

Spatial Planning for Sport and Active Recreation

DPD policy examples relating to sport

Commentary

This paper analyses policies in Core Strategies and Development Control DPDs in order to illustrate the character of emerging policies which address the protection, provision and enhancement of sports facilities. By March 2009, around 50 Core Strategies and Development Control Policy DPDs were approved. From these, policies have been selected as strong examples of how the opportunities associated with sport can be addressed, as set against Sport England's policy objectives for sport. The following DPDs provide policy examples:

Local Authority	DPD	Status	Adopted	Extract(s)	Page(s)
Chelmsford	Core Strategy and Development Control Policies	Sound	February 2008	CH1 – CH5	7 – 9
Redbridge	Core Strategy	Sound	March 2008	RB1 – RB2	10
Redbridge	Borough-Wide Primary Policies	Sound	May 2008	RB3 – RB4	11
Ashford	Core Strategy	Sound	July 2008	AS1	12
Telford & Wrekin	Core Strategy	Sound	December 2007	TW1 – TW2	12
Medway	Core Strategy	Withdrawn		MW1 – MW3	13
Southend-on-Sea	Core Strategy	Sound	December 2007	SO1 – SO3	14 – 16
Hambleton	Development Policies	Sound	February 2008	HM1 – HM3	16 – 19
Redcar & Cleveland	Core Strategy	Sound	July 2007	RC1	20
Crawley	Core Strategy	Sound	November 2007	CR1 – CR2	20 – 21
South Tyneside	Core Strategy	Sound	June 2007	ST1	22
South Cambridgeshire	Development Control Policies	Sound	July 2007	SC1 – SC2	23 – 24
Horsham	General Development Control Policies	Sound	December 2007	H1 – H3	25 – 27
Sheffield	Core Strategy	Sound	March 2009	S1 – S3	28 – 31
Colchester	Core Strategy	Sound	December 2008	C1	31 – 32
Tandridge	Core Strategy	Sound	October 2008	T1	33
Newcastle-under- Lyme/Stoke-on- Trent	Core Strategy		To be examined	N/S1	34 – 35

The following observations on policy and policy development are grouped under five topic areas, drawing on the policy extracts assembled in **Appendix A**.

1. The status of sport and recreation in policy making

- By virtue of the statutory obligation placed on LPAs through PPG17, sport and recreation is the subject of policy attention in Core Strategies. Inevitably, the nature of that attention varies, but a reference of some sort and degree occurs in all Core Strategies, principally centred on the protection and provision of open space and sport and recreation facilities (sometimes expressed as community infrastructure). Extracts CH2 and CH5 exemplify a strong approach for a core policy and development control policy.
- Sport and recreation is widely referenced as part of a vision which prefaces policy (for example, extracts CH1, RB1), these recognised as making an important contribution to realising aspirations for an enhanced quality of life and improved health of the population. This is a strong foundation on which to build a greater role for sport and recreation in planning practice generally.
- Whilst policy (in breadth and depth) in Core Strategies is increasingly generalised (following advice in PPS1), there is no evidence yet that policy is any less effective than before the real test of policy comes at appeal, and examples which challenge policy are unlikely to be forthcoming for some time.

2. The background to policy

- Under the new spatial planning approach, sport and recreation is typically dealt with in a more cursory fashion than under the Local Plans. A particular focus is now on sport and recreation as part of the wider provision of community infrastructure and its contribution to enhancing quality of life in an area. This is illustrated by Medway's *Policy CS13 Leisure, Culture, Sport and Tourism* (see extract MW2), where sport is presented as a complementary activity to the promotion of culture and tourism.
- This more generic approach is not a problem *per se*, but the nuances of particular issues can become disguised, such as the opportunities available for detailed facility planning building on a sound understanding of local needs. The PPG17-based approach of Southend (extracts SO1 and SO2) illustrates the strength of policy and associated implicit commitment to sport and recreation provision which can be attained.
- Explicit reference to a PPG17 assessment remains far from universal, likewise reference to a playing pitch strategy or sport and recreation strategy. Arguably direct reference acts as re-assurance that these wider matters have been taken into consideration, and that policy will prove to be robust in its application.

3. The scope and content of policy

- A summary of how the specific policy objectives for sport and recreation are being fulfilled across the range of examples surveyed is set out in the matrix which follows this analysis. It demonstrates coverage across eight of the nine policy areas which are used to structure the LUPPS Interim Policy Statement, notwithstanding the aspiration for coverage of all these to some degree in every plan.
- There is clearly incomplete coverage of PPG17 assessments which in principle should be the basis for policy making. In light of the Lichfield & Stafford EiPs, an obviously

inadequate evidence base should be a significant cause for concern and a number of Core Strategies have been withdrawn prior to Examination, probably because of the perceived weakness of the evidence base. Examples encountered are Huntingdon, Isle of Wight, Shrewsbury, Waverley and Woking.

- At this stage it is unfair to appraise the robustness of policy being offered this can only properly be judged through development control practice and appeals in particular.
- It can be difficult to identify the intentions and coverage of the wide-ranging spatial policies which are now typical of Core Strategies. Policy and its supporting text need to be read together to help decode the precise extent of how sport and recreation is being considered. Where this has been attempted as a single document (e.g. Chelmsford) the result appears to create a strong framework (extracts CH1 CH5).
- As a model approach to policy, the Chelmsford example is useful, illustrating a reasonable scope and tone of policy, establishing a baseline through incorporating sport and recreation into the vision, protecting existing facilities and providing facilities as part of new development. The concise nature of the approach reflects the uncommon practice of combining the Core Strategy and Development Control policies DPDs in one document. Two sport and recreation-specific development control policies build upon this foundation (extracts CH1 CH5):

Core Policies	Development Control Policies
QL1: Quality of life	DC38: Promoting sport, leisure, recreation and tourism
CP12: Protecting and enhancing recreational provision	DC39: Protecting and enhancing open spaces and indoor sports facilities
CP18: Providing new community and social facilities in major new development	Spaces and most spatte identities

4. Making connections to other policies and strategies

- The connections between policy areas and strategies which could help to substantiate policy appear to be less common than might be hoped for given the intention that spatial planning should seek to integrate plans and strategies (see extract CH5, for example).
- References to sport and recreation strategies do occur, but the general absence raises the suspicion that these documents are less common than might be wished for, are due to be updated, or the culture of limited contact between planning and leisure departments persists.
- Developing substantive connections between the Core Strategy and the (Sustainable) Community Strategy is a widely acknowledged problem. Analysis of these plan extracts has revealed no evidence that the aspirations for mutual development of these documents are being addressed.

5. Implementation

The monitoring of policy implementation is rarely made explicit, but a typical approach

could be represented by Southend-on-Sea (extract SO3) which identifies the following indicators:

- Total amount of new provision or qualitative improvements to existing open space facilities
- Total amount of existing or proposed sport, recreation and green space facilities lost or displaced to other uses without the provision of adequate and appropriate alternative facilities
- Total amount of additional sport, recreation and green space facilities provided by or in association with new development and in accordance with the requirements of Policy CP7.

<u>6. Summary: Core Strategy and Development Control policy examples set against Sport England policy objectives for sport</u>

Policy Objective (from the Sport England Interim Policy Statement, 2005)	Potential Expression in Policy	Likely primary focus (Core Strategy/ Development Control Policies)	Importance (essential – desirable – optional)	Strong example(s) – see extract
1. A planned approach to facility provision	A distinct policy, either sport-specific or part of the provision of community infrastructure Assessments of need and current provision via PPG17 assessment Reference to wider sustainable development considerations Reference to a sport and recreation strategy/playing fields strategy	CS	Essential	CH4, SO1, TW2, C1
2. Protection of existing facilities	Reference to PPG17 assessment and commitment to protection Use of a hierarchy, protectenhance-provide	CS/DC	Essential	CH2, CH5, MW2, SC1, H1, S3
3. Significant areas for sport	Separate policy, but likely to be a sub-set of 1 & 2 Reference to a sport and recreation strategy/playing fields strategy	CS/DC	Desirable, but strongly linked to 1 and 2	S1
Assessing and protecting playing fields	Reference to PPG17 assessment and commitment to protection Use of a hierarchy, protect-	DC	Essential, linked to 2 – likely to be implicit in wider protection	CH5, T1

Policy Objective (from the Sport England Interim Policy Statement, 2005)	Potential Expression in Policy	Likely primary focus (Core Strategy/ Development Control Policies)	Importance (essential – desirable – optional)	Strong example(s) – see extract
	Reference to a sport and recreation strategy/playing fields strategy			
5. New places for sport	Reference to PPG17 assessment Use of a hierarchy, protectenhance-provide AMR indicator	cs	Desirable, but strongly linked to 1 and 2	RB3, MW1, CR2, AS1, SO3, S1
6. Providing for sport in new development	Reference as part of the provision of community infrastructure Commitment to protection and enhancement Reference to PPG17 assessment AMR indicator	DC	Essential, potentially linked to1 and 5	CH3, RB3, SO2, SO3, CR2, ST1, SC2, H2
7. Shared use sites	Identification where appropriate Reference as part of the provision of community infrastructure	DC	Optional	RB2
8. Countryside/ urban fringe designated areas	Commitment to protection and provision Reference to wider strategies	cs	Optional	SO2, ST1, HM3, H3
9. Facility issues (floodlighting, MUGAs, stadia, noise-generating sports	Dealt with through generic development control policies?	DC	Desirable	CH4. CH5, HM3

EXTR/

THE POLICY EXTRACTS

Chelmsford Core Strategy and Development Control Policies (February 2008)

Chelmsford Core Policies

TRACT CH

2.21 Quality of Life

focuses on how our experience of living and working is influenced by sense of place, sense of safety and security, ease of local travel, built environment design and the quality of public facilities. This group is supported mainly by a large range of Development Control policies and detailed guidance. The Strategic Objectives under this theme include:

QL1: Provide high quality social, educational, leisure and sports facilities, excellent parks and green spaces, and a full range of cultural opportunities for meeting, worship, entertainment and celebration.

3ACT CH2

POLICY CP12 - PROTECTING AND ENHANCING RECREATIONAL PROVISION

The Borough Council will seek to maintain and enhance the provision of formal and informal recreation facilities, at appropriate locations, within the Borough including the designation of new local parks and gardens, country parks and other public open spaces.

The existing outdoor and built sport and leisure facilities of the Borough represent important assets serving the communities in which they are located and in some instances the wider area. This importance relates to their function and also the amenity value and the contribution these facilities have in providing a 'green lung' and visual break in the built environment. Where appropriate and especially in the context of the new residential neighbourhoods, new public gardens, local and/or country parks will form part of the masterplan for these areas. When considering proposals, the Borough Council will have regard to the changing needs or demands for such facilities.

POLICY CP18 - PROVIDING NEW COMMUNITY AND SOCIAL FACILITIES IN MAJOR NEW DEVELOPMENT

EXTRACT CH3

The Borough Council will ensure that new community facilities, including health, education, social, sports and leisure, parks and green spaces, arts and cultural facilities, are developed as an integral part of proposals for major new residential development in accordance with the requirements identified by the Borough Council and other agencies. Such facilities will be accessible to all sections of the community, and will be secured by range of funding measures and planning contributions including standard charges and/or standard formulae where necessary.

The Borough Council recognises that the provision of new community and social facilities must be aligned with and be an inclusive part of major the new residential neighbourhoods. New facilities will be identified and form an integral part of any masterplanning exercise undertaken for a site. The appropriate facilities will be identified for the major development allocations made within the Chelmsford Town Centre and the North Chelmsford Area Action Plans.

Chelmsford Development Control Policies

POLICY DC38 - PROMOTING SPORT, LEISURE, RECREATION AND TOURISM

- A. Planning applications for new sports, cultural, leisure, tourist and recreational facilities or improvements and extensions to existing facilities, will be permitted provided:
- i) the proposals are connected to and associated with existing facilities or located at a site that relates well to the main Urban Areas and Defined Settlements in the Borough and can be made readily accessible to adequate public transport, cycling and walking links for the benefit of non-car users; and ii) there would be no unacceptable impacts on the character, appearance or amenities of the area; and
- iii) vehicle access and on-site vehicle parking would be provided to an appropriate standard; and
- iv) adequate access to and between the facilities would be provided for people with disabilities.
- B. Proposals for new large-scale tourism development likely to attract over 70,000 visitors a year or involve substantial built development, will be permitted, in addition to the above criteria, provided: v) the site is located within the Urban Areas. Defined Settlements or in a location well served by public transport and convenient for potential users to walk and cycle to the location; and vi) there is an identified need for the development.
- 3.87 The Borough Council has undertaken a full PPG17 Assessment of Open Space, Sports and Recreation in 2005 which informs the policies and actions within the Borough Council's Sports and Recreation, Parks and Green Spaces Strategies. A number of specific requirements have been identified in the Borough and these assessments and strategies conclude that certain users and clubs have specific site requirements which cannot be met by existing facilities.
- 3.88 In accordance with the Borough-wide Spatial Strategy, the first preference for location of major development, including sports, leisure and recreation must be within the Urban Areas or associated with new areas of development to maximise benefits for existing and new communities and reduce the need to travel. However, it is acknowledged that the requirements of some development may not be able to be met in this way, given their scale and nature. Borough or wider catchment proposals should either be served directly by public transport or be within convenient walking distance of such a service. Ideally this should be close to a transport node such as a bus or railway station.
- 3.89 Extensions to existing tourism development will be considered in the context of other relevant policies within this Development Plan Document.

POLICY DC39 - PROTECTING AND ENHANCING OPEN SPACES AND INDOOR SPORTS FACILITIES

The change of use, or development for other purposes, of all existing public open space, private outdoor sports grounds, and school playing fields forming part of an educational establishment and allotments as identified on the Proposals Map will be refused unless it can be demonstrated:

- i) that alternative and improved provision will be created in a location well related to the functional requirements of the relocated use and its existing and future users; and
- ii) the proposal would not result in the loss of an area important for its amenity or contribution to the character of the area in general.

In all cases, account will be taken in determining an application for development of any deficiencies in public open space requirements in the area and the contribution the existing site could make to remedying that deficiency. Development proposals resulting in a loss of indoor recreation or indoor sporting facilities will be refused unless it can be demonstrated:

- iii) that there is an excess of provision within the catchment of the facility; or
- iv) that alternative and improved recreational provision will be supplied in a location well related to the functional requirements of the relocated use and its existing and future users; or
- v) it achieves the aim of the Borough Council's Local Cultural Strategy, Parks and Green Spaces Strategy, Sport and Recreation Strategy and Arts Strategy; or
- vi) the new development will meet the requirements of Policy DC38.
- 3.90 The existing sport, leisure, public and private open spaces including allotments within the Borough, represent important assets serving the communities in which they are located or in some instances wider areas. This importance can relate not only to their function but also to the amenity value and contribution to the character of an area in general in providing a 'green lung' and visual break in the built environment. Given the nature particularly of the built environment of the Borough, if such facilities are lost to other uses it can be extremely difficult to find alternative locations particularly as open land is scarce and therefore at a premium.
- 3.91 Against this background it is intended to secure the retention of existing facilities unless a case can be made that alternative provision will be provided in a wholly acceptable manner. Alternative provision could comprise existing provision in the locality of the type of open space as defined by Planning Policy Guidance Note 17 (PPG17), providing there is not a deficiency in that type of open space in the locality. A full PPG17 audit and assessment of the Borough's open space was undertaken by consultants PMP and published in 2005.

Strategic Objective 8: A Vibrant Culture

To provide a wide range of leisure, open space, sports and recreational facilities in locations accessible to all residents of the Borough.

Strategic Policy 7: Culture and Recreation

The cultural life of the Borough will be enhanced for residents and visitors by:

- · Protecting open space, including allotments.
- Ensuring open space and related facilities are provided where appropriate, in new developments.
- . Developing quality, accessible open space along the River Roding.
- Safeguarding the existing viable cultural, leisure, recreational and sporting facilities and supporting proposals for new and improved facilities.
- Capitalising on opportunities to supply new sporting and associated facilities in the Borough to support the 2012 Olympics.
- . Modernising existing cultural facilities and sporting assets.
- Improving access to open space by public transport, cycle and on foot, especially in areas of open space deficiency.
- Providing cultural and sporting facilities and open space for schools and other institutions which can be shared with the community.

Physical activity and social and intellectual stimulation are vital ingredients of a healthy lifestyle. This requires that people have access to facilities such as libraries and theatres and the opportunity to play sport and enjoy walking in open spaces. It also requires that such facilities must be accessible to people in all parts of the Borough. Strategic Policy 7 aims to promote these outcomes and is consistent with the objectives of PPG17 Planning for Open Space, Sport and Recreation. While the Council directly provides many cultural and recreational facilities, the planning process can secure land for such facilities and use planning conditions and Section 106 agreements (in appropriate circumstances) to require private developers to provide the facilities themselves. Such facilities can be very expensive and have high land demands. Consequently, the policy promotes the shared use of facilities between schools and institutions and other parts of the community. This will allow for them to be provided more cost-effectively.

EXTRACT RB2

8.4 Sport, Leisure and Cultural Facilities

Policy CR3 - Sport, Leisure and Cultural Facilities

Planning permission will be granted for proposals for new sports, leisure and cultural facilities and replacement or enhancement of existing facilities, especially in or near to town centres and in areas where there is an identified shortfall or where facilities are provided as part of joint-use community proposals.

Planning permission for the change of use involving the loss of existing indoor and outdoor sport, leisure and cultural facilities will only be granted where the applicant clearly demonstrates that there is no longer a need for that facility and that there are sufficient similar facilities in the nearby area.

Justification

8.4.1 To reflect Strategic Policy 9 (Culture and Recreation) and policy guidance contained in PPG17 (Planning for Open Space, Sport and Recreation) and the London Plan, the Council seeks to safeguard existing indoor and outdoor sport, leisure and cultural facilities to meet the needs of visitors and the local population. The Council will also give general support for new proposals including the joint use of facilities, provided they comply with all other relevant policies. Potential sites for sport, leisure and cultural facilities are identified in the Development Opportunity Sites Development Plan Document.

8.5 Provision of Open Space

Policy CR4 - Provision of Open Space

Planning permission will be granted for new development where it incorporates appropriate open space and landscaping. This may include other leisure and recreation facilities, including play space for children, appropriate to the scale and nature of the proposal. Where this cannot be achieved within the site, developers will be required to make a contribution towards off-site provision. Guidance is set out in the Planning Obligation Strategy Supplementary Planning Document regarding the provision or enhancement of nearby facilities.

Justification

8.5.1 In keeping with Strategic Policy 9 (Culture and Recreation) and PPG17 (Planning for Open Space, Sport and Recreation) and the London Plan, and to ensure that all new development complements the amenity of the surrounding area and that the open space network is augmented, open space and garden provision is required to form an integral element of any proposal. In terms of residential development, Policy BD4 (Amenity Space in New Residential Development) outlines the Council's guidelines.

POLICY CS18 - MEETING THE COMMUNITY'S NEEDS

Infrastructure and facilities required to meet the needs generated by new development, including public open space, recreation, sports, children's play, leisure, cultural, education, youth, health, public service and community facilities should be provided in accordance with detailed guidance, including guidance on the nature of provision required and the timing of delivery, that will be established in other DPDs and SPD.

Infrastructure or facilities designed to meet localised needs should normally be provided onsite. Other needs will normally be provided for through the strategic tariff established by Policy CS8 to which residential developers will be required to contribute. Amongst other things the tariff may be used to help fund cultural facilities, community development and voluntary sector activity especially during the crucial early years as new developments and communities become established. This may include the creation of and/or initial support for representative organisations that will initiate, manage and maintain public facilities.

The loss of existing facilities of the types mentioned above will normally be resisted, unless they are no longer required or are obsolete. Further guidance will be provided in SPD.

Where the need for developments to contribute to, or provide, particular infrastructure or facilities is dependent on their size, floorspace, traffic generation or any other attribute or impact exceeding a specified threshold, and any site is brought forward as two or more separate schemes of which one or more falls below the relevant threshold, the Council will seek from each scheme a proportionate contribution of the level of provision so as to match in total the requirement that would apply if the site came forward as a single scheme.

Telford & Wrekin Core Strategy (December 2007)

EXTRACT TW1

8.11 The local need for homes, jobs, health, education, shops, sport, recreation, open space and community facilities will be defined by local strategies. Relevant local strategy documents in this respect will include the Telford & Wrekin Community Strategy, the Housing Strategy (and supporting documents such as Housing Needs Study/strategic Housing Market Assessment), Economic Development Strategy, NHS Local Delivery Plans, Schools Education Plan, Open Space and Recreation Strategy.

Community Facilities

EXTRACT TW2

9.62 Communities that are strong and inclusive lead to a better quality of life, a stronger sense of identity and belonging, and mutual respect and equality.

- **9.63** Ensuring that people have access to community facilities is an essential part of the LDF. The council recognises that it is important to maintain a spread of facilities to meet the day-to-day needs of the residents in the towns, District and Local Centres, and villages within the Borough, not only as an essential component of sustainable development but also to promote social inclusion.
- **9.64** The sport, leisure, recreation and cultural infrastructure in the Borough will be an important resource for both the development of neighbourhoods, District Centres and the Town Centre. The Sport & Recreation Strategy provides the strategic framework for the development of both new and existing facilities. Delivering sustainable and accessible cultural, sporting, leisure and recreational services is a key objective for the Borough.

EXTRACT MW2

Leisure, Culture, Sport and Tourism

8.90 The cultural and tourism sectors make a major contribution to quality of life in Medway and have considerable scope to increase their influence.

8.92 New developments, especially residential, will place greater pressure on key facilities and activities by increasing demand. Complementary management initiatives (e.g. visitor management, town centre management etc.) should be developed in order to safeguard built and natural assets from increased visitor pressures.

8.94 Providing mixed-use facilities, e.g. encompassing sport and cultural activity, and the activities they support offers a method of bringing together existing and new communities and promoting social interaction.

8.95 The Council will continue to support and fund the development of sport because of its positive contribution to the economic, social and environmental well being of the area and its contribution to the quality of life and promotion of healthy lifestyles. Sport and physical activity also play a part in addressing more general inequalities and provide opportunities for social interaction, which help to build community networks and reduce isolation.

Policy CS13 Leisure, Culture, Sport and Tourism

In order to realise the significant cultural and tourism potential of the area, to improve the quality of life of existing and future residents, promote healthier lifestyles and a participative and inclusive community the Council and its partners will:

- Support and encourage tourism related development, including green tourism initiatives and reinvestment in existing facilities such as the Chatham Historic Dockyard
- Implement the Medway Cultural Needs Strategy which encompasses a range of cultural provision, including the development of new cultural venues centred on Chatham and extending along the Medway waterfront
- Safeguard existing facilities for sport and seek to extend and supplement these with new facilities where appropriate to meet a broad range of needs
- Develop a new library/learning resource centre in Chatham together with a network of improved facilities meeting local needs.

Proposals for new and improved hotel accommodation and conference/exhibition facilities in locations which complement regeneration opportunities will be encouraged as will re-investment in existing visitor attractions. Sensitive proposals for 'green tourism' in the rural areas will also be encouraged.

Evidence Base

- Planning Policy Statement 1: Delivering Sustainable Communities (2005)
- Planning Policy Statement 6: Planning for Town Centres (2005)
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (2002)
- Planning Policy Guidance 21: Tourism (1992)
- South East England Regional Assembly (SEERA) South East Plan: Core document
- Regional Planning Guidance for the South East (RPG 9) Chapter 14 (Tourism and Related Sport and Recreation) (2004)
- SEEDA Culture Counts What Challenges Does The South East Face? 2006
- Spatial Planning for Sport and Active Recreation (2005) Sport England
- Medway Council's Sports Development Strategy April 2005 March 2010
- DCLG 'Good Practice Guide on Planning for Tourism' 2006
- Medway Economic Development Statement and Action Plan 2006

EXTRACT MW3

- 9.7 Sport, recreation and green space (as opposed to leisure, tourism and culture) does not, directly, feature highly in the local community's needs and priorities as set out in Southend's Community Plan. Indirectly, however, under the theme of 'Healthy Community', an increase in the uptake of physical activity throughout the community is a key objective within the wider aim of tackling the risk factors for major causes of death. Increased opportunities to access physical activity and increased uptake of existing schemes and facilities are identified measures to achieve this objective, which need to be supported and facilitated through local development documents.
- 9.9 An extensive audit and needs assessment of recreational open spaces and sports facilities in the Borough was undertaken in consultation with local community groups during 2003/04. This comprises two volumes, 'A Study of Playing Pitches in Southend-on-Sea Borough' and 'Open Space and Recreation Assessment in Southend-on-Sea Borough'. It has indicated no clear evidence of any significant quantitative deficiency in indoor or outdoor sports facility provision, or in the provision of parks and open spaces, in relation to the existing population. On the other hand, existing facilities are popular and well used, and should therefore be safeguarded and enhanced. They represent an appropriate minimum 'standard' of provision to serve the existing population in quantitative terms, which at the very least should be maintained pro rata in relation to the additional population arising from new dwelling provision. Southend compares unfavourably with many, if not most, other areas for which information is available, in terms of volume of facilities per resident.
- 9.13 Policy CP7 seeks to address all the above considerations at a strategic level, based on a delivery approach which focuses new, but possibly limited, facilities within the built-up area, as closely related as possible to the communities they are to serve. It is an approach which has been clearly and widely supported and developed through pre-submission community involvement. This policy will in turn be supported by policies and proposals in a 'Planning Obligations and Vehicle Parking Standards' Development Plan Document and a 'Criteria Based Policies and Site Allocations' DPD, which will set out in more detail the requirements, standards and delivery arrangements for these development contributions.

Policy CP7 - Sport, Recreation and Green Space

Development proposals must contribute to sports, recreation and green space facilities within the Borough for the benefit of local residents and visitors. This will be achieved by:

- 1. optimising the potential for sports excellence and research and development centred on existing sports and leisure facilities.
- 2. supporting the development of new green spaces and greenways, including a new Country Park facility within or close to the north-eastern part of the Borough, as part of the development of a Green Grid of open spaces and associated linkages throughout Thames Gateway South Essex. A 'Southend-on-Sea Green Space and Green Grid Strategy' Supplementary Planning Document will be prepared, adopted and maintained to guide and facilitate this. All existing and proposed sport, recreation and green space facilities (including the Southend foreshore and small areas of important local amenity, community resource or biodiversity value) will be safeguarded from loss or displacement to other uses, except where it can clearly be demonstrated that alternative facilities of a higher standard are being provided in at least an equally convenient and accessible location to serve the same local community, and there would be no loss of amenity or environmental quality to that community. The displacement of existing and proposed facilities from within the built-up area into the adjacent countryside, so as to provide further land for urban development, will not be permitted. Any alternative facilities provided in accordance with the above considerations will be required to be provided and available for use before existing facilities are lost.

The redevelopment of existing allotment sites for other uses will only be permitted where it can clearly be shown that the facility is no longer required or can be adequately and conveniently provided elsewhere, has no significant biodiversity value, or that any such value is safeguarded.

All new housing development will be required to contribute to the provision of additional sport, recreation and green space facilities to a level at least commensurate with the additional population generated by that development, and in accordance with the requirements and guidance set out in the relevant Development Plan Document. This contribution shall normally be in the form of a financial contribution towards new provision or qualitative improvements to existing facilities elsewhere.

In relation to any major new area of housing development, however, direct provision within and as an integral part of the development may be sought, where this would provide at least 2.5 hectares of additional public open space, playing pitches and ancillary facilities, laid out as a local or neighbourhood park.

To meet the requirements generated by the additional dwelling provision over the period to 2021, contributions will be focused on the following provision:

- 1. approximately 20 hectares of additional local and neighbourhood park space, provided on areas of at least 2 hectares in size:
- 2. at least 4 additional equipped play areas for children and young people, spread evenly across the Borough:
- 3. 2 additional bowling greens (6 rink size);
- 4. at least 4 additional multi-use games areas (MUGA's) of 1 x tennis court size, together with the conversion of existing tennis court facilities to multi-use;
- 5. approximately 10 hectares of additional grass playing pitch space and ancillary facilities, provided on areas of at least 2.1 hectares each to allow flexibility between adult and junior pitches, and use for cricket in the summer:
- 6. qualitative improvements to existing sports halls/centres and swimming pools, or their replacement with appropriately located new facilities;
- 7. qualitative and quantitative improvements to facilities for teenagers.

Delivery Plan Core Policy CP7: Sport, Recreation and Green Space Strategic Objective SO4, SO13, SO14, SO16, Delivery Body(ies) SBC, RSL, TGSE, Sport Core Indicator Policy Indicator Target/direction SA/SEA Objective Amount of eligible oper Total amount of new Maintain amount of Social progress which recognises the spaces managed to Green Flag Award England, local sports clubs and societies, provision or qualitative eligible open spaces so SO18 improvements to existing managed at current needs of everyone standard (National Core open space facilities levels or above Effective protection Development Industry **EXTRACT S03** Output Indicator 4c) of the environment Total amount of existing SO4, SO13, SO14, SO16, SO18 Social progress SBC, Sport England, or proposed sport, recreation and green space facilities lost or which recognises the local sports clubs and needs of everyone societies, Development Industry Effective protection displaced to other uses without the provision of adequate and appropriate alternative facilities Total amount of SO4, SO13, SO14, SO16, SO18 Positive and SBC, RSL, TGSE, Sport Social progress additional sport, which recognises the needs of everyone commensurate England, local sports recreation and green space facilities provided contributions made to the clubs and societies, Development Industry sport, recreation and Effective protection by or in association with new development and in open space needs and open space needs and priorities identified in Policy CP7 (Targets to be set within 'Planning Obligations and Vehicle accordance with the requirements of Policy CP7 Parking Standards' DPD)

Hambleton Development Policies (February 2008)

RACT HIN

CP19 - RECREATIONAL FACILITIES AND AMENITY OPEN SPACE

7.4 The importance of supporting recreational activities to the health and well-being of the District's communities is considerable, as is the need to assist the objectives of the health trusts and the Community Plan towards achieving healthy life styles. The location and provision of built developments is considered under the sustainable communities theme, but the Core Strategy addresses outdoor recreation under Policy CP19. Clearly a wide range of recreational activities exists, but common principles can be identified, and thus the range of issues is addressed under three headings: open space, culture, sport and recreation; major outdoor recreation; and recreational links.

DP37 Open space, sport and recreation

DP37 Support will be given to sport and recreational activities (and permission will be granted for related development, if also acceptable in terms of other LDF policies) by:

- i. retaining, protecting and enhancing all types of open space with an existing recreational use;
- ii. securing additional provision to meet the following local quantity and accessibility standards:

	Acces		sibility	
Туре	Quantity Standard	Service Centres	Villages	
Amenity greenspace - parks and gardens,	1.38 hectares per	15 minutes	10 minutes	
village greens and amenity open space	1000 population	walk time	walk time	
Play areas for children – these are equipped play areas for children	1 facility per	10 minutes	10 minutes	
	1350 population	walk time	walk time	
Facilities for young people and teenagers – these range from youth shelters to skate parks and multi-use games areas	1 facility per 4000 population	15 minutes walk time	15 minutes walk time	
Outdoor sports facilities - includes grass	2.1 hectares per	15 minutes	15 minutes	
pitches, tennis, bowls and golf courses	1000 population	drive time	drive time	
Allotment gardens	0.2 hectares per	15 minutes	15 minutes	
	1000 population	walk time	walk time	

iii. requiring new housing developments to contribute towards the achievement of the local standards by reducing or preventing both quantitative and qualitative deficiencies in provision related to the development. Contributions will be dependent on increased demand resulting from the development. Development which will result in the loss of public or private land with recreational value will not be permitted, unless it can be shown having regard to the local standards, that the site is no longer needed, or is unlikely to be required in the future, or an alternative facility of equivalent value is to be provided.

Justification (DP37)

- 7.4.1 The objectives of retaining, protecting and enhancing open space provision raise a number of issues, which means that a specific policy is essential. The approach adopted by the LDF is to protect from development all land that has an existing recreational or open space use, and to support and enhance that use, and to encourage additional provision. The areas and uses in question will include land for formal sport or active recreational use (with ancillary spaces), eg. play areas, sports pitches, tennis courts, bowling greens and golf courses; and also land used as open space, both formally (eg. parks and allotments) and informally, as general greenspace which provides for public amenity use.
- 7.4.2 In order to deliver an appropriate balance between new provision and the enhancement of existing provision the Council commissioned an open space, sport and recreation study based on the methodology advised in PPG17 and its Companion Guide. The study looked at issues of quantity, quality and accessibility for five broad types of open space and recommended standards for each, based on a local assessment of need.
- 7.4.3 PPG17 states that existing open space, sport and recreation facilities should not be built on unless an assessment has been undertaken which has clearly shown the open spaces to be surplus to requirements (including consideration for all functions spaces can perform). Local consultation indicates that protecting the available open spaces in Hambleton is a key priority and no spaces should be lost. Furthermore, existing spaces will be placed under increased pressure as the LDF housing figures are realised.
- 7.4.4 The quantity standards have been determined from analysis of the existing quantity of provision, in light of local community views as to its adequacy and details of levels and types of use. In each instance the standard has been set at or above the current level of provision. This enables the Council to seek to address particular locational deficiencies and also to focus on improvements to the quality of sites across Hambleton where sufficient accessible open space exists.

- 7.4.7 Two further documents will be prepared that will sit beneath Policy DP37 and give more detailed guidance. Firstly, there will be SPD which will include detailed guidance on implementation of the standards for development control purposes. The SPD will also incorporate open space "quality visions", based on community aspirations for each type of space, that will help pinpoint investment priorities by benchmarking sites against the appropriate vision.
- 7.4.8 Secondly there will be an open space, sport and recreation strategy, as advised by PPG17, using the standards to identify specific deficiencies in order to inform priorities for new provision and the enhancement of existing facilities.

Implementation (DP37)

7.4.9 The main agents for the implementation of this Policy will be developers (advancing specific development proposals for planning approval); the District Council in its role as Local Planning Authority determining planning applications in consultation with local communities, and in its role of facilitating/funding the provision of new facilities, Town and Parish Councils; sports clubs and recreational bodies; and Sport England.

Policy Context (DP37)

7.4.10 The policy context is provided by RSS (Policy Env11, which seeks to improve health, including by safeguarding and enhancing facilities for sports and recreation), and by PPG17, which stresses the importance to health and quality of life of maintaining and where possible enhancing open spaces and sports and recreation facilities. It provides the context for establishing local standards of provision, maintaining and supplementing provision, and considering proposals for development. Cross-reference should also be made to Policy DP5, concerning the provision of community facilities.

DP38 Major outdoor recreation

Provision of appropriate forms of major outdoor recreation will be promoted which meet the needs of residents and users (and permission granted for related development, if also acceptable in terms of other LDF policies), provided that all the following apply:

- i. the development is appropriate to its setting and within the capacity of the local environment and infrastructure, and detrimental implications for amenity and the environment are reduced to an acceptable level;
- ii. necessary mitigation measures are included;
- iii. the development is accessible to all potential users, including by non-car modes;
- iv. conflicts between different activities can be resolved (eg. by separation in space or time).

Justification (DP38)

- 7.4.11 This Policy addresses issues raised by a number of disparate major recreational activities, including formal and informal recreation, golf, equine developments, noisy and water sports. These tend to involve the use of large areas of land, and/or attract significant numbers of participants or spectators. Whilst these activities are often very different in their nature as far as the participants are concerned, and have indeed often resulted in separate policy development (as was the case in the Hambleton DWLP), in planning terms most of the issues raised are similar.
- 7.4.12 There is considerable potential for major outdoor recreation in Hambleton, because of its essentially rural nature, and its good general accessibility. The essential issues revolve around promoting the activity (for reasons that include improved health, economic and tourism benefits, farm diversification, rural regeneration, and improved general quality of life), whilst attempting to secure sustainable forms of development. This will require resolution of potential conflicts between recreation users competing for the use of same assets, and achieving access for all, and at the same time ensuring minimal environmental consequences (including impact on residential amenity) which thus involves steering developments to the best locations.
- 7.4.13 The impact of the proposed development on the landscape may well be an important consideration, and thus the quality of the landscape will need to be considered, potentially through landscape character assessment (see Policy DP30). It will be important also to take the interests of nature conservation into account, in accordance with Policy DP31.
- 7.4.14 General guidance on these matters is contained in PPG17 and PPS7. This DPD Policy provides the opportunity to address locally important issues (e.g. Equine developments).

Implementation (DP38)

7.4.15 The main agents for the implementation of this Policy will be developers (advancing specific development proposals for planning approval); the District Council in its role as Local Planning Authority determining planning applications in consultation with local communities, Town and Parish Councils; sports clubs and recreational bodies; and Sport England.

Policy Context (DP38)

7.4.16 The policy context is provided by PPG17 - which advises on the principles that should be taken into account in planning for major recreation proposals; and PPS7 – which supports sustainable leisure proposals as potentially vital ingredients to many rural economies.

Policy CS19 Delivering Inclusive Communities

Development will be supported where it improves the provision, quality or accessibility of social, education, health, care and community services and facilities, particularly those serving rural communities in East Cleveland and the Guisborough area.

All proposals will be assessed in terms of their contribution to providing access to the following core facilities:

- a) Local shops for day-to-day needs;
- b) Education (pre-school to adult);
- c) Basic health and care facilities;
- d) Sport facilities;
- e) Children's play areas and safe open space.

Development should take account of the needs and requirements of all people in the community, particularly people with disabilities or special needs, elderly people, lone parents, young people and various minority groups. Appropriate measures or adaptations should be included where necessary.

5.24 All communities in the Borough should have relatively easy access to core facilities such as post offices, children's play areas, sports facilities, basic health, care, education and other basic public services. It is important for sustaining communities and for improving the future health, education and quality of life of residents throughout the Borough. A good quality public transport system will be vital in providing communities with reasonable access to these services. In rural areas especially, access can be particularly difficult especially for those who are less mobile.

5.25 In some locations, new facilities and services may be needed. These services could be provided by, for example, converting existing buildings and encouraging multi-use of buildings (e.g. a school incorporating the local library). Alternatively, a greater use of mobile services could be used. The Council will work with service providers to help improve the network of facilities and services to better serve local communities. Where development is proposed, additional need for facilities may occur and developers will be expected to ensure that provision can be met (the use of planning agreements may be necessary).

Crawley Core Strategy (November 2007)

Infrastructure and Community Services

Improving accessibility for everyone to a wide range of community services, including the priority areas for health, social care, education and lifelong learning

Objectives

EXTRACT CR1

3.7 Against this background the infrastructure and community services objectives are:

- To encourage the allocation and release of sites to meet needs on sites accessible by all and through a variety of means of transport means.
- To protect existing leisure and community facilities and ensure that facilities efficiently and effectively use resources including multiple use facilities.
- To ensure that facilities are accessible to all and provided in a sensitive manner which respects residential amenity and the local environment, through the consideration of design and location.

The Location and Provision of new Community and Leisure Facilities

- 3.8 It is considered important that all new community and leisure facilities are placed within highly accessible locations, in order to meet sustainability objectives and maintain quality of life.
- 3.9 This policy links in with Policy S1 covering sustainable development, which highlights the importance of accessible and sustainable locations, however, Policy ICS1 relates this specifically to community and leisure facilities.
- 3.10 The town is renowned for its high quality leisure and sports facilities. The recent construction of new sport and leisure facilities at the major schools in the area provide state of the art community based facilities for all in Crawley. However, as the town and surrounding area grows further, there will be additional demands for a range of sports, arts and leisure facilities to meet varied needs. Where new provision is identified, such facilities must be highly accessible to all members of the community in order to achieve inclusion and sustainability objectives. As land is limited within Crawley, particularly at highly accessible locations, the sharing of facilities is encouraged. New development may be called to contribute towards needs created. Further explanation is contained in West Sussex County Council's Supplementary Planning Guidance Document on Planning Obligations.

ICS1 The Council will support the provision of new or improved community, sports, arts and leisure facilities where they add to the range and quality of facilities in the Town, in locations where they are accessible by different modes of transport and to different groups within the local community. Existing community and leisure facilities will be protected where they contribute to the neighbourhood or town overall, unless an equivalent replacement or improvement to services is provided. Major community and leisure facilities which serve the needs of the town as a whole should be located within or close to the Town Centre or, if this is not achievable, at other locations within the town that are highly accessible by all modes of transport, particularly public transport. Local community and leisure facilities which serve neighbourhood needs should wherever possible be located within or close to neighbourhood centres or at locations within the built up area that are easily accessible to the local community by foot, cycle and all other modes of transport. Proposals which allow the opportunity for joint provision and sharing of premises will be encouraged.

Providing for Recreation, Sport and Leisure

5.21 Open space, sport and recreation are essential elements for creating sustainable communities. They contribute to improving people's health, enriching their quality of life, improving the physical environment and supporting the creation of wildlife habitats, as well as building local pride. Increasing public awareness of the significant benefits of participating in sport and physical activity for health, social and other reasons has also increased demand. The provision of indoor sports and leisure facilities is covered by Policy SC2 above.

Policy SC6 Providing for Recreational Open Space, Sport and Leisure

We will promote the provision of high quality recreational open space, playing fields and outdoor sporting and play facilities by:

A implementing and supporting schemes that will protect and improve the quantity, quality and accessibility of open space and outdoor sports, leisure and children's play facilities throughout the Borough, in accordance with our adopted standards and other relevant legislation;

B remedying deficiencies in open space provision and quality, including through the reuse of previously-developed 'brownfield' sites, particularly within the Tyne riverside regeneration corridor, the inner-urban areas of South Shields, and Cleadon village as shown on the Key Diagram;

C supporting schemes that extend the Borough's strategic Linked Open Space System into the wider countryside, assist the implementation of the Great North Forest's recreational framework, or broaden the range of opportunities for recreational pursuits within the Great North Forest and the River Tyne and coastal corridors.

5.22 Our vision is to create great public spaces and give the communities of South Tyneside a real sense of place. Indeed, the value attached to providing recreational green space as part of a better quality residential environment is also now being recognised. There are also strong aspirations for urban living in Tyne & Wear if accompanied by good access to open space, and for generally improving the residential environment within and around communities.

5.23 We recognise that there is an imbalance in the distribution of public open spaces across the Borough. We also want to increase and widen the opportunities for participation in sport and physical activity in South Tyneside for all sections of the community, and thereby create stronger, healthier and safer communities. This aspiration lies at the heart of this policy and is crucial to the overall strategy of securing sustainable communities. This policy in particular seeks to address:

- the high priority for improving open space provision in areas of low provision through the recycling of
 emerging 'brownfield' sites, particularly where it would exploit and safeguard the biodiversity value of
 such sites.
- the desire to maintain existing levels of open space provision in areas that are well-catered for. This
 acknowledges the lack of public enthusiasm for redeveloping excess provision for other uses (even
 where this facilitates improvements elsewhere).
- key deficiencies in provision, such as in the inner-urban areas of South Shields (town centre and Westoe, Harton, Low Simonside) and Cleadon Village where existing research highlights these strategic problems.
- the countryside, riverside and coast are strategic assets that contribute to our overall-well-being and
 which have shaped the Borough's past and will must continue to be part of its future. Their role in
 recreational provision will assist in sustaining this.
- the extensive natural greenspace network (the Linked Open Space System (LOSS)) and Great North Forest are strategic initiatives that have recreational, regeneration and environmental benefits. They provide part of the special character of our area and are integral to the overall aim of improving quality of life.

5.24 More detailed guidance on open space standards and the use of planning obligations to achieve appropriate levels of open space provision and maintenance for the benefit of the wider community will be provided in Supplementary Planning Documents. Our Open Space Strategy will set out needs-based standards for recreational open space provision (based on quantity, quality, and accessibility), and according to a hierarchy of open space types. We will identify land allocations to meet these community needs for sport, recreation and play through the Site-Specific Allocations development plan document and the Area Action Plans.

South Cambridgeshire Development Control Policies (July 2007)

POLICY SF/9 Protection of Existing Recreation Areas

Planning Permission will not be granted for proposals resulting in the loss of land or buildings providing for recreational use except where:

- 1. They would be replaced by an area of equivalent or better quantity and quality and in a suitable location; or
- 2. The proposed development includes provision for open space, sports and recreation facilities of sufficient benefit to recreation provision to outweigh the loss; or
- 3. An excess of provision in quantitative and qualitative terms is clearly demonstrated in all functions it can perform, taking into account potential future demand and in consultation with local people and users.
- 6.10 Recreational facilities, including outdoor play space, informal open space, and built recreation facilities, are of great significance to local communities. This is not only for the recreational amenity they offer, but also the impact open space has on the quality of the built and natural environment. Planning Policy Guidance Note 17 paragraph 10 states that, "Existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown the open space or the buildings and land to be surplus to requirements."
- 6.11 The District Council has undertaken an Audit and Assessment of Need for Outdoor Play Space and Informal Open Space, to examine existing and future needs of local communities. This should be referred to in seeking to determine whether there is an excess of provision in an area. There may however, be special circumstances where the development of existing recreation land can be justified through enhancement of the site as a whole, or appropriate alternative provision found elsewhere to recompense the loss.

POLICY SF/10 Outdoor Play Space, Informal Open Space and New Developments

- 1. All residential developments will be required to contribute towards Outdoor Playing Space (including children's play space and formal outdoor sports facilities) and Informal Open Space to meet the additional need generated by the development in accordance with the standards in Policy SF/11.
- 2. Only family dwellings of two or more bedrooms will be required to contribute to the provision of Children's Play Space. Sheltered dwellings and residential homes will not be required to provide Outdoor Play Space.
- 3. Where appropriate, provision will involve all or some types of space within the development site. However, an appropriate contribution will be required for "off-site" provision of the types of space not provided on-site. This may be for new provision and/or improvements to existing facilities.
- 4. In developments of less than 10 homes, it is expected that only Informal Open Space will be provided on-site. Where an individual phase comprises 10 or fewer dwellings, but will form part of a larger scheme exceeding that total, a proportional contribution to future on-site provision will be required.
- 5. Depending on the nature of provision, contributions may also be required to meet maintenance and / or operating costs either as pump priming or in perpetuity.
- 6. Where on-site provision is required, the Council may seek the option of a commuted capital sum to construct the facility. In these circumstances, a serviced site (as appropriate for the facility concerned) will be transferred to the Council free of charge by the developer.
- 6.12 New developments create additional need for recreation and outdoor play space. Planning Policy Guidance note 17: Planning for Open Space, Sport and Recreation states that, 'Local authorities will be justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local needs.' This becomes particularly important given the requirement for higher densities in new housing developments, resulting in potentially smaller gardens.
- 6.13 On-site provision of open space is generally preferable to off-site provision. It can be an integral part of the development, in a location well related to the proposed new dwellings. The figure of 10 dwellings or above for on site provision of play space is set because it is a reasonable size of development needed to achieve a useful play space on-site, capable of being reasonably maintained by a parish council or other body
- 6.14 Where appropriate, contributions secured from new housing developments will be used not only towards providing additional land for play space, but also enhancing existing facilities, to the benefit of the new occupants. Financial sums secured will be utilised where it is impractical to provide play space on-site (where the land area would be too small or in an inappropriate location), to be pooled and contribute towards additional land provision, or the enhancement of existing facilities (off-site provision).
- 6.15 A Recreation and Community Supplementary Planning Document will detail mechanisms for implementation, including costings, and further details on standards for quantity and quality of provision.

POLICY DC 21: PROTECTION OF EXISTING OPEN SPACE, SPORT AND RECREATION FACILITIES

Development that would result in the loss of existing sport, recreational or amenity open space will only be permitted if:

- a. the space is identified as being of low quality and low value and the criteria described within the Horsham District Council PPG17 Assessment are met; or,
- b. significantly enhanced facilities can be achieved through the redevelopment of an appropriate portion of the whole space.
- 3.97 The Council has undertaken an Assessment of Open Space, Sport and Recreation in accordance with the guidance set out in PPG17: Planning for Open Space, Sport and Recreation. The Horsham District Council PPG17 Assessment, which is available from the Council and on the Council website, identifies that the first priority should be to enhance existing provision for the benefit of the local community. The Assessment identifies the quality and value of existing facilities. Where sites have been identified as 'low quality and low value', which contribute little in terms of their present main intended use, these could be considered as being surplus to requirement in those areas where there is more than enough of the main type of provision they represent. In these cases PPG17 makes clear that the first priority is to assess whether the space is capable of being used for another form of green space where there is an identified deficiency in the area. If there is no deficiency, or the site cannot be adapted to meet a deficiency, then it may be acceptable to redevelop it for another purpose. The Council will also encourage the improvement of those sites that have been identified as being of low quality but of high value to the community.
- **3.98** There may also be instances where the opportunity arises to significantly enhance the facilities of a recreational or amenity space by the redevelopment of an appropriate proportion of the whole open space. Such proposals will be considered on a site by site basis and are expected to be limited in area. There are a number of these sites within the District which could potentially be appropriate for this type of enhancement. The Assessment recommends that the Council should resist the loss of community grass or other sports pitches and this will be taken into account when assessing any development proposals.
- **3.99** In addition to the requirements as set out in the policy above, applicants should refer to the Horsham District Council PPG17 Assessment for further information on open space, sport and recreation facilities within the District as well as refering to the Local Development Scheme for details of any future Supplementary Planning Documents on this issue. Applicants must incorporate into proposals the relevant requirements of Policy DC40 in terms of access and transport.

POLICY DC 22: NEW OPEN SPACE, SPORTS AND RECREATION

New open space, sport and recreation facilities will be permitted in the following circumstances:

- a. The lack of provision for built sports or recreation facilities has been identified in the Horsham District Council PPG17 Assessment.
- b. The proposed enhancement of existing facilities.
- c. The proposal is part of a development requiring provision for open space, sports and/or recreation facilities.

The provision of open space, sport and recreation facilities will be required as a consequence of new development. Applicants should refer to the Horsham District Council PPG17 Assessment for the provision standards and quality of open space, sport and recreation facilities within the District.

- **3.100** The Planning Obligations SPD sets out the circumstances in which new open space, sport and recreation facilities will be required on or off site. The PPG17 Assessment identifies areas lacking in ready access to existing facilities or open space and highlights some priorities for new provision. There is specific reference to the need for further provision in the form of an artificial turf pitch in the southern half the District and in developing additional youth activity areas across the whole of the District, with the potential to link these areas to additional floodlit multi use games area. There is a further priority for new provision of suitably designed neighbourhood play areas in those areas where access is poor.
- **3.101** The Council encourages the provision of facilities that have a beneficial affect on health and well being, and will consider additional information to the PPG17 Assessment on changing needs with regard to types of new beneficial facilities that may be identified. Some specialist facilities may be considered suitable to provide a wider than local need. Detailed work will need to be submitted to the Council at the earliest opportunity with regard to any proposal to meet regional or national needs.
- **3.102** Where there are limited or no opportunities for the provision of new facilities, the Council will seek to enhance the nearest possible provision.
- **3.103** The Council is seeking to secure a complete Riverside Walk around Horsham Town, incorporating cycle facilities wherever appropriate, and in association with the provision of public open space. The need for both the provision of new sections, as well as enhancement of existing sections of the Riverside Walk, will be encouraged by the Council during this plan period.
- **3.104** Applicants must incorporate into proposals the relevant requirements of Policy DC40 in terms of access and transport and developments should consider, where relevant, Policy DC35 regarding new development outside the defined town and village centre.

POLICY DC 29: EQUESTRIAN DEVELOPMENT

Planning permission will be granted for equestrian related development if;

- a. it can be demonstrated that the re-use of existing buildings on site for any related equestrian use is not appropriate before new or replacement buildings are considered;
- b. the proposal is appropriate in scale and level of activity, and in keeping with its location and surroundings; and,
- c. does not result in sporadic development leading to an intensification of buildings in the countryside, particularly in an urban fringe location.

Permission will not normally be granted for the conversion of change of use of existing equestrian establishments to a non-equestrian use.

- **3.120** Equestrian development includes all forms of horse related activities including the erection of stables through to racing stables, sand schools and all-weather gallops as well as ancillary dwellings.
- **3.121** Due to the nature of equestrian related development, adequate provision should be made for the storage and disposal of manure, with appropriate screening measures and the retention of existing trees and hedgerows.
- **3.122** Farm diversification is encouraged in order to boost the rural economy, however a comprehensive plan, with a supporting business plan detailing the need for the development shall be considered more favourably than piecemeal development. This is so, as not to over intensify development within the countryside and which relates to the existing surroundings.
- **3.123** Residential accommodation required for animal welfare, must be of appropriate scale and suitably located in order to meet this functional need. The occupancy of the dwelling shall be restricted by use of planning conditions. Isolated dwellings in the countryside require special justification for planning permission to be granted and will be tested against Policy DC27: Essential Rural Workers Dwellings.
- **3.124** If a dwelling is applied for in relation to a commercial equestrian use, the conversion or re-use of existing buildings in or near the site is preferred. Any occupational dwelling development should be in accordance with Planning Policy Statement 7 Annex A. Applicants should consider all other relevant policies in this plan particularly the Landscape and Townscape Character and Environmental Quality Policies.

CS21 The Boulevard of Sport

7.20 Existing facilities such as English Institute of Sport, Ice Sheffield, Don Valley Stadium, and the Hallam FM Arena already form a nucleus of sports related leisure facilities in the Lower Don Valley. The area forms an appropriate location for the large-scale leisure uses envisaged for the Lower Don Valley, benefiting from the clustering of related activities and access from the tram and a Key Route through the Valley.

Policy CS 21

The Boulevard of Sport

In the area around the Don Valley Stadium, sports-related leisure will continue to be the principal land use. Other large-scale leisure uses, if they cannot be located in the City Centre will be located here. A wide range of transport measures, including Travel Plans, will be employed to maximise the accessibility of the area for visitors and workers and ensure that air quality does not suffer. Measures will include:

- a. improved public transport services for visitors
- b. measures to contain parking at levels that are sustainable
- c. a high-quality, safe pedestrian environment between facilities.

7.21 This area is accessible by a choice of means of transport, including the tram. But, these land uses can also generate large amounts of traffic, which would add to the congestion and air quality problems in the Valley. Before locating large-scale leisure uses it would be essential to ensure that provision is made to minimise its impact. Travel Plans will be an important means of achieving this.
7.22 The area is already being promoted as a leisure area in the Lower Don Valley Vision and Masterplan and developments will be delivered through decisions about applications for planning permission. The transport measures will be identified through Travel Plans and negotiation of developer contributions.

CS45 Quality and Accessibility of Open Space

9.14 Green and open space is a vital and much valued part of the city, contributing to health and well-being and the distinctive character of neighbourhoods. Provision for open space may be made by creating new areas or improving or safeguarding what we already have. Creation and improvement, being more proactive, have a stronger spatial character. The strategy recognises the constraints on creating new open space, both physical and budgetary, and the potential for improvement wherever open spaces already exist.

Policy CS 45

Quality and Accessibility of Open Space

Safeguarding and improvement of open space will take priority over creation of new areas. Priority for improvement of open space and related sports and recreational facilities will be given to: a. district parks and open spaces, including the City Centre Sheaf Valley and Parkwood Springs; and

- b. areas that are more than 1200 metres from a district park or open space that both delivers a range of formal and informal recreational opportunities and is managed to nationally recognised quality standards such as Green Flag.
- **9.15** District parks and open spaces offer opportunities for a wide range of facilities without sacrificing too much accessibility and their facilities are more cost-effective than for a lot of small spaces. Significant investment is already proposed in the City Centre Sheaf Valley and at Parkwood Springs (see policies CS48 and CS50, respectively). But, areas without formal parks also deserve comparable improvement. Specific needs will be identified locally by Area Panels and city-wide by a series of audits of different types of provision (e.g. playgrounds, sports pitches and allotments). These will also inform Sheffield's Green and Open Space Strategy, which will help to rationalise the allocation of resources, to meet local need and improve open space.
- **9.16** Improvements will be achieved through design and the provision of facilities, supported by associated management measures aspiring to nationally recognised quality standards. Funding may be through area renewal schemes or, on occasions, developer contributions. Improvements will be delivered by the developer or the Parks and Countryside Service.
- **9.17** Sports facilities also need to be accessible but this will mean different requirements for different facilities. These will be fully investigated through specific audits and assessments, which will inform priorities for upgrading the quality of facilities. Improvements may be delivered through grants, Private Finance Initiatives (PFI) (where the facility is an extended school) or, where it is reasonable, developer contributions.

CS47 Safeguarding Open Space

9.21 One of the most significant contributions of planning to open space provision in the city is the safeguarding of what we already have. Once built upon, open space is likely to be lost to the community forever. Safeguarding open space is therefore vital in ensuring that there is sufficient quantity, and especially to meet the needs of local people. National planning policy presumes against building on open spaces and the sites of sports and recreational buildings for non-recreational uses unless the spaces are proved to be surplus to requirements. The policy below indicates the criteria for considering open space to be surplus.

Policy CS 47

Safeguarding of Open Space

Development of open space will not be permitted where:

- a. it would result in a quantitative shortage of either informal or formal open space in the local area; or
- b. it would result in the loss of open space that is of high quality or of heritage, landscape or ecological value; or
- c. people in the local area would be denied easy or safe access to a local park or to smaller informal open space that is valued or well used by people living or working in the local area; or
- d. it would cause or increase a break in the city's Green Network.

Development that would still result in the loss of open space will only be permitted where:

- e. as soon as practicable, equivalent or better replacement open space would be provided in the local area; or
- f. the site is identified as surplus for its current open space function and:
 - i. a proposed replacement would, as soon as practicable, remedy a deficiency in another type of open space in the same local area; or
 - ii. it could not fulfil other unsatisfied open space needs; or
- g. the development would be ancillary to the open space and have a minimal impact on the use or character of the open space.

Open space or sports and recreational facilities of importance beyond the city will be safeguarded and development or redevelopment will be permitted only where it would improve the quality of facilities provided in the city.

- **9.22** Open space makes a valuable contribution to local communities and should not be sacrificed for development where it is required to fulfil a local open space need. A community's use of open space depends on the quality of the open space, the amount of open space and how easy it is for people to get to it. The policy therefore ensures that open spaces are safeguarded where they are of particular intrinsic quality or are well used by people in the area, and so would be difficult to recreate. People should have access to a certain amount of open space and the loss of open space will not be allowed in areas where there is an identified quantitative shortage of open space.
- **9.23** However, there are circumstances where the development on open space would generate benefits for the local community. It may be appropriate that open space is developed where it is proposed to directly replace open space within the local area. Any such replacement should be equivalent to or better than the open space that is lost, in terms of its quantity and quality, as well as being at least as accessible. Similarly, it may be appropriate that part of an open space is developed if it secures improvements to the quality of the remaining open space.
- **9.24** It is recognised that open spaces can provide for a variety of recreational functions and an open space should not be developed if it is required to fulfil an alternative open space function. In situations where there is sufficient open space to cater for local needs, some open spaces of poor quality from which the community derives little benefit may be considered surplus to requirements, and their loss acceptable. This will require careful consideration of the local context and the potential benefits that could be achieved through development.
- **9.25** The delivery of the policy will be informed by audits of open space that will identify local needs, highlight areas deficient in certain types open space and indicate the merits of specific open spaces. Through the process of development management, improvements to the quality and accessibility of local open spaces or the provision of new open space will be achieved through developer contributions. A Supplementary Planning Document will give further detail about appropriate open space contributions.
- **9.26** The policy requires explicit definitions in order to be implementable. These are as follows: *Open space* a wide range of public and private areas that are predominantly open in character and provides, or have the potential to provide direct or indirect environmental, social and/or economic benefits to communities. For the purpose of assessment, this includes ancillary buildings that contribute to the use of an area as open space.

 \overline{c}

This comprises: Formal Open Space:

outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned) - including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields, and other outdoor sports areas; provision for children and teenagers - including play areas, skateboard parks, outdoor basketball hoops and teenage shelters **Informal Open Space:**

parks - including urban parks, country parks and formal gardens (these may also consist of elements of formal provision):

natural and semi-natural urban open spaces — including accessible natural green space, woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons and meadows), wetlands, open and running water, wastelands and derelict open land and rock areas; river and canal banks, cycleways, and rights of way; small green or landscaped areas (public or private) which provide a setting for built development and which may offer opportunities for informal recreation close to home or work; allotments, community gardens, and city (urban) farms, churchyards, cemeteries and gardens of rest (associated with crematoria); accessible countryside in urban fringe and rural areas — including woodlands, agricultural land with public rights of way and publicly accessible areas with a right to roam; civic spaces, including civic and market squares, and other hard surfaced areas designed for pedestrians.

A quantitative shortage – less than 4 hectares of open space per 1,000 people and comprising: 1.3 hectares of formal open space and sports and recreational facilities that may include: Youth/adult outdoor sports provision which can be used by the public (excluding golf courses) Children's play space

2.7 hectares of informal open space and sports and recreational facilities that may include: Parks and gardens, natural and semi-natural green spaces and woodland Cemeteries and graveyards

Allotments

Assessments of open space provision in accordance with the standard will be complemented by information from audits of open space provision.

Local area – typically within 400 metres (approximately a 5 minute walk) of the site, though in the case of youth/adult sports provision this would be extended to 1200 metes (approximately a 15 minute walk).

Colchester Core Strategy (December 2008)

PR1 - Open Space

The Borough Council aims to provide a network of open spaces, sports facilities and recreational opportunities that meet local community needs and facilitate active lifestyles by providing leisure spaces within walking distance of people's home, school and work. The Council will also aim to provide a network of strategic green links between the rural hinterland, river corridors, and key green spaces within Colchester Town. The Council will protect and enhance the existing network of green links, open spaces, and sports facilities, and secure additional areas where deficiencies are identified. The provision of public open space in developments should be informed by an appraisal of local context and community need, with a particular regard to the impact of site development on biodiversity. New development must provide for the recreational needs of new communities and mitigate impacts on existing communities. This open space provision also needs to alleviate recreational pressure on sites of high nature conservation value (e.g. Natura 2000 sites) from the growing population.

The Borough Council will expect all new homes to provide easy access to private/communal open space. The area of open space should be informed by the needs of residents and the accessibility of the location. Private/communal open space must be designed to optimise its use and meet the recreational needs of residents.

Table PR1 - Open Space and Recreation Facilities

Growth Areas	New Facilities
Town Centre	 Historic core / High Street improvements Berryfield Park Vineyard Gate Square St Botolphs Square
North Growth Area	 Community Stadium Strategic public open spaces Sport, recreation and youth facilities Allotments
East Growth Area	Strategic public open spacesSport and recreation facilities (Essex University)
South Growth Area	Strategic public open spaces Sport and recreation facilities
Stanway Growth Area	Strategic public open spacesYouth recreation facilitiesAllotments
General	 Coordination Facilities to support 2012 Olympics Green links Sports pitches (Tiptree) Youth facilities (Wivenhoe) Allotments (West Mersea & Tiptree) Cemetery expansion (Berechurch) New public open spaces

Explanation

Existing open spaces, sports facilities and green link networks provide the people of Colchester with opportunities for passive and active recreation and encourage healthy and active lifestyles. It is important that all residents have access to open space within walking distance of their home. Strategic green links provide valuable corridors for the movement of people. The green spaces along the Colne River, for example, connect the town centre, suburbs, countryside, villages and the coast. These corridors provide alternative means for people making journeys into and across Colchester. The Council will therefore seek to protect and enhance these important links. The boundaries of strategic green links will be identified in the Site Allocations DPD. The Council has undertaken an Open Space, Sport and Recreation study in accordance with PPG17 to identify areas with deficiencies of open space and recreational facilities. Development will be required to make contributions towards meeting these deficiencies in accordance with Council's adopted SPD for Open Space, Sport and Recreation. This guidance document sets specific targets to guide the provision of different types of open space / recreation facilities across the borough. The Appropriate Assessment also identified the need for this open space provision to alleviate the growing recreational pressures on Natura 2000 sites. Impacts on these sites will also need to be monitored and further site management measures will be employed by the Council as necessary.

11 Community, Sport and Recreation Facilities and Services

- 11.1 Community facilities are important for a number of reasons. Sports and recreational facilities are valuable for health and fitness, they allow people to be involved in team activities and give people of all ages an outlet for their energy. Other facilities such as community and village halls are important in that they provide a venue for various activities and a focus for the community. Caterham and Oxted both have small community theatres that are well used. The Community Strategy has a number of objectives related to physical activities, improving health and leisure. Many of these will be delivered by increased take up of existing provision; however the planning strategy of resisting the loss of community, sport and recreational facilities and seeking enhancements to the quantity and quality to meet any identified deficiencies will also help to deliver these objectives.
- **11.2** There is no identified shortage of sports and recreational facilities in the District. In 2005 the Council received the results of an audit undertaken in response to PPG17 Planning for Open Space, Sport and Recreation. The results of this audit are set out in the "Tandridge District Playing Pitch and Open Spaces Strategy 2005 2015". The study shows that there are over 100 hectares (249 acres) of pitches in secured community use 1.273 ha per 1000 population. This compares favourably with the National Playing Fields Association (NPFA) recommendation of 1.21 ha per 1000 population. The Strategy recommends that this ratio is adopted as the guideline for future developments in the District. There are over 300 ha of open spaces and pitches available to the community within the District, this equates to 3.8 ha per 1000 population well above the NPFA standard. It should be noted that PPG17 encourages authorities to adopt their own standards. However the NPFA standard is well recognised and has stood the test of time. The District ratio is not dissimilar to the NPFA standard and is therefore adopted as the standard through this Core Strategy. The Playing Pitch strategy recommends that other sites could be brought into public use should the demand/population increase.
- **11.3** Both Caterham and Oxted have swimming pool/fitness suites and no additional provision is required, unless provided commercially in response to the market. The Caterham facility also has a dual use sports hall used by the adjoining school.

Policy CSP 13

Community, Sport and Recreation Facilities and Services

Existing community, recreational, sports facilities and services (see Glossary) and open space will be safeguarded. New or improved facilities to meet the needs of all sections of the community will be encouraged. The Council will encourage the dual use of community and sports facilities. Residential development may be required to include appropriate open space, play areas or other accessible green space to meet the needs of residents and/or to contribute to the enhancement of such facilities in the area. The loss of open space, sport and recreation facilities is dealt with in national planning policies (PPG17). For the loss of other community facilities and/or services as defined in the Glossary, the principles of assessment set out in those national planning policies (PPG17) will be operated, and the exact details will be set out in the Development Control DPD. The Council will apply the standard of 1.27 ha per 1000 population to the provision of playing space for all ages. The Council will seek to protect the Rights of Way network, in particular the North Downs Way national trail, the Greensand Way and Vanguard Way recreational paths from developments that would adversely affect the enjoyment of users of the network. The Council will encourage improvements to the network and the North Downs Way.

Newcastle-under-Lyme/Stoke-on-Trent Core Strategy, Submission Document (December 2008)

Policy CSP5 - Open Space/Sport/Recreation

The plan area's open space, sports and leisure assets will be enhanced, maintained and protected through the following measures:

- 1. Close partnership working to deliver the key elements of the Urban North Staffordshire Green Space Strategy
- 2. Additional sports and leisure facilities will be developed to meet local needs identified in Newcastle's Leisure Needs and Playing Pitch Strategy and Stoke's Sport and Physical Activity Strategy
- 3. Ensuring that all new residential development will be linked to existing and new open spaces through a series of well defined safe routes/streets, incorporating pedestrian friendly routes and cycle ways
- 4. Ensuring that the plan area's network of open spaces are interlinked and accessible to all, secure, and provide quality leisure and amenity facilities
- 5. Developer contributions will be sought to provide a key funding source for the delivery of Newcastle's Leisure Needs and Playing Pitch Strategy, Stoke's Sport and Physical Activity Strategy and the Urban North Staffordshire Green Space Strategy

Open Space/Sport/Recreation

6.38 Both Stoke-on-Trent's adopted Community Strategy and Newcastle's Sustainable Community Strategy identify a clear link between the provision of high quality public open spaces and recreational facilities, and the health and well being of the community.

6.39 The provision of good quality parks and green space is an essential element in creating sustainable communities. The development of good quality parks and green space should be recognised as having a significant contribution in attaining wider environmental, economic and social regeneration ambitions:

- Environmental benefits: by promoting biodiversity, improving environmental quality and responding to the need to adapt to, and mitigate the effects of, climate change
- Economic regeneration: by creating attractive settings for inward investment and elevating housing market values
- Social benefits: by providing space for recreation, play, exercise and relaxation, by providing health benefits, by creating safer environments and reducing crime, by presenting opportunities to experience and learn at first hand about our natural environment and by providing a community focus and common ground where people can come together to demonstrate and celebrate diversity 6.40 PPG17: Planning for open space, sport and recreation states that, local planning authorities should establish their own local standards. These standards should include
- Quantitative targets for setting how much provision is needed
- Qualitative targets for improving the existing provision
- Guidelines for ensuring that facilities should be accessible to all parts of the community

6.41 The Urban North Staffordshire Green Space Strategy (2007) has been prepared to accord with these guidelines. The overarching vision of the Green Space Strategy is to "Create and promote a balanced network of community – focused, valued, safe, sustainable, accessible, interesting and well – managed green spaces that enhance the quality of life, local identity and economic prosperity within urban North Staffordshire"

6.42 Both authorities are drafting Green Space Strategy Action Plans, outlining how and when the recommendations of the Strategy will be implemented.

The key elements of these Action Plans are outlined below:-

- A programme of qualitative improvements to all the plan area's greenspace assets
- The identification of alternative uses for greenspaces identified as surplus to requirements
- The development and implementation of Biodiversity Action Plans for all non-strategic semi natural green spaces and local nature reserves
- The provision of a new Sports Village at Cross Heath, Newcastle
- Additional Local Nature Reserves will be designated in accordance with the Green Space Strategy
- · Additional District and Neighbourhood Parks will be created to meet identified local needs
- The plan area's network of greenways/green routes will be improved and extended
- · Additional LEAPS will be created to meet identified needs

6.43 The Newcastle under Lyme – Leisure Needs Assessment and Playing Pitch Strategy (2006) was produced in accordance with guidance in Assessing Needs and Opportunities: A Companion Guide to PPG17. The key aim of the report was to identify local needs for provision, and opportunities for enhancement, development or replacement of current facilities. Likewise, a Sport and Physical Activity Strategy is being undertaken on behalf of Stoke-on-Trent City Council. Phase 1 of the strategy provides a number of key strategic objectives to deliver increased participation in sport and active recreation in the city. These objectives, amongst other things, highlight the importance of improving the range, quality and accessibility of built facilities and encourage more use of local facilities by placing a greater emphasis on programmes and initiatives at a local level. Phase 2 of the study, upon completion, will provide more detailed policies and analysis and identify sites to meet community needs for sport and active recreation. The findings will be taken forward through site specific allocation documents and Area Action Plans.

Author:			
Reviewer:			

Copyright Notice

The contents and layout of this Technical Note are subject to copyright owned by Entec (© Entec UK Limited 2009) save to the extent that copyright has been legally assigned by us to another party or is used by Entec under licence.

Third Party Disclaime

Any disclosure of this Technical Note to a third party is subject to this disclaimer. The Technical Note was prepared by Entec at the instruction of, and for use by, our client. It does not in any way constitute advice to any third party who is able to access it by any means. Entec excludes to the fullest extent lawfully permitted all liability for any loss or damage howsoever arising from reliance on the contents of this Technical Note. We do not however exclude our liability (if any) for personal injury or death resulting from our negligence, for fraud or any other matter in relation to which we cannot legally exclude liability.