based on existing and new anchor sports, and also the appropriate sports, leisure, health and educational mix.

This specialist assessment will build on the GLA’s recent CSM report into the NSC, and recommendations from Sport England. In the CSM report, Sport England have commented that a robust sporting needs assessment is a welcomed next step. This strategic view of sports and athletics demands, including reviewing up to date playing pitch strategies, is already underway and can feed into development options appraisals.

The GLA has been considering options for redeveloping or disposing of the NSC as part of its London wide strategy to dispose of all assets inherited from the LDA. The centre required an annual revenue subsidy reported of ca. £750,000 - £1,000,000 per annum, which the GLA would like to ideally reduce to zero, and have considered splitting up the NSC estate to achieve this. Already a sector of the NSC estate is being fragmented and passed to Bromley Council for a wheels/skate park.

On a wider basis, the Crystal Palace Park is being transferred to a “trust” model. This follows on from the park (and NSC) being designated a Strategic Outer London



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CRYSTAL PALACE PARK  
PAST PRESENT FUTURE

Development Centre (SOLDC). This SOLDC designation is supported by Bromley, and is to enhance existing economic growth for the park and the wider area.

Overall, the centre helps provide a specialist economic hub for the Crystal Palace area, and is a substantive attractor for visitors to the Park, both locally and wider than sub-regional, for sports, leisure, education, culture and events. SOLDC and wider planning of park infrastructure and assets (e.g. parking and access) needs consideration within an integrated approach for the NSC as identified in the Masterplan.

The NSC has existing outline planning permission in the Masterplan for a new facility that can support the sustainability of the centre, the outdoor sports areas and the athletics tracks. Outdoor running tracks on their own are not sustainable, and identifying the appropriate supporting facilities and mix, with potential shared uses, and with an appropriate management model, will be essential for their long term viability. The Masterplan provided the development opportunity for an inclusive sports centre with regional significance and integrated with the wider park. An integrated planning approach is needed to find the appropriate sporting mix and services across the NSC, as well as providing an integrated approach with the wider park. As identified in the Masterplan, an integrated



Illustrative drawing showing potential option for overlooking the new stadium and Crystal Palace Regional Sports Centre (CPRSC)

planning approach for sustainability can maximise the benefits of incorporating renewable energy technologies with future developments. The appropriate mix needs to complement, and not compete with, other sports facilities developments locally, or regionally.

Our objective is to assemble the appropriate support, and undertake the necessary business planning to credibly explore the appropriate

sporting and economic functions to make the NSC sustainable. Where a robust commercial plan can be established, there is the potential for asset transfer to an independent trust, or community led social enterprise or similar vehicle, or operator, to unlock significant additional funding and investment.

#### 4 Location & Transport

Crystal Palace Park is located in the borough of Bromley, immediately to the north-east of Upper Norwood, by Crystal Palace District town centre. The park is bounded by Crystal Palace Parade to the west, Crystal Palace Park Road to the north, Thicket Road to the east and Anerley Hill/Crystal Palace to Sydenham railway line to the south.

The NSC is located in Crystal Palace Park, bordering inner and outer London. The park London Boroughs (LB) of: Southwark, Lambeth, Croydon, Lewisham, and Bromley.

The Park is 80 hectares and comprises open parkland (grassland and trees) with pathways, access roads and car parks, a cricket pitch, fishing lake, maze, along with buildings and structures related to park maintenance and sport and recreation that are mostly located in the centre of the Park. The main built elements include the NSC (which includes a 50m swimming pool and other indoor sports facilities), the athletics stadium, Lodge Tower (which provides accommodation for athletes), seven houses, the Italian Terraces, the Paxton Axis, BBC television transmitter mast, a caravan site, tidal lakes in the north and south-east, a concert stage, the Crystal Palace Park museum the base of the Brunel water tower, the subway to the former Crystal Palace 'high level' Station, dinosaur statues and geological features, the former City Farm and covered water reservoir.

The park is served today by two immediate railway stations: Crystal Palace Station (includes rail and Overground), and Penge West railway station. Additionally, Penge East railway station is only an 8 minute walk away. Each station serving different main lines. Crystal Palace has direct links to central London from 23 minutes. It connects to Victoria, Croydon, London Bridge, ThamesLink and North London, DLR and Overground services and the South. Crystal Palace Station has full step free access to platform and street level. This exceptional access for disability users can be enhanced by improving access from the station to the NSC as provided in the Masterplan. The park intersects three Strategic Road Network routes (that can have severe peak time traffic pressures locally). The Crystal Palace Bus station and transport interchange hub serves Inner and Outer London, towards Clapham Junction, Lewisham, Croydon, and Central London. (There is however a steep hill to the Bus Station at the top of the hill that could be a barrier to access and connectivity for some users).

Overall, there is maybe no better connected sports facility in London or England for the concentration of population and areas of high deprivation. In addition, the Masterplan notes that 383 permanent car parking spaces would be provided in various locations, with provision for overflow spaces during events. Current overflow parking is significantly higher in the NSC and the wider park, and includes a large coach parking area in the adjoining main park (managed by LB Bromley).

## **5 NSC Asset History**

The NSC sits in Crystal Palace Park. The park is now entirely owned by the London Borough of Bromley but bordered by the boroughs of Croydon, Lambeth, Southwark and Lewisham. See Appendix for more details.

The NSC was planned in the 1950s, and completed in 1964, as part of a larger Masterplan by Sir Gerald Barry commissioned by the London County Council (LCC). The 'sports park' concept was the first of its kind in the UK, and the multi-use nature of the area is still unique in London. In 1977 the Queen Elizabeth II Jubilee stand was added to the stadium but no other aspects of Barry's Masterplan were realised. In 1986 the London Borough of Bromley took ownership of the site.

Within the NSC complex the original "National Recreation Centre" building is Grade II\* listed as of outstanding architectural or historical interest. Additionally, the Stadium (North Stand and Jubilee Stand) is locally listed by LB Bromley. See Appendix for more details. The Jubilee Stand houses a

number of commercial sports, educational and health related tenants, including the Crystal Palace Physio Group (who are the area's largest single employer), South East Athletics Association (SEAA) and Capel Manor.

It became one of five National Sports Centres run on behalf of Sport England. Ownership of the Crystal Palace National Sports Centre was transferred from Sport England to the London Development Authority in 2006 and then to the Greater London Authority (GLA) in April 2012. The centre is managed by GLL on behalf of GLA Land and Property Limited (GLAP).

The NSC lost its "national" sport centre designation in 2006 when the facility was transferred to the LDA. Today it provides a backup site for the Olympic Swimming pool in Stratford, holds major swimming events, as well as being used as an international Olympic training ground, such as for Brazil in 2012. Over recent years nearly £20m has been spent in plant and H&S, but the Stadium and its grounds has seen a general managed decline, with limited facility repairs until a strategic direction is agreed.

The Lodge and Hostel is 11 storeys high, with single and double rooms for 140 people, a dining area, two common rooms and a recreation room. The GLA has expressed interest to leverage this building due to its profitability and overlapping uses to support the NSC.

The National Sports Centre comprises a Grade II\* listed building of c200,000 square feet, which provides for both "wet and dry" activities in one vast, open hall, supported by a number of internal rooms providing squash courts, gymnasium, training pool etc.

The GLA reported in 2014 in excess of 750,000 people use the NSC each year, and that the pre-paid centre membership for 2013 was over 5,700.

## **6 Crystal Palace Park and Designations**

Crystal Palace Park is one of the most important parks in the country, and is of strategic significance. It was created in 1853-5 by Sir Joseph Paxton, and it was to be the permanent home for his 'Crystal Palace' that housed the Great Exhibition of 1851 in Hyde Park. Crystal Palace Park today has significant remains from Paxton's design, although the Palace itself burned down in 1936. Since Bromley has taken over management of the park there has been an ever increasing gap between its maintenance requirements and those that have been delivered. In 2014 a £7.5m HLF funding grant had to be withdrawn due to the GLA and LB Bromley interest in a major overseas development project that then failed on multiple grounds after the developer's Exclusivity Periods passed.

The following principal planning designations apply to the park:

- Crystal Palace Park is listed in English Heritage's Register of Historic Parks and Gardens at Grade II\*
- Grade I prehistoric animal sculptures, geological formations and lead mine on islands and on land facing the lower lake.
- Grade II pedestrian subway under crystal palace parade (that is part in LB Southwark and LB Bromley)

- The Crystal Palace Conservation Area embraces the Park, apart from the top site, where the Palace building stood.
- The majority of the Site is designated Metropolitan Open Land (MOL)
- The Site forms the beginning of the Green Chain, and is located on the Capital Ring strategic walk
- The majority of the Site is designated as an Area of Archaeological Significance. Much of the Site is designated as a Site of Importance for Nature Conservation (SINC).

The central area of the Park, which accommodates the NSC, athletics stadium and associated buildings, is designated as a **Major Developed Site** (MDS) in the UDP. Policy G3 sets out criteria with which proposals should comply, in addition to those contained in Annex C of PPG2. They aim to ensure that proposals maintain the openness of the Park, are not excessively high, enhance its visual amenities, contribute to the regeneration of the Park including integration with parkland surroundings, and are restricted to sporting uses.

## **7 Iconic Sports Heritage and Sport and Recreational Facilities**

There has been a major sporting facility within Crystal Palace Park since the 19th century. In 2016 it will mark the 150th anniversary of athletics at Crystal Palace. In 1866, Crystal Palace held the first National Olympian Games. The park and NSC have become iconic landmarks for sports activities and events and athletics locally, regionally, and internationally ever since. The park's sporting heritage is also far broader than the NSC, including holding the FA cup finals from 1895 to 1914, while the park was once London's premiere motor racing circuit. Many consider NSC at Crystal Palace as the spiritual home of athletics in the UK. The NSC was the home of London Grand Prix, Diamond League for many years.

Today, Crystal Palace Park still holds many regular sporting events in the NSC and wider park, including becoming one of London's premier "closed-road" league triathlon venues on the old motor-racing circuit. It also hosts the London Youth Games, and mini Youth Games, as well as many other indoor and outdoor events and major swimming events, with the region's only 50m spectator Olympic sized pool and 10m diving facilities.

The NSC remains unique in many ways today, not least because of the exceptional diverse range of sports catered for on one site and wider park, and for the accessibility for spectator events for swimming, diving, multi-use hall events, outdoor events, used for community uses, schools, clubs, and regional events, and with on-site accommodation. **The wider park is unique in offering an integrated recreational and sports offering combined with the NSC.**

Crystal Palace Park presently offers London's leading closed road triathlon events, road running and trail runs. A new park jogging and discovery trail demonstrates this value as an integrated park for recreation attracting new users into active health. The park also hosts the Bromley Primary Cross Country, attracting 2000 entrants of all abilities, from over 50 schools, competing twice a year. The NSC is also one of the very few only affordable options for such events like the London Youth Games. **It is the only venue in London that can genuinely host multiple sports at one venue.**

This is not a typical sports, leisure and recreational centre. For over 50 years, across multiple generations of users and athletes, the NSC has had very strong support over many sports and lead coaches, specialist sports providers, supporting the local community, schools, locally and for South London.

## **8 Progressing a sustainable plan for Crystal Palace Park**

The park has a well worked up and consulted Masterplan for Crystal Palace Park. This includes a detailed proposal for the NSC, and the area immediately surrounding the main Grade II\* listed building. Part of this was for a smaller impacting complex than present, (with a grassed roof), that supported the funding model for the outdoor areas and athletic tracks. The proposal has options for relocating the indoor running track into a different configuration. This configuration allows the return of the Paxton Axis central walkway. It is recognised that the internal uses of the new NSC need to be revised in light of the substantive investment into the main hall by the GLA, and the relevant commercial drivers locally for a long term viable sports centre in a sustainable park. In particular, the supply/demand for all year outdoor pitches is a growing problem in this part of South London due to lack of supply.

The opportunities for the NSC are underpinned by Bromley's interest of making the Park a Strategic Outer London Development Centre (SOLDC). The NSC already houses the area's largest single employer, the Crystal Palace Physio Group, that covers sports, physio, health services.

LB Bromley has approved the exploration and development of a sustainable business plan for the establishment of an alternative management option for Crystal Palace Park. Up to £495k capital receipts was agreed in 2015, to add to the capital programme for the development of an alternative management option, and a capital scheme for the improvement of the park in line with the Masterplan. LB Bromley agreed in principal that capital receipts generated through the implementation of the Masterplan will be reinvested in the park, contributing to the development of a sustainable business plan for the park. LB Bromley recognised that determining the future of the NSC has a direct impact on the park's future.

## **9 Previous NSC Assessments**

The last consultation undertaken in 2014 by CSM was briefed so design outcomes would fit with the then wider GLA led Crystal Palace plans that GLA were actively pursuing with Arup, and overseas financial interests. This was for a potential £500m large scale development of up to 200,000sqm (internal) to be located elsewhere in Crystal Palace Park. The GLA expected close working with the Arup led advisory team on this wider redevelopment project when CSM conducted their development options for the NSC. At the time of the CSM consultation contract, future development options for the NSC were constrained, as it was important to establish alignment between these development projects. This situation has fundamentally changed, now that this wider large scale development project is no longer relevant.

A limitation during the last GLA led, top down, consultation was that it did not consult with local sports groups or users before the "development options" were put to public consultation in 2014. Following this first public consultation CSM were so overwhelmed with responses that the

consultation had to be extended. Contrary to GLA's original aspiration that the NSC was to be a "leisure" based centre, it became apparent the NSC was in principle a sports centre that relies on leisure and other revenue streams. CPSP welcome that the GLA's work in engaging NGBs following the CSM report. CPSP also welcome the GLA's approach to delay making a final NSC decision to allow time for an integrated solution with the wider park to be considered.

CSM had limited focus on positive planning of the existing NSC facilities. There was limited focus to appraise the inefficiencies of the Operator, or how better programming and utilisation could make the NSC more efficient and profitable.

The CSM report also had limited focus on delivering a robust local and regional needs assessment of sporting and facilities needs in the area, or assessing the demands for health and well-being in the area, that impacts on 5 London Boroughs. As part of the CSM consultation responses, Sport England welcomed that further discussion on the strategic needs of sports in the area should be considered as development options. It is understood that Sport England considered a project to undergo a detailed needs assessment project at the time, but this has yet to take place.

United Kingdom Athletics has initiated a needs assessment for athletics. Their report noted *"retention of indoor athletics provision at Sutton Arena and Crystal Palace and the addition of new facilities at Norman Park and Sutcliffe Park would provide good coverage for the South London area."* They commented, *"Whilst the introduction of the Olympic Stadium - Queen Elizabeth Olympic Park, has removed the need for Crystal Palace as an international competition venue, UK Athletics and England Athletics supports the retention of appropriate indoor and outdoor athletics facilities at Crystal Palace in order to service the considerable demand for athletics from registered clubs and members living in the South London area"*.

Following the CSM report, GLA has revised their views, and are recommending the NSC has strong support to be retained primarily as a sports focused centre, with appropriate leisure services. An outcome of the GLA/CSM report was the far wider public demand for sports. The CPSP petition had over 4,000 respond to show support for the NSC<sup>2</sup>. Diving and gymnastics also had significant levels of responses from sports and clubs using the NSC.

One consequence of the CSM report, and GLA analysis, is that it has become more widely recognised that one of the success factors of the NSC is as a multi-disciplinary centre supported by leading sports coaches and clubs catering for all ages, from grassroots to elite. The NSC, unlike other sports centres, has a well established and successful mixture of 3<sup>rd</sup> party specialists collaborating at the same centre, to provide a range of sporting services.

## **10 Borough and NSC Profile**

This is an atypical site, due to it being at the intersection of 5 London Boroughs, on the border of inner and Outer London, and within areas of high deprivation. As the site is leased to the GLA, the freeholder, London LB Bromley does not have the same direct responsibility in planning towards

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<sup>2</sup> <http://csp2020.com/supporter-comments/>

health & wellbeing for this site as at other sports and leisure sites that it manages. In the GLA tender brief on the NSC, the GLA's aspiration was focused on arriving at a solution for the NSC that did not require any subsidy funding, while protecting the principle of the NSC providing 'public' leisure facilities. The GLA brief for NSC analysis did not balance the wider benefits for health and wellbeing demands for sports and leisure in the area, or robustly assess the strategic demands for sport in the area. Their brief for NSC options was not focused to consider the impact to sports participation levels, or focused on how sustainable options could enhance sports participation at the NSC.

In and around Crystal Palace are areas that are amongst the 10% most deprived neighbourhood in England. The adjoining 5 boroughs have children and adults with higher percentage of adults with excess weight. See Appendix for details and summary from Sport England's Active People Survey and Active Places.

### **10.1 NSC Performance Pathways**

Unique to NSC, are long standing clubs, and leading sports coaches, that provide performance pathways from the very young and grass roots, to the elite, over multiple disciplines. With the NSC site purpose built as a national sports centre with a wide range of facilities within an integrated layout and compact site, many who start in one sport, often then find another more suitable to them as they develop, that adds to unique sports and leisure combined offering at the NSC.

This range of sports training, multi discipline strength conditioning facilities, and event functions that the NSC and wider park provides is unique. The sports coaching is integrated within the NSC by different routes, covering the leisure Operator and through block bookings by the diverse range of clubs and anchor sports related tenants. This wider and cross-discipline training, for the very young to elite, is unique to the NSC for over 50 years, for both able and disabled users. As no one sport or NGB has needed to be the lead sponsor to coordinate this range of activities in the NSC, these wider benefits and performance pathway functions have largely been unrecognised.

## **11 Aims of Feasibility Study**

CPSP is seeking to appoint a consultant to undertake a needs driven appraisal on developing a sustainable business model and configuration of NSC that integrates with the wider park.

CPSP believes the CSM report warrants building on its worthwhile findings (and public consultation) to allow considering options for the NSC's long term sustainability as a sports centre, and as a valued community asset.

The appointed consultant will be tasked to assess a specification for a sustainable business plan for the NSC that maintains the core sports and facilities where possible, whilst being flexible on how a revised ownership model can maximise the sustainability of the NSC. This will take into account relevant information, key stakeholder views, the tenderer's own expertise in the field, and the outcome building on the CSM's public consultation.

A key requirement is an evidence based approach to assessing new long term options for the NSC, to meet current and future demands for sport. It is expected this will be an integrated approach in line with the Masterplan for the park, and support wider sustainably planning underway by LB Bromley for the park.

CPSP's aspiration is to arrive at solutions for the NSC that reduce subsidy funding to as low as practical, while enhancing sports participation, and providing 'public' leisure facilities as a multi-use sports hub. This can build on the NSC's unique offering, combining iconic sporting heritage, inter-disciplinary coaching from grass roots to elite, multi-sports facilities access for health and wellbeing, and also spectator events, at one exceptionally accessible site serving South London.

### **Experience Required**

It is envisaged that a range of skills will be required for this commission including, but not limited to, business planning, sports development, communications and consultation, procurement and architecture (including heritage advice). Therefore, tenders are invited from lead organisations, backed-up with multi-disciplinary experience.

### **11.1 Scope of the Feasibility Study**

The complex cross border nature of this site is unique in London, and the unique range of sports facilities and sports and education services on one site is unique for England. This makes conventional Borough and sports profiling, and measuring against a single Council's Objectives or plans or priorities, of limited value. Additionally, the need to integrate with the wider park creates a unique requirement to align with the Park's Masterplan.

A key element of the feasibility study is to qualify the participation demands and benefits that are unique to this area and region, so the impact of this site can be properly assessed. It is also important to appraise the opportunities already provided in the approved Masterplan, in context to today's marked demands for sports and leisure.

Since the time of the CSM report, there has been an active consideration for a "trust" to be created to ensure Crystal Palace Park has a long term sustainable future. The NSC provides elements that will contribute to viability of the "trust" and the wider park. Robustly and independently tested concept outcomes from this feasibility study are expected to support the next Mayor of London and LB Bromley, and the new forming Park "trust", to appraise viable and sustainable uses and operating models for the NSC.

The Feasibility Study should determine and provide:

### **11.2 Stage 1 – Needs Assessment**

**i. Review of evidence of need** - Refresh and re-examine the need and justification for the facilities and services at this cross border location. Establish how the provision of facilities identified will contribute to supporting current and developing participation levels, or threaten local sports access if reduced. Re-analyse and test assumptions in order to determine if it is wise to proceed with developing the project idea. Determine the suitability both in physical and economic terms, and in order to 'test the water', as to how to best fit with other agencies so as to develop into a shared proposal. Ascertain what others are doing on similar or related work elsewhere underway, and identify key dates and milestones. Engage with Sport England on wider and strategic sports planning in the area and pipeline development. Work to include stakeholder mapping exercise and engagement with primary stakeholders and land owners, before a wider consultation and analysis.

**ii. Supply and Demand analysis** – Identify the size of the catchment area, emerging population demographics. Analyse potential competitors (public and private), identifying who they are, where they are located, and who and how many use their facilities. Assess sport facilities that are at risk, along with pipeline sports developments, with a focus on assessing local and regional potential use for current and new facilities at the NSC. Include able and disabled sports and leisure access in South London. Estimate the amount of usage of the proposed facilities; identify potential new wider user groups (providing numbers) including community groups, sports clubs and sporting bodies. Review current demands from current and anticipated new operators, along with the supply and demand of sports facilities. For example, UKA provided a report in 2015 that showed South London demand for athletics supported indoor running tracks in Sutcliffe Park, Norman Park and Crystal Palace. A major outdoor pitch supplier has already identified a range of long term uses for outdoor areas as they consider the demand is so strong.

### 11.3 Stage 2 – Viability Assessment

**I. Facility Mix – Proposals/Options identifying the optimum and appropriate mix facilities** to be included on the site based on need and demand. This should include options as laid out in the Masterplan for the park. In particular, consider the anchor sports tenants unique to this location, like Crystal Palace Physio Group, specialist sports and education groups already located in the NSC. Produce a market assessment to identify opportunities and segments for further investigation.

**II. Technical appraisal, Layout and Illustrative Plans** – The most appropriate site layout and design and illustrative outline drawings of the facility mix on the site.

Consideration should be given to:

- Masterplan and integration with the wider park
- Existing NSC stakeholders
- NGB for sports
- Cross border location, and outdoor pitch demands.
- Wet and dry sports, and outdoor sports

- Existing sports clubs and specialist coaching and facilities already based at the NSC.
- Potential re-using or new development of the site.
- Heritage value of the NSC and wider park
- Accessibility of transport routes and parking and accessibility to, and in, the NSC.
- Ecological and environmental issues
- Planning view
- Traffic Management and Parking
- Connection to existing services
- Ground conditions and constraints
- The park's Masterplan and improved openness and accessibility of the park

**III. Capital Cost Estimates** – Estimate outline costs for the proposals/options identified, including full life cycle costs. This should include the site preparation, construction costs, utilities, fixed equipment, access roads, provision of car parking, consultant fees and planning fees and contingency. This should build on outline ideas proposed by the Masterplan and build on the concepts provided from GLA following the CSM report. The objective being to identify a viable commercial model and sporting mix, and outline costing for options to enable a more detailed and informed appraisal by the land owners, GLA and emerging “trust” for the park.

**IV. Other Financial Cost Estimates** – Estimate operational costs through a robust business plan for the proposals/options identified including operating income, expenditure (including planned preventative maintenance), grounds maintenance costs, staff requirements and financial forecasts in order to determine the viability of the proposals over the longer term. Carry out high level due diligence to check if the project has a sound financial basis and that the estimated costs are realistic

**V. Indicative Programme and Key Milestones** – Provide an outline timeline identifying key tasks and milestones associated with the proposals/options identified and next steps.

**VI. Identify Potential Funding Opportunities and operating models**—Identify sources of capital and revenue funds. The outcome of this task should be to outline clearly any funding gap and ways in which this funding gap could be bridged. Include shared and community ownership and potential operators that have skills and expertise for this unique site.

**VII. High Level Risk Register and Stakeholder Map**— Undertake a risk assessment to evaluate the degree of risks and identify the key issues associated with developing the proposed options/ facilities.

#### **11.4 Stage 3 – Feasibility Study Report**

The report should provide all of the information required to make an informed decision in respect of the next steps in relation to the project and the viable and suitable uses of the Site. The report should include an Executive Summary, methodology, conclusions and justification for the recommendations and next steps proposed.

## **11.5 Outputs for Brief and Consultant Costs**

The chosen consultant/agent will be expected to consider an approach under the following themes, with estimated cost and benefits in their consultancy effort:

- Consult with key stakeholders identified by the CPSP and London Sport and recommended by the consultants.
- Carry out a review of the NSC and Masterplan in terms of the possibilities afforded by the assets and in the context of planning and heritage to identify constraints and opportunities.
- Develop a list of options and variants for the NSC for discussion and refinement with the GLA and LB Bromley and CPSP and London Sport. Each option should be expressed in terms of its impact on the asset, sports (and other uses) mix, participation level impact, business plan and delivery strategy.
- Assess what further consultation on NSC options is appropriate. This would be sufficiently varied to reach both current and potential users, as well as the local community, NGB and potential sports operators and park stakeholders. Such a consultation should be creative and use a variety of methods to reach a wide range of people.

## **11.6 Project management**

The appointed consultant will report to CPSP or steering group, as the report sponsor. An inception meeting to provide appropriate preparatory information will be arranged. In the early phase it is expected to have identified what problems and or issues (if any) exist with the proposed concept, and what solutions might be available to overcome them. This may involve testing out the project idea with potential funders. The process for reporting during the assignment to be agreed. With funding, the team will meet on a regular basis throughout the commission and will liaise as appropriate with other parties in relation to wider Crystal Palace Park issues. Time frames to be agreed.

## **11.7 Instructions to Applicants**

Quotations requested for response to the information requirements. Please provide details of how you propose to undertake the commission and other information you think may be required. Please provide any other commentary on the brief that you think is relevant.

Please limit your total proposal to no more than 10 x A4 pages (excluding CV's and Appendices)

Bids should include:

- Details of any subcontractors if known, along with details of professional accreditation and QA schemes (if applicable) of both the primary tenderer and any subcontractors. All accreditation should be to current industry standards.
- Examples of previous work and relevant experience.
- Details of the people involved and an overview of their experience.

## 12 Appendix

### 13 NSC Planning Context

The main GLA area relating to NSC, Crystal Palace Sports Centre activities is shown by the dashed line below (following MD1568). GLA have 125 years lease from 2006 (SGL678638) from LB Bromley. The parkland and NSC are co-designated MOL. MOL has the same status as Green Belt generally. Bromley designated the NSC area as a “Major Development Site” (MDS) with uses aligned to sports uses indoors and out, (annex C of PPG2 will apply, in addition to policy G3 of the UDP). Post the CSM consultation, the GLA has commented that given the age of the UDP more recent Government guidance could take precedence, which wouldn’t automatically prohibit other uses (but dependant on the view of LB Bromley as planning authority).



The GLA’s land and buildings are set within a 200 acre English Heritage Grade II\* listed park and include:

- National Sports Centre main building
- Athletics stadium
- The Lodge (hostel)
- Capel Manor College
- Commercial space
- CPFC “Dome”
- Houses

*NSC currently offers a wide variety of over 40 different Sports from Athletics to Yoga. The NSC sports and event facilities include:*

- *Spectator 50m Pool - seating capacity 1,300*
- *Spectator Diving Pool, including 10m*
- *Diving training areas*
- *25m Family/Teaching Pool*
- *Spectator indoor multi-use sports hall & courts - seating capacity 1,500*
- *Outdoor spectator athletics tracks*
- *Indoor Running Track*
- *Outdoor Tennis Courts*
- *Outdoor Beach Sports*
- *Leisure gym and studios*
- *Gymnastics*
- *External pitches, including grass and AGP, 3G pitch and CPFC Dome.*
- *Weightlifting and strength conditioning centre*
- *Sports Physio, sports/educational commercial spaces*
- *The Lodge (hostel up to 144 residents), with catering and conference facilities.*
- *Crystal Palace Park for wider recreational activities and combined events, including closed road triathlon circuit, running and jogging trails*

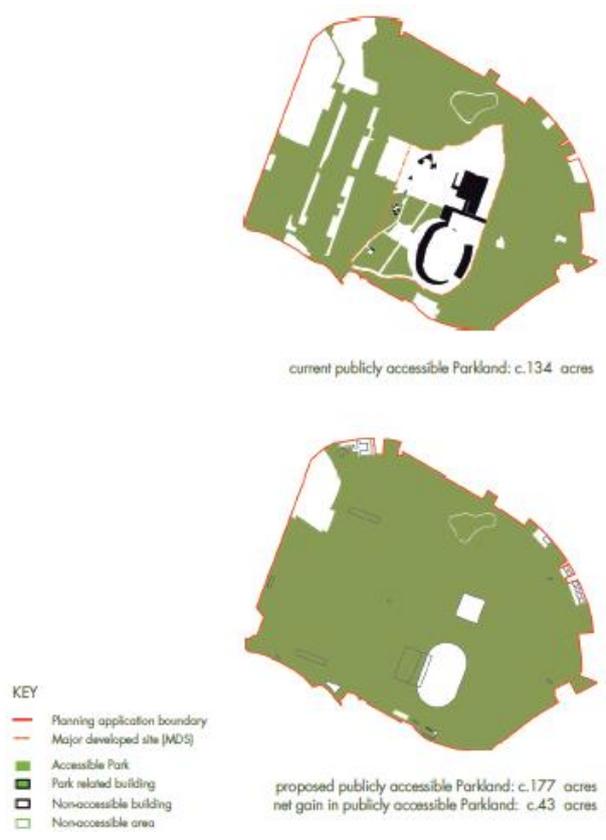
## **14 Crystal Palace Park Masterplan**

The park's Masterplan follows 4 years of pre-application consultation carried out by LDA. By way of example, 228,000 copies of Park News were delivered through doors and 24,000 by post to stakeholders; 3,000 people attended workshops including 300 people at 13 black and ethnic minority group workshops. There were an average of 1,000 unique visitors to the Crystal Palace Park website each month and over 3,000 schoolchildren and 250 parents were involved in the schools consultation. 280 individuals and organisations were involved as members of the dialogue process, taking part in regular meetings. In addition, smaller working groups included the museum task group and sports working group, as well as special workshops. This extensive consultation preceded the statutory post application consultation carried out by the Council, which exceeded all requirements.

The Park is a valued open space, highly regarded by locals and visitors from across London and beyond, and reported to attract around 1.68 million visitors a year. However, many areas of the Park are in a neglected state and generally the character, quality and range of facilities have degenerated. There is a lack of physical and visual permeability into the Park from surrounding areas and the various structures around the NSC form a major barrier to movement through the Park

The approved park's Masterplan provided an integrated planning approach to the whole park, including outline planning application for a regional sports centre and use for NSC area.

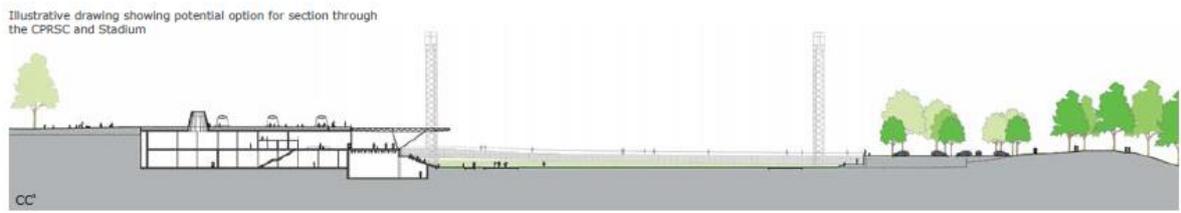
This included: retention of the athletics track; demolition of the spectator stands (including the locally listed Jubilee Stand); creation of a grassed amphitheatre; construction of a new large sports complex (up to 27,500sq.m. up to 23m high, 10,910-14,500sq.m footprint area) in addition to the main hall, and other sports facilities; creation of a sports themed play area; creation of new 250 space car park. The Masterplan comprises a maximum 40,000sqm of sports facilities. The total footprint of the retained national sports centre and the proposed sports complex would be less than the current build footprint of buildings within the Major Developed Site. Overall, the Masterplan notes that 383 permanent car parking spaces would be provided in various locations, with provision for overflow



spaces during events, 190 cycle parking spaces would also be provided.

Underpinning the masterplan is the offsetting of massing through increasing the openness (by removing fences, tarmac and buildings) and so provide a net planning gain to allow some inappropriate development elsewhere in the park under very special circumstances. See illustration from the Masterplan (above).

The Masterplan proposed a new stadium centre would be a purpose built development accommodating all its facilities in a visually unobtrusive way, fully integrated with the parkland. The building would be arranged on two storeys beneath a green roof continuous with the surrounding landscape. An increase in the amount of accessible parkland would be achieved and visual impact would be minimised, especially from the Italian and Palace Terraces.



The Masterplan takes the opportunities available to transform accessibility for pedestrians and cyclists. The Plan dramatically enhances the position of pedestrian in the Masterplan. It would create a central axis at grade and a hierarchy of routes which connect the gateways in an appropriate manner, such that the Park would become truly accessible in an inclusive way.

Crystal Palace Park is highly used as a space for a range of recreational physical activity, from families playing ball games to groups of walkers to people training for marathons. The Masterplan builds on this by widening the access to sporting opportunities, increasing the availability of both formal and informal involvement in physical exercise, and integrating the sporting elements with the surrounding parkland. This blending of sport locations and Park aims to encourage more local people to use the sports facilities, and to encourage sports users to make better use of the Park. This also ties in with healthy living initiatives undertaken within the Park and the surrounding five boroughs, and will assist groups by providing a safe environment created to suit their needs.

At the time of the Masterplan, Sport England suggested what a new centre may contain. The aspiration was that the sports facilities would be for the community, and that they would also benefit elite and aspiring athletes. In addition, the following range of facilities could be considered to provide a balance to the recreational and community mix, and generate more income for the development: soft play, children’s gym, crèche, sports science/visitor attractor/science museum, bar and multi-purpose function rooms, restaurant, sports education, sports injury clinic.

## 15 Sport England's Active People Survey and Active Places

Data is taken from a variety of sources including, the Department of Health and the Office of National Statistics (refer to Data Guidance section for further details). This tool was last updated in August 2015. <http://localsportprofile.sportengland.org/Profiles.aspx> Compared to London as a whole, Bromley, Lewisham and Croydon have a higher percentage of adults with excess weight. In addition, compared to London and England, Southwark, Lewisham and Lambeth have a higher percentage of obesity levels in children.

### Health

#### Excess weight in adults (including obesity)

	Bromley	Southwark	Lewisham	Croydon	Lambeth	London	England
Rate	65.00%	56.30%	61.20%	62.10%	51.80%	57.30%	63.80%

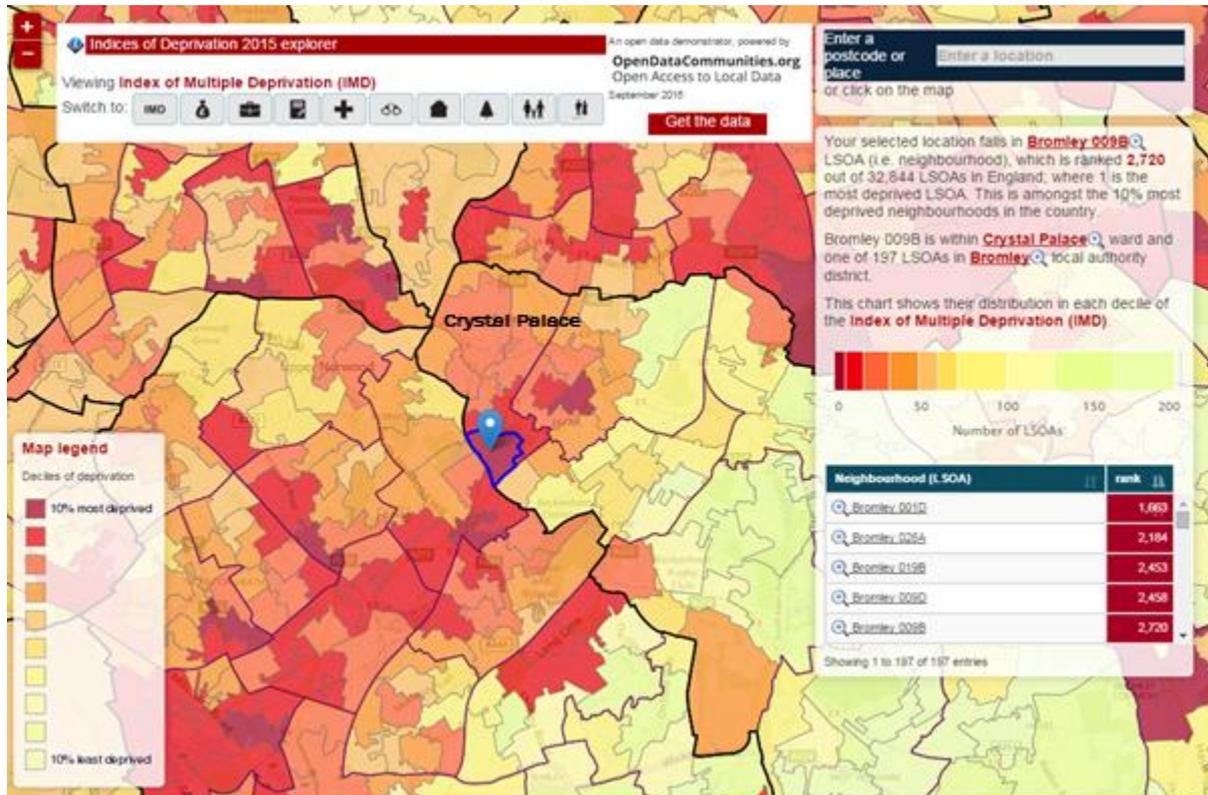
#### Obesity levels in children

	Bromley	Southwark	Lewisham	Croydon	Lambeth	London	England
Rate	17.10%	26.70%	23.30%	22.30%	23.40%	22.40%	18.90%

There are also trends that the total sporting business stock, compared to the whole local economy, is decreasing and is at lower level, compared to that of England. E.g. Lambeth total sporting business stock has reduced to 0.39%, compared to England as whole (1.04%) in 2014, and similarly in Croydon.

## Indices of Multiple Deprivation 2015

In and around Crystal Palace are areas that are amongst the 10% most deprived neighbourhood in England.



## 16 Background

Details of the Crystal Palace Park and NSC Masterplan:

[http://www.crystalpalacecampaign.org/master\\_links.htm](http://www.crystalpalacecampaign.org/master_links.htm)

CSM NSC reports:

### 1) GLA CPNSC Development Options Appraisal Final Report 2015 (redacted for publication)

The report, published on 15 May 2015, is the results and findings from the CSM Strategic CPNSC Consultation that took place in October 2014.

[https://crystalpalacesp.files.wordpress.com/2015/05/1st-csm-strategic-final-report-redacted-for-publication-draft-v1-2\\_redacted\\_1.pdf](https://crystalpalacesp.files.wordpress.com/2015/05/1st-csm-strategic-final-report-redacted-for-publication-draft-v1-2_redacted_1.pdf)

### 2) Crystal Palace NSC – Interim Report (Redacted)

CSM's interim Development Options Appraisal report for Crystal Palace National Sports Centre of 29 July 2014 (regarding director decision DD1172).

<https://crystalpalacesp.files.wordpress.com/2014/12/crystal-palace-nsc-interim-report-final-redacted.pdf>

LB Bromley Executive report 25 March 2015:

Progressing a sustainable plan for Crystal Palace Park

<http://cbs.bromley.gov.uk/documents/s50028748/Executive%20240315%20Crystal%20Palace%20Park.pdf>

**MD1602 Crystal Palace - National Sports Centre Contract Extension (17 March 2016)**

<https://www.london.gov.uk/decisions/md1602-crystal-palace-national-sports-centre-contract-extension>

**Crystal Palace Sports Partnership**

[Www.CPSP2020.com](http://www.CPSP2020.com)

## 17 Listing Status of the NSC

### **The Crystal Palace National Recreation Centre**

Within the NSC complex, the Crystal Palace “National Recreation Centre” is listed by Historic England as Grade: II\* (List entry number: 1031539). Sports Centre was designed 1953-4, built 1960-4 by the LCC Architect's Department under Leslie Martin and (from 1957) Hubert Bennett; Norman Engleback (until 1960) and E R Hayes Group Leaders; B G Jones and M J Attenborough assistant designers; Sir Gerald Barry, consultant. In summary, the interiors seen by spectators are of particular interest. Pool hall with central 165', eight-line racing pool; diving pool with dramatic reinforced concrete diving board (now rare) at north end; learner pool to south; the whole is the length of the building and is tiled at lower level. To one side a bank of seating (actual seats renewed) gives on to central concourse on two levels linked by stairs and corresponding bank serving smaller arena on other side. The views across this concourse and seating, and down into squash areas, are particularly impressive. Their fluidity is enhanced by the bold expression of the 'A'-frame and delicate arched bracing supporting the roof which is a most distinctive and distinguished feature.

<https://historicengland.org.uk/listing/the-list/list-entry/1031539>

### **The Stadium**

The Stadium is a “Locally Listed Building” by LB Bromley. It is listed as a Stadium (part of a sporting complex). In summary, it forms the sports track and two stands forming part of the NSC complex (1956-64). North stand built in a sickle shape in pre-set concrete with an awning of aluminium decking supported on a steel frame. The awning was originally designed to be demountable and used as an awning for the viewing ramp for spectators watching the racing. The structure is cut into the landscape to integrate it into the existing park landscape and provide the maximum number of seats for viewing the track and the pitches. When built there was seating for 12,000 spectators with 50 VIP seats and 30 press desks and with a standing capacity of c3,000 in the grounds. The south ‘Jubilee Stand’ of 1977 is in exposed undecorated reinforced concrete and has an awning to compliment the original 1960s stand.

Built as part of the scheme put forward by the LCC Architects Department as a post-war replacement feature for the Park – the original Crystal Palace having been destroyed by fire in 1936. Located at the centre of the park in the drained basin of one of 2 lakes and enclosed by a racing track, it is served by the adjoining grade II\* listed NSC building. The complex was the first in UK to be totally dedicated to providing world class sporting facilities. Well integrated into mature parkland its innovative design is a striking element of Crystal Palace Park.