FOR PUBLICATION

AGENDA ITEM

CBC Draft Playing Pitch and Outdoor Sports Strategy 2015 - 2031

MEETING:	 CABINET EXECUTIVE MEMBER LEISURE, CULTURE AND TOURISM
DATE:	1. 2.
REPORT BY:	Sport and Leisure Manager
WARD:	ALL
COMMUNITY ASSEMBLY:	ALL
KEY DECISION REFERENCE (IF APPLICABLE):	427

FOR PUBLICATION

BACKGROUND PAPERS FOR PUBLIC REPORTS:

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1.0 PURPOSE OF REPORT

- 1.1 To adopt a new Playing Pitch and Outdoor Sports Strategy to satisfy statutory Planning obligations and support delivery of the Councils corporate priorities for Chesterfield in particular:
 - A Sustainable Community- A clean, green and attractive Borough, where open spaces and built heritage are valued.

• A Safer, Healthier and Active Community- A healthy and safe Borough, where the community is free from the fear of crime.

2.0 **RECOMMENDATIONS**

- 2.1 That Cabinet accepts the proposed Strategy and action plan for protection, enhancement and future development of Playing Pitch and Outdoor Sport provision in the Borough
- 2.2 That Cabinet accepts that the Strategy will need to be reviewed on a programmed cycle by a framework steering group to meet statutory and local Planning requirements, and be amended subject to any specific needs and evidence identified. Additional resource may be required to support a robust review process.
- 2.3 That Cabinet be provided with future reports where any requirement for significant changes that impact on corporate priorities, affordability, and Planning need may be identified.
- 2.4 That Sport England methodology is adopted in relation to both implementation and monitoring of the Strategy to ensure Planning matters are suitably compliant and officers manage associated risk to the lowest possible level.

3.0 BACKGROUND

- 3.1 In 2012 the Council consulted on a revised draft Core Strategy and received an objection from Sport England who are the statutory consultee using the National Planning Policy Framework (NPPF) as a benchmark. Sport England have clear objectives to protect, enhance and provide sports facilities including the promotion of health and wellbeing in communities through appropriate and sustainable facility provision.
- 3.2 The objection is attached as Appendix 1 and advised:
 - Sport England does not accept that an evidence base dated 2002 (Parks and Open Spaces Strategy) and 2003 (Chesterfield Sports Facilities Strategy) can be regarded as up to date and therefore in compliance with Par 73 of NPPF. Not only are they considered to be out of date but they will no longer be robust given the changes in facilities which will have taken place over the last 10 years.
- 3.3 Council consultation on Sites and Boundaries DPD proposals in early 2013 received further objection and the full response is attached as

Appendix 2. The response made several matters clear including acknowledging that the Council had committed to developing the necessary strategic evidence required but advised as follows:

- Until the Playing Pitch Strategy has been prepared and a strategic approach to playing field protection, provision and improvement has been set out taking into account planned housing growth there is a strong case for protecting playing field sites. In principle Sport England would object to any losses as they would be contrary to Par 74 of NPPF and our policy to protect playing fields and consider the allocations unsound on the basis that they have not properly taken into account the statutory protection of playing fields.
- 3.4 The relevant paragraphs referred to by Sport England are as follows:

• Extract from the NPPF guidance.

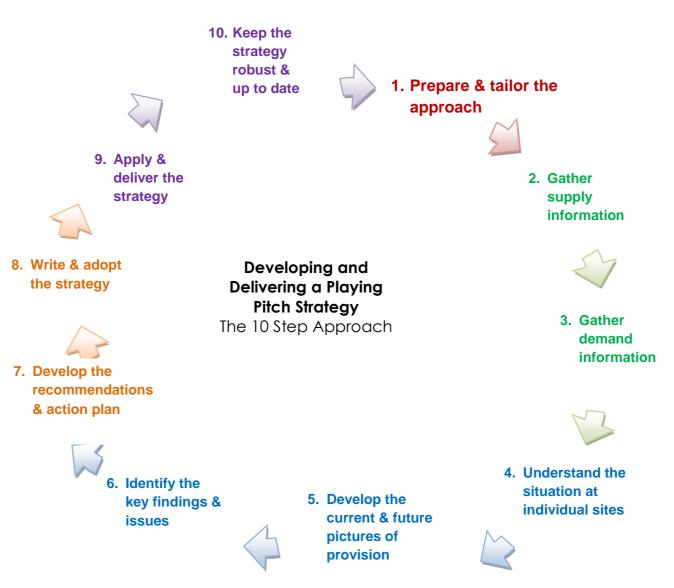
Para 73. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.

Para 74. Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss
- 3.5 A feasibility study was completed in 2012 which identified several options for addressing an investment need into the existing Queens Park Sports Centre. In February 2013 the Council considered a report and decided on a new build option utilising the Annexe site adjacent to Boythorpe Avenue. The scheme would include removal of a football pitch from use and Sport England objected on the basis of lack of strategic needs and evidence being in place to confirm that the removal would not be a detriment to the borough outdoor sports pitch provision.

- 3.6 Whilst objecting to the pitch loss on the Annexe, Sport England acknowledged that the Council was committed to producing a Playing Pitch and Outdoor Sports Strategy. The methodology for the assessment framework was being reviewed by Sport England and it was agreed that combined with access issues to Schools in the summer months the Strategy work would be commenced in September 2013 and Sport England would work with the Council accordingly. A brief was prepared in May 2013 (Appendix 3), and Neil Allen Associates (NAA) were successfully commissioned in June 2013.
- 3.7 It should be noted that a new Parks and Open Spaces Strategy, and a Facility Strategy are currently being developed which will then collectively inform the Councils Core Planning Strategy
- 3.8 The PPS assessment was commenced as scheduled in September 2013, completed and considered in March 2014. Following further consultation using the new Sport England framework the current draft Strategy (Appendix 4) was developed for proposed Cabinet consideration. The following diagram outlines the approach to the process and the current position in the process is now point 8 of the 10 step approach.

Developing and Delivering a Playing Pitch Strategy – The 10 Step Approach:



- 3.9 The key phases of work completed on the assessment are as follows:Step 1 Tailoring the approach
 - The approach of this assessment has been tailored to reflect the geographical and sporting nature of Chesterfield Borough.
 - Reflecting the compact nature of the Borough, the adequacy of facilities is analysed throughout this assessment at a Borough wide level. The steering group determined that patterns of pitch usage mean that it is not appropriate to subdivide the area further. (consider as one unit area as travel time and distance across the Borough is short)

- Site specific analysis and the location of each site within the town \ borough are however taken into account when evaluating the adequacy of provision, as well as during the strategy development process.
- The consultation process has also been tailored to maximize engagement and to make best use of available resources.

Steps 2 and 3 – Gather Supply and Demand Information and Views

Supply

The data collection process included a full audit of pitches and outdoor sports facilities across Chesterfield. For each site, the following information was collected;

- site name, location, ownership and management type;
- number and type of pitches / courts;
- accessibility of facilities to the local community;
- overall quality of pitches and ancillary facilities (including maintenance regimes);
- level of protection and security of tenure; and
- views of users and providers.

Demand

To evaluate the demand for playing pitches and outdoor sports facilities across Chesterfield, data was collated on;

- all sports clubs and teams and their match and training requirements;
- casual and other demand;
- educational demand;
- displaced demand (i.e. teams wishing to play within the borough but unable to);
- latent demand;
- future demand (including club and team aspirations for development as well as National Governing Body priorities and targets); and user views and experiences, including trends and changes in demand.

The following tasks were undertaken to compile the supply and demand information;

- analysis of existing Chesterfield Borough Council information;
- interpretation of findings of Sport England tools, specifically Active Places, Active People and Market Segmentation;

- a review of National Governing Body (NGB) data on pitches and local participation;
- full review of local league websites, fixture lists and pitch booking records;
- use of available technical quality assessment reports;
- non-technical site visits;
- a detailed survey to schools in conjunction with the Chesterfield School Sports Partnership;
- a full programme of consultation with sports clubs and league secretaries;
- engagement with providers of playing pitches; and
- face to face and telephone discussions with NGBs to discuss key issues and priorities.

A high proportion of teams within the Borough successfully engaged with the process specifically;

- Football 91%
- Cricket 100%
- Rugby Union 100%
- Hockey 50%
- Bowls-68%
- Tennis 100%

All supply and demand information collated has been stored in an excel spreadsheet that can be monitored and kept up to date.

Steps 4, 5 and 6 – Assessing the Supply and Demand Information and Views

The supply and demand information collated during Steps 2 and 3 has been used to;

- understand the situation at individual playing pitch sites;
- develop the current and projected future pictures of provision across the borough; and
- identify the key findings and issues that need to be addressed

The assessment uses Sport England strategic tools.

Steps 6 - 10 Develop the Strategy and Deliver the Strategy

The strategy document for Chesterfield Borough will use the issues identified in this assessment report to set out a strategic framework for the provision of pitches and outdoor sports facilities. This will include a detailed action plan which will be developed in collaboration with key providers and deliverers.

4.0 Issues for Consideration

- 4.1 The Council is committed to adopting a Playing Pitch and Outdoor Sport Strategy to inform the Councils current Core Strategy.
- 4.2 The new Queens Park Sports Centre has been progressed in consultation with Sport England. A Strategic Fund grant approved by Sport England has a condition attached that states both a PPS strategy and a separate Facilities Strategy for the Borough shall be adopted by the end of January 2015.
- 4.3 The Sites and Boundaries DPD proposals required needs and evidence which must be provided through robust Strategic plans being in place including a PPS.
- 4.4 The Council will have the opportunity to develop, enhance or protect facilities through appropriate use of Section 106 and Community Infrastructure Levy. The Planning process including any grant applications arising within schemes will require up to date strategic need and evidence in place to be supported by key stakeholders and other funders such as Sport England. Lack of suitable strategic information is a high risk in terms of corporate priorities being met.
- 4.5 Robust future financial planning and asset management to do the right things in the right places should arise through suitable strategic plans and knowledge being in place.
- 4.6 Consultation has included key stakeholders including National Governing Bodies of Sport, importantly this has been done as part of assessing current provision, future options for provision and the final recommended Strategic action plan. Other key consultees include the County Sports Partnership (including Disability), Sport England Planning team, CBC Planning team, and the local Chesterfield Schools Sport Partnership. All local Clubs have been consulted and facilities visited. The Club questionnaire is attached as Appendix 5. Returns have been well above expectations with most returns reaching over 90%.
- 4.7 It should be noted that this draft is subject to potential amendment in conjunction with recent Planning appeal outcomes. It is not anticipated that any amendment will be significant. Sport England are directly engaged and no significant matters are anticipated at this time. Anything arising of worth or weight will be reported as may be required for further consideration and suitable amendment.

4.8 The draft Strategy (Appendix 4) includes a number of key actions in Section 5 and implementation issues for delivery. The action plan is comprehensive and site specific. The action plan has been developed in full consultation with the Parks and Open Spaces team and Greenspace Manager.

The following text is an integral part of the Strategy and is intended to explain implementation and monitoring arrangements:

4.8.1 Implementation:

Given the potential level of funding required, it is likely that investment will only be achieved through a combination of opportunities and funding sources as well as partnership opportunities.

Local authority finances are currently under pressure and previous major national funding programmes are no longer available. Some funding opportunities, however, still remain; for example, individual school capital grants have replaced BSF and Sport England now has more clearly defined capital available through its Places People Play Legacy funding programme. While the education capital funding programmes will continue to change over time, there will still be a need for investment to take place on school sites during the strategy period and opportunities for joint projects may arise.

The council will seek to use assets innovatively and work on a multiagency approach to address the facility requirements in the strategy.

The main funding delivery mechanisms for Chesterfield Borough Council and others in delivering this strategy are:

- Community Infrastructure Levy and Section 106 developer contributions new development and population growth will generate significant additional demand for playing pitch provision and additional
- Capital Grant funding: From schools and national agencies such as Sport England, including its Iconic Facilities, Improvement Fund and Inspired Facilities programmes as well as Protection of Playing Fields Funds
- National Governing Body (NGB) support
- Council funding: capital funding allocated to deliver facilities within the council's ownership, and potentially the use of capital receipts from the sale of existing assets
- Education and Further Education sector: while the previous sources of funding (including BSF and Primary Schools Programme) have

changed and the scale of the education capital programmes have been reduced, the education sector is still likely to be a key funding stream.

Amended regulations in relation to S106 and CIL are currently proposed to come into force in April 2015. The Council is currently considering the implications with Sport England.

4.8.2 New facilities

In addition to the overarching strategy principles outlined earlier, the following should be considered when providing any new facilities.

- Location When planning new facilities, the existing sporting infrastructure should be taken into account. In particular, club bases for cricket and rugby should be retained and the provision of single pitch sites with limited facilities should be avoided.
- Quality Any new pitch provision should meet with the design and quality standards guidance provided by Sport England and/or the relevant NGB (detailed below). The following general criteria must also be met:
- a high standard of design, construction and maintenance, enabling the pitch to be played at least twice per week without detrimental impact and ensuring that sites are clean and attractive facilities;
- adequate changing facilities that:
 - are flexible, fit for a variety of purposes;
 - fully comply with the provisions of the Disability Discrimination Act;
 - provide for a number of different groups to use the facility at the same time, in safety and comfort; and
 - meet current standards Sport England & NGB guidelines.
- managed community access;
- accessible by public transport and by car;
- sufficient car and coach parking;
- size of pitches and run offs complies with NGB specification;
- located in a no-flood zone;
- security of tenure (at least 20 years) if a club is to be based at the site; and
- for rugby clubs in particular, sites should include floodlit training facilities.

All new and enhanced sports facilities must be designed in accordance with the relevant Sport England and (where applicable) National Governing Body (NGB) design guidance in order to ensure that the facilities are fit for purpose and of a suitable quality. Sport England's web site www.sportengland.org contains a range of current guidance documents which provide detailed specifications and information regarding the design of sporting and ancillary facilities.

This provides a link to the NGB's supported by Sport England, and to the guidance on the respective NGB websites:

http://www.sportengland.org/our-work/national-work/national-governing-bodies/sports-we-invest-in/

4.8.3 Impact of this Playing Pitch Strategy for New Development

The draft strategy sets out the facility requirements for playing pitches, tennis courts and bowling greens in Chesterfield Borough, taking into account the population growth that is anticipated to take place in the area, as well as the impact of the ageing population.

The action plan that accompanies this strategy seeks to address the surpluses and deficiencies identified and key issues emerging from the Assessment Report. As such, it takes into account the anticipated trends in participation and known changes in supply. As outlined, new development and the associated population growth will place pressures on the existing facility stock and generate new participants in pitch sports and will also mitigate the impact of the ageing population.

Increased use of playing pitches also places greater importance on the quality and capacity of existing pitches and as a consequence, contributions towards playing pitch and outdoor sports facilities should be required from all new developments. Contributions should be made towards the delivery of the strategic objectives of this document and the priority projects set out in the strategy action plan.

4.8.4 Community Infrastructure Levy and S106

The assessment of need for sports and recreational provision also has an important part to play in the preparation of a local authority's Infrastructure Delivery Plan (IDP). The IDP's purpose is to set out an analysis and assessment of existing infrastructure provision, current shortfalls and identify existing and future needs and demands for the local authority to support new development and a changing population for the plan period. This provides a balanced and reasonable piece of evidence for consideration for inclusion in the Community Infrastructure Levy (CIL).

The IDP sets out the infrastructure needs for sport and recreation; the community infrastructure levy (CIL) is the mechanism for collecting funds for the required infrastructure across the borough.

Chesterfield Borough Council is currently preparing a Community Infrastructure Levy (CIL). A CIL will set a financial levy on new developments, which will be used to fund essential infrastructure required to support planned growth. It will cover the whole of the borough and the money raised can be used to fund a wide range of infrastructure such as transport schemes, flood defences, schools, parks and open spaces. The priorities in this assessment will inform the requirements in the schedule of requirements. It is anticipated that CIL will include contributions towards strategic projects for outdoor sports and playing fields.

The Council's draft CIL Charging Schedule was considered at an examination on 12th August 2014. Consultation is now underway on revised evidence emerging from the hearing session, which will be followed by an Inspector's report in due course. Assuming a positive report, CIL could be implemented as early as April 2015.

Tables in the strategy 5.1 - 5.3 provide an indication of the projects that are required to fulfil current and projected future needs for pitch sports across Chesterfield Borough.

4.8.5 Section 106 Contributions

In addition to CIL, local planning authorities can still implement s106 agreements attached to specific applications for development. Three tests are used to scrutinise the applicability of the financial obligation being sought:

- Necessary to make development acceptable in planning terms
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development"

Upon adoption of CIL, Chesterfield BC will continue to use S106 contributions for site specific projects, specifically to secure maintenance contributions for the adoption of any open space or sports provision provided on development sites. On site provision will only be required if a new development is sufficiently large to offer the opportunity to create a large multi pitch site that can accommodate a local club.

The assessment of need indicates that few additional facilities will be required, and instead many priorities relate to improving existing facilities and increasing the capacity of sites and are therefore most likely to be provided for by CIL.

4.8.6 Calculating the Impact of New Development

The impact of new development will be considered through both CIL and Section 106. The current approach that Chesterfield Borough Council will take, and the related infrastructure requirements, are currently being worked through.

The following information however outlines the impact of new development can be calculated. This can inform both S106 and CIL contributions.

4.8.7 Impact

Team Generation Rates (TGR) can be used to provide an indication of the impact of the population growth. They represent the current number of people that it takes of a certain age group in Chesterfield to generate one team. For example – a current TGR for junior male football of 100 means that for every 100 males aged between 10 and 15, a junior male football team may be generated.

The assessment report (and section 3 of the strategy) uses TGRs to provide an indication of the additional teams that will be generated through population growth and to evaluate the impact that this growth will have on demand for pitches.

TGRs can however also be used to calculate the specific impact that population growth will have on demand for pitches by outlining the number of teams that will be created. The pitch requirements to meet the needs of these teams can then be calculated by determining the number of teams per pitch and the associated requirement in hectares.

The Strategy takes account of the number of teams that will be generated through population growth in Chesterfield Borough, as well as the theoretical number of pitches that would be required to accommodate these teams. This takes into account both demand at peak time and usage over a week.

For all sports except football, pitches are of the same size for each age group and figures have therefore been considered as an overall requirement for the sport. The requirement for adult, junior and mini football facilities has been considered separately due to different pitch size requirements.

The changing profile of the population is also taken into account when projecting the number of people that will fall into each age group.

4.8.8 Monitoring and Review

The evolving context of participation in sport and active recreation means that monitoring and review of the strategy is as important as the initial preparation of the document to ensure it remains sufficiently robust to fulfil the above roles.

Reflecting the importance of this phase of work, monitoring of the strategy represents Step 10 of the approach to the production of a playing pitch strategy set out in the guidance for the delivery of a playing pitch Strategy (Sport England 2013).

The steering group are therefore committed to keeping the strategy alive through;

- monitoring the delivery of the recommendations and actions and identifying any changes that are required to the priority afforded to each action;
- recording changes to the pitch stock in the Borough and evaluating the impact of this on the supply and demand information;
- assessing the impact of changes to participation, including changing trends and the development of new formats of the game as well as affiliation data for each of the National Governing Bodies of Sport;
- assessing the impact of demographic changes and new population estimates / housing growth;
- ongoing consultation to understand the evolving needs of clubs and governing bodies, and any requirements for new or improved facilities in the area;
- analysis of funding sources and new funding opportunities for the provision/improvement of sports facilities; and
- reviewing growth of emerging sports, their participation rates, facilities available for them and likely facilities necessary for their support and development
- ensuring that site specific actions (including sites to be protected as playing fields) are kept up to date and are reflective of the current situation

The ongoing monitoring of the strategy will be led by Chesterfield Borough Council and it is anticipated that it will constitute;

- support for the existing sport specific forums Chesterfield BC will seek to ensure involvement in these forums to discuss issues arising and to lead the delivery of the strategy in conjunction with key partners;
- establishment of a working group that meets twice annually to review progress by all key partners on the strategy delivery and to discuss any issues arising;

- production of an annual progress summary on the delivery of the PPS. This will include;
 - a review of participation with support from National Governing Bodies, to identify any key changes to participation trends in the Borough, and the likely implications of these changes for the strategy;
 - an assessment of changes to the pitch stock (including a full review of Sport Englands Active Places Power); and
 - progress on the strategy delivery
 - review of sites identified for improvement / disposal / other key actions.
- a full annual steering group meeting, or individual annual meetings with National Governing Bodies of Sport to inform and discuss the annual progress summary and agree next steps; and
- the amount of funding for pitches or provision of additional pitches delivered in association with new development is monitored through the Planning Divisions AMR (Annual Monitoring Report).

The steering group will also be responsible for agreement of the requirement for a full update of the playing pitch assessment.

5.0 LEGAL POSITION

- 5.1 The Council is required to meet Statutory Planning requirements including compliance with the NPPF as part of its Core Strategy. The new Core Strategy has been published with conditional requirements for Strategy development including a PPS being completed.
- 5.2 The Council has entered into a legal agreement for Sport England Grant funding which includes adopting a PPS and Outdoor Sports Strategy by the end of January 2015.
- 5.3 Planning development for the borough and associated decisions require robust strategic needs and evidence being in place in event of challenge.
- 5.4 Community Infrastructure Levy and S106 arrangements are under review and will be amended by April 2015. Changes will impact on the PPS strategy. Sport England are currently considering implications in consultation with CBC Planning team and the Strategy will require suitable amendment to reflect new requirements once announced.

6.0 Financial

- 6.1 The costs of producing the new Strategy have been met from the previously approved Leisure Legacy budget and agreed contributions from Planning Services.
- 6.2 It is intended to resource implementation and monitoring using existing resources, however there are some aspects that require specialist programme knowledge, access or skills. This includes use of Sport England tools for needs and evidence, and it should be noted that some additional costs may therefore be incurred subject to the complexity of work required. Lead officers will advise on cost and risk as appropriate.
- 6.3 The Strategy action plan identifies a range of priorities which will require addressing as part of the Councils asset management and investment programmes linked with the Councils core planning strategy and delivery priorities.

7.0 Equalities

7.1 An equalities impact assessment has been completed for the new sports centre project and is attached at Appendix 6. The EIA confirms that there are no negative implications in respect of the proposed PPS and Outdoor Sport Strategy.

8.0 HUMAN RIGHTS

8.1 The relevant human rights issues have been considered in drafting this report.

9.0 RISK MANAGEMENT

9.1 A summary of the key risk management issues is shown in the table below:

Risk	Likelihood	Impact	Mitigating Action	Revised Likelihood	Residual Impact
Cabinet does not agree to adopt the strategy	Possible	Very High	Robust work completed in accordance with statutory consultee for NPPF	Unlikely	Low

Planning Core Strategy does not meet statutory guidance	Possible	Very High	Robust strategy and action plan in place using approved framework and guidance.	Unlikley	Low
Planning decision faces legal challenges \ objection from consultees.	Possible	Very High	Robust Core Strategy and associated strategic needs and evidence in relevant action plans in place. Strict adherence to recommended framework and methodology adopted. Consultation with Sport England.	Unlikely	Low
Levels of sport physical activity and health decline in the borough through lack of planning needs and evidence.	Possible	Very High	Strategic plan to protect, enhance and develop new facilities in place	Unlikely	low

10.0 <u>RECOMMENDATIONS</u>

- 10.1 That Cabinet accepts the proposed Strategy and action plan for protection, enhancement and future development of Playing Pitch and Outdoor Sport provision in the Borough.
- 10.2 That Cabinet accepts that the Strategy will need to be reviewed on a programmed cycle by a framework steering group to meet statutory and local Planning requirements, and be amended subject to any specific

needs and evidence identified. Additional resource may be required to support a robust review process.

- 10.3 That Cabinet be provided with future reports where any requirement for significant changes that impact on corporate priorities, affordability, and Planning need may be identified.
- 10.4 That Sport England methodology is adopted in relation to both implementation and monitoring of the Strategy to ensure Planning matters are suitably compliant and as a consequence officers manage associated risk to the lowest possible level.

11.0 REASONS FOR RECOMMENDATIONS

- 11.1 To adopt the proposed Strategy to help improve the social, environmental and economic well being of the area.
- 11.2 To comply with statutory Planning guidance for the Councils core strategy and LDF.
- 11.3 To provide compliant Planning needs and evidence data for informing and developing future projects and initiatives proposed in the borough including securing the Sport England Grant of £2m for the new QPSC.

You can get more information about this report from Mick Blythe (Extension 5101).

Officer recommendation supported/not supported/modified as below or Executive Members' recommendation/comments if no Officer recommendation.

Signed

Executive Member

Date

Consultee Executive Member/Support Member comments (if applicable)

Appendices

- Appendix 1 Focused Changes Response Form
- Appendix 2 Sites and Boundaries Issues and Options Consultation Response Form
- Appendix 3 Playing Pitch and Outdoor Sports Facilities Strategy 2013-2031
- Appendix 4 Draft Strategy
- Appendix 5 Club Questionnaire
- **Appendix 6 Equality Impact Assessment**