

Central  
Bedfordshire

**great**  
lifestyles



# **Chapter three:** **Playing Pitch Strategy**

## **Technical guidance**

**A great place to live and work.**

Find us online  [www.centralbedfordshire.gov.uk/leisure](http://www.centralbedfordshire.gov.uk/leisure)

**Prepared by Neil Allen Associates in partnership with Central Bedfordshire Council**

**Neil Allen Associates Registered Office:**

**20 Brook Road, Lymm, Cheshire, WA139AH**

A limited company, registered in England and Wales no. 616528

## Contents

	Page
<b>Part 1: Playing Pitch Strategy</b>	
Section 1: Introduction and Purpose	1
Section 2: Methodology	5
Section 3: Context, Population and Sports Participation Profile	10
Section 4: Application of the Strategy	28
Section 5: Delivery of the Strategy	35
Section 6: Monitoring and Review	40
 <b>Part 2: Facility Analysis (See Separate Document)</b>	
Section 7: Artificial Grass Pitches (AGP)	
Section 8: Football	
Section 9: Cricket	
Section 10: Rugby	
Section 11: Hockey	
Section 12: Outdoor Bowls	
Section 13: Tennis	
Section 14: Athletics	
Section 15: Netball	
Section 16: Site and Sport Specific Priorities	
 Appendices	
Appendix A: Team Audit (separate report)	
Appendix B: Site List	

## **Part 1:**

### **➤ Playing Pitch Strategy**

# 1. Introduction and Purpose

## **The Leisure Strategy**

- 1.1 Central Bedfordshire Council appointed Neil Allen Associates to produce four of the five elements which comprise the Leisure Strategy. Chapter 4: the Physical Activity Strategy has been produced in-house. The chapter headings are:
- Chapter 1: Leisure Facilities Strategy
  - Chapter 2: Recreation & Open Space Strategy
  - Chapter 3: Playing Pitch Strategy
  - Chapter 4: Physical Activity Strategy
  - Overarching Leisure Strategy
- 1.2 In accordance with Government guidance in the National Planning Policy Framework (NPPF), Chapters 1, 2 and 3 of the Leisure Strategy have each assessed the current provision of identified leisure facilities across Central Bedfordshire in 2012/13, and further evaluated the respective leisure requirements which result from the planned growth in Central Bedfordshire's population. These chapters comprise the Planning policy guidance. Chapter 4, the Physical Activity Strategy addresses the opportunities for physical activity across Central Bedfordshire and will be supported by a programme of activity delivery.
- 1.3 The Leisure Strategy planning guidance will support the securing of new and improved facility provision via the development management process, identify needs and priorities, address inequalities of provision, inform investment priorities of Central Bedfordshire Council, and seek to ensure that residents of Central Bedfordshire have access to a range of recreation and sporting facilities.
- 1.4 The Leisure Strategy will support Central Bedfordshire Council's responsibility for public health by ensuring sustainable, high quality sport and physical activity infrastructure and opportunities are provided to enable residents to live active lives, prevent ill health, improve overall health & wellbeing, and reduce care costs. The strategy also seeks to ensure that the number of adults taking part in sport and physical activity remains above the national average.

## **Planning Status**

- 1.5 Chapters 1, 2 and 3 of the Leisure Strategy have been prepared in accordance with the procedures required for adoption as a Supplementary Planning Document (SPD) but will initially be adopted as Technical Guidance for Development Management purposes.

- 1.6 Chapters 1, 2 and 3 provide facility standards and future facility requirements to be met through the planning process and will form material evidence and policy to inform the Council's emerging Development Strategy. On adoption of the Development Strategy the Council will look to formally adopt the Leisure Strategy Chapters 1, 2 and 3 as a Supplementary Planning Document which will attract more weight in decisions reached on planning applications.
- 1.7 Chapters 1, 2 and 3 of the Leisure Strategy are derived from Policy 22 'Leisure and Open Space Provision' in the pre submission Development Strategy for Central Bedfordshire 2013, which identifies general requirements for recreation and leisure provision. The detailed assessment will provide the evidence base and facility requirements to support Policy 22.
- 1.8 Chapter 4: the Physical Activity Strategy will detail Central Bedfordshire Council's strategic approach to the promotion and delivery of physical activity programmes, but does not form part of the Technical Guidance.

## **Chapter 3: Playing Pitch Strategy**

- 1.9 Chapter 3: the Playing Pitch Strategy, sets out both the evidence base and strategic direction for the provision of outdoor sporting facilities in Central Bedfordshire. It has been prepared in accordance with the requirements of the National Planning Policy Framework and guidance set out by Sport England (Towards a Level Playing Field – A Guide to the Production of Playing Pitch Strategies 2002 and partly in accord with Sport England's Playing Pitch Strategy Guidance (2014), which will shortly be released for consultation.

### **Scope**

- 1.10 This document sets out the playing pitch and outdoor sports facilities assessment which considers the adequacy of provision for key pitch sports, specifically football, cricket, rugby and hockey. It also evaluates the availability of facilities for tennis, outdoor bowls, netball and athletics. It summarises the data collected as part of the assessment and identifies the strategic requirements for provision in Central Bedfordshire which result from that assessment.

### **Purpose and Functions of Chapter 3: Playing Pitch Strategy**

- 1.11 The primary purpose and function of Chapter 3 is as Technical Guidance which will expand upon and provided guidance on the application of Policy 22 'Leisure and Open Space Provision' in the pre submission Development Strategy for Central Bedfordshire 2013.
- 1.12 It provides the evidence base and policy standards/facility requirements to secure new or improved outdoor playing pitch provision as a result of new housing development. It will apply to both new on-site facilities provided within a new housing development site, and developer contributions secured to provide / improve off-site facilities which are required to mitigate the additional demand placed upon them by development.

- 1.13 In addition, the facility assessment and identification of need in this Chapter can be used by facility providers such as town and parish councils, sports clubs etc. as evidence to assist them in securing external funding to improve/deliver the facilities within their ownership.

### **Planning Obligations / Community Infrastructure Levy**

- 1.14 When the Community Infrastructure Levy (CIL) is adopted by Central Bedfordshire Council the use of planning obligations in agreements entered into under Section 106 of the Town and Country Planning Act 1990 will be reduced, and the council will only be able to pool contributions from five planning agreements.
- 1.15 CIL is a charge on new development based on the size and type of new development, which can be used by the council towards infrastructure priorities. The Leisure Strategy will provide the evidence and priorities to support the securing and use of CIL and should be read in conjunction with the Council's CIL policy.
- 1.16 In response to CIL, the Planning Obligations Supplementary Planning Document (SPD) is currently being reviewed. The SPD sets out the council's approach to seeking obligations to address infrastructure needs. The Leisure Strategy will provide the evidence and priorities to support the SPD and should be read in conjunction with the Council's Planning Obligations Strategy.

### **The Role of Central Bedfordshire Council**

- 1.17 Central Bedfordshire Council's primary role in the provision of playing pitch and outdoor sports facilities is via the provision and application of planning policy to secure new or improved provision / contributions from new development in line with the requirements set out in this document.
- 1.18 The facility requirements identified in Chapter 3 are not intended to be provided directly by Central Bedfordshire Council. The majority of existing outdoor sports facilities are not owned or managed by Central Bedfordshire Council, consequently the responsibility for delivery of the identified needs remain with the facility owners.
- 1.19 Central Bedfordshire Council will support clubs and external providers with guidance on strategy requirements, external funding and the planning process where there is an identified need for the improvement / creation of projects within their ownership.
- 1.20 While the Council is unlikely to directly provide the playing pitch facilities detailed in Chapter 3, this document will be the key reference point for decision making relating to both existing and future playing pitch / outdoor sports facility requirements. To that end, the Council will ensure that investment (s106/CIL/external sources) is targeted where it is needed and where it can have maximum benefit in accordance with the requirements of the strategy.

### **Aims and Objectives**

- 1.21 The key aims and objectives of this document are to:

- analyse the location, availability and quality of existing pitches and outdoor sports facilities regardless of ownership
- identify all current and potential users of pitches / sports facilities in Central Bedfordshire and understand their needs and aspiration
- evaluate the profile of the current population and their propensity to participate in sport / physical activity
- consider the impact of population growth and analyse the adequacy of provision to meet current and future needs
- promote the provision of facilities that of high quality, fit for purpose and promote physical activity and participation in sport
- provide evidence to support other facility providers in delivering new or improved facilities
- guide the investment strategies of Central Bedfordshire Council for facilities in its ownership
- provide planning policy which ensures planned growth makes appropriate pitch / sports facility provision to meet future needs
- maximise the contribution of sporting facilities to wider agendas, particularly the health agenda in support of Central Bedfordshire Council's responsibility for public health, sustainable transport and economic priorities

1.22 The overall aim of this assessment is to ensure that residents have access to sufficient, good quality outdoor sports facilities, both now and as the population grows.



## 2. Methodology

- 2.1 This section summarises the methodology that has been used in the development of the assessment and strategy. The evidence has been developed in line with '*Towards a Level Playing Field: A Manual for the Production of a Playing Pitch Strategy*' (Sport England, 2003) (TaLPP) as well as partly in line with the new methodology (which will supersede TaLPP) set out in Sport England's Playing Pitch Guidance (due for publication in 2014).
- 2.2 Figure 2.1 summarises the key stages of the TaLPP methodology. These stages cover the issues of supply and demand as well as analysis of the adequacy of provision. While stages one to six are largely numerical calculations, designed to evaluate the current supply and demand, it is steps 7 and 8, the evaluation of issues and solutions, which are the essential components of a successful strategy.

**Figure 2.1 - The key stages of the Playing Pitch Methodology (TaLPP)**



- 2.3 As highlighted, TaLPP is currently being updated and a revised methodology is now in draft form. The revised methodology takes into account the evolving context of sport as well as the requirements of the National Planning Policy Framework (NPPF). It places a greater emphasis on site specific issues and includes new ways of assessing the quality of facilities and recording the availability of each pitch. Most importantly, the new methodology promotes the involvement of National Governing Bodies and Sport England, ensuring that local priorities are matched with regional issues and priorities. It also seeks to ensure that strategies are representative of the needs of sport. The emerging

requirements of the new methodology have been considered and where data collection allowed, these changes have been incorporated into the preparation of this assessment and strategy for Central Bedfordshire.

- 2.4 The approach undertaken is considered to be a robust methodology by Sport England.
- 2.5 There is no formally adopted approach for an assessment of tennis, outdoor bowls, netball and athletics. The adequacy of provision for these sports has therefore been evaluated through the interpretation of supply and demand as well as detailed consultation.
- 2.6 The remainder of this section briefly summarizes the approach that has been undertaken in the preparation of this assessment and strategy.

## **Approach**

### ***Demand (Steps 1 – 5)***

- 2.7 A full audit of teams playing or wishing to play within Central Bedfordshire was conducted. This audit process involved:
- use of data collected by National Governing Bodies (NGBs) on participation;
  - cross referencing of NGB data through analysis of pitch booking records, local league websites and fixture lists and internet research; and
  - surveys to Town and Parish Councils, league secretaries, clubs and providers;
- 2.8 To supplement baseline data, a consultation exercise was carried out to provide full understanding of the issues and challenges currently experienced. This comprised:
- distribution of an online survey to schools;
  - consultations with league secretaries;
  - a survey to Town and Parish Councils (final response 36%). This supplements the consultation with Town and Parish Council which was carried out as part of Phase 2 of the Leisure Strategy (which also included some detail on outdoor sports);
  - face to face consultation with NGBs to discuss key issues and priorities; and
  - discussion with other external stakeholders.
- 2.9 In addition to the above consultations, surveys were distributed to all clubs known to be playing within Central Bedfordshire and follow up telephone consultations were undertaken with clubs that did not respond. A high proportion of teams engaged with the process, specifically;
- Football – 58 / 156 clubs (representing 72% of teams)
  - Cricket – 72%
  - Rugby Union – 100%
  - Hockey -100%
  - Tennis – 44%

- Bowls – 59%

2.10 The above approach to consultation, as well as the responses achieved, is in line with recommendations and targets set in the new methodology.

### ***Supply (Step 6)***

2.11 A full audit of the supply of playing fields and sports facilities is an essential component of a sports facility assessment. A detailed audit of the facilities across Central Bedfordshire was compiled by;

- reviewing existing information held by Central Bedfordshire Council and data collated as part of Chapters 1 and 2 of the Leisure Strategy;
- cross matching existing data sources with the Sport England Active Places database tool;
- a detailed survey to all schools and analysing the findings of the sports club and Town and Parish Council survey;
- undertaking non technical site visits (in line with the Sport England Matrix provided in TalPF) to all public playing fields and a sample of school sites; and
- carrying out internet searches and local consultation.

2.12 A full audit of provision is also required as part of the new methodology.

### **Artificial Grass Pitches (AGPs)**

2.13 AGPs are increasingly being used to meet demand for pitch sports. To acknowledge this, the adequacy of AGPs has been informed by the use of the Sport England Facility Planning Model (FPM) as well as Sport England Active Places. This analysis has been used to inform decision making in relation to the future requirements for AGPs as well as the adequacy of current pitch provision.

2.14 Requirements for AGPs are also informed by a new standard created by the Football Association, which seeks to determine the number of AGPs required for football. This will be explored further in Section 8.

2.15 It should be noted that the new methodology requires the demand for AGPs to also be informed by an assessment of the number of hours that the AGP is available and a comparison with the use of these facilities. This additional requirement of the new methodology was not included in earlier drafts and has therefore not been undertaken as part of this assessment.

### **Geographical Analysis**

2.16 This assessment covers pitch and outdoor sports provision across Central Bedfordshire.

2.17 To fully understand the patterns of supply and demand and in order to take a strategic view of provision, the adequacy of provision has been evaluated at a strategic level across Central Bedfordshire as a whole.

- 2.18 In addition, to provide a more localised understanding, analysis has also been undertaken by Placemaking area. This is a local term previously used for planning implementation and monitoring purposes, which divides Central Bedfordshire into broad geographical areas. Although these placemaking areas are not set out in policy they can be used to interpret how provision and views vary geographically. Table 2.1 summarises the Placemaking Areas and the wards and parishes that fall within each area.

**Table 2.2 – Placemaking Areas**

Placemaking Area	Wards	Town/ Parishes
<b>North</b>	Amphill	Amphill, Clophill, Maulden
	Aspley& Woburn	Aspley Guise, Aspley Heath, Battlesden, Eversholt, Husborne Crawley, Milton Bryan, Potsgrove, Woburn
	Barton le Clay	Barton le Clay
	Cranfield and Marston Moretaine	Brogborough, Cranfield, Hulcote& Salford, Lidlington, Marston Moretaine, Millbrook, Ridgmont
	Flitwick	Flitwick, Steppingley
	Toddington	Chalton, Harlington, Sundon, Streatley, Toddington
	Arlesey	Clifton, Henlow, Arlesey, Stondon
	Biggleswade North	Biggleswade
	Biggleswade South	Biggleswade
	Houghton Conquest & Haynes	Haynes. Houghton Conquest
	Northill	Moggerhanger, Northill, Old Warden, Southill
	Potton	Dunton, Edworth, Everton, Eyeworth Potton, Sutton, Tempsford, Wrestlingworth & Cockayne Hatley
	Sandy	Blunham. Sandy
	Shefford	Campton & Chicksands, Meppershall, Shefford
	Silsoe& Shillington	Gravenhurst, Shillington, Silsoe
	Stotfold& Langford	Astwick, Langford , Stotfold
<b>Leighton Buzzard</b>	Caddington	Caddington, Hyde, Kensworth, Slip End, Studham, Whipsnade

Placemaking Area	Wards	Town/ Parishes
<b>and Rural South</b>	Eaton Bray	Billington, Eaton Bray, Totternhoe
	Heath and Reach	Chalgrave, Eggington, Heath and Reach, Hockliffe, Stanbridge, Tilsworth
	Leighton Buzzard North	Leighton Linlade
	Leighton Buzzard South	
	Linslade	
<b>Dunstable and Houghton Regis</b>	Dunstable Central	Dunstable
	Dunstable Icknield	
	Dunstable Manshead	
	Dunstable Northfields	
	Dunstable Watling	
	Houghton Hall	Houghton Regis
	Parkside	
	Tithe Farm	

- 2.19 Taking into account the emerging principles of the new playing pitch methodology, site specific and settlement specific issues are also considered.
- 2.20 Section 3 sets out the strategic context for the provision of playing pitches and outdoor sports facilities across Central Bedfordshire. It also provides an understanding of the participation profile in sport and physical activity of residents, as well as their propensity to participate in sport and physical activity. Key population trends that may influence demand for pitch provision in future years are also considered.

## 3. Context, Population and Sports Participation Profile

### Introduction

- 3.1 An understanding of the local strategic context is essential if a strategy is to be effectively tailored to achieve local targets and priorities. The demographics of a given area can also impact upon the propensity of a population to participate in different sports.
- 3.2 This section therefore sets out the key policies that impact upon the preparation of this sports facilities assessment and provides an overview of the demographics of Central Bedfordshire and the impact of this upon participation in sports.

### Strategic Context

- 3.3 At a national level, there are several key policies which impact upon the preparation of a sports facilities assessment.

### National Planning Policy Framework

- 3.4 The National Planning Policy Framework (NPPF) seeks to make the planning system less complex and more accessible, and to promote sustainable growth. The 'presumption in favour of sustainable development' champions a greater emphasis on having a Local Plan in place. Through the plan, local communities will have a say in the sort of development they want and need in their areas. These plans will set out the opportunities for local development and form the basis for planning decisions.
- 3.5 Directly referencing open space and sport, paragraph 73 of the NPPF states;

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

- 3.6 Paragraph 74 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements;
  - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or

- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- 3.7 The NPPF references the importance of sport and recreation facilities. Paragraph 70 indicates that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:
- plan positively for the provision and use of community facilities (such as local shops, meeting places and sports venues) and other local services to
  - guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- 3.8 This Playing Pitch Strategy will provide the evidence base and strategic direction to assist in fulfilling these requirements.

## **National Context**

### **Sport England Playing Field Policy**

- 3.9 Sport England has been a statutory consultee on planning applications affecting playing pitches since 1996 and has a long established policy of retention. Sport England also advises that informed decisions on playing pitch matters require all local authorities to have an up to date (within the last three years) assessment of need and a strategy emanating from this.
- 3.10 Sport England policy on the loss of playing fields is set out in 'A Sporting Future for the Playing Fields of England'. This policy indicates that Sport England would oppose the granting of planning permission for any development which would prejudice the use of whole or part of a playing field, unless an assessment has been carried out which confirms that there is an excess in playing field provision in the catchment area and the site has no special significance to the interests of sport.
- 3.11 The Government (through legislation in Statutory Instrument 2010 /2184) considers the definition of a playing field to be "the whole of a site which encompasses at least one playing pitch". Sport England policy on playing fields indicates that a playing field is defined as such where it has either been used in the last five years for this function, or is allocated as a playing field within Local Authority Plans. This policy relates to all playing fields of 0.2 ha or above.
- 3.12 The policy indicates that Sport England will not object to the loss of playing fields where one or more of the following exception criteria are met:
- An assessment of current and future needs has demonstrated that there is an excess of playing field provision in the catchment, and the site has no special significance to the interests of sport
  - The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use

- The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any playing pitch
- Lost playing fields would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development
- The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

## Local Context

3.13 With regard to Central Bedfordshire, the preparation of this Playing Pitch Strategy impacts upon, or is informed by, a number of key documents as set out below in Table 3.1.

**Table 3.1 - Links with other strategic documents in Central Bedfordshire**

Document	Key Priorities and Issues raised	Links with this Playing Pitch and Outdoor Sports Assessment
Delivering your Priorities: The Council's Plan for Central Bedfordshire 2012 – 2016.	<p>The Council is committed to six key priorities which are;</p> <ul style="list-style-type: none"> <li>• Enhancing Central Bedfordshire – creating jobs, managing growth, protecting the countryside and enabling businesses to grow.</li> <li>• Improved educational attainment.</li> <li>• Promote health and well being and protecting the vulnerable.</li> <li>• Better infrastructure</li> <li>• Great universal services</li> <li>• Value for money</li> </ul>	The effective provision, delivery and management of sports facilities can contribute to the achievement of these objectives.
Pre-submission Development Strategy – Central Bedfordshire 2013	<p>The Development Strategy is a new planning policy document that will set the framework for growth across Central Bedfordshire. It will set out how much development (housing, employment, retail etc) the Council needs to plan for and broadly where it should go. It will also set out detailed policies to help determine planning applications.</p> <p>Policies directly linking to sports facilities include:</p> <ul style="list-style-type: none"> <li>• Open Space Development in the Green Belt</li> <li>• Leisure and Open Space provision</li> <li>• Local Green Space</li> </ul>	This evidence and assessment of need will underpin policies in the development strategy.



Document	Key Priorities and Issues raised	Links with this Playing Pitch and Outdoor Sports Assessment
	<ul style="list-style-type: none"> <li>Green Infrastructure</li> </ul>	
Sustainable Community Strategy	<p>The Sustainable Community Strategy is based on a shared long-term vision for Central Bedfordshire that has been developed by Central Bedfordshire Together. The vision is to create a <b>'Globally connected, delivering sustainable growth to ensure a green, prosperous and ambitious place for the benefit of all'</b>.</p> <p>The key strategic priorities of the plan are;</p> <ul style="list-style-type: none"> <li>Maximising employment opportunities and delivering housing growth to meet the needs of our communities</li> <li>Ensuring our local people have the skills to prosper</li> <li>Keeping our communities safe</li> <li>Nurturing a sense of pride and belonging</li> <li>Getting around and caring for a green and clean environment</li> <li>Promoting health and reducing health inequalities</li> <li>Educating, protecting and providing opportunities for children and young people</li> <li>Supporting and caring for an ageing population and those who are most vulnerable.</li> </ul>	<p>Effective sports facilities can directly contribute to the achievement of this vision and many of the strategic priorities. In particular, sports facilities are essential in the delivery of priorities relating to health, opportunities for young people. It will also be important to ensure that opportunities are provided for those in older age groups.</p>
Central Bedfordshire Local Transport Plan	<p>The Local Transport Plan (LTP) forms a long-term framework for investment in transport infrastructure and services across Central Bedfordshire. It is a statutory requirement of the authority to produce and maintain the Plan, which considers the needs of all forms of transport, particularly walking, cycling, buses, rail and car use.</p> <p>The time period for implementing the LTP covers the period between April 2011 and March 2026 to enable a strategic approach to the delivery of transport schemes and help secure lasting changes in travel behavior.</p> <p>The key objectives in relation to walking are as follows;</p> <ul style="list-style-type: none"> <li>Increase the number of people walking</li> <li>Improve the quality of the pedestrian environment</li> <li>Improve the safety of pedestrians</li> <li>Increase awareness of the benefits of walking</li> </ul>	<p>The key priorities of the plan should be taken into account when evaluating travel patterns to sports facilities and when considering proposals for new facilities.</p>

Document	Key Priorities and Issues raised	Links with this Playing Pitch and Outdoor Sports Assessment
	<p>The focus of the cycling strategy is as follows;</p> <ul style="list-style-type: none"> <li>• Increase the number of people cycling</li> <li>• Improve the quality of the cycling environment</li> <li>• Improve the safety and perceived safety of cycling</li> <li>• Increase awareness of the benefits of cycling</li> <li>• Increase access to a bicycle</li> </ul>	

## Population and Sports Participation

- 3.14 An evaluation of population trends and overall participation in sport in Central Bedfordshire underpins the more detailed investigation of the adequacy of pitches and sports facilities in later sections. This section draws on the findings from the Sport England Active People Surveys and Sport England Market Segmentation. It summarises some of the key trends identified through analysis in Chapter 1: the Leisure Facilities Strategy (indoor sports) and provides more specific information related to outdoor sports.
- 3.15 Participation relating to specific sports is considered within the sport specific sections in Part 2 of this document.
- 3.16 Population data was provided by Central Bedfordshire Council, originally in connection with scenario testing undertaken in Sport England's Facilities Planning Model as part of analysis for Chapter 1. *For the purposes of consistency, this data has also been used in this assessment of outdoor sports. Figures provided take into account natural population growth and planned new future housing development.*
- 3.17 Table 3.2 summarises the population for Central Bedfordshire both currently and in 2022.

**Table 3.2 – Population for Central Bedfordshire**

Persons		
	2010	2022
0-4	16,130	16,420
5-9	15,210	17,450
10-14	15,500	17,900
15-19	15,340	14,390
20-24	13,510	12,070
25-29	14,690	16,200

<b>Persons</b>		
	<b>2010</b>	<b>2022</b>
30-34	15,280	19,770
35-39	18,490	20,530
40-44	21,270	19,250
45-49	21,300	18,720
50-54	17,780	20,930
55-59	15,470	21,020
60-64	16,160	18,120
65-69	12,100	14,560
70-74	9,710	14,330
75-79	7,500	12,640
80-84	5,240	7,990
85-89	3,140	4,950
90+	1,420	3,320
Total	255,220	290,560

3.18 The main characteristics of the local population in 2010 are as follows (comparisons with wider areas are taken from compatible information available in the Local Sport Profiles supplied by Sport England):

- Central Beds is the largest local authority in the region by population
- There is a slightly higher proportion of males than average, although females are still in the majority
- There are more people than average in the 16-19 and 35-49 age groups, and fewer people in the 25-34 age group
- There is more than the national average of pensioners (though fewer than the region)
- There is a very small proportion of non white residents
- There is a smaller proportion of disabled people
- The main changes that are estimated to occur to 2022 are:
  - the overall population is expected to increase by about 35,000 people, representing a 14% increase over 2010;

- there are projected increases in all age groups in absolute terms but wide variations in percentage increases – large increases in the 10-14, 55 – 64 and 65+, and smaller increases in the 0-4 and the 15-34 (the main sport playing age group);
- the number of people in the ‘active’ age groups (i.e. mainly 5-44, taken from Sport England’s advice as set out in its Playing Pitch Strategy advice but equally applicable here) is estimated to rise by about 8000 people, but this only represents a 6% increase compared with the 14% increase in the overall population. The number of people in the ‘inactive’ age groups increases by 21%. It is estimated that by 2022 the number of people within the ‘active’ population is actually less than those who are ‘inactive’ (47/53% compared with 51/49% in 2010);
- the demographic changes alone suggest that (participation and other changes aside) future sports facility provision needs to increase by 6% by 2022 compared with the present, not the 14% increase estimated for the overall population increase; and
- conversely the increase in the ‘inactive’ population means that there is a need to consider other facilities and activities for the ageing population – there will be an additional 16500 people over 45 and about 15000 between 45 and 74.

3.19 Table 3.3 overleaf outlines the breakdown of the population by age.

**Table 3.3 – Central Bedfordshire Population Breakdown**

Population breakdown										
	2010					2022				
	Total	%	Age groups	%		Total	%	Age groups	%	% increase 2010-2022
0-4	16,130	6.3	16,130	6.3		16,420	5.7	16,420	5.7	1.8
5-9	15,210	6.0				17,450	6.0			
10-14	15,500	6.1	30,710	12.0		17,900	6.2	35,350	12.2	15.1
15-19	15,340	6.0				14,390	5.0			
20-24	13,510	5.3				12,070	4.2			
25-29	14,690	5.8				16,200	5.6			
30-34	15,280	6.0	58,820	23.0		19,770	6.8	62,430	21.5	6.1
35-39	18,490	7.2				20,530	7.1			
40-44	21,270	8.3				19,250	6.6			
45-49	21,300	8.3				18,720	6.4			
50-54	17,780	7.0	78,840	30.9		20,930	7.2	79,430	27.3	0.7
55-59	15,470	6.1				21,020	7.2			

Population breakdown										
	2010					2022				
	Total	%	Age groups	%		Total	%	Age groups	%	% increase 2010-2022
60-64	16,160	6.3	31,630	12.4		18,120	6.2	39,140	13.5	23.7
65-69	12,100	4.7				14,560	5.0			
70-74	9,710	3.8	21,810	8.5		14,330	4.9	28,890	9.9	32.5
75-79	7,500	2.9				12,640	4.4			
80-84	5,240	2.1				7,990	2.7			
85-89	3,140	1.2				4,950	1.7			
90+	1,420	0.6	17,300	6.8		3,320	1.1	28,900	9.9	67.1
Total	255,240	100	255,240	100		290,560		290,560	100	13.8

## Participation in Sport

3.20 Data on sports participation in Central Bedfordshire and the wider areas has been taken from the latest Active People Surveys commissioned by Sport England. This is set out in Table 3.4 below.

**Table 3.4 – Participation in Sport in Central Bedfordshire**

Indicator	Year	Central Bedfordshire			East of England			England		
		All	Male	Female	All	Male	Female	All	Male	Female
0 days / 0x30	2005/06	47.3%	41.8%	52.6%	49.0%	45.0%	52.8%	50.0%	45.1%	54.6%
	2009/11	47.6%	41.6%	53.5%	47.9%	42.4%	53.1%	48.2%	42.2%	54.0%
1-3 days	2005/06	9.9%	11.0%	9.0%	9.2%	9.8%	8.7%	8.8%	9.5%	8.1%
	2009/11	9.4%	10.3%	8.5%	9.7%	10.8%	8.8%	9.1%	9.9%	8.4%
4-7 days / 1x30	2005/06	13.1%	14.3%	12.0%	12.5%	13.2%	11.8%	12.0%	12.8%	11.3%
	2009/11	11.9%	12.2%	11.6%	12.7%	13.6%	11.8%	12.4%	13.5%	11.4%
8-11 days / 2x30	2005/06	7.7%	8.6%	6.7%	8.4%	9.1%	7.7%	8.0%	8.7%	7.3%
	2009/11	8.6%	9.0%	8.2%	8.3%	9.1%	7.6%	8.3%	9.3%	7.4%
12-19 days / 3x30	2005/06	9.5%	11.6%	7.5%	9.5%	10.6%	8.4%	9.6%	10.9%	8.4%
	2009/11	11.6%	14.4%	8.8%	10.2%	11.8%	8.8%	10.6%	12.1%	9.2%
12+ days / 3x30 - NI8	2005/06	22.0%	24.2%	19.8%	20.8%	22.8%	18.9%	21.3%	24.0%	18.7%
	2009/11	22.5%	26.9%	18.1%	21.4%	24.1%	18.8%	21.9%	25.2%	18.9%
20+ days / 5x30	2005/06	12.5%	12.8%	12.3%	11.4%	12.3%	10.5%	11.7%	13.1%	10.3%
	2009/11	10.9%	12.5%	9.3%	11.1%	12.4%	10.0%	11.3%	13.1%	9.7%
Source: Active People Survey, Year: 2005/06 (APS1), 2009/11 (APS4/5) or 2010/11 (APS5) if LA sample is boosted, Measure: Adult participation										

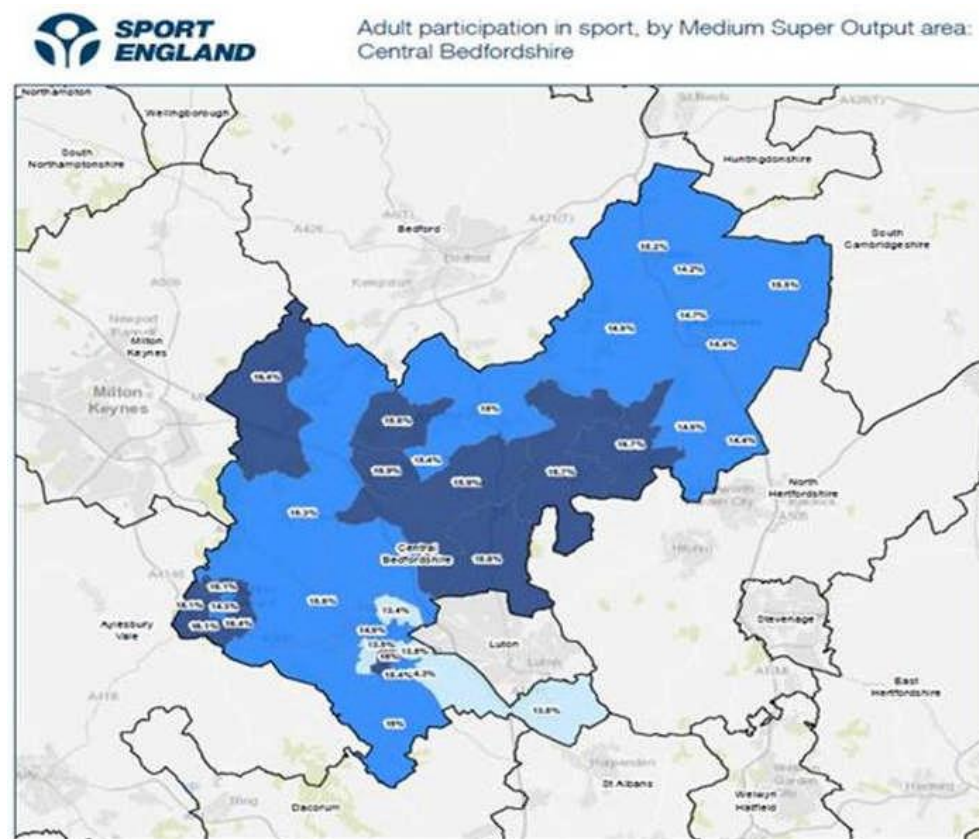
3.21 The former national indicator NI8, has been highlighted – this shows the amount of the population that participate in 3 x 30 minutes sessions or more of moderate intensity activity per week. The broad conclusions from this are:

- Similar levels of activity are maintained in Central Beds between 2005/6 and 209/11
- Activity levels in Central Bedfordshire are generally higher than the regional or national average
- Male activity levels are much higher than female and higher than the average
- Female activity levels are about average, but have declined slightly (probably not significant).

#### **Adult Participation in sport in Central Bedfordshire by Middle Super Output Area (MSOA)**

3.22 Map 3.1 illustrates the adult participation in sport across Central Bedfordshire as a whole. The higher levels of participation are shown in the darker tones, and are located in Leighton Buzzard and some more rural parts of the centre of the district. The lowest participation is in the Dunstable area.

**Map 3.1 – Participation in Sport across Central Bedfordshire**





3.23 In terms of the other indicators, Central Bedfordshire fares as follows:

- Relatively low levels of volunteering, and some decline since 2007/8
- Low and declining club membership
- Low and declining amounts of coaching and tuition
- Average but declining levels of organised competition
- Average but growing levels of satisfaction with local sports provision

### Main Sports

3.24 Table 3.5 sets out the main/top sports in Central Bedfordshire. This is measured by the participation rates in sports and the number of people that participate at least once per month (according to the Active People Survey).

**Table 3.5 – Top sports in Central Bedfordshire**

Top 5 sports in local authority with regional and England comparison						
Sport	Central Bedfordshire		East of England		England	
	Number	Rate	Number	Rate	Number	Rate
Gym	23.8	11.4%	452.3	9.7%	4,494.2	10.7%
Swimming	21.3	10.3%	530.4	11.4%	4,838.8	11.6%
Cycling	19.3	9.3%	452.1	9.7%	3,875.0	9.3%
Football	14.3	6.9%	338.7	7.3%	3,103.1	7.4%
Athletics	12.3	5.9%	295.7	6.4%	2,698.5	6.5%
Source: Active People Survey 5, Population data: ONS Annual Population Survey 2011						

3.25 It can be seen that of the pitch sports considered within this strategy document, only football is included within the five top sports. Athletics is also within the top five sports although this includes running and jogging.

### Sport England Active People Survey – Trends in Participation

3.26 Table 3.6 sets out the trends in participation in sports considered in this study according to Active People Survey (based upon once per week participation for at least 30 minutes). It indicates that with the exception of **hockey, netball and athletics**, for all sports considered, nationally, participation rates are declining. Hockey has demonstrated a slight increase in participation, although at this time, this increase is not statistically significant. For athletics, there has been a marked increase in participation and this is statistically significant.

**Table 3.6 – Trends in Participation**

AP1 (Oct 2005 - 2006)		AP6 (Oct 2011 - Oct 2012)	
Sport	Percentage of population	Percentage of population	Statistically significant change from APS 1
Football	4.97%	4.94%	Yes
Tennis	1.12%	1.03%	Yes
Bowls	3.13%	2.45%	Yes
Cricket	0.48%	0.43%	Yes
Rugby Union	0.46%	0.42%	Yes
Hockey	0.23%	0.25%	No
Rugby League	0.18%	0.12%	Yes
Athletics	3.33%	4.72%	Yes
Netball	0.27%	0.37%	Yes

### **Sport England Market Segmentation**

- 3.27 As an extension to the Active People Survey findings, together with Department for Culture, Media and Sport's, (DCMS) 'Taking Part' survey and the Mosaic work by Experian, Sport England analysed the data on the English population (18+) to produce 19 market segments with distinct sporting behaviours and attitudes.
- 3.28 This includes information on specific sports people take part in as well as why people do sport, whether they want to do sport and the barriers to doing more sport. In addition, the segments provide information on media consumption and communication channels, social capital, health indicators including obesity and engagement in the wider cultural sphere.
- 3.29 The power of these sporting segments lies not only in their ability to help us better understand the characteristics of our potential market but also to explore the market base at differing geographic levels. It is possible to analyse the market in a particular community, local authority or regions. Each segment has been assigned a name that reflects the most popular first names for the group.
- 3.30 Market segmentation allows development of a more sophisticated, tailored approach to delivering services. In tailoring the service we provide to the customer's individual needs, rather than adopting a 'one size fits all' approach. It is one of the best tools we have to improve public services and outcomes.
- 3.31 The market segments in Central Bedfordshire are set out in Table 3.7.

**Table 3.7 – Market Segments in Central Bedfordshire**

Code	Name	Description	Central Bedfordshire		East of England		England	
			Number	Rate	Number	Rate	Number	Rate
A01	Ben	Competitive Male Urbanites	11.0	5.6%	236.4	5.3%	1,989.1	4.9%
A02	Jamie	Sports Team Drinkers	5.2	2.6%	177.6	4.0%	2,162.9	5.4%
A03	Chloe	Fitness Class Friends	11.2	5.6%	236.0	5.3%	1,896.5	4.7%
A04	Leanne	Supportive Singles	4.8	2.4%	143.5	3.2%	1,711.6	4.3%
B05	Helena	Career Focused Females	9.3	4.7%	222.6	5.0%	1,829.8	4.5%
B06	Tim	Settling Down Males	24.8	12.5%	467.1	10.5%	3,554.0	8.8%
B07	Alison	Stay at Home Mums	14.8	7.5%	240.1	5.4%	1,766.4	4.4%
B08	Jackie	Middle England Mums	11.0	5.5%	215.0	4.8%	1,965.0	4.9%
B09	Kev	Pub League Team Mates	6.0	3.0%	183.4	4.1%	2,386.6	5.9%
B10	Paula	Stretched Single Mums	4.4	2.2%	128.0	2.9%	1,507.3	3.7%
C11	Philip	Comfortable Mid-Life Males	23.0	11.6%	429.2	9.6%	3,480.0	8.6%
C12	Elaine	Empty Nest Career Ladies	15.4	7.8%	304.8	6.8%	2,443.9	6.1%
C13	Roger & Joy	Early Retirement Couples	16.5	8.3%	365.2	8.2%	2,723.7	6.8%

Code	Name	Description	Central Bedfordshire		East of England		England	
			Number	Rate	Number	Rate	Number	Rate
C14	Brenda	Older Working Women	5.2	2.6%	144.8	3.2%	1,976.8	4.9%
C15	Terry	Local 'Old Boys'	4.2	2.1%	127.4	2.9%	1,484.5	3.7%
C16	Norma	Later Life Ladies	1.9	1.0%	70.3	1.6%	855.0	2.1%
D17	Ralph & Phyllis	Comfortable Retired Couples	9.0	4.5%	225.4	5.1%	1,700.2	4.2%
D18	Frank	Twilight Year Gents	7.1	3.6%	189.8	4.3%	1,612.9	4.0%
D19	Elsie & Arnold	Retirement Home Singles	13.0	6.6%	354.3	7.9%	3,206.3	8.0%

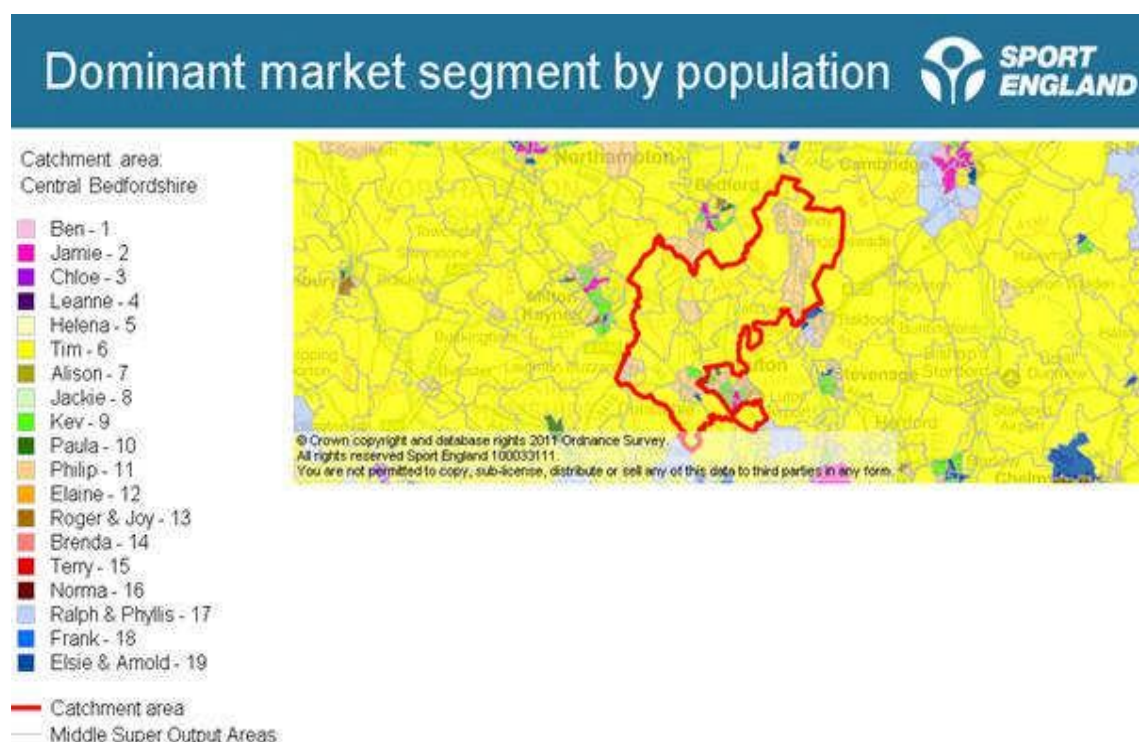
3.32 The 5 main groups (comprising nearly 50% of the total adult population) are:

- **Tim (segment 6)** – known as ‘a settling down male’, a very active type enjoying high intensity activities. Enjoys technical sports such as skiing, uninhibited by financial outlay. Both team games and individual activities feature high on his agenda and personal fitness activities are also popular. High activity rates (27% of 3x30 minutes per week compared with average of 22%). 21% of the Tim segment take part in cycling compared to 9% of all adults nationally; 20% of this segment takes part in keep fit/gym, compared to 17% of all adults nationally, and 15% in football (compared with the average of 4%). Swimming and athletics or running are also popular sports for Tim. Tim is more likely than all adults to take part in football and athletics. Tim is the dominant segment and well spread across much of the district.
- **Philip (segment 11)** – comfortable mid-life professional male, health conscious and interested in badminton, cycling and cricket, most active in his age group. Philip’s sporting activity levels are above the national average and the top sports that Philip participates in are cycling, keep fit, swimming, football and golf. Cycling is the top sport, and 16% of this segment do this at least once a month, almost double the national average. His participation in most of his top sports is above the national average, which is indicative of the priority he places on sport. Philip is the dominant segment in Biggleswade and Sandy, Ampthill, Dunstable and Leighton Buzzard, the main towns in the district.
- **Roger & Joy (segment 13)** are known as an ‘early retirement couple’, and are slightly less active than the average adult population. Roger & Joy have below average levels of sports participation. 66% of this segment has done no sport in the past four weeks, compared with 60% of all adults. 38% have participated in sport at least once a week, which is consistent with other segments of the same age. The top sports that Roger & Joy participate in are keep fit/gym and swimming which are the most popular sports with 13% of the segment doing these, followed by cycling with 8% of this segment doing cycling, golf with 6% of the segment playing golf and angling with 2% of this segment doing angling. Their participation levels are below average for all these sports, with the exception of golf and angling. They are the dominant segment in small areas such as Barton, Harlington and parts of Flitwick and Dunstable.
- **Elaine (segment 12)** – empty nest career ladies who have more time for themselves now that the children have left home. Elaine’s sporting activity levels are consistent with the national average, and slightly above average for some indicators. The top sports that Elaine participates in are keep fit/gym and swimming (the most popular sports with around a fifth of the segment doing these), followed by cycling (7%), athletics or running (3%), tennis (2%), badminton (2%) and horse riding (2%). Her participation levels are above average for keep fit/gym and swimming. Similar to Tim, Elaine is the dominant segment in no specific part of the district but is concentrated in the rural parts of the north and north east of the district.

- **Alison (segment 7)** – is a ‘stay at home mum’ on a career break while husband works as an accountant. A quarter of this group take part in sport three times a week (slightly higher than the average). 27% of this segment take part in keep fit/gym compared to 17% of all adults; 25% in ‘swimming’ compared to 14% of all adults, 12% in cycling, and 11% in athletics (including running). Other sports that appeal are tennis and horse riding.. Alison is not the dominant segment in any one area, but there are concentrations of this group in the Barton/Streatley and Woburn/Marston Moretaine areas.

3.33 Map 3.2 outlines the distribution of the dominant market segments.

**Map 3.2 – Distribution of the Dominant Market Segments**



### Implications for Pitch and Outdoor Sports

The key implications for pitch and outdoor sports of the demographic profile of Central Bedfordshire are as follows;

- There are more people than average in the 16-19 and 35-49 age groups, and fewer people in the 25-34 age group. There are also more than the national average of pensioners (though fewer than the region) – this means that the overall propensity of the population to participate in outdoor sports facilities may be lower than in other areas
- The overall population is expected to increase by about 35,000 people, representing a 14% increase over 2010. While there are projected increases in all age groups in absolute terms but wide variations in percentage increases – large increases in the 10-14, 55 – 64 and 65+, and smaller increases in the 0-4 and the 15-34 (the main sport playing age group). The number of people in the

'active' age groups (i.e. mainly 5-44, taken from Sport England's advice as set out in its Playing Pitch Strategy advice but equally applicable here) is estimated to rise by about 8000 people, but this only represents a 6% increase compared with the 14% increase in the overall population. This means that while the population will increase significantly, future sports facility provision needs to increase by 6% by 2022 compared with the present, not the 14% increase estimated for the overall population increase.

- Conversely the increase in the 'inactive' population means that there is a need to consider other facilities and activities for the ageing population – there will be an additional 16500 people over 45 and about 15000 between 45 and 74. This means that different sports facilities may be required
- Of the sports considered in Chapter 3, only football and athletics are in the top 5 sports played by residents in Central Bedfordshire. Considering the dominant market segments, reflecting the profile of the population, only Tim and Philip are regular participants in outdoor sports. There is however interest in sports considered in this analysis by the dominant market segments, specifically;
  - Football – Tim and Philip
  - Cricket - Philip
  - Golf – Roger and Joy, Philip
  - Athletics – Alison, Elaine, Tim
  - Tennis – Alison and Elaine
  - Netball –Alison

3.34 The remaining sections evaluate the adequacy of provision for each type of sport, taking into account the issues raised relating to participation and demographics.

3.35 As AGPs cross over between football, hockey and rugby, section 2 outlines the application of each tool used to evaluate demand. The implications for each sport are then discussed in the sport specific sections.

## 4. Application of the Playing Pitch Strategy

### Uses of this Document

4.1 The primary purpose of this document is to provide planning policy for playing pitch and outdoor sports facilities, to inform pre-application discussions on proposed development and support the implementation of planning policy and the delivery of facilities associated with development. In addition, it will:

- Provide the evidence base and strategic direction for playing pitch and outdoor sports facilities in Central Bedfordshire
- Maximise the benefits for playing pitch and outdoor sports
- Highlight and justify the case for sports development activities
- Inform the work, strategies and plans of sporting organisations and pitch providers in the area
- Provide the evidence base and strategic need to support funding bids to a variety of potential funding sources
- Advocate the need to work with specific education establishments to secure community use of sites

### Impact of New Development

#### Housing Growth

4.2 Over the next 20 years it is planned that Central Bedfordshire will see a growth of 28,700 new homes. In planning for growth Central Bedfordshire Council must ensure that its policy for playing pitch and outdoor sports facilities seeks to provide a range of good quality, accessible facilities which support its residents in leading healthy, active lives.

4.3 This document has assessed the requirements for future provision as well as establishing current needs and aspirations. This has identified that in many parts of Central Bedfordshire current provision is insufficient to meet both current and projected demand. The strategy will secure appropriate facility provision and/or developer contributions from new development to ensure the facility stock meets local needs, now and in the future.

4.4 New development generates additional population which in turn increases demand for playing pitch and outdoor sports facilities. This assessment has identified that many of the existing facilities in Central Bedfordshire are of poor quality and are unable to cope with current or future demand. In addition to new facility provision, the strategy identifies qualitative improvements required to improve existing facilities to enable them to cope with the increased pressure from development.

4.5 In order to address the impact of new development and ensure that appropriate facilities / contributions are secured from development, the facility / sport assessments in Part 2 of this document, identify the specific requirements for new and improved provision required to meet the needs of new development and population growth.



## Playing Pitch Strategy Policy Requirements

- 4.6 This playing pitch and outdoor sports facilities strategy has assessed current and future facility provision required to meet the needs of Central Bedfordshire's growing population. The following policy statements support the delivery of Policy 22 of the emerging Development Strategy for Central Bedfordshire.

### PPS 1. Protection of Existing Facilities

- 4.7 The Council will safeguard existing playing pitch and outdoor sports facilities in line with Paragraph 74 of the National Planning Policy Framework, existing facilities should not be built on unless it meets one of the three tests identified in paragraph 74. If playing pitch and outdoor sports facilities are lost as a result of development, replacement facilities of equal or improved standard are required to meet the continued needs of residents. Replacement facilities must also be located to serve the users of the original facility.
- 4.8 Capital receipts from disposals of playing pitch facilities will be ring-fenced specifically for investment into other playing pitch facilities. To be invested according to the aims of the Strategy.
- 4.9 Planning consent for replacement facilities will include appropriate conditions and / or be subject to a Section 106 agreement or CIL. Developers will also be required to make contributions towards maintenance and running costs. Contributions will be secured through planning obligations or CIL.

### PPS 2. New Development

#### On-site Provision

- 4.10 The facility requirements of Chapter 3 will apply to all new residential development across the whole of Central Bedfordshire. The provision of playing pitch and outdoor sports facilities and developer contributions toward off-site provision may not be sought from some forms of development e.g. sheltered housing, however, provision or contributions may be sought for only specific facilities which are suited to the intended residents.
- 4.11 New development must be supported by the delivery of playing pitch and outdoor sports facilities. This provision is to be made on-site in line with the required standards and will be provided as an integral part of new development, planned in at the early stages to meet both the needs arising on and off-site.
- 4.12 New and enhanced sports facilities will be expected to be designed in accordance with the relevant Sport England and (where applicable) National Governing Body (NGB) design guidance in order to ensure that the facilities are fit for purpose and of a suitable quality.

#### Off-site Contributions

- 4.13 For smaller developments where on-site provision of playing pitch and outdoor sports facilities is not possible/appropriate, or where existing facilities or

planned projects are located within the catchment of the development, contributions will be sought to maintain and enhance existing facilities/identified projects, in lieu of on-site facilities.

### **PPS 3. Addressing Deficiencies**

- 4.14 The strategy has identified existing and future deficiencies in facility provision to meet the needs of Central Bedfordshire residents. The strategy facility requirements will seek to address these deficiencies by securing the provision of new facilities or contributions from development to provide new or improve existing facilities in areas of need.
- 4.15 Where appropriate, the provision of new facilities will be prioritized to provide additional sites to increase supply in areas of deficit or housing growth.

### **PPS 4. Maximising Access to Facilities**

- 4.16 The strategy will seek to ensure that all residents of Central Bedfordshire have good access to a range of high quality playing pitch and outdoor sports facilities. The provision of new facilities or the enhancement of existing facilities will take into consideration the location, catchment and accessibility of facilities for residents.
- 4.17 New or enhanced facilities will be constructed in accordance with Sport England and National Governing Bodies for Sport guidance on user requirements and accessibility for all.

### **PPS 5. Maximising Investment**

- 4.18 The strategy will seek to maximise investment in new or improved facilities through the prioritisation of projects, partnership working with facility providers, National Governing Bodies for Sport and Sport England to secure external funding for identified priorities. It will also secure S106/CIL contributions from development in accordance with the strategy requirements and utilise those contributions where maximum facility benefit can be achieved.
- 4.19 The strategy will seek to develop relationships with schools in order to maximise access to existing facilities, but also to work in partnership with schools to maximise available funding to provide new/improved facilities which will serve both the school and the local community.

## **Calculating the Contribution from Development**

- 4.20 In order to ensure that contributions sought from new development toward facility provision are fair and commensurate with the development, the contributions must be assessed using the statutory tests for the use of S106 planning obligations:

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

4.21 To ensure that the above tests are met, the contributions of new development towards playing pitch provision will be measured and defined based upon the demand generated by population growth and the size of the new development.

#### **Use of Team Generation Rates (TGR)**

4.22 TGRs for Central Bedfordshire are calculated for each form of each sport in the playing pitch assessment and set out in Part 2. They represent the number of people that it takes of a certain age group in Central Bedfordshire to make one team.

4.23 For example – a TGR for junior male football of 100 means that for every 100 males aged between 10 and 15, a junior male football team will be created.

4.24 These TGRs are used within Part 2 to determine the number of additional teams that will be created through population growth and the impact that this growth will have on demand for pitches. This takes into account the changing profile of the population (ageing) as the numbers for future projections are based upon the anticipated population profile by 2021. The pitch requirements can then be calculated by determining the number of teams per pitch and the related requirement in hectares.

4.25 Table 4.1 therefore indicates the number of teams that will be generated through population growth, as well as the number of pitches that this means would be required. This takes into account both demand at peak time, and usage over a week. The actual number of pitches has then been rounded up as part pitches can not accommodate teams.

4.26 Table 4.1 assumes that one adult pitch is required per adult team and one pitch per two junior teams – while this level of use is lower than the maximum capacity of a pitch, it takes into account the need to provide pitches where residents are located. As this document clearly indicates that cricket / rugby infrastructure should be club based, pitch capacity is considered higher for these two sports and each pitch is able to accommodate a greater number of teams.

**Table 4.1 – Calculation of Additional Pitch Requirements in Central Bedfordshire**

Sport and Age Groups	Current TGR	Potential Change in Team Number	Pitch Size	Calculations using FA Parameters (1 adult pitch per team)			
				Number of Teams per Pitch	Number of Pitches Required	Pitch Requirement (no part pitches)	Pitch Requirements (Ha)
Football Adult Men (16-45yrs)	315	6	0.8	1	6	6	4.8
Football Adult Women (16-45yrs)	6891	0	0.8	1	0	0	0
Football Youth Boys (10-15yrs)	35	31	0.6	2	15.5	16	9.6
Football Youth Girls (10-15yrs)	494	2	0.6	2	1	1	0.6
Football Mini Soccer Mixed (6-9yrs)	44	41	0.5	2	20.5	21	10.5
Cricket Open Age Mens (18-55yrs)	563	4.2	1.5	2	2.1	3	4.5
Cricket Open Age Womens (18-55yrs)	64870	0	1.5	2	0		0
Cricket Junior Boys (11-17yrs)	154	4	1.5	2	2	3	4.5
Cricket Junior Girls (11-17yrs)	0	0	1.5	2	0		0
Rugby Union Senior Men (19-45yrs)	2488	0.7	0.7	2	0.35	1	0.7
Rugby Union Senior Women (19-45yrs)	0	0	0.7	2	0		0
Rugby Union Youth Boys (13-18yrs)	438	2.5	0.7	2	1.25	2	1.4
Rugby Union Youth Girls (13-18yrs)	0	0	0.7	2	0		0
Rugby Union Mini/Midi Mixed (7-12yrs)	487	3.7	0.25	2	1.85	2	0.5
TOTAL REQUIREMENT (HA)							37.1
Population Change							35430
Requirement per 1000 population (ha)							1.047135

Table 4.1 therefore indicates that a total of 1.05 ha is required per 1000 population.

4.27 Quality standards indicate that all pitches in Central Bedfordshire should be delivered in conjunction with appropriate car parking and changing accommodation. Guidance (The FA) suggests that 20% should be added to recognise this requirement. Based upon the above, there is therefore a requirement for 1.25 ha grass pitches per 1000 population in Central Bedfordshire.

4.28 Decisions relating to the requirement for new and / or improved provision should then be made using the playing pitch strategy evidence as a base. In areas where new provision has not been identified as required, qualitative improvements should be made. Where the development is of insufficient size to require new pitch provision, contributions towards quality should also be made.

4.29 Specific requirements will be evaluated on a site by site basis and a decision made as to the type of facility that is required to deliver the PPS and whether on or off site provision was required.

4.30 Where on site provision is required, arrangements should be made for the effective management and maintenance of the facility and agreed with Central Bedfordshire Council.

### Off Site Contributions

4.31 Where no on site provision is required, off-site contributions will be expected and will be spent on projects outlined within the Playing Pitch Strategy (listed in Part 2). Priority projects will be informed through the action plans that are to be produced.

4.32 Where provision is not required on site, the costs will (until detailed costings for all projects are available) be based upon the prices set out in the Sport England Planning Kit Bag. These will be calculated as follows:

**Example 1:** Calculation for off-site contribution for playing pitches:

Hectares required	/	0.64 (typical hectares of grass pitch)	X	£80,000 (cost of grass pitch of 0.64 ha as identified by Sport England for calculation purposes)	=	£ off-site contribution
-------------------	---	---	---	---	---	----------------------------

**Example 2:** Calculation for off-site contribution for ancillary facilities:

No. of Pitches (Need 2 team changing room per pitch)	x	£565,000 (cost of 4 team changing room as identified by Sport England for calculation purposes)	/	2 (based on 2 teams per pitch)	=	£ Total off-site contribution
---	---	--	---	-----------------------------------	---	----------------------------------

NB: The total figures do not include land value contribution or commuted sum for future maintenance.

4.33 The above calculation will be updated as a minimum annually (as Sport England Kit Bag figures are updated) however Table 4.2 uses the above calculations (and quoted prices) to provide a figure per ha required to aid calculations.

**Table 4.2 – Off Site Contributions Required Per Hectare**

Area	Component	Average Pitch Size (£)	Price for 1 Pitch Size (£)	Price per Ha (£)
Playing Field	Average Pitch Size	0.64	80000	12500
Ancillary Provision	Changing Accommodation (Based upon assumption 2 rooms per pitch)	0.64	282000	440625
TOTAL				453125

Off site contributions towards maintenance will also be required in accordance with Sport England Life Cycle Cost Guidance.

### Other Sports Facilities

4.34 While the Playing Pitch Assessment revealed that population growth will create shortages in the provision of grass pitches, it is unlikely that additional facilities for other sports (bowls, tennis etc.) will be required. Qualitative improvements are however required and contributions may be requested from new developments.

4.35 As Central Bedfordshire Council has yet to approve its approach to the Community Infrastructure Levy, the Leisure Strategy action plan will identify the requirement to develop the methodology for calculating contributions for CIL and S106 for inclusion in Leisure Strategy when the Council's approach has been decided.

## 5. Delivery of the Strategy

5.1 The playing pitch and outdoor sports facilities assessment provides the evidence base relating to the supply / demand of facilities across Central Bedfordshire. It has been created to support planning policy as well as to drive proactive and reactive improvements in playing pitch provision. It should therefore be used to inform decision making relating to pitch and outdoor sports facilities.

5.2 The NPPF focuses on the delivery of specific facility needs; this needs assessment has therefore concluded with an understanding of the surpluses and deficiencies across Central Bedfordshire, and has listed areas where there is a need to improve the sporting infrastructure either through protection, enhancement or new provision. This information will be used to inform the development of a Chapter 3 action plan for delivery in consultation with key partners.

### Principles

5.3 The strategic priorities and area / site specific priorities, detailed in Part 2 of this document, have been developed following an extensive assessment of current and projected need. The following principles have been identified as key priorities in the delivery of the facilities:

- **Quality of facilities is as important as the amount of provision** – the strategy seeks to ensure that Central Bedfordshire contains the right amount of facilities, of the right quality and in the right place. It promotes the protection of current provision and the creation of facilities that are fit for purpose
- **The creation of sporting hubs and multi-sport sites is supported** – recognising the benefits and long term sustainability of sites providing for multiple sports, the co-location of facilities and links between clubs should be supported
- **Sustainability of provision is essential for successful delivery of pitch and outdoor sport facilities** – all recommendations seek to deliver new and improved facilities in a sustainable manner, supporting well established clubs, promoting sustainability and good practice

### Action Planning

5.4 Following adoption of the Leisure Strategy by the Council's Executive an action plan for Chapter 3 will be developed. In preparing the action plan, Central Bedfordshire Council will consult further with relevant stakeholders and facility providers to establish their delivery priorities.

5.5 The majority of playing pitch and outdoor sports facilities are owned and managed by town and parish councils and sports clubs, the action plan must therefore reflect the views of the asset owners as well as identifying the deliverability of the proposed projects.

5.6 Central Bedfordshire Council will work with a range of partners including the County Wide Sports Partnership, Sport England and the NGB's to prioritise new and enhancement projects in accordance with the strategy requirements and support a coordinated approach to new / improved sporting facilities.

5.7 The action plan will seek to prioritise projects in accordance with the following priorities:

**Ensuring that there are enough facilities to meet current and future demand**

**Ensure that facilities are of appropriate quality to meet the needs of users**

**Promote increases in participation and the creation of sustainable clubs**

5.8 The action plan will set out the priority actions required to address the needs set out in Chapter 3. The resource implications will be identified using the Sport England guidance on the cost of facilities, which is updated on a quarterly basis. This information is currently available at the following link:

<http://www.sportengland.org/facilities-planning/tools-guidance/design-and-cost-guidance/cost-guidance/>

5.9 The action plan will be used to inform both the securing of on-site playing pitch and outdoor sports facilities and developer contributions resulting from new development. In addition, the action plan will inform the release of CIL and S106 funds.

## **Funding and Implementation**

5.10 Given the potential level of funding required to refurbish or redevelop the playing pitch and outdoor sports facility infrastructure across Central Bedfordshire it is likely that investment will only be achieved through a combination of opportunities and funding sources.

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

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

The main funding delivery mechanisms for Central Bedfordshire Council and others in delivering the strategy are:



- i. **Community Infrastructure Levy (CIL) and Section 106 developer contributions:** The Leisure Strategy will secure developer contributions in association with new development to provide or improve infrastructure.
- ii. **Capital Grant funding:** From schools and national agencies such as Sport England, including its Iconic Facilities, Improvement Fund and Inspired Facilities programmes. National Governing Body (NGB) support could also be available to develop specific specialist facilities.
- iii. **Third party funding:** Financing capital through the forecast operational surplus and finance packages as part of the leisure management procurement process or construction contracts. Also, leisure management operators are asked as part of their consideration, to fund developments of health and fitness suites and small refurbishments of existing leisure centre sites.
- iv. **Commercial sector funding:** limited potential for investment from commercial leisure operators such as those who provide health and fitness centre and 5 a-side artificial pitch football centres.
- v. **Council funding:** capital funding allocated to deliver facilities within the council's ownership, and potentially the use of capital receipts from the sale of existing assets.
- vi. **Prudential Borrowing:** or 'invest to save': the local authority may choose to use revenue savings or income from its investment to pay for monies used for capital development, which may be cheaper than an operator can borrow.
- vii. **Education sector:** while the previous sources of funding (including BSF and Primary Schools Programme) have changed and the scale of the education capital programmes have been reduced, the education sector is still likely to be a key funding stream especially for sports halls.

### Partnership Working

5.13 Central Bedfordshire Council recognises that it currently plays a limited role in the direct provision of playing pitches and sports facilities, the strategy therefore seeks to bring together key partners in the delivery of these facilities to ensure that available funding is maximised for the benefit of sports facility provision and community use.

5.14 The leisure strategy will promote:

- Partnership working and knowledge sharing
- Community involvement
- Community Asset Transfer where there is a sports development benefit

### Facility Criteria and Design Guidance

5.15 In addition to the overarching strategy principles outlined earlier in this section, the following will be considered when evaluating the requirement for facilities from new developments:

**Location** - When planning new facilities, the existing sporting infrastructure should be taken into account. In particular, club bases for cricket and rugby should be retained and the provision of single pitch sites with limited facilities should be avoided. Where new development generate additional teams and new provision is required on-site any single pitch facilities should be linked to existing club bases or function as a satellite facility.

**Quality** - Any new pitch provision must meet with the design and quality standards guidance provided by Sport England and/or the relevant NGB (detailed below). The following general criteria must also be met:

- a high standard of design, construction and maintenance, enabling the pitch to be played at least twice per week without detrimental impact and ensuring that sites are clean and attractive facilities
- adequate changing facilities that:
  - are flexible, fit for a variety of purposes
  - fully comply with the provisions of the Disability Discrimination Act
  - provide for a number of different groups to use the facility at the same time, in safety and comfort
  - meet current standards - Sport England & NGB guidelines
- managed community access
- accessible by public transport and by car
- sufficient car and coach parking
- size of pitches and run offs complies with NGB specification
- located in a no-flood zone
- security of tenure (at least 20 years) if a club is to be based at the site
- for rugby clubs in particular, sites should include floodlit training facilities

5.16 All new and enhanced sports facilities must be designed in accordance with the relevant Sport England and (where applicable) National Governing Body (NGB) design guidance in order to ensure that the facilities are fit for purpose and of a suitable quality.

Sport England's web site [www.sportengland.org](http://www.sportengland.org) contains a range of current guidance documents which provide detailed specifications and information regarding the design of sporting and ancillary facilities.

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

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

This provides a link to the NGB Whole Sport Plan Summary Documents, providing information on the respective sports:

<https://public.sportengland.org/b2bengage/Shared%20Documents/Forms/AllItems.aspx>

## 6. Monitoring and Review

6.1 This strategy has been produced to enable the development of playing pitches and sports facilities within Central Bedfordshire to be provided for in a planned and co-ordinated way that meets the needs of the local population and addresses areas of greatest demand.

6.2 In order to ensure that the Leisure Strategy requirements keep pace with the large amount of growth planned for Central Bedfordshire, a costed action plan will be prepared for the period 2014–2019. The Plan will be then reviewed and updated annually.

6.3 A key component of the process of delivering the action plan is the establishment of a steering group, which should be set up by the Council to implement the action plan emerging from the strategy with key stakeholders participating in the steering group as and when necessary and the Council working in partnership with stakeholders to deliver the strategy.

6.4 A full review of the strategy will be undertaken in 2019 in readiness for the 2019-2023 action plan period. In addition to reviewing the achievements of the action plan for the 2014-2019 period, the review will need to assess the full basis of calculating sports facilities requirements for Central Bedfordshire and emerging sporting trends and health issues that will have an impact on this. This will also involve a full reassessment of the following baseline criteria:

- Housing numbers
- Population estimates, both ONS and internal projections
- Full socio-economic and demographic analysis of population projections
- Participation rates (e.g. Active People Surveys) and new sport trend analysis and uptake levels
- Updated facility data including usage, accessibility, affordability, management and facility improvements
- Evolving needs of clubs and governing bodies, and any requirements for major facilities in the area
- Analysis of funding sources and new funding opportunities for the provision/improvement of sports facilities
- Review of growth of emerging sports, their participation rates, facilities available for them and likely facilities necessary for their support and development

Central  
Bedfordshire

**great**  
lifestyles

# Central Bedfordshire in contact

## Find out more

For more information about this publication, further copies, or a large print copy, get in touch.

## Please recycle me!

When finished with, please put me in your recycling bin or bag.



[www.centralbedfordshire.gov.uk](http://www.centralbedfordshire.gov.uk)



[www.facebook.com/letstalkcentral](https://www.facebook.com/letstalkcentral)



[@letstalkcentral](https://twitter.com/letstalkcentral)



[customers@centralbedfordshire.gov.uk](mailto:customers@centralbedfordshire.gov.uk)



0300 300 8305