

# **Prospectus**

**Parklife Football Hubs National Programme** 

- Details of the background, strategic context and aims of the funding programme
- 3 Stage Funding Process
- 'Expressions of Interest' by 4pm Friday 27th January 2017





# National Programme Prospectus

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## 1.0 Introduction

### **Parklife Football Hubs Programme**

In England, around 1.8m people participate weekly in some form of football ranging from the traditional 11 v 11 game through to informal small-sided and recreational football. In addition to the players, there are an estimated 1.5m volunteers who are also involved – as parents, coaches, referees, ground-staff and administrators. As a 'National Game', football has always played an important role in the community – not only offering opportunities to get involved in sport and physical activity but also as an important means of delivering a wide range of positive social outcomes in areas of health, education, community development and safety. The scale, reach and relevance of the game has never been greater. Despite this, there are some difficult challenges being faced within many communities as local government subsidies are gradually reduced and changing lifestyles have meant that players, as customers, want a more varied football offer.





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#### **Aims**

Parklife Football Hubs will:

- · Be strategically planned and programmed
- Be financially sustainable through a portfolio approach based on strong business plans with sites capable of income generation helping sustain other hubs and reduce reliance on public subsidy
- Be designed collaboratively with local partners including the FA, County FA, local professional club(s), the local football community and local authorities
- Encourage people to play more regularly, or to become active and in doing so, achieve wider social outcomes
- Be affordable, open and accessible to all
- Be flexible catering for football activity, other sports and also other programmes such as education, health and wider community development initiatives as appropriate
- Offer a high-quality customer experience and provide a safe and welcoming environment for football-led and other demand-led local programmes to flourish
- Provide a new management and operational approach to grassroots football facilities.



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### **Potential partners**

It is anticipated that local consortia will include:

- Local authorities, offering political and senior officer leadership and access to key
  personnel in relevant local government functions including planning, finance and legal
- Local county football associations, reflecting the specific needs of local clubs and leagues
- Local professional football clubs and associated community foundations, whose local knowledge and community reach will enrich the programme offer
- Other local partners, which may include representatives from local education providers, community development groups, other sports providers or NGBs, leisure trusts, commercial providers and so on.

The funding partners are seeking active involvement from local authorities who recognise the value of sport and football within their local communities, who are committed to securing investment through a collaborative approach with genuine involvement from a range of local partners via a consortium and who are able to respond quickly to deliver a significant new way of working within their area.

In return, the funding partners offer a new investment stream, on-the-ground officer support and ongoing advice and assistance to ensure that the resultant hub sites are high-quality financially sustainable facilities that are managed in a professional way, but that they are also catalysts for the delivery of positive social and economic outcomes in the centre of the communities they serve.

#### The London Programme

London faces some unique challenges to deliver the hub model such as high population density, high demand to play the game and limited spaces to play. A London



specific expression of interest process has already identified priority London boroughs. Those boroughs which were unsuccessful or did not apply are also able to submit as part of the national process.

In addition to the main funding partners, the programme in London is being supported through further investment from The Mayor of London. The programme in London will tap into the excitement as we build towards the Euro 2020 championships, the final stages of which are being held in London, and will help to deliver the commitment to secure a legacy from the event.



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#### **Background**

Where people play sport matters. Whether it is the pitch you play on, or the park you kickabout in, easy access to the right facilities is important. Building the right things in the right places makes taking part in sport and physical activity a realistic option for many more people, and leads to a better experience for those already engaged.

This is especially relevant at a time when local authorities and other public sector providers are under significant financial pressure and are looking to strategically review and rationalise facilities to make their offer as cost effective and financially viable as possible.

Grassroots football is particularly exposed to these issues as over 80% of the facility stock is in public ownership. Despite significant investment in local projects over recent years through local authorities, sports lottery programmes, The FA, Premier League and Sport England (via the Football Foundation), there has been a general decline in the quality of facilities. In a climate of greatly-reduced local authority discretionary spend, the quality and perceived value for money offer of facilities in public ownership is one of many factors that has contributed to a decline in regular football participation.

The FA Commission Report of October 2014 recognised the potential long-term impact of these issues set in a broader context of a declining number of England qualified players at the national level. The report proposed a new sustainable model for grassroots facilities ownership and delivery through football hubs centred on new, high-quality artificial grass pitches (AGPs) in up to 30 of the largest population centres in England.

The Commission outlined the following key objectives:

- · Reduce football's reliance on local authority subsidies;
- Build significantly more artificial grass pitches (AGPs); and
- Build a sustainable model that makes this change happen.

The Parklife Programme will lead to a step change in the provision of grassroots football in England. Over the next five years, we have laid out the ambitious target of creating a nationwide network of new football hubs to support the delivery of FA and County FA youth development and coach education programmes and to improve the quality of grassroots provision for clubs and teams.

Martin Glenn FA Chief Executive

The FA, Premier League and Sport England (backed by Government) have therefore agreed to increase their investment into football facilities by £130m over 5 years.

The investment into Parklife Football Hubs will provide a new investment route focussed solely on strategic local plans for football.

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### Strategic context

Parklife Football Hubs are a priority in the Government's new Sporting Future strategy. The strategy has set a wider context to expand the focus beyond increased participation in sport and physical activity with an overarching aim to harness the power of sport to help change people's lives for the better.

Within this context, The FA, the Premier League and Sport England have agreed a new football facilities investment framework and joint strategy with the aim of delivering great football facilities where they are needed most. The Parklife Football Hubs programme is a key strategic priority over the next 5 years. The best hub projects will be set in a strong local strategic plan for football and see a blend of programmes being delivered including:

- Traditional competitive 11v11 and 9v9 formats of the game supported through local leagues and county football associations there is a target of a minimum of 50% of mini soccer and 9v9 football being played on 3G pitches where the Parklife programme reaches
- Opportunities to play across all formats of the game through targeted programming and greater opportunities for informal small-sided football
- A wider sporting offer (to be determined locally) perhaps including rugby, cricket, dance, and broader exercise-based classes where demand exists, and to further enhance financial sustainability
- Education opportunities ranging from coaching and volunteering through to non-sport related programmes including ICT, job-readiness, social enterprise development and so on
- Community development programmes targeting health, lifestyle choices, out-reach and other locally-relevant interventions. The funding partners are keen to see a multi-agency approach.

The funding partners recognise that the best bids will be those that are derived from a local consortia or common interest groups which will include the local authority, local football representation, the local professional football club(s), education partners and others to reflect local circumstances. Cross-borough working and partnerships may also be appropriate where a smaller local authority prepares a joint application with a neighbouring authority, with a collective population exceeding 200,000.



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#### Why a 200,000 population threshold?

The FA Commission Report identified a number of interconnecting factors which have come together to make the provision of grassroots facilities an urgent priority. This included high levels of facilities in public ownership, poor quality stock, a public subsidy constraint and a growth in informal play and flexible access times.

The learning from the pathfinder phase suggests that a multiple 3G pitch (minimum 2 full size) approach is required on all hub sites in order to develop a sustainable business case across a portfolio of sites within an area.

A portfolio of hubs across a local authority area therefore needs to demonstrate sufficient latent demand for recreational and casual play within a catchment (20 mins travel time of each site) to supplement demand from affiliated teams. Consideration also needs to be given to the factors which will support a more commercially focussed offer to drive income generation and help make the model sustainable such as demand for commercial leagues and recreational football, health & fitness and/or another income focussed element.

Based on the above rationale, the model will be able to have the greatest impact in authorities with larger populations and greater population densities. With demand likely to far exceed the available budget, we are inviting expressions of interest from larger local authorities with a population of at least 200,000<sup>1</sup> - see Appendix 2.

Local authorities with populations below 200,000 could consider a partnership approach with a neighbouring authority to get over the threshold. However, it is likely to prove more of a challenge to meet the programme principles and deliver the outcomes the funding partners are seeking in terms of football participation, financial sustainability and social outcomes.



<sup>&</sup>lt;sup>1</sup> 2015 Population: ONS 2015 Mid-Year Estimates.

# 2.0 Key Programme Principles

For the initial Stage 1 Expression of Interest (EOI), applicants are required to demonstrate (and where appropriate evidence) commitment to the following key programme principles:

- Commitment to developing a portfolio approach to Parklife whereby a minimum of two hub sites per local authority are developed in order to generate sufficient revenue and ensure long-term sustainability
- 2. Evidence of strong relationships with key local football partners and local organisations capable of driving positive changes in football participation and achieving wider social outcomes. As a minimum, the following agencies should be invited to provide written support to the EOI County Football Association and Community Foundations of the local pro-clubs. Other partners which may be interested in supporting your application include key local grassroots leagues and clubs, education providers, private sector partners and the charitable sector.
- 3. **High-level political and officer level support** (Council leader / CEO) and **identified resources** to deliver Parklife Football Hubs in the area
- 4. Commitment to work with football partners to develop **clear, validated local data** and insight regarding current and potential football participation trends
- 5. Commitment to raise **minimum partnership funding of 40%** of total capital costs per area (please note this can be aggregated across an area and multiple sites)
- 6. Demonstrate a commitment to **bring about wider social outcomes** such as health, education and social cohesion through an area-wide football development plan
- 7. Commitment to provide clear evidence of strategic need for proposed facilities including an up-to-date Playing Pitch Strategy (PPS), or a commitment to undertake one as part of the Parklife Football Hubs Programme process. Also a commitment to undertake demand modelling based on the Parklife template model
- 8. Ability and willingness to **establish or be a part of a Special Purpose Vehicle (SPV)** / **Trust structure** to manage and maintain facilities where assets are offered across to the SPV on a long-term peppercorn lease. The revenue generated by the SPV shall be ring-fenced for reinvestment into grassroots football in the local area
- 9. Commitment to maintain the required level of football revenue subsidy to allow the Parklife Football Hubs Programme sites to mature and demonstrate financial sustainability. Any longer-term reduction in subsidy should be agreed by the local partners and be in line with the outcomes of the modelling for the area based on a reduction in pitches being required to be marked for football
- 10. Ability and willingness to **procure a dedicated operator** and to take an innovative approach to the financial model at a local level, including considering the role that income generation through commercial sport and leisure facilities could play within Parklife Football Hubs
- 11. Willingness to use new programme specific consultancy and construction frameworks to achieve value and consistency of design across the country
- 12. Commitment to **progress a Local Plan for Football at speed**. If allocated within the first tranche of organisations, there may be a requirement for in year spend.

### What will Parklife Football Hubs look like in your area?

A Parklife Football portfolio will typically comprise:

- Two or three individual hub sites across an area
- Each hub site containing:
  - o Minimum of two AGPs
  - o Changing accommodation
  - o Natural grass pitch provision across the area
  - In some cases, links with health and fitness or other commercial provision which will provide a revenue stream
  - Potentially other sports and facilities in addition to the core football offer such as flexible indoor / education spaces for community development initiatives - will be considered on a case-by-case basis.

Based on programme delivery to date, a double AGP with changing accommodation typically costs around £3-4m.



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### Football Trust Special Purpose Vehicle (SPV)

The funding partners will establish a new charitable trust to provide strategic management and overview of the Parklife Football Hubs. The trust will be able to hold property through peppercorn lease arrangements, hold lifecycle funds for 3G replacement and manage operator relationships across the hubs network at the local level.

The funding partners believe that this is a key component that allows football to take more responsibility and involvement in the management of grassroots facilities, and will provide a consistent customer experience and less reliance on the public sector. The portfolio of sites will include those with an income generation focus to help offset any local subsidy.

License fees received from an operator will be used to reinvest back into football facilities to either reduce ongoing subsidy, increase pitch maintenance regimes to provide better customer experience or to minor capital investment into other football sites that could be leased to the football trust. The cost of establishing the charitable trust will be covered by the Parklife programme.

The board of trustees will reflect the desire for football to take more responsibility - The FA and professional game will have the ability to appoint Trustees alongside other key stakeholders, but the board will include independent representation in order to provide skilled and diverse leadership. The Trust will meet the emerging UK Sports Governance code.

If there are some key football sites in a local authority's portfolio that cannot be transferred to the Football Trust, the funding partners may decide to enter into a profit share scenario that would see the ownership and management remain with the existing organisation. However, across the portfolio this should be in the minority and each site will be considered on a case-by-case basis.

Any concerns over the management and operational structure outlined above should be detailed within a covering letter for review by the funding partners at Stage 1 EOI.



## 3.0 The Funding Process

Organisations considering submitting an Expression of Interest (EOI) should be aware of the minimum eligibility criteria for the fund in the Frequently Asked Questions.

### Stage 1 - Expression of Interest

Eligible organisations are invited to submit an EOI form via email to Sport England at <u>funding@sportengland.org</u> with supporting evidence (where required) outlining their commitment to the key principles of the fund by 4pm on Friday 27th January 2017.

## Stage 2 - Submission of Local Plan for Football

Successful organisations will then be invited to develop a detailed Local Plan for Football setting out a portfolio of Parklife Football Hub sites against which an overall funding envelope can then be considered. The funding partners will operate a pipeline approach and offer support at a local level towards producing a business case, outline designs and an appropriate evidence base for investment. The Project Investment Group will consider the business case and strong submissions will be given a target funding envelope for Stage 3.

Applicants are able at this stage to apply for project development costs towards expenditure related to feasibility and design of pitch and construction works.

## Stage 3 – Submission of Individual Hub Applications

Successful organisations will be invited to develop individual grant applications on a site-by-site basis for consideration for a funding award via the Football Foundation. At this stage the foundation team will work with applicants providing grants and technical expertise to develop bids to an appropriate level of readiness. An assessment will be undertaken by the Football Foundation who will grant an award to be spent within the given financial year.

For further details, see Appendix 1 - Parklife Process Flow Chart

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## 4.0 Are you Ready?

Before applying, you need to consider whether you are ready to engage with the process to drive a major structural change in the delivery of football facilities and football opportunities across your area.

Issues you will have to embrace will include a strategic review, rationalisation and a re-provision of facilities. This will involve asset transfer of facilities to a new area-wide football trust – you will have to provide long-term leases, and will cease to operate or control policy and programming of a number of strategically selected sites.

You will need a high level of commitment from your organisation. Local authorities will need elected member support and officer support from your leader and CEO down to front line staff.

You will need a nominated a strategic lead to act as Senior Responsible Officer (SRO) and resource(s) to drive work within and across the council (typically sport, parks, health, regeneration, legal, planning and education). Experience suggests that a minimum of one full-time post will be required.

'Buy in' from key local partners will also be needed - the County Football Association and local professional club community foundation(s) will need to be fully committed to the process. You will also need to engage with a range of local stakeholders.

#### **Timescales**

The opportunity to submit an EOI via the first competitive application round will open on 26th October 2016 and close on 27th January 2017 at 4pm.

If your EOI is successful you will then work towards submission of a detailed Local Plan for Football which, with support of the funding partners, is likely to take between a minimum of 3 up to 12 months depending on the complexity of the scheme and level of work required.

Following approval of the Local Plan for Football by the funding partners, applications for individual hub sites to the Football Foundation will be considered on a regular basis.

### **Need Further Advice or Help?**

For further information please contact the Sport England funding line on 0345 8508508 or via email at  $\frac{\text{funding@sportengland.org}}{\text{funding@sportengland.org}}$ 

Please also review the information within the Frequently Asked Questions document.



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# 5.0 Decision making

A Project Investment Group, made up of directors representative of each of the funding partners, under delegated authority from their respective organisations, will make decisions on Stage 1 EOI and Stage 2 Local Plan for Football submissions.

At Stage 1, all EOIs will be considered by the Project Investment Group and those best meeting the programme's key principles will be invited to Stage 2. The funding partners will use data and intelligence to prioritise the projects that they consider will have the most impact.

At Stage 2, the following funding criteria will be applied in order to measure the robustness of the Local Plan for Football hub proposals.

- Impact LAs will be asked to prepare a football development plan which details how the proposals will impact on Parklife Football Hubs Programme aims
- Sustainability LAs will need to detail how the need and demand for the area has been
  established as well as preparing a business plan to demonstrate how the facilities will be
  operated and financially supported over a 25-year period (minimum)
- Deliverability LAs should, with their appointed design team, prepare a capital delivery plan demonstrating readiness to undertake the capital build and draw down funding, normally within a given financial year.

In addition, the lead organisation (and their project team) will require funding partner sign-off at key stages of design and procurement. A member of the Parklife Football Hubs programme team will work closely with the applicant through this process.

At Stage 3, decisions on individual site applications will be made by the Football Foundation which will fall under three categories:

- Award an offer of grant through a Funding Agreement
- Deferral further work to be undertaken on the application prior to an award to be reconsidered
- Rejection the application is not supported for specific reasons aligned to the criteria of the fund.

#### Measurement

The funding partners require measurement and data capture to be fully embedded in the operation of successful facilities. Appropriate digital technology capability will need to be built into the design of the facilities and supporting operational infrastructure.

The measurement data will transfer to a data hub capturing anonymised personal data to set standards, tracking participants for use by both partners and trusts/operators to inform continuous improvement and further local planning and delivery.

Successful applicants will also be required to provide information on financial performance, football outcomes and supply/demand in relation to football participation.

#### **Key Performance Indicators (KPIs)**

KPIs to measure success will form part of an emerging Monitoring and Evaluation Framework linked to the Government's Sporting Future strategy.

These will be developed by local partners and be outcome focused against a national framework in relation to football, financial sustainability and wider social outcomes.

The KPIs will form part of the business case and application process at Stage 2.

## 6.0 Case Study

### **Sheffield Parklife Football Hubs Programme**

The quality of Sheffield City Council's pitches has declined over time. Like many local authorities, the Council no longer has sufficient resources to maintain pitches to an acceptable standard despite providing a subsidy to the grassroots game during the 2015/16 season. The playing pitch strategy identified a shortfall of pitches across a number of sports which would benefit from a hub approach. The quality of stock and the council's financial position was considered unsustainable and The FA together with the council pioneered the hub portfolio approach in Sheffield.

The Sheffield programme currently comprises of three hub sites across the city with two AGPs at each site and associated built facilities for coach education, changing provision and social space. One of the three sites has a gym and studio to improve financial returns, whilst also addressing a gap in local health and fitness provision. It is anticipated that two further 3G pitches will be built to fully complete the delivery of the programme. Each of the hub sites has a grass pitch offer and there is a multi-sport approach on two of the three sites.

The sites will be leased to the newly formed charity 'The Sheffield Football Trust' who in turn have procured an operator to manage, maintain and operate the three sites providing a sustainable management solution.

The commercial viability of the trust is important to deliver the overall Football Hub outcomes and help cross-subsidise future sites within the city. The trust is currently developing a strategic vision document that will outline how the revenues will be reinvested locally to support football, health and physical activity outcomes, but a clear focus will be on addressing the quality of the key outlying grass sites to bring them under the trusts ownership and reduce, if not completely remove, the councils subsidy into football. In time, the Sheffield Football Trust will allocate bookings and be responsible for the majority of Sheffield City Council's key football sites.

The trust's board is made up of appointed representatives from the following organisations;

- The Football Association (2 trustees)
- Sheffield United Community Foundation (1 trustee)
- Sheffield Wednesday Community Foundation (1 trustee)
- Sheffield City Council (1 trustee)
- Sheffield & Hallamshire County FA (1 trustee).

Independent trustees are also being recruited to ensure the trust has a skilled and diverse board that is representative of the local area.

Although Parklife Football Hubs is an infrastructure driven programme that will make the game more sustainable at a local level, it will also provide The FA and partners with a great deal more insight on how to engage with existing players and encourage them to participate more each month. Also to attract new people from every background to regularly and meaningfully take part. Working with the operator and local partners challenging key performance indicators can be set to help drive growth in key areas of the game and support wider social agendas. Data capture systems will allow the partner organisations to better understand football demand at a local level and target programmes and incentives to drive up participation levels.

## 7.0 Further Information and Guidance

### **Local Plan for Football requirements**

Organisations who are successful at Stage 1 EOI will be required to develop a detailed Local Plan for Football describing the portfolio of football hubs.

The plan should set out the potential location, facility mix and outline cost of the portfolio of hub sites and describe the overall participation and intended social outcomes, business case viability and strategic planning evidence that underpins the proposal.

Support from the Football Association, Premier League and Sport England will be on hand during this time. As a guide, the following are considered to be key components of a Local Plan for Football:

- Football Development Plan
- Business Plan incorporating Parklife Demand Modelling
- Relevant supporting evidence from an adopted PPS (and Built Facilities Strategy if appropriate)
- Project delivery plan incorporating outline designs, specification and costs of individual site proposals
- Evidence of partnership funding including capital and on-going revenue support
- Evidence of local authority cabinet approval.

The Local Plan for Football will be reviewed by the funding partners who will determine whether there is a suitable business case for investment. If the business case is approved, applications for individual site will be invited against an indicative funding envelope.

### **Parklife Demand Model**

The FA has developed a supply and demand model that builds upon Sport England's PPS methodology. The model will inform how an AGP hub based approach to facility planning could be implemented across a Local Authority landscape to help reduce the impact of local authority subsidy pressures on football.

The Parklife demand model calculates the supply requirements for both AGP's and good quality grass pitches based upon the demand from current local authority pitch hirers. The model allows flexibility at a local level to amend the scope to include a percentage of demand from current users of other site providers (e.g. club leased sites etc). This can help address local supply issues and can highlight the potential revenue savings and capital requirements associated with delivery at a local level.

### Playing Pitch Strategy development – a flexible approach

A commitment to producing a PPS is one of the key principles of the Parklife Football Hubs programme. The funding partners recognise the resource commitment required by local authorities to undertake such a study and Sport England has developed a flexible approach. There is scope to twin track the preparation of the PPS with the funding application process. In any event, a PPS must be in place prior to award.

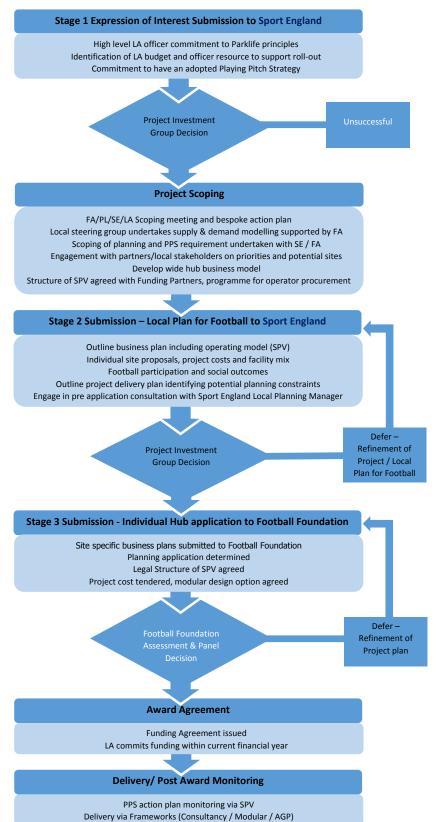
### **Framework Procurement**

The Parklife Football Hubs Programme requires applicants to adopt a framework approach to procurement in order that replicable models of high-quality construction can be achieved. The funding partners have procured OJEU compliant frameworks which will help achieve best value and high-quality facilities.

#### **Fields in Trust**

The funding partners also encourage applicants to thoroughly explore the possibility of protection and work with Fields in Trust on protecting the hub sites in perpetuity.

# **Appendix 1 - Parklife Process Flow Chart**



# **Appendix 2 -** List of Local Authorities with a Total Population<sup>2</sup> of Over 200,000

	Local authority	Population		Local authority	Population
1	Birmingham	1,111,307	45	Medway	276,492
2	Leeds	774,060	46	Walsall	276,095
3	Sheffield*	569,737	47	Greenwich	274,803
4	Cornwall	549,404	48	South Gloucester	shire 274,661
5	Bradford	531,176	49	Central Bedfordsh	nire 274,022
6	Manchester	530,292	50	Sefton	273,707
7	County Durham	519,695	51	Haringey*	272,864
8	Wiltshire	486,093	52	Waltham Forest*	271,170
9	Liverpool*	478,580	53	Hackney	269,009
10	Bristol, City of	449,328	54	Hounslow*	268,770
11	Kirklees	434,321	55	Plymouth	262,712
12	Barnet	379,691	56	Milton Keynes	261,762
13	Croydon*	379,031	57	Rotherham	260,786
14	Cheshire East	375,392	58	Kingston upon Hu	ıll, City of 258,995
15	Coventry	345,385	59	Wolverhampton	254,406
16	Ealing*	343,059	60	Derby	254,251
17	Leicester	342,627	61	Stoke-on-Trent	251,648
18	East Riding of Yorkshire	336,685	62	Southampton	249,537
19	Cheshire West and Chester	333,917	63	Havering	249,085
20	Wakefield	333,759	64	Harrow	247,130
21	Newham	332,817	65	Salford	245,614
22	Enfield	328,433	66	Westminster	242,299
23	Bromley	324,857	67	Bexley	242,142
24	Lambeth*	324,431	68	Camden	241,059
25	Brent	324,012	69	Barnsley	239,319
26	Wigan	322,022	70	Trafford	233,288
27	Wirral	320,900	71	Oldham	230,823
28	Sandwell	319,455	72	•	227,692
29	Nottingham	318,901	73	•	222,462
30	Dudley	316,464	74		221,692
31	Northumberland	315,263	75		217,160
32	Wandsworth*	314,544	76		214,710
33	Shropshire	311,380	77		214,195
34	Southwark*	308,901	78		211,758
35	Doncaster	304,813	79		210,445
36	Hillingdon	297,735	80		209,944
37	Lewisham	297,325	81	Calderdale	208,402
38	Redbridge*	296,793	82	<u> </u>	207,695
39	Tower Hamlets	295,236	83		206,856
40	Newcastle upon Tyne	292,883	84		204,565
41	Stockport	288,733	85	•	202,494
42	Brighton and Hove	285,276	86	9	
43	Bolton	281,619	87		200,996
44	Sunderland	277,150	88	Sutton	200,145

 $<sup>^{2}</sup>$  2015 Population: ONS 2015 Mid-Year Estimates.

<sup>\*</sup> Already on Parklife journey.