

The Harrogate District Local Development Framework (HDLDF)

Planning for sport in Harrogate, Knaresborough and Ripon

**Working group meeting at Council Offices, Harrogate: 5.30pm
Wednesday 4 November 2009.**

Agenda

- 1. Welcome and introductions**
- 2. Group's terms of reference and working arrangements (paper attached)**
- 3. The Harrogate District Local Development Framework and the Core Strategy Examination. (paper attached)**
- 4. Summaries of existing information on sport (papers attached)**
 - a. Playing Pitch Assessment (2006 & 2008)**
 - b. Indoor Sports Assessment**
- 5. Options for improving sports provision (paper attached)**
- 6. Planning policy to protect existing sports facilities: preliminary thoughts**
- 7. Further work**
- 8. Any other business**
- 9. Next meeting(s)**

Harrogate District Local Development Framework (HDLDF)

Planning for sport in Harrogate, Knaresborough and Ripon.

Working group: Proposed terms of reference

1. To oversee the process of determining the issues and options for the future planning for sport in Harrogate, Knaresborough and Ripon.*
2. To share, pool and review relevant information/evidence and intelligence.
3. To agree any necessary involvement and consultation with other interested parties
4. To take account of the comments raised by interested groups on sport.
5. To seek a consensus on the preferred way forward for the future planning of sport.
6. To assist officers of Harrogate Borough Council in drafting relevant reports to the Council's Cabinet Member (Planning and Transport) for the evidence base of the HDLDF.

Working group: Proposed working arrangements

1. Membership of the working group is by invitation and will comprise of the following:
 - Cllr Pat Marsh (HBC)
 - Cllr Richard Cooper (Cabinet Member for Cultural Services, HBC)
 - Mark Taylor (Pannal Sports FC and JFC)
 - Richard Irving (on behalf of Ripon City Football Club)
 - Andrew Miles (Local resident)
 - John McGivern (Sports Development, HBC)
 - Lynne Garne (Harrogate District Sports Council)
 - Paul Ashfield (Harrogate Racquets Club)
 - Cllr David Parnaby (Mayor of Ripon, HBC)
 - Alec Porter (Rugby Football Union)
 - Paul Bernard (Harrogate Rugby Union Football Club)
 - Andrew Wadsworth (West Riding Football Association)
 - Alan Williams (Harrogate Town Football Club)
 - Patrick Kilburn (Parks and Open Spaces, HBC)
 - Gordon Renton (Knaresborough Lions/Renaissance Knaresborough)

Chair and planning officer support from:

- Dave Sykes, Rachael Hutton and James Langler (HBC Planning Policy)

2. Representation on the working group is on the basis that no sporting, commercial or other advantage will be sought and that members, as well as representing any particular interests, will seek to achieve benefits for all sport in Harrogate, Knaresborough and Ripon.
3. The working group will, initially, meet two/three times up to the end of March 2010.
4. Council officers in the planning policy section will service and chair the meetings and papers sent out in advance to both the working group and those who expressed an interest in this topic.
5. In instances where the working group is unable to agree on a particular issue, differences of opinion will be reported in the notes of meetings and relevant reports to the Council.
6. Papers for, and notes of the working group will be published on the Council's website as soon as possible after each meeting for information and comment.

* The scope of the work of this group will be to consider the following types of sport along with associated open space and built form:

Outdoor sports, including rugby, football, cricket, hockey, and tennis.

Indoor sport facilities, including swimming pools, indoor sports halls and leisure centres, indoor bowls centres, indoor tennis centres, community centres and village halls

Agenda Item 3.

Paper on the Harrogate District Local Development Framework (HDLDF) and the public examination of the HDLDF Core Strategy.

Context

Through the HDLDF the Council seeks, amongst other matters, to work with the community and stakeholders to meet the District's needs for new development, including sport facilities.

Where justified by robust evidence and having considered all reasonable options/alternatives in consultation with the public, the HDLDF will identify parcels of land where changes of land use should take place to meet the district's needs e.g. sites will be allocated for new residential development and, given robust evidence on need, for sports use/open space.

In addition, the HDLDF will provide a policy to protect existing sports facilities from loss to other uses, unless specific criteria are met.

The main documents of the HDLDF will comprise the

- Core Strategy DPD* (adopted February 2009)
- Sites and Policies DPD* (currently being prepared)

(*DPD = Development Plan Document)

The former sets out the strategic planning framework to guide the development and conservation of the District.

The former sought to identify the land off Claro Road (Harrogate RUFC) and adjacent land up to Kingsley Drive in Harrogate as a strategic area of importance for sport, recreation and open space.

Some of the key reasons for the Council's approach to sport in this location were that:

- there was a need for more sports pitches in the town of Harrogate, particularly for rugby and football (A Playing Pitch Assessment was undertaken by the Council in 2004 and 2008 to evidence this matter)
- the Sports College status of the Harrogate High School provided a good opportunity to look at linked sports provision
- the need for additional pitches by the Harrogate RUFC and the lack of alternative sites for relocation suggested adjacent land was the optimum solution for the club's aspirations.
- a long standing planning policy to protect much of the area in open land uses gave strength to the case for its use for sport.
- there are significant difficulties of access to this area associated with any residential development proposals.

A public examination into the LDF Core Strategy was held during spring and autumn 2008 and an independent inspector reported on her findings in January 2009.

The Inspector concluded that, whilst there were positive factors in favour of the Claro Road/Kingsley Drive location for sports purposes, she was not persuaded that these factors were so compelling as to rule out consideration of other options and locations for meeting identified need.

The Inspector recommended the deletion of the Community Sports Regeneration Area policy in the Core Strategy. Her recommendations were binding on the Council and the policy was deleted prior to adoption of the Core Strategy in February 2009.

It is now for the Sites and Policies DPD of the HDLDF to consider the sports needs in the district and determine what approach it should take to sport.

What did the Inspector say about the Harrogate District Playing Pitch Assessment (2004/2008)?

- It was carried out broadly in accordance with best practice guidance
- Its finding that, within the context of an overall surplus of pitches in the District (at 2004), there are noticeable deficits in terms of quality and pitch type (especially junior pitches) is not seriously disputed.
- A draft area based analysis of Playing Pitch Assessment (PPA) indicates that the shortage of suitable playing pitches across the District by 2018 will be most significant in Harrogate.
- The PPA supports the need for improved sports pitch provision and puts forward a number of ways in which need can be met, in particular dual use of existing school provision, improving the quality of existing pitches and remodelling senior pitches to meet junior needs. These options are being pursued by the Council.
- However limitations such as soil conditions in large parts of the district, the difficulties attendant on organising community use of educational facilities and the legal and other constraints attached to use of the Harrogate Stray suggest that, however vigorously pursued, these options are unlikely to meet all the needs identified in the PPA.

What do the overall conclusions of the Inspector suggest about the process the Council should adopt to planning for sport in the Sites and Policies DPD?

- Options other than a single combined sports facility and locations other than Claro Road, Harrogate should be assessed.
- Options to address the needs and aspirations of clubs other than the rugby club (e.g. Pannal Sports FC and Ripon AFC) should form an important part of the decision making process.
- Options for allocating land for sport should be considered at the same time as options for allocating land for housing and other uses.*
- A major combined sports facility in the town of Harrogate is supported by the public and by the Core Strategy's sustainability appraisal and if proposed in the LDF can still be pursued through Core Strategy policies EQ2 and C1. These policies provide the necessary strategic framework for addressing, amongst other matters, the sports needs of young people.

** The inspector considered that the Core Strategy was, in effect, allocating land primarily for sports use. She considered that this 'prior' allocation for sports use pre-empts proper consideration of potentially suitable sites for housing and employment development. (She makes specific reference to the need to consider the allocation of housing land against the sequential priorities contained in the Regional Spatial Strategy policy YH7).*

Harrogate Playing Pitch Assessment – Summary Of Key Findings

The Playing Pitch Assessment, published in June 2004, was prepared by Strategic Leisure Limited on behalf of the Council. The purpose of the study was to identify levels of sports pitch provision in the District and compare this with current and likely future levels of demand. The findings of the study were intended to inform future planning policy and proposals, and support bids for external funding.

The study was based on the Sport England and Central Council of Physical Recreation methodology for assessing local playing pitch provision contained within Toward a Level Playing Field – A Guide to the Production of Playing Pitch Strategies (Sport England/CCPR, 2003) and concentrated on the sports of football, rugby, hockey and cricket. The study went through the following stages:

1. Identifying the number of teams in the District;
2. Calculating the number of home games per team per week;
3. Assessing the total number of home games per week;
4. Establishing the temporal demand for games (in terms of the proportion of total home games played on each day of the week);
5. Defining the pitches used/required on each day;
6. Establishing the number of pitches available;
7. Assessing the findings and identifying issues; and
8. Identifying policy options and solutions.

The assessment of supply and demand was based on a series of consultation exercises including postal and telephone surveys with sports clubs, town and parish councils, schools and other key stakeholders.

The findings of the study are summarised in the table below:

Sport	Number of Teams	Number of Pitches	Peak Demand	Quantitative Conclusions	Qualitative Conclusions
Football	<ul style="list-style-type: none"> • 67 mini football teams • 63 junior football teams • 71 senior football teams = 210 teams in total.	<ul style="list-style-type: none"> • 6 mini football pitches • 15 junior football pitches • 57 senior football pitches = 78 pitches in total.	<ul style="list-style-type: none"> • 70% of all football games played on Sunday. 	<ul style="list-style-type: none"> • Mini football - deficiency of -21 mini soccer pitches to meet peak demand. • Junior football - deficiency of -10 junior football pitch provision to meet peak demand. • Senior football - surplus of +35 senior pitches to meet peak demand. 	<ul style="list-style-type: none"> • The Council needs to work with private and education pitch providers to ensure that pitch standards are raised to a minimum of "good" quality. • The marking out of pitches needs to be addressed in terms of quality.
Cricket	<ul style="list-style-type: none"> • 76 junior cricket teams • 166 senior 	<ul style="list-style-type: none"> • 48 cricket pitches. 	<ul style="list-style-type: none"> • 41% of all cricket games played 	<ul style="list-style-type: none"> • There is a deficit of -3 Cricket pitches to meet peak demand mid week. 	<ul style="list-style-type: none"> • The majority of clubs rated the quality of their pitches as very good or good.

	cricket teams = 242 teams in total.		mid week		No clubs rated their pitches below average.
Rugby Union	<ul style="list-style-type: none"> • 12 mini rugby teams • 9 junior rugby teams • 10 senior rugby teams = 31 teams in total.	<ul style="list-style-type: none"> • 6 full-size rugby pitches. 	<ul style="list-style-type: none"> • Peak demand is on a Sunday. 	<ul style="list-style-type: none"> • The results show that there is theoretically just sufficient pitch provision to meet current demand at its peak (Sunday). • Demand is met on the basis of more than one mini team using a senior pitch at the same time and demand being spread more or less evenly across the weekend. 	<ul style="list-style-type: none"> • All 6 pitches in use were rated as “Excellent” or “Good”. • On this basis if it is assumed that all pitches can be used for three matches per week, the carrying capacity of rugby pitches is likely to be the equivalent of 18 pitches.
Hockey	<ul style="list-style-type: none"> • 8 junior hockey teams • 10 senior hockey teams = 18 teams in total	<ul style="list-style-type: none"> • 2 full-size synthetic turf pitches 	<ul style="list-style-type: none"> • Majority of games are played on Saturday . 	<ul style="list-style-type: none"> • There is a deficiency of supply (-3 pitches) based on one fixture per day within the borough at peak time. • However, based on an ATP accommodating 3 fixtures per day, there is currently a theoretical surplus of +1 pitch on a Saturday. 	<ul style="list-style-type: none"> • Access to good quality, floodlit, all weather pitches for other pitch-based sport is growing. This could lead to difficulties in meeting demand in the future.

Strategic Recommendations

The consultant’s strategic recommendations broadly fell into the following categories:

- Changing the use of existing pitches.
- Dual use facilities and greater use of school pitches for community use.
- Enhancing carrying capacity through improving the quality of facilities.
- Management options, particularly for single pitch sites.
- Development of new pitches.

Recommendations relating to facility development involved the following:

- Seek to improve the overall quality of existing and new ancillary accommodation, with a particular emphasis on the need to provide adequately for juniors and women, girls and disabled users. This needs to be done in accordance with the identification of priorities for investment and improvement.
- Prioritise investment in ancillary facilities on key multi pitch sites as a more economical use of resources. For example The Stray, Almsford Oval, Hell Wath and Hay-a-Park.
- Ensure that where provided, informal kick about areas are maintained and adequately provide for informal play – this is to ensure that informal use of formal pitches is kept to a minimum in order to sustain quality.
- Ensure there is adequate access to floodlit training facilities to support the overall development of pitch sport at local level.
- Seek to provide more floodlit MUGA, so as to remove some of the pressure of demand upon existing grass pitches for training.
- Where appropriate, initiate and encourage the development of local networks of ‘community clubs’, which reflect local priorities for sports development across pitch sports.
- Ensure playing pitch and public access requirements are addressed at the initial stages of any future developments.

Recommended Pitch Provision for Harrogate District

The table below summarises the consultants’ recommended levels of playing pitch provision for the Harrogate District. The recommended number of pitches represents the number of pitches required for community use to meet the recommended pitches per 1000 population (of playing age). The recommended provision standards were set at a level that would accommodate any known deficiencies and allow for a 10% growth in the number of teams playing at peak time.

Type of Pitch	Current Provision	Playing Population	Recommended Standard	Recommended Number	+/-
Mini Pitches	6	7,476	4 pitches per 1000 population	30	+24
Junior Football Pitches	15	11,665	2.4 pitches per 1000 population	28	+13
Senior Football Pitches	57	59,290	0.42 pitches per 1000 population	25	-27
Cricket Pitches	48	90,925	0.63 pitches per 1000 population	57	+9
Rugby Union Pitches	6	74,694	0.12 pitches per 1000 population	9	+3
Artificial Turf Pitches (ATP)	2	151,336	1 pitch per 60,000 population*	3	+1

* Based on Sport England’s Facilities Planning Model standard.

Harrogate Playing Pitch Assessment – Area Based Supplement

Strategic Leisure Limited were appointed to undertake an area based update and supplement to the Playing Pitch Strategy in advance of the Core Strategy examination. This work was published in February 2008 and used the Sport England Playing Pitch Model (PPM). For the purposes of this study, the District was divided into 5 areas around the main

towns to allow an assessment of the surplus and deficiencies within different parts of the District. The results of the study are summarised below.

Harrogate Area Surplus/Deficiency

	2008		2018	
	No of Pitches	(Ha)	No of Pitches	(Ha)
Adult Football	+10.4	+11.75	+4.2	+4.74
Junior Football	-1.5	-1.54	-13.4	-13.80
Mini Football	-24.9	-10.95	-31	-13.64
Adult Cricket	-9.1	-17.18	-9.9	-18.61
Junior Cricket	-0.1	-0.18	-12.8	-24.06
Adult Rugby Union	-1	-1.58	-4	-6.32
Junior Rugby Union	-4	-1.5	-6.3	-2.36
Adult Hockey	-3	-2.7	-5.8	-5.22
Junior Hockey	-2	-0.6	-5.8	-1.74

The above 'new' deficiency in cricket pitches has not arisen from any significant changes to supply and demand since the 2004 District wide assessment. It has arisen from a change in the way the 2008 model calculates peak time deficiencies. The Council will need to look at this 'modelled' deficiency in more detail before deciding what needs to be addressed.

The 'modelled' surplus of 10 senior football pitches has been based on the availability of 9 pitches on the Harrogate Stray. (An error at the data input stage) In fact only 5 pitches are available for club use now and this is likely to continue in the future. This brings down the 'modelled' surplus of senior football pitches to 5 at this present time and down to only just adequate by 2018.

Knaresborough Area Surplus/Deficiency

	2008		2018	
	No of Pitches	(Ha)	No of Pitches	(Ha)
Adult Football	+ 9.5	+10.7	+5.9	+6.66
Junior Football	-6	-6.18	-11.5	-11.84
Mini Football	-20.9	-9.19	-25.3	-11.13
Adult Cricket	-3.9	-5.78	-2.5	-4.7
Junior Cricket	-0.2	-0.37	+13	+24.44
Adult Rugby Union	+2	+3.16	+2	+3.16
Junior Rugby Union	0	0	n/a	n/a
Adult Hockey	n/a	n/a	n/a	n/a
Junior Hockey	n/a	n/a	n/a	n/a

Ripon Area Surplus/Deficiency

	2008		2018	
	No of Pitches	(Ha)	No of Pitches	(Ha)
Adult Football	+9.5	+10.7	+7.9	+8.92
Junior Football	-2.5	-2.57	-6.1	-6.28
Mini Football	-5	-2.2	-6.5	-2.86
Adult Cricket	-2.6	-4.88	-2	-3.76

Junior Cricket	+4.9	+0.79	-5.9	-11.09
Adult Rugby Union	+0.5	+0.79	+0.1	+0.18
Junior Rugby Union	-0.5	-0.18	-1.9	-0.71
Adult Hockey	n/a	n/a	n/a	n/a
Junior Hockey	n/a	n/a	n/a	n/a

More up to date information from Ripon AFC has been provided on the demand and supply of football pitches in the City of Ripon. This information suggests there may be a deficiency of senior as well as junior/mini football pitches in Ripon by 2018. The Council is working with Ripon City Football Club to review the demand and supply of football pitches in Ripon.

Although this working group is not looking at sports provision in Boroughbridge or Pateley Bridge, the following tables provide information on these areas.

Boroughbridge Area Surplus/Deficiency

	2008		2018	
	No of Pitches	(Ha)	No of Pitches	(Ha)
Adult Football	+1.5	+1.69	+1.2	+1.35
Junior Football	-1	-1.03	-3	-3.09
Mini Football	-3	-1.32	-3.6	-1.58
Adult Cricket	-1.5	-2.82	-1.8	-3.38
Junior Cricket	-0.1	-0.18	-1.7	-3.19
Adult Rugby Union	n/a	n/a	n/a	n/a
Junior Rugby Union	n/a	n/a	n/a	n/a
Adult Hockey	n/a	n/a	n/a	n/a
Junior Hockey	n/a	n/a	n/a	n/a

Pateley Bridge Area Surplus/Deficiency

	2008		2018	
	No of Pitches	(Ha)	No of Pitches	(Ha)
Adult Football	+2	+2.26	+2.2	+2.48
Junior Football	n/a	n/a	n/a	n/a
Mini Football	n/a	n/a	n/a	n/a
Adult Cricket	-1.6	-3	-1	-1.88
Junior Cricket	+2.2	+4	-2.1	-3.94
Adult Rugby Union	n/a	n/a	n/a	n/a
Junior Rugby Union	n/a	n/a	n/a	n/a
Adult Hockey	n/a	n/a	n/a	n/a
Junior Hockey	n/a	n/a	n/a	n/a

The Playing Pitch Assessment and Strategy, and the Playing Pitch Assessment and Findings (Area Based Supplement) are available to view on the Council's website by following the links below.

<http://www.harrogate.gov.uk/harrogate-2454>

http://www.harrogate.gov.uk/pdf/DS-P-LDF-AAP_PitchAssess&Findings.pdf

DRAFT INDOOR SPORT AND COMMUNITY CENTRE ASSESSMENT 2006

The Draft Indoor Sport and Community Centre Assessment, commissioned by the Council in 2006, covers formal indoor sports and leisure provision, in the public, commercial, voluntary and education sectors in addition to Community Centres within the Borough. It has no formal status or endorsement as a Council document. However, it does provide a useful set of discussion points for this working group to consider. The conclusions of the study set out below are those of consultants, Strategic Leisure Ltd, who undertook the assessment on behalf of the Council.

Widening community use of education sites for sport

- There is limited community access to existing sports facilities on education sites; the limited opening hours affects the level of use that can be accommodated at such facilities, because only so many users can use the facilities in the time available. There is potential for more formal dual-use agreements.

Quality of provision

- The quality of provision has an impact on the number of users because of the higher expectations from today's users in relation to facility provision. Improving the quality of facilities is likely to increase user numbers if the improvements are both visible and tangible; better quality provision will also compete more effectively in the marketplace with commercial facilities.
- The existing indoor sports facilities vary significantly in terms of age, condition and quality.
- The existing facilities cannot meet demand due to limited accessibility at some facilities and the poor quality of some of the existing provision

Increasing patronage

- The only opportunities to significantly increase usage are through investment to refurbish and extend existing facilities, or the development of a new sports hall with more flexible opening hours on a school site.

Public/private sector provision

- Sports Halls - 70% of halls within the Borough are provided via education and therefore offer limited access for community use.

- Health & Fitness – 82% of fitness centres within the Borough are provided by the private sector with only 10% being provided by public sector/HBC. There is the opportunity to compete with the commercial providers in the area, given the limited amount of public sector provision.
- Swimming Pools (Water Space) – 57% of current provision is provided via the public sector.

Knaresborough Pool

- There is significant potential to extend the scale and offer of provision at Knaresborough Pool e.g fitness provision

The Hydro

- There is an opportunity to develop a hierarchy of indoor facilities across the Borough with the Hydro as a boroughwide facility, and the community centres as satellite facilities providing for informal recreation.
- There is an opportunity to develop additional facility provision at the Hydro eg a 4 badminton court sports hall and extended fitness provision.

Multi-sports complex

- In terms of linking indoor and outdoor leisure provision, there is an opportunity to develop a Sports Village/Sports Hub incorporating grass and synthetic grass pitch provision or hockey, rugby, football and 5 aside. The development of this type of facility, potentially in and around the Harrogate High School, could move some current football demand for use of sports halls e.g. Rossett to outdoors.

Harrogate District Local Development Framework (LDF)

Planning for sport in Harrogate, Knaresborough and Ripon.

Working group paper on options for improving sports facilities.

Introduction

The earlier papers on this agenda have

- set out the role of the Harrogate District LDF in planning for sport.
- summarised the conclusions and implications of the Inspector's report on the Core Strategy in relation to the former Council proposal for a Community Sports Regeneration Area at Claro Road/Kingsley Drive, Harrogate.
- provided a summary of existing evidence on the demand and supply of sports in the towns of Harrogate, Knaresborough and Ripon.

The working group will have already given their comments on this information/evidence and any issues arising.

This item on the agenda seeks to agree with the working group the

- main options for improving sports facilities in and around the three settlements and
- how best to assess the ability of these options to satisfy demand for sport over the plan period up to 2021 and beyond.
- who needs to be consulted about these options

Draft options for improving sports facilities

The list below indicates 7 possible options

1. Do nothing
2. More community use of school sports facilities
3. Different/more intensive use of existing public open space
4. Increasing the capacity of existing playing fields and sports facilities e.g. drainage improvements.
5. Extending/enhancing existing facilities for sport.
6. The development of new facilities for sport, recreation and open space
 - a. Small scale/single sports basis
 - b. Larger scale/multi-sports basis
7. The redevelopment of existing facilities for sport and recreation and their suitable replacement.