

# ARUN DISTRICT COUNCIL

## REPORT TO AND DECISION OF PLANNING POLICY SUB-COMMITTEE ON 18 June 2019

### PART A : REPORT

**SUBJECT: Open Space, Playing Pitches and Built Sports Facilities Supplementary Planning Document**

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**DATE:** 4 February 2019

**EXTN:** x 37853

**PORTFOLIO AREA:** Planning

#### EXECUTIVE SUMMARY:

Consultants have been commissioned to help Arun District Council prepare and publish an Open Space, Playing Pitches and Built Sports Facilities Supplementary Planning Document (OS SPD) with a view to undertaking public consultation in the summer 2019. The OS SPD is needed to support the implementation of Policies HWB SP1 'Health & Wellbeing'; OSR DM1 'Open Space Sport & Recreation'; and OSR SP1 'Allotments' set out within the adopted Arun Local Plan 2011-2031.

The OS SPD will be used to enable developers and Development Management officers to calculate the needs for on-site or off-site forms of provision, according to the demand generated by the scale and type of proposed development, and negotiate the associated land provision, financial contributions and maintenance costs. The OS SPD will also include best practice design for open space, playing pitches and indoor sports provision.

#### RECOMMENDATIONS:

That Planning Policy Sub-Committee:-

1. Agrees the proposed approach and timetable for the public consultation on the draft Open Space, Playing Pitches and Built Sports Facilities Supplementary Planning Document which following consultation, should be referred to Full Council for adoption;
2. That subject to any further minor changes in consultation with the Chairman, Portfolio holder for Planning and Group Head of Planning, the draft Open Space, Playing Pitches and Built Sports Facilities Supplementary Planning Document be published for 4 weeks public consultation from 4 July to 1 August 2019.

## **1 BACKGROUND**

- 1.1 At Local Plan Sub Committee on 26 February 2018, and the subsequent Full Council meeting, Members agreed an interim position on the appropriate approach for planning application negotiations between the Council and developers on the provision of open space, playing pitches and built sports facilities. The interim position will prevail until the Council has prepared and adopted the Open Space, Playing Pitch and Built Sports Facilities Supplementary Planning Document (OS SPD). The requirement for an OS SPD is set out in the adopted Arun Local Plan 2018. The draft SPD sets out a methodology for calculating open space, playing pitch and built sports facilities contributions (both on and offsite) and once adopted following public consultation, it will be a material consideration in determining applications.
- 1.2 Until such time as a Community Infrastructure Levy (CIL) is adopted, contributions for on and off-site provision will be via planning obligations (financial or direct provision of facilities) secured through the use of legal s.106 agreements with developers, that may be necessary in order to make a development acceptable in planning terms. These s.106 agreements are however, subject to pooling restrictions whereby, no more than 5 pooled contributions can be applied to a single infrastructure project.
- 1.3 Consultants were appointed to prepare the draft OS SPD (Background paper 1). An officer group from across Planning, Development Management and Leisure has helped to ensure that the draft OS SPD meets cross department service and development requirements.

### **Open Space, Playing Pitches and Built Sports Facilities Supplementary Planning Document**

- 1.4 The structure of the draft OS SPD sets out an introduction and policy context to ensure that the OS SPD is grounded in national policy and signals potential changes (e.g. to s.106 pooled contributions and CIL) and the objectives and policy approach of the Adopted Arun Local Plan 2018 including, the supporting evidence base comprising of three key documents. These evidence documents set out identified needs for open space, playing fields, sports pitches and built facilities within Arun:-
- Open Space Study (OSS)
  - Playing Pitch Strategy (PPS) and
  - Indoor Sports and Leisure Facilities Strategy (ISLFS)
- 1.5 Chapter 4 of the OS SPD sets out the methodology to enable developers and Development Management officers to calculate the needs for on or off-site forms of provision, according to the demand generated by the scale and type of proposed development, in order to negotiate the associated land provision, financial contributions and maintenance costs.
- 1.6 There are three separate methodologies – one each for calculating open spaces provision, playing pitches and built sports facilities, summarised as a number of

steps in each case:-

### Open Spaces

- **Step 1: Calculate population generated by housing development** (Number of dwellings x household occupancy rate (2.2) = new population)
- **Step 2: Calculate open space requirement generated by housing development** (Quantity guideline standard for Open Space; Play Space; Allotments x associated population / 1000 = open space requirement);
- **Step 3: Determine if provision should be on site or off-site?** (based on the scale of developments against specified thresholds for on and off-site provision);
- **Step 4: Calculate the financial off site contribution** (cost per Sqm and per dwelling for Open Space, Playing Pitches and Allotments);
- **Step 5: Calculate the contribution for maintenance sums** (cost per Sqm for different thresholds of Open space x 20 years and annualised cost for Play Space x 20 years)

### Playing Pitches

- **Step 1: Determine the playing pitch requirement resulting from the development** (calculated using the Sport England 'Playing Pitch Strategy New Development Calculator' – this is a nationally accessible excel spreadsheet which translates housing/population demand into teams likely to be generated for different sports activities and consequent indicative pitch requirements and associated costs e.g. football, 3G pitch,, rugby, hockey and cricket – note the 'Sport England Facilities Calculator' is used to calculate financial contributions for 3 G pitches;
- **Step 2: Determine whether new provision is required and whether this should be on or off-site** (demand for new pitches should first consider whether existing accessible pitches could be increased in capacity. Similarly, demand which does not equate to full pitch provision on smaller developments can be contributions to enhance existing facilities whether through s.106 - or Community Infrastructure Levy (CIL) should it be adopted by Arun - as appropriate)
- **Step 3a: Determine how best to satisfy demand through new onsite provision** (consult the Arun Playing Pitches Strategy which identifies shortfalls and priorities for where provision can best be located to meet needs)
- **Step 3b: Determine how best to satisfy demand through new off-site provision** (as above consult the Arun Playing Pitches Strategy, other evidence and stakeholders)
- **Step 4: Consider design principles for new provision** (consult national governing bodies for each sport and national guidance provided, consider collocated facilities and sports hubs);
- **Step 5: Calculate the financial contribution required** (as above using the Playing Pitch Strategy New Development Calculator for associated costs for grass pitches including lifecycle/replacement costs and the Sports Facilities Calculator (another excel spreadsheet used to calculate costs and contributions – see section 4 below) for 3G pitches).

## Indoor & Built sports Facilities

- **Step 1: Determine the key indoor and built sports facility requirement resulting from the development** (using the Sport England Facilities Calculator which calculates the demand for sports facilities such as sports halls and swimming pools and 3G pitches generated by new development based on Sport England data allied to local population /housing growth for the area and provides indicative capital cost outputs for facilities and buildings based on national indices i.e. Building Cost Information Service/BCIS data);
- **Step 2: Determine the other indoor sports and community facilities required as a result of the development** (for indoor sports facilities not include within the Sport Facilities Calculator e.g. Health and fitness suites to be calculated via the Arun Indoor Sport and Built Facilities Strategy identification of shortfalls and priority alongside the excel health and fitness calculator in table 4.3.1 (Page 22 of OS DPD) which calculates a penetration rate for Health & Fitness arising from new population, average number of users for equipment and the accommodation space required and estimated financial contribution based on cost per Sqm);
- **Step 3: Demonstrate an understanding of what else the development generates demand for** (e.g. consider the need for associated infrastructure such as health centres and whether co-location and shared facilities including opportunity for hubs or provision as part of a new leisure centre provide more operational cohesion, through consulting Masterplans for Strategic Allocations and the Infrastructure Capacity Study Delivery Plan infrastructure requirements supporting the adopted Arun Local Plan 2018);
- **Step 4: Financial contributions to deliver strategic provision** (calculated using the Sport Facilities Calculator which based on cumulative impact of the Strategic Allocations sets out need for new sports halls and swimming pool lanes, requiring a new Leisure Centre to serve the east of the District. This demand is phased but is likely to be needed earlier when taking into account population demand from non-strategic sites which are not yet included in the Sport Facilities Calculator calculation for the leisure centre because their location is not yet known – an explanation is provided in Appendix 3 (of the OS DPD) which sets out an approach to cumulative demand for built sports facilities.

### 1.7 The OS SPD methodologies above are supported with guidance:-

- Appendix 1 sets out an approach to off-site contributions and maintenance costs for opens spaces and play space;
- Appendix 2 provides design principles for new provision;
- Appendix 3 guidance on cumulative demand for built sports facilities;
- Appendix 4 sets out guidance on Sustainable Drainage Systems and Green Infrastructure;
- Appendix 5 sets out minimum site sizes; and
- Appendix 6 offers worked examples (including a smaller scale development of 12 dwellings, a development of 90 dwellings and a larger scale development of 1,500 dwellings).

## 2 OPEN SPACES AND PLAY SPACE

2.1 In recognition of the changes to national best practice (i.e. the replacing of the National Playing Fields Association Six Acre Standard) and the establishment of the Fields In Trust (FIT) quantity guidelines (Ha per 1,000 population) the OS SPD adopts these standards for open space and playing pitches in Arun and these are grouped according the typologies in OS SPD Table 4.1.1 set out below:-

*Table 4.1.1: Quantity guideline standards*

Typology		Quantity Guideline	
		(Hectares per 1,000 population)	(Square Metres per 1,000 population)
Public Open Space	Parks and Gardens	0.80	8,000
	Amenity Greenspace	0.60	6,000
	Natural and Semi-Natural	1.80	18,000
<b>POS total</b>		<b>3.20</b>	<b>32,000</b>
Play Space	Equipped / designated play areas	0.25	2,500
	Other outdoor provision (MUGAs and skateboard parks)	0.30	3,000
<b>Play total</b>		<b>0.55</b>	<b>5,500</b>
Allotments	Allotments	0.25	2,500
<b>Allotment total</b>		<b>0.25</b>	<b>2,500</b>
<b>TOTAL</b>		<b>4.00</b>	<b>40,000</b>

2.2 With the exception of small developments of 1-9 dwellings, all residential developments are required to make a contribution towards these standards to varying amounts based on the number of new dwellings on-site. The thresholds for determining on or off-site provision are based on table 4.1.2 below:-

*Table 4.1.2: Type of contribution based on scale of development*

Public Open Space	1-9 dwellings	10-14 dwellings	15 dwellings or greater
	No contribution	Offsite financial contribution (S106 or from CIL receipts (once adopted))	On site

  

Allotments	1-9 dwellings	10-727 dwellings	728 dwellings or greater
	No contribution	Offsite financial contribution (S106 or from CIL receipts (once adopted)) for development of 10-727 dwellings	On site provision of land in developments of 728 or more

<b>Play space</b>	<i>LAP</i>	<b>1-9 dwellings</b>	<b>10-14 dwellings</b>	<b>15 dwellings or greater</b>
		No contribution	On site provision of land	
	<i>LEAP</i>	<b>1-9 dwellings</b>	<b>10-33 dwellings</b>	<b>33 dwellings or greater</b>
		No contribution	Offsite financial contribution (£106 or from CIL receipts (once adopted)) for development of 10-33 dwellings	On site provision of land and equipment in developments of 33 or more
	<i>NEAP<sup>1</sup></i>	<b>1-9 dwellings</b>	<b>10-83 dwellings</b>	<b>83 dwellings or greater</b>
		No contribution	Offsite financial contribution (£106 or from CIL receipts (once adopted)) for development of 10-83 dwellings	On site provision of land and equipment in developments of 83 or more

*LAP= Local Areas for Play; LEAP= Local Equipped Area for Play; NEAP = Neighbourhood Equipped Area of Play.*

2.3 Off-site provision will be calculated according to the following amounts (the methodology takes account of national and local information benchmarked against other local authority costs):-

*Table 4.1.3: Financial contribution per dwelling rate*

	<b>Public Space</b>	<b>Open Play</b>	<b>Allotment</b>
<b>Cost per Square Metre</b>	£28	£143	£3.50
<b>Contribution per dwelling</b>	£1,971.20	£1,730.30	£19.25

2.4 Non-strategic sites and windfall developments projects will pay CIL levy funds for other off-site projects identified via the Open Space Study, Playing Pitch, Indoor Sports and Leisure Facilities Strategies. These CIL projects will be set out in a Regulation 123 list. This Regulation 123 list may need to be supplemented by other infrastructure evidence as the Non-Strategic Sites DPD is prepared.

2.5 However, the CIL Regulation 123 list may also fund off-site projects set out in the Arun Local Plan and supporting Infrastructure Capacity Delivery Plan which sets out infrastructure costs by type of provision and strategic development.

2.6 Maintenance costs would be based on the following costs per square metre:-

*Table 4.1.4: Maintenance costs*

<b>Provision type</b>	<b>Cost of maintenance for a 20-year period (per Square Metre)</b>

<sup>1</sup> Includes MUGAs (Multi-Use Games Area) skate parks and/or other provision catering for older age ranges

POS	Less than 0.1 ha	£23.51
	0.1 to 1 ha	£16.88
	Greater than 1 hectare	£11.23

Provision type	Annual cost
Play space	£1,500

2.7 Maintenance costs are calculated for a 20 year period and on a cost per Sqm while play space cost is annualised. It should be noted that build costs and facilities costs calculated through Sport England's' PPS New Development Calculator and Sport Facilities Calculator are based on national data sets and Building Cost Information Service/BCIS data which is updated each year. The Excel sheet calculator is shown in Background paper 2: Open Space & Play calculator v5.

2.8 Local Plan Policy HWB SP1 'Health & Wellbeing' supporting text (para 14.1.7) suggests that commercial uses (e.g. B1, B2 and B8 and retail class) may be expected to contribute appropriate forms of provision. However, in reality the demand generated from such development is not likely to be significant or viable and it is not therefore, included within this SPD.

### 3 PLAYING PITCHES (SPORT)

3.1 All developments of 10 or more dwellings are expected to make provision towards sports playing pitches. The calculation is based on the Arun Playing Pitches Strategy (PPS) which sets out a 'Playing Pitches New Development Calculator' (supported by Sport England).

3.2 The Playing Pitches Strategy New Development Calculator converts housing increases into population and then into equivalent number of teams generated (demand for match equivalent sessions for football, rugby, hockey and cricket ) in order to calculate the number of pitches required, including costs of increased pitch provision, including the lifecycle of the facility (e.g. maintenance, replacement).

3.3 The Arun Playing Pitches Strategy will guide where provision should be made including where off site contributions would best be applied to deliver identified needs and priorities. Ancillary facilities such as changing rooms, parking, cycling provision will also need to be secured for new pitch provision.

### 4 BUILT SPORT FACILITIES

4.1 The need for indoor sports facilities generated by new developments will be calculated using Sport England's Facilities Calculator which will need to be accessed by stakeholders registering on the Active Places Power web site in order to use the calculator.

4.2 The Sport Facilities Calculator works in a similar way to the New Development Calculator by converting new dwelling provision into population which is converted

into local demand for sports halls, swimming pools, and artificial grass pitches. The Sport Facilities Calculator translates this into demand for units of equivalent badminton courts, swimming pool lanes etc. based on national participation rates and usage and includes cost calculations.

4.3 Provision and distribution of calculated need from developments using the Sport Facilities Calculator will be guided by the identified needs and priorities set out in the Arun ISLFS. An important consideration for developers will be the need to factor in the cost of necessary land provision to accommodate any new facilities. An indicative approach is set out in Appendix 3 although because of the variability of land costs and over time, land costs will need to be determined on a case by case basis.

4.4 Health and fitness facilities are not included in the Sport Facilities Calculator as it is not calculated nationally. The OS SPD therefore, sets out a calculation for considering such provision and will also need to consider synergies with other existing forms of provision, existing capacity and whether community hubs and collocated mixed use facilities may provide opportunities:-

*Table 4.3.1: Calculating Health and Fitness contribution*

2a	<b>Estimated new population to use H&amp;F</b> = New population generated x National penetration rate for H&F of 14% (New population generated x 0.14)
2b	<b>Pieces of equipment required</b> = Estimated new population to use H&F (2a) / National average number of users (25) per equipment piece
2c	<b>Space required to accommodate equipment</b> = Pieces of equipment required (2b) x Average square metres (5) per equipment piece
2d	<b>Financial contribution required</b> = Space required to accommodate equipment (2c) x Estimated build and equipment cost per square metre (£2,000)

4.5 Onsite provision and off-site provision for Strategic allocations will be via s.106 contributions subject to pooling restrictions. Provision will be in accordance with identified projects and requirements set out in the policies of the adopted Arun Local Plan 2018 and supporting Infrastructure Capacity Delivery Plan, the Arun Open Space Strategy, Arun Playing Pitch Strategy and Arun Indoor Sports & Leisure Facilities Strategy.

4.6 Non-strategic and windfall on and off-site contributions will be via S.106 (subject to pooling restrictions) until CIL is adopted when s.106 will be scaled back to on-site provision. The Arun Open Space Strategy, Arun Playing Pitch Strategy and Arun Indoor Sports & Leisure Facilities Strategy evidence base will be used and supplemented by infrastructure evidence prepared supporting the Non-Strategic Sites Development Plan Document, to establish projects for funding via CIL revenue as part of the Regulation 123 list of CIL infrastructure projects. These will be bid against to fund each project. The CIL regulations are under review by Government and it is anticipated that the s.106 pooling restrictions and need for a



CIL Regulation 123 list may be superseded by a more flexible system.

**NEXT STEPS AND TIMETABLE**

4.7 Officers will publish the draft OS DPD for public consultation for 4 weeks between 4 July to 1 August 2019.

4.8 Following the public consultation and subject to amendments the OS SPD will be submitted to Full Council 13 November for adoption.

**2. PROPOSAL(S):**

That the report is noted and agreement is provided to conduct a 6 week public consultation 4 July – 1 August 2019.

**3. OPTIONS:**

Not to progress the OS SPD would risk allowing development to be permitted which is not meeting its own generated needs, leading to unsustainable development within Arun.

**4. CONSULTATION:**

Has consultation been undertaken with:	YES	NO
Relevant Town/Parish Council		x
Relevant District Ward Councillors		x
Other groups/persons (please specify)		

5. ARE THERE ANY IMPLICATIONS IN RELATION TO THE FOLLOWING COUNCIL POLICIES: (Explain in more detail at 6 below)	YES	NO
Financial	x	
Legal	x	
Human Rights/Equality Impact Assessment	x	
Community Safety including Section 17 of Crime & Disorder Act		x
Sustainability	x	
Asset Management/Property/Land	x	
Technology		x
Other (please explain)		x

**6. IMPLICATIONS:**

SPD which is subject to public consultation will have added weight as a material consideration in the determining of planning applications and help to secure more sustainable development benefitting local communities and place making through necessary provision of on and off-site infrastructure including via financial contributions towards new or enhanced infrastructure.

**7. REASON FOR THE DECISION:**

To ensure that Arun can continue to secure that development that is plan led and consistent with sustainable development.

**8. EFFECTIVE DATE OF THE DECISION: *Committee Services to insert***

**9. BACKGROUND PAPERS:**

Background paper 1: 'Draft Supplementary Planning Document – Open Spaces, Playing Pitches, Indoor and Built Sports Facilities – Arun District Council May 2019'

Background paper 2: Open Space & Play calculator v5.