

BRECKLAND DISTRICT COUNCIL

Report of: Cllr Gordon Bambridge - Executive Member for Growth

To: Local Plan Working Group 17.03.17

Author: James Mann, Planning Policy Officer

Subject: Indoor and Built Sports and Recreational Facilities study Final

Purpose: The purpose of this report is to advise Members of the content of the Indoor and Built Sports and Recreational Facilities study.

Recommendation(s): It is recommended that Members consider the content of this report, and agree for the Indoor and Built Sports and Recreational Facilities study to form part of the Councils evidence base for the Local Plan, which will be published on the website.

Background

- 1.1 Stage 1 of the Indoor and Built Sports and Recreational Facilities Study was presented to Local Plan Working Group on the 21st of February 2017, outlining the purpose of the study, the methodology, key findings for each of the facility types and the scope of Stage 2 of the report.
- 1.2 Stage 1 of the report provided an assessment of indoor bowling centres, indoor tennis centres, health and fitness (gyms) and squash courts for the years 2016 and 2031.
- 1.3 The report also provided the evidence base for swimming pools, sports halls and full size artificial grass pitches for 2016 setting out that Stage 2 of the report will carry out FPM work on both pools and halls to 2031.
- 1.4 Members accepted the findings of Stage 1 of the study subject to the addition of further wording around the value of the village hall sport offering within the district. Additional wording has been provided within the report around the importance of village halls in providing additional and complementary facilities to the formal assessment of the need and provision for indoor sports halls. The full text (Paragraphs 1.3 to 1.9 of Appendix A) highlights the important role that village halls play in providing a very local and accessible venue for village residents of all ages to participate with other residents.

Stage 2

- 1.5 Stage two of the report seeks to 'build a picture' of the provision within the district based around location, quality, quantity and management. Modelling has been carried out for swimming pools and sports halls based on population projections and Local Plan preferred sites to inform conclusions, key issues and priorities in the framework of protect, enhance and provide up to 2031.
- 1.6 The Indoor and Built Sports and Recreational Facilities Study is comprised of four separate documents: Appendix A is the main evidence base report; Appendix B sets out the audit, assessment and evidence base; Appendix C and Appendix D set out Sport England's Facilities Planning Model Reports for Swimming Pools and Sports Halls respectively. Appendix A and Appendix B are amended versions of reports presented at Stage 1 based on new evidence set out in Appendix C and Appendix D.

Swimming Pools

- 1.7 In regards to swimming pools for 2016-31 the report examined key issues around:
- The impact that the scale and location of the projected population growth from 2016 to 31 has on the demand for swimming pools and the capacity of the existing venues to meet an increase in demand from population growth.
 - The impact of the ageing of the core resident population from 2016 to 2031.
 - The impact of the ageing of the existing swimming pools over the 2016-31 period.
- 1.8 The FPM analysis is based on three separate modelling runs:
- Run 1 – supply, demand and access to swimming pools based on the projected population in Breckland and the neighbouring authorities in 2016 and including known committed changes in the swimming pool supply in the neighbouring authorities
 - Run 2 – supply, demand and access to swimming pools in 2031 based on the projected change in population between 2016 – 2031 in Breckland, plus the neighbouring authorities and the residential development in Breckland
 - Run 3 – as run 2 but also including the option to consider the need for a swimming pool in Swaffham opening by 2031. The rationale behind the inclusion of this run was based on the findings of part 1 of the study for 2016, which stated that “The areas of highest unmet demand outside the catchment area of a pool is in and around Swaffham and Watton.”

Key Findings

- 1.9 The full findings of the FPM report are set out in Appendix C and summarised in Appendices A and B.
- 1.10 In 2016 and in 2031 some 70% of the total demand for swimming from Breckland residents is being met. All 100% of the unmet demand in 2016 is from location and demand located outside the catchment area of a pool, with this reducing to 98% in 2031.
- 1.11 Unmet demand reflects the geographical size, the settlement pattern of the authority, the distances between the major settlements and due to the location of the two pool sites within the district.
- 1.12 The areas of highest unmet demand outside the catchment area of a pool is in and around Swaffham with 130sq meters of water in 2016 increasing to 145sq meters of water in 2031. There is also unmet demand of around 100sq meters in Watton for both years.
- 1.13 FPM assessment shows that there is sufficient demand based on projected population growth up to 2031 to consider the provision of a 20m x 4 lane pool (160sq meters of water) in Swaffham. This assessment does not support larger pool size with the most usual community pool size being 25m x 4 lanes (of between 210-250sq meters of water depending on lane width).

Sports Halls

- 1.14 In regards to sports halls for 2016-31 the report examined key issues around:
- The impact that the scale and location of the projected population growth from 2016 to 2031 has on the demand for sports halls and the ability of the existing venues to meet this demand.
 - The impact of the ageing of the core resident population from 2016-to 2031.
 - The impact of the ageing of the existing sports halls over the period from 2016 to 2031; the stock has an average age of 32 years in 2016.
 - The impact of population growth at specific sports hall sites/catchment areas.

- 1.15 The FPM analysis is based on four separate modelling runs:
- Run 1 – supply, demand and access to sports halls based on the population in Breckland and the neighbouring authorities in 2016. This includes known committed changes in the sports hall supply in the neighbouring authorities.
 - Run 2 – as run 1 but also including the option to close the existing sports halls at Attleborough and Swaffham and open new sports halls on the same sites by 2020. The rationale being that the evidence base work to date identified a need for sports halls at these locations. The existing sports halls opened in 1981 at Swaffham and 1982 at Attleborough. The age, size and condition of the sports halls are limiting their use and attractiveness to participants. Given these findings, it was considered more beneficial to model the need for replacement sports halls at the current time with a projected replacement by 2020, rather than assume these centres could continue operating until 2031 and base the assessment of need on that date.
 - Run 3 – as run 2 but based on the projected population in 2031 in Breckland, plus the neighbouring authorities and the residential development in Breckland
 - Run 4 as run 3 but which also tests the option of a new sports hall in Dereham of 4 badminton court size, located at Northgate High School and opening by 2031. The rationale being the work to date has identified there may be a need for further sports hall provision in Dereham but the impact of population change up to 2031 should be part of that assessment; part 1 of the study stated that “the biggest cluster of unmet demand is in and to the north of Dereham. It is principally residents who do not have access to a car and live outside the walking catchment of the Dereham Centre and the school sports hall.”

Key Findings

- 1.16 The full findings of the FPM report are set out in Appendix D and summarised in Appendix A and B.
- 1.17 82% of the Breckland total demand for sports halls is being met in 2016 with 78% of this total being met within the district. In 2031 the total met demand is 83% with 84% of this being met within the district.
- 1.18 The FPM work illustrates that there is sufficient demand to justify the provision of a new sports hall in Attleborough to replace the existing Centre. The scale of the new sports hall from the assessment is for a 6 badminton court size sports hall of 34m x 27m.
- 1.19 There is also sufficient demand to justify the provision of a replacement sports hall in Swaffham. The scale of this new sports hall is based on the same number of badminton courts as the existing, but at a slightly larger scale, 34.5m x 20m, based on the Sport England and Governing Bodies of Sport specification.
- 1.20 The modelling assessment was based on the closure of existing facilities and provision of new facilities at Attleborough and Swaffham by 2020.
- 1.21 The assessment also identified the area of highest unmet demand for sports halls in both 2016 and 2031 is Dereham and to the north of Dereham. The findings from the FPM assessment do support the provision of a further sports hall of 4 badminton court size of 34.5m x 20m in Dereham, a suitable location being Northgate High School.

Summary of findings

- 1.22 Sufficient demand to consider a 20m x 4 lane pool (160sq meters of water) in Swaffham in 2031.
- 1.23 Sufficient demand to justify the provision of a replacement sports hall in Swaffham by 2020 based on the same number of badminton courts, but in line with latest specifications.
- 1.24 Sufficient demand to justify the provision of a new 6 badminton court size sports hall in Attleborough, also by 2020.
- 1.25 Further demand in Dereham and to the north of Dereham for a further 4 badminton court size sports hall in Dereham in 2031, with a suitable location being Northgate High School.

Implications for the Local Plan

- 1.26 The Indoor and Built Sports and Recreational Facilities study will help to inform policies within the Local Plan.
- 1.27 It is proposed that Indoor Sport and Recreation is mentioned within the supporting text in the emerging Local Plan policies regarding Community Facilities and Healthy Lifestyles, and that this should explicitly set out the need to protect the existing facilities within the district.
- 1.28 Considering the catchment area of each facility type it can be justified to reference indoor sport and recreation in the supporting text for the emerging Local Plan policy on Developer Contributions (E 06 in the Preferred Directions consultation).
- 1.29 Based on the findings of this study a number of facilities are proposed to be categorised as desirable infrastructure projects within the Infrastructure Delivery Plan, which will sit alongside the Local Plan.
- 1.30 Findings can also help to inform policies within Neighbourhood Plans where the evidence base is suggesting that improvements to community facilities can be justified.

2.0 OPTIONS

- 2.1 There are essentially two options available
- 2.2 Option 1 – For members to consider the report and endorse it as a basis for the Local Plan policy and to integrate within the wider Infrastructure Delivery Plan (IDP)
- 2.3 Option 2 – Members do not endorse the study as evidence for the local plan.

3.0 REASONS FOR RECOMMENDATION

- 3.1 It is recommended that members note the content of this report and agree for the Indoor and Built Sports and Recreational Facilities study to form part of the evidence base to inform Local Plan Policies. The recommendation has been made in order to comply with requirements in the National Planning Policy Framework and to support the Local Plan preparation.
- 3.2 Should members not support option 1 to publish the Indoor and Built Sports and Recreational Facilities study, this would pose a considerable risk at the examination of the Local Plan as there would be insufficient evidence to demonstrate that the plan is in conformity with the requirements set out in the NPPF.

4.0 EXPECTED BENEFITS

- 4.1 The NPPF requires Local Authorities to prepare Local Plans. The Study forms an

essential part of the evidence base for the Local Plan. The requirement to assess Indoor and Built Sports and Recreational facilities is set out in Paragraphs 73 and 74 of the National Planning Policy Framework (NPPF) and is in line with Sport England Assessing Needs and Opportunities Guidance (ANOG).

5.0 **IMPLICATIONS**

5.1 **Carbon Footprint / Environmental Issues**

5.1.1 It is the opinion of the Report Author that there are no implications.

5.2 **Constitution & Legal**

5.2.1 It is the opinion of the Report Author that there are no implications.

5.3 **Contracts**

5.3.1 It is the opinion of the Report Author that there are no implications.

5.4 **Corporate Priorities**

5.4.1 Publishing the Indoor and Built Sports and Recreational Facilities study supports the work on the Local Plan and aligns with corporate priority: Supporting Breckland to develop and thrive; providing the right services at the right time and in the right way; developing the local economy to be vibrant with continued growth and enabling stronger, more independent communities. The production also aligns with the priority of enabling effective planning and delivery of housing solutions to meet local needs.

5.5 **Crime and Disorder**

5.5.1 It is the opinion of the Report Author that there are no implications.

5.6 **Equality and Diversity / Human Rights**

5.6.1 It is the opinion of the Report Author that there are no implications.

5.7 **Financial**

5.7.1 It is the opinion of the Report Author that there are no implications.

5.8 **Health & Wellbeing**

5.8.1 Publishing the Indoor and Built Sports and Recreational Facilities study supports the important role that Indoor Sport provision plays in creating opportunities for healthy lifestyles and the definition of sustainable development within the National Planning Policy Framework.

5.9 **Risk Management**

5.8.2 It is the opinion of the Report Author that there are no implications.

5.10 **Safeguarding**

5.10.1 It is the opinion of the Report Author that there are no implications.

5.11 Staffing

5.11.1 It is the opinion of the Report Author that there are no implications.

5.12 Stakeholders / Consultation / Timescales

5.12.1 Member's discussion will help to inform the preparation of the pre-submission Local Plan.

6.0 WARDS/COMMUNITIES AFFECTED

6.1 The study has implications for all wards in Breckland.

7.0 ACRONYMS

7.1 Acronyms include

- AGP: Artificial Grass Pitch
- ANOG: Assessing Needs and Opportunities Guidance
- FPM: Facilities Planning Model
- NPPF: National Planning Policy Framework

Background papers:-

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Key Decision: No

Exempt Decision: No

This report refers to a Mandatory Service

Appendices attached to this report:

Appendix A: Evidence Base for Indoor and Built Sports and Recreational Facilities
Appendix B: Audit, Assessment and Evidence Base for Indoor and Built Sports and Recreational Facilities
Appendix C: Sport England's Facilities Planning Model Report Swimming Pools
Appendix D: Sport England's Facilities Planning Model Report Sports Halls