

**BASILDON BOROUGH COUNCIL**

**PLAYING PITCH STRATEGY REVIEW 2011**

**Additional Planning Specification**

**TECHNICAL ADDENDUM**

**November 2011**

**Prepared by RQA Ltd (Leisure Management Consultancy).**

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## 1.0 INTRODUCTION

### 1.1 Purpose of the document

This document aims to set out the evidence base and Borough Council's approach when considering planning applications for new residential development, which is likely to generate increased demand for playing pitches. It will inform the PPG17 Open Space Assessment Part II and in turn, the Local Development Framework.

It is intended to help support the planning of new sports pitch opportunities by providing guidance to developers on the provision of playing pitches or contributions in lieu of such provision as appropriate to enhance existing pitch locations.

It is intended that the policies outlined in the Basildon District Local Plan Saved Policies 2007 will be replaced by new policies and guidance within the emerging Local Development Framework.

In October 2010, HM The Queen awarded the District Council, Borough status, by Royal Charter. This will mean that there are references in this document to Borough, where in others, the reference is termed District. For clarity, when used in the context of Basildon, the terms Borough and District are interchangeable; although in all reports from October 2010 onwards, the term Borough will be used.

#### *Status of the document*

The document is a Technical Addendum to, but draws from the Basildon Borough Playing Pitch Strategy 2008 -2013 and Review 2011.

### 1.2 Background

The wider context of this addendum and its fit with Basildon Borough PPG17 Open Space Assessment Part II and Open Space Strategy is outlined in Section 2.

This Technical Addendum to the Playing Pitch Strategy Review 2011 has as its main objectives:

- to determine local standards for pitch provision as specified for the individual sports agreed;
- to determine where pitch upgrading may be required to meet the agreed local standards identifying indicative capital costs and revenue maintenance cost implications;

- to advise on thresholds, distribution and costs of provision to assist the Council to determine the calculation of developer contributions for new pitches and associated facilities (for different sport types);
- to provide capital and revenue costs to deliver individual tasks identified within the Playing Pitch Strategy Review Action Plan;
- to formulate model policy options for the LDF Core Strategy relevant to the effective delivery of playing pitches, linking these with policies within other supporting documents; and
- to produce GIS mapping of pitches by sport type to show geographical spread, distribution, catchments (including neighbouring local authority cross-boundary catchments).

### **1.3 Methodologies**

The Companion Guide to PPG17 recommends an overall approach to this kind of study as summarised below.

- Step 1: Identify local needs
- Step 2: Audit local provision
- Step 3: Set provision standards
- Step 4: Apply the provision standards
- Step 5: Draft Policies /Recommendations

The methodologies and five step approach adopted by the Council are outlined within the PPG17 Open Space Assessment Part I (March 2010). The additional methodologies required to produce this Technical Addendum to the Playing Pitch Strategy have included:

- a review of demand and supply drawn from the Basildon District Playing Pitch Strategy Review 2009 undertaken with reference to the Sport England Facility Calculator planning tools and due reference to the Essex FA Area Data 2008/09 and 2010/11 for the borough;
- projected demand calculated using the three population growth scenarios defined for this study by the Council (see Section 2);
- consultations with representatives of Sport England, sports governing bodies, Basildon Borough Council and neighbouring authority planning and leisure officers;
- benchmarking of local standards of provision using Beacon councils, Chartered Institute of Public Finance Accountants (CIPFA) 'Nearest Neighbour Group' and other known authorities;

-completion of the RQA Quality Facility Matrix to audit sports pavilions within Basildon Borough to determine existing condition and fit for purpose ratings benchmarked against FA and Sport England specifications (contained within the Playing Pitch Strategy Review 2009 main document);

-assessments of cost for new pitch provision, management and maintenance linked to the future calculation of appropriate developer contributions.

#### **1.4 Planning for Local Growth**

The Council, as Local Planning Authority, is preparing a Local Development Framework to guide the distribution, scale, and quality of development in the Borough until 2031, whilst protecting the quality of the Borough's built and natural environment. The first LDF document, called the Core Strategy, will set new planning policies for local housing and jobs growth, together with the supporting infrastructure requirements.

This report examines the needs for playing pitches in the Borough using population growth scenarios to gauge the impacts of future changes in demand.

#### **Population Growth Scenarios**

As required for this Technical Addendum, we have assessed the impact on demand and supply based upon three different population growth projections (Source: Basildon Borough Council, 2009) as set out below.

These scenarios are not inevitable, nor are they the only possible outcomes for changes to the Borough's demographic picture up to 2031. They serve to assist the Council in determining the implications on the Borough on the provision of playing pitches alongside different rates of population growth.

The Census 2001 Baseline Population for Basildon Borough is 165,668.

#### **Scenario 1: Basildon Borough Current Growth Rate (LOW)**

This scenario has been calculated by extrapolating the population growth achieved between the years 2001 and 2008, forward to 2021 and 2031. The growth rate achieved between 2001-2008 was 0.42%/annum.

- a) 8.4% Growth 2001-2021 = c. 180,000 (716 persons per annum (ppa))
- b) 12.6% Growth 2001-2031 = c. 187,000 (711 ppa)

#### **Scenario 2: Office for National Statistics (ONS) Predicted Growth Rate (MEDIUM)**

The ONS predict a growth rate of 0.6%/annum on the Census 2001 population base.

- a) 12% Growth 2001-2021 = c. 186,000 (1017 ppa)
- b) 18% Growth 2001-2031 = c. 195,000 (978 ppa)

**Scenario 3: ONS Predicted Growth Rate + 0.2% (HIGH)**

A slightly higher growth scenario of 0.2% on top of Scenario 2, of 0.8%/annum is to be modelled to determine the affects of a higher population forecast.

- a) 16% Growth 2001-2021 - c. 192,000 (1317 ppa)
- b) 24% Growth 2001-2031 - c. 205,000 (1311 ppa)

The potential impacts of the above growth scenarios on addressing playing pitch demand are shown in Section 3.

## **2.0 STRATEGY and POLICY CONTEXT**

We have outlined within this section:

- 2.1 Strategies and linked policies within relevant BBC documents.
- 2.2 Identification of key stakeholders
- 2.3 Implications of town centre regeneration and the geographical spread of sports pitches
- 2.4 A review of 'good practice' policy statements and benchmarking.

### **2.1 Linked strategies and policies**

Relevant Borough Council policies and standards will be applied to both the protection of existing and the provision of new playing pitches.

Existing linked strategies and policies are outlined within the PPG17 Open Space Assessment Part I (2010) and include as relevant to this document:

- PPG17 Open Space Assessment Part I (BDC, 2010).
- Basildon District Playing Pitch Strategy (BDC, 2004) and Review (2011)
- Basildon District Cultural Strategy (BDC, 2006)
- Basildon District Sustainable Community Strategy, 2008-2033 (LSP, 2008)
- Basildon District Interim Planning Obligations Strategy (BDC, 2008)
- Basildon District Regeneration Framework, 2008-2021 (BRP, 2008)

#### **PPG17 Open Space Assessment Part I ( 2010)**

The study undertakes assessments of green space undertaken by the Council as required by central government planning guidance - PPG17 Planning for Open Space, Sport and Recreation and following CABE guidelines. The study enables strategic decisions to be made regarding the quantity, quality and accessibility of publicly available open space, relevant to existing land and projected population levels in Basildon Borough.

The PPG17 Open Space Assessment will also be used as the basis for developing an Open Space Strategy for the Borough. The Strategy will provide a delivery mechanism for achieving standards for open space and consider options available to the Council to fund the proposals. The Strategy will assist in calculating appropriate developer contributions, in terms of new and improved provision in the locations of greatest need.

At the time of writing this Addendum, Part II was under preparation by the Council to inform the Local Development Framework.

### **Basildon District Playing Pitch Strategy (2004) and Review (2011)**

The Playing Pitch Strategy (2004) and Review (2011) are integral to the wider Open Space Strategy for Basildon Borough. It has determined demand and supply of sports pitch provision for defined typology and activities, projected to 2031 and sets out options for making up the identified projected shortfall in demand.

The Playing Pitch Strategy makes recommendations with regard to quantity, quality and possible location and access (on both a geographical and site specific basis) and sets out an action plan (updated within the Playing Pitch Strategy Review, Section 5) for implementation.

### **Basildon District Cultural Strategy (2006)**

The Playing Pitch Strategy links to the Council's Cultural Strategy (2006) which addresses arts, heritage and sporting activities within the Borough, including geographical spread, community identity and engagement. It particularly emphasises how culture through sport and recreational activities contributes to healthy living, well being and the reduction of crime and disorder. Progress with regard to regeneration planning for town centres in the Borough suggests the need for a review of the Cultural Strategy for Basildon Borough.

## **2.2 Key stakeholders**

Key stakeholders in the provision of playing pitches within Basildon Borough are:

- Basildon Borough Council
- Homes & Communities Agency (landowner and holder of restrictive covenants)
- Schools and other education establishments
- Sports Clubs
- Privately owned or operated playing pitches
- Essex FA
- Sport England.

### **2.2.1 Basildon Borough Council**

The Council owns, maintains and hires out pitches across the Borough, as one provider amongst others as listed above. The Council, through its Playing Pitch Strategy and Reviews has identified and mapped the supply of playing pitches and outdoor play areas (including for soccer, rugby, cricket, hockey, bowls, tennis, netball) in relation to demand over time and for different population growth scenarios.



### **2.2.2 Schools and Other Education Establishments**

School based playing pitch provision exists primarily to meet educational needs. It also has the potential to be used by the wider community where there is a policy or practice promoting such dual use, outside educational hours. School based provision offers scope for helping to meet local needs for playing pitches (and built facilities), where there might otherwise be local shortages (Billericay East, Laindon, Basildon and Wickford). It can also help to improve access to opportunities in rural areas otherwise remote from venues in the larger settlements.

The locations of playing pitches secured for community use on school and other education establishment sites are listed within the Playing Pitch Strategy 2004 and its Review 2011.

The recent Coalition Government's review of the Building Schools for the Future programme has confirmed that Wave 4 refurbishment works will take place at:

- De La Salle School, Basildon
- Woodlands School, Basildon
- James Hornsby High School, Laindon, Basildon
- Pioneer New Model Special School, Basildon

James Hornsby School (synthetic turf pitch) and Woodlands School (extensive grass pitches) in particular are expected to see a significant increase in community use following refurbishments.

### **2.2.3 Sports Clubs**

Sports Clubs are extremely important in the provision of playing pitches (Soccer, Rugby, Cricket) and bowls greens offering opportunities for community sport and recreation. The venues, activities, opportunities and sports development work offered by various sports clubs are included within the Playing Pitch Strategy 2004 and the Sport England Pitch Calculator model allowed a 10% growth factor in determining future demand based upon local and sub-regional sports development initiatives.

Clubs that are particularly pro-active in developing their sport locally, at junior and adult level, include Basildon Rugby Football Club, Basildon Cricket Club, Basildon Boys Football Club, Wickford Town Football Club, Forest Glade Football Club and others.

### **2.2.4 Privately owned/operated facilities**

Examples of privately owned or operated sports pitches that are made available for community club use, are:

- Land at Barleylands Farm - some 30 adult and junior pitches currently used by 10-12 football clubs

-the Post Office, Selex Systems and Ford Sports and Social Club operate pitches west of Gardner's Lane South, and offer booking opportunities to the community clubs (football and cricket).

Land at Barleylands Farm was identified within the Playing Pitch Strategy 2004 and its Review 2011 as a spatial location for a Community Football Centre which could accommodate additional sports pitches to help meet the projected increases in demand and shortfall in supply in the Borough over 10 years. Negotiations with the landowner have not however to date been conclusive at securing the land for future recreation provision and therefore alternative solutions have been explored as part of this Technical Addendum, to inform spatial distribution of playing pitches in the LDF up to 2031.

### **Gardiners Lane South, Basildon**

In April 2009, Basildon Council and the Homes and Communities Agency appointed EDAW PLC to assess the capacity and potential of the Gardiners Lane South Comprehensive Development Area to become a housing-led development, with a small employment component. This represents a change of approach from the 2003 Masterplan Supplementary Planning Guidance which envisaged an employment-led scheme built on the site, with around 500 new homes. Regardless of approach and final development mix, part of any enabling works for the site's development would need to comply with national planning policy of pitch reprovision, prior to any redevelopment taking place.

Whilst detailed plans for the Gardiners Lane South site have yet to be worked up, the principle of pitch relocation still applies where any future scheme would otherwise involve the loss of pitches, to maintain the security of local playing pitch provision in the Borough.

### **2.2.5 Sport England**

Sport England has contributed guidance to the Playing Pitch Strategy methodology and playing pitch supply and demand assessments through its strategic planning tools such as the playing pitch calculator model, guidance documents (Towards A Level Playing Field), and the Active People and Active Places Surveys.

Utilising the Sport England tools, tempered by local circumstances and judgements, enables the evidence base for local standards of provision to be more robust and defensible. This plays a key role in extending new and enhanced opportunities for people to increase their participation levels in sport and active recreation. The Sport England 'toolkit' models deliver their experience and statistics from supporting and comparing many local authorities across the region.

In this way, Sport England has contributed to the evidence base and calculations which can be used effectively to aid the assessment of relevant planning applications, planning obligations and developer contributions. Sport England supported Basildon Borough Council's first Playing Pitch Strategy in 2004 as a 'pilot study' employing the methodologies outlined above.

Sport England is also a statutory consultee in the planning process where there may be potential loss of playing pitches linked to a planning application and development, as has been the case with a number of sites within Basildon Borough over the last few years.

Referring to PPG17 guidance and Sport England policy, the following applies:

*"Existing open space, sports and recreational buildings and land should not be built upon unless an assessment has been undertaken which has clearly shown the open space or the buildings and land to be surplus to requirements. For open space 'surplus to requirements' should include consideration of all of the functions that open space can perform. Not all open space, sport and recreational land and buildings are of equal merit and some may be available for alternative purposes..."*

*"Open space and sports and recreational facilities that are of high quality, or of particular value to a local community, should be recognised and given protection by local authorities through appropriate policies in plans."*

Sport England's National Policy states on the disposal of playing fields that it will:

*'... oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of the playing field, or land last used as a playing field or land allocated for use as a playing field in an adopted or draft deposit local plan, unless, in the judgement of the English Sports Council, one of the (following relevant) specific circumstances applies:-*

- 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 or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing area*

'A Sporting Future for All'. Department for Culture, Media and Sport. (April 2000).

*“The local planning authority will encourage the retention of existing private playing fields, sports grounds and open spaces”.*

The Protection of School Playing Fields. Circular 3/99. Department for Education and Employment. (June 1999).

### **2.3 Basildon District Regeneration Framework 2008-2021**

The Basildon District Regeneration Framework 2008 - 2021 (Basildon Renaissance Partnership, 2008) embraces future strategies for housing, community development and safety, health and well being. Significant town centre regeneration proposals are identified for town centre locations including new housing in Pltsea (c. 500 new dwellings), Laindon (c. 500), Wickford (c.600) and Basildon (c. 4,000), which will have an impact of the needs and demand for playing pitch provision in the future.

A focus of new residential development in town centres will inevitably lead to an increase in pitch demand, which is unlikely to be able to be accommodated in the immediate vicinity due to land requirements and availability.

### **2.4 Policy Best Practice and Benchmarking methodology**

Although both the PPG 17 Best Practice Guide and the CABE “Open Spaces Strategy Best Practice Guidance” (2009) emphasise the importance of adopting “local” standards and policies, it is helpful to be able to compare and benchmark the Basildon Borough Playing Pitch Strategy with relevant comparators to ensure a consistent approach and appropriateness of outcome.

In 2002-3 the Government nominated 6 local authorities as “Beacon Councils” for “Improving Urban Open Space”. Five of the selected ‘beacons’ were London Boroughs (Barnet, Bexley, Enfield, Brent and Hammersmith and Fulham) with their attendant issues of urban overcrowding and high land values, and one was a County Council (Northamptonshire - which has been excluded here.) We have looked at the policies adopted by these ‘Beacons’ as examples of good practice.

We have also examined the activities of similar authorities to Basildon Borough, in particular those identified within the CIPFA “Nearest Neighbour Group” and a number of other Councils with which RQA has worked or has available information.

This policy good practice information is summarised in Appendix AD2 - Policy Good Practice Benchmarking Matrix. The Matrix table indicates how the Councils have approached open space planning policies; in particular their use of PPG 17 and playing pitch studies. In all cases, the review identifies how they have approached the issue of playing pitches either through the PPG 17 “Outdoor Playing Space” typology or through separate Playing Pitch Strategies using the

Sport England “Towards a Level Playing Field” model and how they have dealt with the setting standards for “Quantity”, “Accessibility” and “Quality” for playing pitches.

### **2.4.1 Policy Review**

Notes on the Review are set out below explaining issues of context and conclusions about common and best practice policies which could be adopted within a Local Development Framework for Basildon Borough.

The Matrix (Appendix AD2) summarises the approach of 27 local authorities with either similarities to or specific relevance to Basildon Borough. Of particular note are:

- the majority of benchmark authorities are well advanced with open space strategies or studies as part of the LDF process and the majority have backed these up with separate playing fields needs assessments.
- the majority of open space studies follow the PPG 17 Companion Guide and/ or CABE best practice guidelines which both emphasise the need for outcomes to be locally relevant but based on a transparently and logically applied methodology.
- the approach to the “Outdoor Sports Facilities” typology within PPG 17 guide does vary from authority to authority, which, in addition to local needs assessment goes some way towards explaining some of the variation found.
- the CABE best practice guide (2009) also notes that in areas with mixed urban and rural populations more than one approach may be justified and some authorities have taken this approach. This is not proposed for Basildon Borough which has applied a Settlement Area approach as defined in the PPG 17 Open Space Assessment Part I (March 2010).

The three main policy criteria are considered below.

#### **Quantity**

- there is a variation of between 0.54 ha/ 1000 and 3.62 ha/1000 in the outcomes of the quantity assessments found. However, the greatest variety occurs between rural locations well endowed with available open space and well populated urban areas where space may be at more of a premium.
- in addition, some variation is explained by the differing interpretations of the typology itself. Some authorities calculate pitch requirements based only on the actual pitch area (i.e. the space within the white lines) while

others include “safety zones” around the pitches and areas necessary for long term maintenance and pitch movement; still others include the whole area allocated to recreation grounds including ancillary accommodation, car parking and untended space. The second of these would seem to be the most appropriate as it recognises the need for pitches to be moved over time to prevent over wear.

- Sport England supports the second approach which allows for the safety (run-off) zones and then allows a 15% margin for pitch movement and maintenance.
- another factor affecting the variations found is the types of playing areas included. The PPG 17 Companion Guide has a broad approach to the typology, but some authorities have limited their assessments to the most popular sports, typically, football (adult and junior) cricket, rugby (union and league in some cases) and hockey. However, others have included locally important sports e.g. the two North London Beacon Councils of Brent and Barnet have included Gaelic Football. Others have specified different standards for Synthetic Turf Pitches and other hard surfaced outdoor sports areas such as Multi-Use Games Areas or outdoor tennis courts. Most exclude golf courses as their scale distorts the supply figures.
- some authorities have also shown outcomes based on area in square metres per person, rather than hectares per 1000 population. Although the former can be useful in determining developer obligations on small developments, the CABE guide recommends the latter.

### ***Accessibility***

- the variation in this category is even more marked with a variation between 768m and 6 km. However, it is mostly attributable to urban/ rural and walking/ driving variations.
- some authorities have also differentiated by facility type with Synthetic Turf Pitches generally viewed as having a wider catchment. Some authorities have also preferred time related catchments, but the CABE best practice guidance suggests that straight line distances should be preferred and that variations within the typology are justified based on observed behaviour.

### ***Quality***

- ‘quality’ is the most subjective of the three main criteria and different approaches to assessing current pitch quality or determining the quality of future provision have been found.

- common approaches have included questions within more general public opinion surveys, either of random samples or existing panels; this risks having a low proportion of actual users as respondents. Another approach has been to sample actual users or club officials, but again this is subjective as it is well known that winning teams usually have a higher regard for playing conditions than those which lose.
- Other authorities have relied on internal or external expert observation but these risk professional or short-term observation bias. Analysis of usage records and booking frequency has also been used but again this may be subject to other factors such as accessibility and may not necessarily be a guide to quality.
- It is probable that no one approach is entirely satisfactory and that a mixture of some or all would be beneficial. The CABE best practice guide quotes the example of Bristol as a good practice case study where a combination of independent external assessment based on a 4 tier quality assessment matrix and customer research based on general market research and user surveys was used.
- Quality is related not only to playing areas but also to ancillary support facilities which influence overall satisfaction. Quality ratings have been applied to all changing rooms and pavilions within the Basildon District Playing Pitch Strategy Review 2011.
- Approaches to setting future quality standards include the preparation of “Quality Manuals” (Bristol as above;) adopting “Green Flag” criteria; setting National Governing Body (NGB) standards; setting out “Quality Vision Statements” and adopting a “Secure by Design” approach to public safety. CABE also stresses the need to ensure ongoing high standards of maintenance.

#### **2.4.2 Planning Obligations and Developer Contributions**

Most strategies recognise the need to provide additional open space to meet population growth and in so doing recognise the obligations of developers to contribute to the initial capital and ongoing maintenance of such provision. PPG 17's Companion Guide sets out a methodology for determining whether this obligation should be on site or by the contribution of a commuted sum towards off site development.

Various authorities have established threshold levels to determine on site need (these are commonly around 30 -50 housing units,) based on the quantity and accessibility thresholds established in the locally determined strategy.

PPG 17's Companion Guide also sets out a methodology for determining the cost of off site commuted payments and most strategies incorporate a decision making matrix to determine need; location; cost and contribution using the local standards.

### **2.4.3 Best Practice Policy Guidelines**

Based on the analysis of the Playing Pitch Strategies of benchmarked authorities (Appendix AD2) and on the case study examples in the CAGE guide, we have identified a number of policy outcomes which seem to have common currency within locally determined outcomes. These are set out below as a 'menu' which Basildon Borough Council may wish to consider or to benchmark its own future policies against.

All policy statements in relation to "Outdoor Sports Facilities" have general protection policies against the development of existing pitches. In some cases these are "blanket" prohibitions against development but where locational surpluses exist may be tempered by the provision of new open space as part of developments.

- All of the local authority policy statements examined also have site specific policies determined by local needs and geographical considerations and all have monitoring and review provisions.

Other policies which are sufficiently common to suggest 'best practice' include:

- Improvements in pitch and ancillary facility quality in order to increase capacity or improve user satisfaction. Particularly where land is in short supply, improving "carrying capacity" is seen as an alternative way to provide greater opportunities (e.g. the proposals for enhancing Swan Mead Recreation Ground/Wickford Memorial Park).
- Dual use of school and other educational facilities is recognised as being important in the current and future provision of playing fields. Negotiations to create or extend the use of school premises and the shared use of school synthetic turf pitches or planned future school facilities is identified as good practice by almost all of the authorities listed (see Playing Pitch Strategy Review 2011 - Schools Review).
- Changes of designation between types of pitches and between adult and junior pitches are seen as a way of dealing with demographic and demand changes which inevitably occur over time.
- The identification of "surplus" pitches is discouraged as green open space can perform a number of functions not necessarily exclusive to the playing of sport, just by managing it differently.



- Partnerships in the development and management of open space are encouraged either through the creation of “friends” groups, partnerships with commercial organisations or through local charitable trusts (as in the case of the Beacon Council at Bexley). A potential partnership with a private landowner at Barleylands Farm in Basildon Borough is the subject of ongoing discussion (see Playing Pitch Strategy Review 2009) and others are also being evaluated.
- Some policies recognise that the changing age structure of the population will have an influence on the use of playing fields and that where this is anticipated, it should be planned for.
- Some policies see a role for playing pitches in the mitigation of climate change or the encouragement of bio-diversity. Pitches can play a role in providing flood amelioration; while the creation of uncultivated green corridors around playing areas can encourage the movement of species; the development of energy efficient support facilities and provision of easy walking access are all examples of policies to encourage greater environmental awareness and responsibility.
- A number of strategies have followed the CABE guidelines and established differential policies for “urban and “rural” areas within individual districts.
- Some policy statements stress that quality standards should be seen as minimum rather than absolute standards.
- Most policies identify key or priority sites for investment either due to a locally determined hierarchy of to ameliorate deprivation or in support of other local priority policies.

Inclusion is encouraged by ensuring that facilities are accessible to people with a disability (through DDA compliance) and to other participant groups such as women or juniors. The Equalities Act 2010 requires ‘proportionate steps’ to be taken to overcome their disadvantages. Designing changing rooms which are suitable for women’s and junior football for example is encouraged by the Football Foundation (see Playing Pitch Strategy Review - Pavilions Review 2011).

- Public safety policies can be encouraged by the inclusion of “Secure by Design” policies into quality requirements in future provision.

#### **2.4.4 Conclusions**

The benchmarking of strategic approaches is in itself regarded as good practice and the Comparator Matrix and commentary above compares the BBC approach with other relevant authorities. In this regard BBC's approach is compliant with national guidance and methodologies, and the outcomes have been determined by a methodologically sound and transparent process which stands comparison with other similar authorities and the best observed practice.

The recommended local standards for playing pitches in Basildon Borough for quantity, accessibility and quality fall within the observed ranges of other strategies.

PPG 17 and CABE both stress the need for planning policies for open space and pitches to be based on calculated local needs and for policies to meet local priorities. In this regard the BBC's approach is in line with best practice. The methodology adopted for this Review of the Playing Pitch Strategy is also compliant with best practice.

Local circumstances, judgements and priorities should be overlaid upon the calculated methodology to support good practice and opportunities to secure community use of pitches. Sport England concurs with this approach when assessing the particular circumstances and opportunities when advising on replacement of any pitch loss through development, for example.

The 'menu' of policies set out above, based on observed best practice elsewhere, can be developed to meet the priorities of Basildon Borough Council.

### 3.0 LOCAL STANDARDS OF PROVISION

This section of the report covers:

- 3.1 Definitions of playing pitch provision
- 3.2 Benchmarking and comparator local authorities
- 3.3 Population growth scenarios
- 3.4 Future supply and demand
- 3.5 Recommended local standards of provision.

#### 3.1 Definitions of Playing Pitch provision

**Outdoor sport space**, for the purposes of this Addendum includes seasonal and fixed sports spaces that are openly accessible to the public. Facilities include seasonal sports pitches for football, cricket and rugby and fixed sports spaces for synthetic turf pitches (for football training and hockey matches and training), tennis courts, netball courts, and bowling greens. Some of these facilities within Parks or Recreation Grounds may be multi-functional being used for sport and as a general recreational area. Mini football pitches are often marked across existing senior or junior pitches. In the PPG 17 Open Space Assessment Part I and II, the audited outdoor sports facilities included those with conditional or permissive access such as golf clubs and private sports clubs.

For the purpose of this document playing pitches are defined as all such provision owned by the Borough Council, Essex County Council, or provided through private or voluntary sectors, that are formally or informally available for use by the community. In practice this covers:

- grass pitches and Synthetic Turf Pitches owned and/ or maintained and/ or managed by Basildon Borough Council;
- grass pitches and Synthetic Turf Pitches owned, and/ or maintained and/ or managed by Essex County Council within schools where they are secured for community use;
- grass pitches owned/leased by the private sector and available for public use such as those at west of Gardiners Lane South and at Barleylands Farm, Billericay;
- grass pitches leased and maintained by voluntary sector clubs such as Basildon Cricket Club, Basildon Football Club, Basildon Rugby Club, Basildon Netball Club, Bowls Clubs;
- Other Synthetic Turf Pitches.

Although not covered by this Addendum, other categories of open space providing for recreational sporting activities are:

- *Multi-Use Sports Area (MUSAs<sup>1</sup>)*, often marked out for football, tennis, netball, sometimes caged and sometimes floodlit, according to location, booking and management arrangements
- *Amenity Green Space*, open to free and spontaneous use by the public, but neither laid out nor managed for a specific function such as a park, public playing field or recreation ground; nor managed as a natural or semi-natural habitat; and
- *Children and Young People's provision*, including equipped children's space (for pre-teens), and provision for teenagers. The former comprises equipped areas of play that cater for the needs of children up to and around 12 years. The latter comprises informal recreation opportunities for the 13 to 16/17 age group such as skateboard parks, basketball courts and 'free access' MUSAs.

### **3.2 Benchmarking and comparator local authorities**

Contact was made with planning officers within a number of neighbouring and identified comparator authorities to ascertain their approach to the development of local standards as a benchmark for Basildon Borough Council (see Section 2).

This research identified that:

- while cross boundary use of sports pitches and sports club membership inevitably occur, this will change from year to year, it is not monitored and was considered to be on a small and insignificant scale;
- pricing policies for use of their own sports pitches were designed by the majority of authorities to favour use by clubs in their own district or borough.

#### **3.2.1 Neighbouring local authorities**

##### *Castle Point Borough Council*

- Undertook an Open Space Appraisal in 2006<sup>2</sup> and determined at that time that playing pitch demand was close to supply, but with the quality of existing provision being a more significant issue. Local standards of provision have not been progressed for reasons of priority and resources. The NPFA 6 acre standard (Fields in Trust standard) still applies.

##### *Rochford District Council*

- Rochford's Core Strategy Submission version is progressing through its Examination in Public and this document offers no guidance on playing pitch strategy and provision. A Playing Pitch Supplementary Planning

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<sup>1</sup> Also termed Multi-Use Games Areas (MUGAs).

<sup>2</sup> By The Landscape Partnership & PMP Consultants

Document (SPD) is due for revision in 2010 and consultation with clubs and stakeholders is under way. Relevant guidance is being sought from Sport England. The NPFA 6 acre (FIT) standard still applies.

*Chelmsford Borough Council*

- Chelmsford Borough Council has developed its Playing Pitch Strategy and local standards of provision<sup>3</sup>. It has identified specific sites (dual use, single pitch and new provision) for future secured community use. These are identified within its PPG17 Study and Planning Contributions SPD. For benchmarking purposes this study compares local standards of provision for playing pitches in Chelmsford Borough (see Section 2).

*Thurrock Borough Council*

- A comprehensive Outdoor Sports Strategy<sup>4</sup> was published in November 2010 covering the period 2010 to 2026 and feeds into the Local Development Framework. This adopts a similar approach and scope to the Playing Pitch Strategy for Basildon Borough although does not include the population growth scenarios considered for Basildon.

### **3.3 Local standards of provision**

Local standards of provision for open space in Basildon Borough have been developed through the PPG17 Open Space Assessment Part I March 2010 (with Part II to follow in 2011) following an extensive local needs analysis. It is proposed that these standards replace the National Playing Field Association (NPFA) standards applied in the existing Local Plan Saved Policies 2007, as advocated by PPG17 & its Companion Guide.

The NPFA, also known as Fields in Trust (FIT) since 2007, developed the 'Six-Acre Standard' as referred to in the comparator authority reports:

- a minimum of 2.4 hectares (6.0 acres) of open space per 1,000 population should be available. The NPFA's guidance further recommendeds that this should be comprised of 1.6 – 1.8 hectares for youth and adult sport and 0.6 - 0.8 hectares of Children's Outdoor Play Space. Of this, 0.2 - 0.3 hectares should be equipped play space, and 0.4 – 0.5 hectares for casual or informal play.

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<sup>3</sup> By PMP Consultants

<sup>4</sup> By Ashley Godfrey Associates

**Table 1 - The NPFA 'Six Acre Standard' (sports pitches)**

Resource	Amount
Facilities such as pitches, bowling greens, tennis courts and, putting greens	1.6 - 1.8 ha per 1000 people (4 - 4.45 acres)
Facilities within the education sector which as a matter of practice and policy are available for public use	The above includes a specific allocation of 1.20 ha (3.0 acres) per 1000 people for pitch sports.
Facilities which are within the voluntary, industrial and commercial sectors, and serve the needs for outdoor recreation for their members, or the public.	

The recommended replacement local standards for sports pitches and other outdoor sports facilities follow assessments of typology, quantity (supply and demand), quality and accessibility.

### 3.3.1 Typology

Included within the Basildon District Playing Pitch Strategy (2004) are:

- soccer, rugby, hockey and cricket pitches (senior, junior, mini)
- synthetic turf pitches
- outdoor tennis courts
- outdoor netball courts
- bowling greens.

Local standards are suggested for outdoor sports provision and specifically for synthetic turf pitches and outdoor tennis courts. Provision of netball courts and for bowls greens is less precise and dependent upon pockets of interest and league organisation which varies considerably across any geographical area.

### 3.3.2 Quantity

Future supply and demand calculations for playing pitches contained within the Playing Pitch Strategy (2009 Review) are based upon:

- existing and anticipated potential provision with public, education, voluntary and private sectors secured for community use;

-use of Sport England's calculator tools and model guidance 'Towards a Level Playing Field' with local adjustments as contained within the Basildon Playing Pitch Strategy and Review (2009);

-Essex FA Data information for Basildon Borough (see Playing Pitch Strategy Review – Appendix B);

-population scenarios identified for this Addendum (see Section 1); and

-consultations with schools, sports clubs, governing bodies of sport, county and local sports agencies and networks, and landowners, during the strategy review process.

Locations of existing pitches and outdoor courts are shown within the Strategy Review Report 2009. Relevant local criteria and issues in Basildon Borough related to supply and demand are:

### ***Football Pitches***

- The 2004 Basildon Playing Pitch Strategy and 2009 Review identified less than average provision of football pitches in Basildon Borough, based upon the 6-acre standard, in Laindon and Vange (now part of the PPG17 Basildon Settlement Area), Billericay and Wickford, offset against greater than average provision in Fryerns and Pitsea (2004) (also part of the PPG17 Basildon Settlement Area).
- Demand base data (detail in section 3.2.1 of the Basildon Playing Pitch Strategy Review 2011) identifies for 2010/11, 118 adult football teams (2,124 players), 139 junior teams (2,484 players) and 77 mini teams (770 players), totaling 334 teams requiring grass pitch provision for matches and training.
- There were a further 159 small-sided adult teams identified by the Essex FA Data which play on synthetic turf pitches, multi use sports areas (or indoor sports centre provision<sup>5</sup>).
- In 2010/11 junior and mini pitch provision was used to capacity in Basildon Borough. There was an over supply of 5 senior pitches at Wickford Memorial Park and at Gloucester Park.
- For the 2008/09 season there were 3 senior pitches unused. For the 2009/10 season, there was no waiting list for the senior pitches operated by Basildon Council with all but two used every Sunday. There are 11 Basildon BC junior pitches in play each Sunday and an identified shortfall

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<sup>5</sup> Indoor Sports Facilities Provision is being assessed separately to this study

of two mini pitches. For the 2010/11 season there were 5 adult pitches not in use (at Memorial Park, Wickford and at Gloucester Park) but bookings for 2011/12 should utilize all available pitches. Basildon BC operates 26 senior pitches with changing facilities (Changing Rooms and Pavilions Quality Matrix - Review 2011). All grass and synthetic turf pitches at Gloucester Park Sporting Village are now managed and maintained by Sport and Leisure Management, a leisure management contractor.

- Sports pitches available for community use (See main Playing Pitch Strategy 2011 and Figure 4 - Basildon Borough Football Pitch Numbers (Adult and Juniors) Map 2011) are provided by Basildon BC, schools and colleges, voluntary sector clubs and private landowners.

**Table 2 - Football Pitches - Population Growth/Demand Matrix**

Football pitches	Available for community use 2003/4 (2008/9)	SE model to 2013 (BASELINE)	Scenario 1 LOW 2021 a)8.4% 2031b)12.6%	Scenario 2 MEDIUM 2021 a)12% 2031 b)18%	Scenario 3 HIGH 2021 a)16% 2031 b)24%
Adult pitches	59 (60)	(62)	a)65 b)67	a)67 b)71	a)70 b)75
Junior pitches	37 (37)	(64)	a)67 b)70	a)69 b)73	a)72 b)77
Mini Pitches **	c.20 (dedicated)	(c.36)	a)38 b)39	a)39 b)41	a)40 b)43
<b>Total (excl. **)</b>	<b>96 (97)</b>	<b>(106)</b>	<b>132-137</b>	<b>136-144</b>	<b>141-151</b>

This matrix translates the Sport England demand calculator results from the existing Playing Pitch Strategy 2003/4 (based on 4% growth from the 2001 census population to 2013, being the baseline figure) to the further population growth percentage scenarios identified. (The calculation of pitch numbers in rounded up above 0.4 of a pitch.)

The above matrix identifies that from 2008/9):

-to 2021,

-adult pitches – there is a projected shortfall of 5 (LOW growth) to 10 (HIGH)

-junior pitches – there is a projected shortfall of 30 (LOW) to 35 (HIGH)



*-to 2031*

-adult pitches – there is a projected shortfall of 7 (LOW growth) to 15 (HIGH)

-junior pitches – there is a projected shortfall of 33 (LOW) to 40 (HIGH)

The above will need to be reviewed on the basis of Council decisions on new housing development.

### ***Rugby Pitches***

- 11 pitches - Basildon Rugby Club (Gardiner's Lane South - 2 pitches), Barstable School (Academy) (one pitch with the possibility of a second), De La Salle School (one pitch), Beauchamps School (one pitch), Bromfords School (one pitch), Mayflower School (two pitches), Billericay School (two pitches); Holy Cross Recreation Ground (one pitch);
- Community use takes place at the Basildon Rugby Football Club which has just secured a new 25 year lease on its existing ground;
- Basildon Rugby Club is pro-actively developing rugby especially at junior level.

In July 2011, the Homes and Communities Agency (HCA) agreed to enter into a new 25 year lease with Basildon Rugby Club, securing its future at its current ground in Gardiners Close, Basildon. With this security of tenure, the Club should now be able to access grant funding to enhance its ground and spectator facilities.

Future pitch provision should be locally determined according to interest developed through schools and the Rugby Club. RFU regional representatives advise that current demand is being met. However, increased participation is anticipated to peak following Rugby World Cups in 2011 (New Zealand) and 2015 (England). Security of tenure and the impact of its rugby development programme may also result in increased demand for pitches. A review of pitch provision and demand is proposed by Essex County Rugby (Governing Body) in 2013/14 and should be included for schools and clubs within the next review of the Council's Playing Pitch Strategy.

### ***Hockey Pitches***

- Leagues and competitions are predominantly played at venues outside the Borough (eg Upminster) and on synthetic turf pitches (sand or water based). Sand based pitches are located within the Borough at Hannakins Farm and Gloucester Park;

- One grass pitch was identified in the schools survey - Mayflower Secondary school.
- Sport England identifies the need for an additional 0.5 synthetic turf pitch in the Basildon area.
- The Review Action Plan includes the need for one further synthetic pitch in the Basildon area giving access for football training and hockey training and matches.
- There is also a need to develop hockey development pathways for young people with a greater focus on the Borough's facilities..

### ***Cricket Pitches***

- Basildon and Pitsea Cricket Club is actively developing the game, particularly at junior level. It plays at Mopsies Park and Langdon Hills Recreation Ground. There is potential for growth within schools and consequent formation of new clubs.
- Local assessments indicate greatest supply in Wickford North (Wickford Memorial Ground - 3 squares), Burstead and St. Martins (2 squares each), with least supply in Vange (a shortfall of 2.4 squares). There is an overall underused provision of 2 squares within the Borough (Sport England demand model).

Future provision will be dependent upon the overall impact of cricket development programmes, particularly by schools and clubs and whether demand can be spread away from peak time demand on a Saturday morning and/or securing community use on school squares.

### ***Netball Courts***

- 12 new netball courts have been provided as part of the Gloucester Park Sporting Village. The sports centre will also accommodate an indoor netball court within the sports hall.
- Netball courts are provided within a number of schools as indicated within the Strategy Review 2009.
- Regional and local consultations and judgements conclude that current provision is meeting demand.

Future supply will be centred on schools playing the sport and on Gloucester Park Sporting Village.

### **Outdoor Tennis Courts**

- There is no established standard and our notes below identify the Lawn Tennis Association approach to provision. Again, the level of provision in any Borough will be dependent on local club interest and the potential impact of grass roots tennis initiatives such as being developed by the Tennis Foundation;
- The Playing Pitch Strategy (2004) identifies provision of public courts in parks at Hannakins Farm, Billericay (4), Lake Meadows, Billericay (3), Howard Park, Pitsea East (2) and Langdon Hills, Laindon (3). There is an identified lack of courts in the Wickford area;
- A suggested standard is 2 courts per 2,500 population (see matrix below) which highlights a significant shortfall in provision within most local authorities; this is perhaps more of an aspiration than a standard;
- There is potential greater capacity for junior players at the Billericay LTC and Mopsies Tennis Club (Fryerns).

### **Bowls Greens**

- Bowls Greens in Basildon Borough are deemed by the Clubs themselves and by Basildon Borough Council to be of a high standard of maintenance and of sufficient quantity to accommodate expressed and latent demand currently;
- The ageing population demographic will have a greater impact than the population growth scenarios considered within this Addendum. It is suggested that the level of provision is reviewed after 10 years but no local standard is required.

### **3.3.3 Quality**

Local standards include a 'qualitative' element and this Addendum draws from the Basildon District Playing Pitch Strategy 2004 and Review 2009 to identify priorities for improving existing playing pitches. It refers to specifications provided by the Football Association and Sport England for new provision. Developers should be referred to this guidance in any pre-application discussions for a proposed development.

The Playing Pitch Review 2009 (updated in 2011) identifies within the Pavilions Quality Matrix a score and comments regarding pitch quality. Inadequate quality of provision are associated with sloping sites and poor drainage for example.

Figure 3 Basildon Borough Football Pitch Quality Map and Figure 5 Basildon Borough Cricket and Rugby Pitches Quality Map 2011 indicate the distribution of pitches based upon their audited quality.

An audit of pavilion/changing room facilities is included within in the Playing Pitch Strategy Review 2011 and also shown at Figure 6 Basildon Borough Changing facility Quality Map.

Poor/inadequate quality pitches are identified at:

Kent View Road Recreation Gound (Basildon) - poor drainage (Facilities to be reprovided at Swan Mead Recreation Ground)  
Swan Mead Recreation Ground(Basildon/Vange) - poor drainage (new pavilion and pitch proposed)  
Langdon Hills Recreation Ground (Laindon) - sloping site/poor drainage  
Eversley Park Recreation Ground (Pitsea) - sloping site/poor drainage  
Memorial Ground (Wickford) - poor drainage.

The Council should investigate further how improvements to pitch quality and the funding for their upgrade can be achieved at the locations which remain.

### **3.3.4 Accessibility**

The PPG17 Open Space Assessment Part I (March 2010) has concluded that:

*'Accessibility to a sports facility is generally good throughout the Borough for a 2km accessibility standard. Several areas are supplied by sports facilities outside of the District, over which the Council has no authority, and the Barleylands pitches are currently available to teams but do not have formal consent or protection from cessation by the owner.*

*Overall, outdoor sports areas are well provided in Billericay, Noak Bridge & Ramsden compared to their populations but relatively underprovided in Basildon and Wickford. Most of the provision relates to private facilities. '*

Figure 1 Basildon Borough Playing Pitch Accessibility Catchments Map 2011 shows 600m catchments from identified sites, the 15 minute 'to walk' standard. The Council's PPG17 Part 1 standards should be applied where players (and the parents of junior players) are able to drive not more than 2km to selected home and away pitches and matches as designated by each club. In reality, the majority of players/parents travel to matches and training by car.

### **3.4 Recommended Local Standards of Provision**

Drawing from analysis of research and benchmarking it is recommended that the standard for adoption by Basildon Borough Council for the provision of outdoor sports provision should be 1.5 ha per 1,000 population (15 m<sup>2</sup> per person). This

should be regarded as a cumulative standard that can be applied for the provision of all pitch typologies included within this Strategy and Addendum.

This takes account of:

-pitch dimensions and safety zones plus 15% allowance for movement and maintenance in line with Sport England recommendations;

-this approach is supported by Sport England and recommended for a number of the benchmarked local authorities, including the neighbouring Borough of Thurrock;

-both urban and rural area provision appropriate for the Borough of Basildon;

-the high level of football activity and interest at junior and adult levels in south Essex area generally and in Basildon Borough in particular, as identified by the Essex FA and by league representatives;

-relatively much less demand for rugby, cricket and hockey grass pitches in Basildon Borough;

-the relatively high number of football pitches on school sites available for community use.

**Table 3 - Recommended local standards of provision**

Typology	Proposed Standard Per 1,000 pop	2008/09 provision (shortfall)	Scenario 1 LOW requirement (shortfall)	Scenario 2 MEDIUM requirement (shortfall)	Scenario 3 HIGH requirement (shortfall)
<b>Sports pitches</b>	1.5 hectares (15m <sup>2</sup> pp)	97 (adult 60 & junior 37)(*see text for shortfall commentary)	a) 270 ha b) 280.5 ha (*)	a) 279 ha b) 292.5 ha (*)	a) 288 ha b) 307.5 ha (*)
<b>Synthetic Turf Pitches</b>	257m <sup>2</sup> (.04 f/s pitch) (0.26 m <sup>2</sup> pp) 1 pitch per 25,000 pop	3 pitches (shortfall 4 pitches)	a) 7.2 pitches b) 7.48 pitches (shortfall 4-4.5 pitches)	a) 7.44 pitches b) 7.8 pitches (shortfall 4.5-5 pitches)	a) 7.68 pitches b) 8.2 pitches (shortfall 5 pitches)
<b>Outdoor Tennis Courts</b>	0.8 courts 2 courts per 2,500 pop	39 courts	a) 144 courts (shortfall 106) b) 150 (shortfall 111)	a) 149 (shortfall 110) b) 156 (shortfall 117)	a) 154 (shortfall 115) b) 164 (shortfall 125)

The growth rates in the above table (see Section 1) represent the following population totals: 2001 - 165,668 (Census) 2008/09 - 167,000

	<u>a) 2021</u>	<u>b) 2031</u>
Scenario 1 LOW	a) 180,000	b) 187,000
Scenario 2 MEDIUM	a) 186,000	b) 195,000
Scenario 3 HIGH	a) 192,000	b) 205,000

### 3.4.1 Sports Pitch Provision

Football pitch provision has been broken out separately as shown above. It is based upon the number of pitches available for community use in 2008/09 (97 pitches available -Adult 60, Junior 37) and draws from the original Sport England Playing Pitch demand model (Basildon Borough Playing Pitch Strategy 2004) and Essex FA assessments.

### 3.4.2 Synthetic Turf Pitches

There is a changing demand for different synthetic surface types for hockey (sand based and/or water based) and for football (3<sup>rd</sup> Generation or 3G) and an increasing level of supply within secondary schools across the country, with varying levels of access by community clubs. A target of 1 x community accessible full size floodlit STPs per 25,000 population within a 20-minute drive-time is supported by Sport England in high intensity use areas such as south Essex and Basildon Borough. With a full size STP of 6,426m<sup>2</sup> (Sport England specification 63m x 102m including run-offs) this would represent a local standard/level of provision of 257.04m<sup>2</sup> per 1,000 population.

The population growth scenario projections indicate a requirement for between 7 and 8 pitches by 2031, a shortfall of between 4 and 5 full size equivalent synthetic turf pitches. Provision of an additional 6 x 'caged' 5/6-a-side pitches at Gloucester Park Sporting Village now provides for some of this shortfall. Programmed community use during the day-time has been retained whilst negotiated management arrangements apply with a private company to operate leagues during the evenings.

### 3.4.3 Outdoor Tennis Courts

There is no standard established for tennis courts and the LTA support their provision strategically on a sub-regional basis where provision is both accessible and sustainable.

Existing and proposed levels of provision, quality and access to public and club tennis courts (both constitute community use) varies considerably across Basildon Borough according to levels and location of existing provision. As a general guide, the LTA recommend the following standards for funding assistance based upon membership levels of tennis clubs:

- one grass court per 40 members,
- one floodlit grass court per 60 members, and
- one indoor court per 200 members.

A targeted provision of 2 community accessible tennis courts per 2,500 population is suggested (inclusive of public sector and voluntary sector (or club), provision). This equates to a local standard of 0.8 tennis courts per 1,000 population. However supply should take into account the greater sustainability of providing two tennis courts – as they encourage greater use per court than single courts and allows for coaching, community programmes and competition.

#### **3.4.4 Landownership**

Analysis of total pitch provision by land ownership reveals that:

- the majority of football teams play on Council owned/controlled pitches which mirrors the national pattern (43%);
- cricket, rugby and football teams rely on club and private sites (or else council sites managed by clubs) which also tends to reflect national patterns;
- community access to education sites is set out in the schools review within the Playing Pitch Strategy Review (2011); this should look to be increased in the future to satisfy forecast increased demand;
- one private landowner provides a significant contribution of pitches for clubs in Basildon Borough at Barleylands Farm (c. 30 pitches in use each season). Securing this level of use and potentially increasing provision in this location, and/or at other locations, is an important aspect of the Action Plan, endorsed by the Essex FA.

Traditionally, rugby, cricket and hockey clubs have acquired and developed their own facilities in contrast to football clubs, the majority of which rely heavily on the public sector. However, hockey clubs are increasingly dependent on councils and education authorities to provide Synthetic Turf Pitches, which is the required surface for many of their leagues and competitions. Locations are illustrated in Figure 2 - Basildon Borough Playing Pitch Location Map 2011.

With regard to changing rooms and pavilions (see Pavilions Review in the Playing Pitch Strategy Review 2011), the better of these are those managed by clubs with some security of tenure while those of lesser quality, often in need of refurbishment or replacement following vandalism and general wear and tear, are owned by Basildon BC.

### 3.5 PPG17 Settlement Areas

The spread of pitches and outdoor playing areas across Basildon Borough are illustrated on the accompanying map (Figure 2: Basildon Borough Playing Pitch Location Map 2011). The ward groupings are:

<b>Basildon</b>	Laindon Park, Langdon Hills, Lee Chapel North Fryerns, Nethermayne, St. Martins Pitsea North West Pitsea South east Vange
<b>Billericay &amp; Burstead</b>	Billericay East, Billericay West, Burstead
<b>Noak Bridge &amp; Ramsden</b>	Crouch (Noak Bridge and Ramsden), Wickford Park,
<b>Wickford</b>	Wickford North, Wickford Castledon.

- the areas of least availability of football pitches for community use are identified as Laindon Park, Billericay East and Wickford;
- the greatest shortfall of cricket pitches is in Vange;
- rugby pitches have traditionally been linked to school sites (Basildon Lower & Upper Academies & Woodland Secondary School) which will continue;
- the Sporting Village is also the main focus for netball in the Borough;
- there is an identified lack of tennis courts in the Wickford area;
- the level of provision across the Borough for bowls, and the quality of maintenance by the Council, is still thought to be satisfactory.

The 2004 Playing Pitch Strategy identified under provision of grass playing pitches (based on the NPFA 6-acre standard) in Laindon and Vange (Basildon Area), Billericay and Wickford, and over provision in Fryerns and Pitsea.

The Playing Pitch Strategy Review (2011) and this Addendum (2011) has considered supply and demand of pitches according to the three PPG17 Settlement Areas and ward groupings (see Figure 7: Basildon Borough Settlement Area Map):

#### **Billericay and Burstead (Blue)**

- Existing provision and the potential for increased provision in the rural areas surrounding the main town could accommodate growth in demand in this sub-area.



- Significant clubs are involved in football development programmes relative to this Settlement Area (Billericay FC, Forest Glade FC, Basildon Boys Club, for example)
- There is a full size synthetic turf pitch (STP) at Hannakins Farm Community Centre.

### **Noak Bridge and Ramsden (Pink)**

- This Settlement Area is mainly served by football pitches at Barleylands Farm, Wickford and Gloucester Park, Basildon. However, this Settlement Area also provides pitches to meet demand arising from the other three Settlement Areas as well.
- There is access to synthetic turf pitches at Hannakins Farm, Billericay and Gloucester Park Sporting Village, Basildon. The possibility of a further full size STP at Barleylands Farm, adjacent to the Council's depot was proposed in the 2006 Feasibility Study for a Community Football Development Centre at Barleylands, but to date this has not been taken any further and additional locations will also be considered as part of spatial growth options in the LDF.

### **Wickford (Yellow)**

- A planning application was granted subject to a s.106 agreement for replacement and additional pitches and a junior size synthetic turf pitch on land at Shot Farm, Shotgate, Wickford. Should this be developed, this would accommodate some of the increased demand forecast in the Wickford area.
- A need for full size synthetic turf pitch within this Settlement Area is identified within the Playing Pitch Review 2009, however a suitable location has yet to be found.

### **Basildon (Green)**

- While the majority of increased demand for pitches will emanate from this Settlement Area due to its high concentration of population and regeneration projects, travel by vehicles to outside the Settlement Area will continue to occur.
- Gloucester Park Sporting Village provides a mix of grass and synthetic turf pitches (BBC and commercial), netball courts and bowls greens (to the south of the Park), accommodating a considerable amount of local demand.
- Enhancements at Swan Mead Recreation Ground, Vange could provide an additional pitch and mini pitch.
- Improvements at Markham Chase Recreation Ground will secure and absorb an element of future demand.

### 3.6 Recommendations to accommodate the projected population growth/demand shortfall scenarios

There are a number of broad locations that have the potential, subject to further analysis and evaluation (in terms of quantity, quality, accessibility, changing room provision and long term sustainability), of continuing to provide grass pitches to meet demand arising from the Borough's growth until at least 2031.

These include:

- **north east of Wickford - Shot Farm** where there has been a planning application by Wickford Town Football Club for a youth football development centre comprising additional grass pitches and a junior size synthetic turf pitch;
- **north-west Wickford** – identified in PPG17 Open Space Assessment Part I (March 2010) as a potential new strategic open space location for Wickford, subject to allocation/ arrangements with landowner/s;
- **west of Billericay - Blunts Wall Farm**, the home of Billericay Football Club, has the potential for provision of additional grass pitches, subject to allocation/ arrangements with landowner;
- **south of Billericay - Barleylands Farm** which provides currently some 32 pitches offers the potential to develop some 30 additional pitches if changing accommodation and access arrangements can be provided; this would be subject to allocation/ negotiation with the Council concerning management arrangements and security of supply; A feasibility study was undertaken by the Council in 2006 looking at this potential, including for a Community Football Development Centre adjacent to the Barleyland's Council Depot (Planning applications have been received by the Council for two areas of Barleylands Farm to formalise and enhance the existing provision of pitches and pavilion for Forest Glade FC and Basildon Boys Club FC). Both clubs have the potential to expand their activities and number of pitches used.
- the location and size of the **Swan Mead Recreation Ground** provides a particular opportunity for development of a further pitch and junior pitch and an extended pavilion bringing this site into greater use;
- **north of the A127 near Dunton** - I the site is level with good surface drainage and highway access with potential to be developed for grass pitch provision subject to allocation/ arrangements with landowner;

- **Land east of Eversley Leisure Centre, Pitsea** - additional pitches could be provided at this location subject to allocation/ arrangements with landowner
- current user clubs and companies at **Gardiners Lane South** could accommodate additional community use of their pitches; conversely, they may need to be accommodated elsewhere depending on whether their current location at Gardiners Lane South, is required for development purposes;

The selection of future long-term sites for playing pitches in the Borough should be selected and delivered as part of the locations for growth promoted in the Core Strategy and other documents of the LDF. The location list above is not conclusive and represents an initial appraisal of future pitch location opportunities based on current advantages of these locations.

## 4.0 COST OF PROVISION

This section considers factors and general principles relevant to the calculation of developer contributions for the provision and maintenance (10 years) of new outdoor sports space and for improving and maintaining existing pitches to meet an acceptable standard of quality. It draws from advice given by Sport England and the FA. Detailed pitch dimensions for the sports covered by this Review are available from Sport England and Football Foundation websites.

### 4.1 Cost of Provision and Relevant Factors - Sports Pitches

#### 4.1.1 Location, design and layout

The precise value/cost of individual playing fields and pitches to individual sports teams will be dictated by the requirements of the league of which they are a member. The higher the standard of play, the greater the requirements in respect of the pitch(es) and ancillary facilities as specified by the FA. The needs of the football clubs playing in the 'semi-professional' leagues (with requirements for floodlighting, pitch barriers, enclosures, and changing accommodation etc) will be much greater than those of the local Sunday league teams. However, the following notes represent sound general principles of design. The principles include:

- Location
- Accessibility
- Playing surface
- Floodlighting
- Availability of changing rooms/toilets
- Social facilities
- Site suitability and security
- Parking

#### *Location:*

Fields in Trust (FIT), formerly the NPFA, suggests that most active members of the public want facilities for informal training and home games in their own neighbourhood, and consider that 20 minutes travelling time by motor transport to synthetic pitches, and a 10-15 minute cycle ride to or walk to local facilities is reasonable. For specialist facilities, such as artificial turf pitches, or higher-level league grounds, the preparedness for travel may therefore be greater. On the other hand, junior teams would probably prefer home pitches and training facilities to be located within easy and safe walking distance to young players.

When considering the location of new pitches, the potential for conflict between recreation activities and other land uses in the area, particularly residential,

must be taken into consideration. Proximity to housing makes a site more accessible, although nuisance can arise from such as noise, parking and traffic generation.

*Accessibility:*

For team sports it is probable that at least half of the players will be coming from out of the immediate area, and will therefore rely on some form of transport. The provision of convenient space for parking, preferably off-road and within the site, and a location near to public transport routes will make the site more accessible (if services are available), and therefore more attractive to users. Increased bus services may need to be negotiated.

*Playing surface:*

Pitches that are not drained and otherwise maintained cannot be used as frequently as those that are. Open pitches are vulnerable to dog fouling and other abuse. Guidance on the increase to playing capacity brought about through drainage improvements is available from Sport England and FIT. Specific sites requiring drainage improvements have been identified in this Addendum.

*Floodlighting:*

This can increase levels of usage of facilities, including for training. Floodlighting is essential for higher-level clubs, and highly desirable for synthetic turf pitches, as it helps make them more economically sustainable. Sport England offers the following guidance on floodlighting levels for football:

**Table 4 - Floodlighting**

<b>Class</b>	<b>LUX</b>
Class 1: national and international football	500
Class 2: medium level football	200
Class 3: low level football and training	75

Additional specific guidance is provided in relevant Sport England factsheets. For some of the more rural locations there may be further consideration such as a Green Belt, impact on birds, light spillage, access to reliable power supply and noise and siting impact of generators

*Availability of changing rooms and toilets:*

The provision of changing facilities is desirable for all local sports teams, and essential for some. The detailed specifications for changing accommodation

depend on the nature of the sports played at a given site. Changing accommodation for senior teams will need to provide space for teams and reserves. For football teams, this will normally mean 15 spaces. For rugby teams, it may be 20 spaces. A two-pitch complex would call for two home and two away team changing rooms. There will also be a requirement for separate match officials' rooms (1 per game). The requirement for special facilities for junior and or female teams really depends on the specific circumstances related to each site. Specific guidance on these matters plus considerations such as disabled facilities, toilets, security, are provided in the Sport England fact sheets. This guidance will be subject to local Borough circumstances and judgements. I

*Social facilities:*

Local sports teams value social facilities highly, particularly when hosting matches to visiting players. Such facilities make sites more attractive to players and spectators alike. Social facilities, especially where they include bar facilities and function rooms, can also be an important revenue generator for clubs. However, the development of such facilities may be a sensitive issue as they will generate additional noise, traffic for local residents. Such facilities (as well as other ancillary accommodation) can also be a sensitive issue in the countryside and the Green Belt.

*Site suitability and security:*

For multi-sport community pitches, the key features of any layout are as follows:

- A site big enough to accommodate multiples of at least two football/rugby pitches, with a cricket table in between. The cricket outfield is shared with the other pitch sports on a seasonal basis
- Planting around the site edge to provide shelter and/ or screening
- The use of residue grass for training and/or mini-soccer, together with floodlighting to enable midweek training during the winter. Although floodlighting of one or both of the main pitches is sometimes difficult to install on 'shared space' layouts.
- Changing block located close to both pitches for quick access at half-time
- Vehicular access and parking availability
- A secure equipment shed (for goals, flags, mower, etc) is provided

**4.1.2 Indicative costs of provision**

The following costings are for the development of community sports and play facilities and are based on the costs of providing good quality sports facility for the 1st Quarter of 2010. These costs for sports facilities are based on schemes recently funded through the Lottery. The costs are indicative only.

**Table 5 - Capital costs for facilities**

Facility Type	Facility Details	Costs
Changing Rooms	4 team changing pavilion	£575,000
Outdoor Tennis Court	2 court, tarmacadam/fenced/floodlit	£145,000
Synthetic Turf Pitches	Sand based 100 x 64m (inc. fences & floodlights) - Hockey	£640,000
	Rubber crumb 106 x 71m (inc. fences & floodlights) - Football	£790,000
	Water based 100 x 64m (inc. fences & floodlights) - Hockey	£815,000
Grass pitch	108 x 71m	£75,000
MUSAs	37 x 22m (inc. fences & floodlights)	£115,000
Athletics Track	6 lane, grass infield, throwing areas	£1,080,000
Bowling Green	Flat or Crown (40x40m)	£110,000

Source: Sport England Construction Costs (2011).

The costings include:

- External works (car parks, roads, paths, services connections etc) are included at an average rate of 15% addition to the cost of the works.
- Fees are included at 6% for outdoor tennis courts, Synthetic Turf Pitches, Multi-use Sports Areas (MUSAs), Athletic Tracks. Grass Pitches

The costings exclude

- Inflation beyond Q2 2011 prices
- Site abnormalities such as poor ground, difficult access, long service connections
- VAT, land costs, regional cost variations in materials and labour.

### 4.1.3 Developer Contributions for outdoor pitches

To equate with the methodology of the 2010 PPG17 Open Space Assessment - Part 1 for Basildon Borough the following assessment for outdoor sport pitches can assist the calculation of developer contributions. Based upon a 15m<sup>2</sup> per person of outdoor sports space required (1.5 ha per 1,000 population), the table below draws from Sport England's assessment of average capital costs of outdoor sports provision, new or upgraded, as set out above equated to a cost per m<sup>2</sup> per person. Figures would need to be adjusted for the actual scale and quality of provision.

**Table 6 - Indicative developer contribution based on cost per m2 and dwelling size**

Typology	Standard (m <sup>2</sup> /pp)	New provision	
		Cost / m <sup>2</sup>	Contribution
<b>Outdoor Sport Space</b>	<b>15</b>	<b>£10.00</b>	<b>£150.00</b>
<b>Dwelling Size</b>	<b>No. people</b>		
1 bed	2		£300
2 beds	3		£450
3 beds	4		£600
4+ beds	5		£750

The table gives figures for the average occupancy levels based on the maximum capacity of bed spaces for the size of dwelling. For example a two-bedroom dwelling is assumed to have occupancy of 3 persons, and a three bedroom dwelling 4 persons. For each dwelling, the costs outlined above have been applied for new and upgraded outdoor sport space provision. If this was applied at a contribution rate per household (assuming an average occupancy of 2.3 people per household), this would equate to an average contribution of £345 for new or upgraded outdoor sports pitch provision per dwelling.

The 2010 PPG17 Open Space Assessment identifies benchmark comparisons for outdoor sports pitch provision in hectares per 1,000 population as: Thurrock - (Grays and Tilbury 1.0) (Aveley and SLH 1.3) (Rural 2.3), Brentwood - 3.18, Castle Point - 3.22, Stevenage - 1.25, Dacorum - 1.6, Northampton - 0.1. Provision in Basildon Borough (based upon the 2001 census population) is 1.58.

While the 2010 PPG17 Open Space Assessment - Part 1 identifies an existing provision of 1.58 ha/1,000 population for the Borough (population @2001 census) based on supply (almost meeting the NPFA/FIT recommended standard



of 1.6 -1.8 ha), this review based on demand recommends that a standard of 1.5 ha/1,000 population, is appropriate for the reasons given in paragraph 3.4 although there will need to be a variation reflected within each Settlement Area subject to further evaluation.

Comparing this standard with the Settlement Areas in the Borough, there is a high provision in Billericay and Burstead (2.9) and Noak Bridge and Ramsden (4.6) and less provision in Basildon (1.31) and Wickford (0.1). While this variation is to be expected given the nature of each Settlement Area in terms of population and levels of open space available, the Playing Pitch Strategy Review 2011 does identify the need for further provision of secured community use of grass pitches in Basildon and Wickford. Subject to further evaluation, a higher standard of 2.0ha/1,000 population might be considered.

### **Synthetic Turf Pitches**

Based on average costs (rounded) for synthetic turf pitches (new provision), this equates to, for a median area of 6,400m<sup>2</sup>:

Standard 0.24m <sup>2</sup>	Cost/ m <sup>2</sup>	£100	Contribution £24 (sand-based)
	Cost/ m <sup>2</sup>	£123	Contribution £30 (rubber crumb)
	Cost/ m <sup>2</sup>	£127	Contribution £31 (water-based)

The figures include for floodlighting, fencing, sub-structure (see Table 5). Access, car parking and changing facilities would also need to be considered.

These calculations can be used as a starting point to calculate developer contributions. The total financial contribution would also be affected by:

- whether grass pitches are provided as part of the development (on or off site);
- the appropriate 'rate' would depend on whether the contribution is to provide new or upgraded pitches;
- maintenance requirements over ten years if appropriate.

## **4.2 Maintenance contributions**

In addition, a commuted sum will need to be negotiated with a developer to manage and maintain new or upgraded sports pitches for a period of 10 years following practical completion and adoption by the Council. The commuted sum may be calculated as 1% of the capital cost for a period of 10 years, allowing for inflation at 2.5% per annum, or as otherwise agreed.

Actual costs of upgrading pitches would be assessed according to local circumstances and the size and quality of provision required. Guidance costs are provided on Sport England and Football Foundation websites.

## APPENDIX AD1

### **Playing Pitches - Inventory and catchment mapping**

*(under separate cover)*

Figure 1 - Basildon Borough Playing Pitch Accessibility Catchments Map 2011

Figure 2 - Basildon Borough Playing Pitch Location Map 2011

Figure 3 - Basildon Borough Football Pitch Quality map 2011

Figure 4 - Basildon Borough Football Pitch Numbers (Adult/Junior) Map 2011

Figure 5 - Basildon Borough Cricket and Rugby Pitch Quality Map 2011

Figure 6 - Basildon Borough Changing Pavilion Quality Map 2011

Figure 7 - Basildon Borough Settlement Area Map

**APPENDIX AD2**

**Policy Good Practice - Benchmarking matrix**

**Playing Pitch Policies - Benchmarking and Best Practice** (Key follows table)

<b>Local Authority</b>	<b>PPG 17 Open Space Study (Year)</b>	<b>Separate Playing Pitch Strategy (Year)</b>	<b>Quantity Policy - Pitches</b>	<b>Accessibility Policy - Pitches</b>	<b>Quality policy - Measurement - Pitches</b>	<b>Assessment of Developer Contributions (PPG 17 compliant)</b>
<b>Beacon Councils</b>						
<b>LB Barnet</b>	Yes (2009)	Yes **	0.75 ha/1000 pop	1.21 km (14min. walk)	PSS	Yes
<b>LB Bexley</b>	Yes (2008)	No	1.51 ha/1000	768m (16min walk /20 min drive for ATP/bowling)	PSS	Yes
<b>LB Enfield</b>	Yes (2010)	Yes	0.78 ha/1000	1. 2 km	PSS	Yes
<b>Halton BC</b>	Yes (2006)	Yes (2005)	9.5m <sup>2</sup> /person (0.95 ha/1000)	15 min. walk	EEE	Yes
<b>LB H'mith and Fulham</b>	Yes (2008)	No	1.7ha/1000 ***	10 min walk	No	No
<b>LB Brent</b>	Yes (2008)	Yes	0.54 ha/1000	1.6km	POS	Yes
<b>CIPFA Nearest Neighbours</b>						
<b>Dacorum BC</b>	Yes (2008)	Yes (2006)	1.6 ha/1000	1.2 km	US	No –current surplus
<b>Northampton BC</b>	No	Yes (2009)	1.62ha/1000	720 m (15 min walk)	Based on locally determined 4-tier hierarchy	No

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<b>Dartford BC</b>	No	No	N/a	N/a	N/a	N/a
<b>Colchester BC</b>	Yes* (2010)(UR)	Yes** (2004)(UR)	FIT Standard	20 min walk urban 20 min drive rural	25 towns/ villages deemed to require a recreation ground (local needs analysis)	Only adopt new o/s with “strategic benefit”
<b>Stevenage BC</b>	Yes	No	2.2 ha/1000	10 min drive 10 min walk MUGA/ tennis	QVS	Commuted sums sought
<b>North Herts. DC</b>	Yes (2009)	Yes (2005)	1.42h/1000 Urban 1.85h/ 1000 Rural	720 m.	EEE	Yes
<b>Basingstoke and Deane BC</b>	Yes (2008)	No	11.9m <sup>2</sup> per person 5.6 m <sup>2</sup> if STP's included	900m walk	EEE based on 3-tier local hierarchy	Yes
<b>Braintree DC</b>	Yes (2008)	No	2.00/ha/1000	10 -15 min drive (4-6 km)	US - Quality matrix	Yes
<b>Gloucester City</b>	Yes * (2001)	Yes (2005)	FIT Standard	Not stated	Not stated	Not stated
<b>Chelmsford BC</b>	Yes (2004)	Yes (2005)	1.25 ha/1000	10 -15 min drive	POS	Yes
<b>Harlow DC</b>	Yes (2010)	Yes (2004)	1.6 ha/1000	1000 metres	US	Yes
<b>Swale BC</b>	Yes (2009)	Yes (2004)(UR)	1.09 ha/1000	800 metres	POS	Yes
<b>Cherwell BC</b>	Yes (2008)	Yes (2008)	1.5ha/1000 Urban 3.62 ha/1000 Rural	15 min. walk	US	Yes

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<b>Welwyn Hatfield BC</b>	Yes (2009)	Yes (2009)	2.12 ha/1000	1km or 15 min walk	POS	Yes
<b>Gravesham B C</b>	No	No	N/a	N/a	N/a	N/a
<b>Other local authorities</b>						
<b>Thurrock DC</b>	Yes	Draft for consultation (2010)	1– 1.8 ha/ 1000 urban 2.30 ha/1000 rural	10 -15 min walk		
<b>Harborough DC</b>	Yes		0.57 ha/1000	10 min drive		
<b>Newark and Sherwood</b>	Yes		2.50 ha/1000	15 min walk		
<b>Wealden DC</b>	Yes	Yes	14m <sup>2</sup> /person (grass) - 0.23 m <sup>2</sup> /person - STP	15 mins. or 900m walk	EEE	Yes
<b>Vale of the White Horse DC</b>	Yes (2009)	Yes (2009)	1.56 ha/1000	1.2km walk or 15 min	EEE	Yes
<b>Tamworth BC</b>	Yes (2007)	Yes (2005)	1.5 ha/1000	15 min. drive	QVS	

Key

\* Strategy Not PPG 17/ CABE compliant; \*\* Strategy not Sport England “Towards a Level Playing Field” compliant

\*\*\* includes provision in other areas within 400m of borough boundary

PSS = Public satisfaction survey; EEE = External expert evaluation; US = User Survey QVS = Quality Vision Statement

UR = Under review

FIT Standard = Fields in Trust (ex NPFA 6 Acres/ 1000 standard) = 2.83 ha/1000 pop. NOTE - FIT standard and PPG 17 “Outdoor Sports Facilities” typologies are not consistent.