

## Supplement to Matter CC1B: Open Space and Natural Environment

### Introduction

1. The Council's Matter CC1 Statement<sup>1</sup> referred to two sports strategies: a Playing Pitch Strategy 2015-2031<sup>2</sup> for grass and all weather pitches, and an Indoor Sports Facility Strategy 2015-2031<sup>3</sup> to guide future provision of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities. Cambridge City Council and South Cambridgeshire District Council, in partnership with Sport England, commissioned the strategies to address the two local authorities' needs. These strategies were finalised in May 2016 after the Matter CC1 hearing statement was submitted. This supplement provides an update on the findings of the strategies.

### Background

2. Policy 68: Open space and recreation provision through new development in the emerging Local Plan<sup>4</sup> requires open space and recreation facilities to be provided through new development and seeks to address the impact of development by taking into account local circumstances. The requirements for open space provision are set out in Appendix I: Open Space and Recreation Standards of the emerging Local Plan.
3. Policy 73: Community, sports and leisure facilities in the emerging Local Plan<sup>5</sup> explains the criteria that must be met in justifying the loss of existing facilities and in providing for new or enhanced community, sports or leisure facilities.
4. Sport England's representation (27753) to Policy 73 supported the principle of the policy in making provision for city-wide and sub-regional leisure facilities (including for sport). Whilst proposals for the loss of facilities would need to be supported by an independent assessment, Sport England considered it necessary for the Council to complete an up to date city-wide assessment of need, as required by paragraph 73 of the Framework<sup>6</sup>, on which Local Plan policies relating to both new provision and protection of existing sport and recreation facilities should be based.
5. The Council recognised that further sports strategy documents were needed to address concerns raised by Sport England. The Council has worked with South Cambridgeshire District Council and Sport England to develop two sports strategies: a Playing Pitch Strategy 2015-2031 for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031 to guide future provision of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities in Cambridge and South Cambridgeshire. In line with the Framework, the strategies assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision.

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<sup>1</sup> CC1/CCC

<sup>2</sup> RD/CSF/190

<sup>3</sup> RD/CSF/200

<sup>4</sup> RD/Sub/C/010, pages 186 - 188

<sup>5</sup> RD/Sub/C/010, pages 200 - 205

<sup>6</sup> National Planning Policy Framework, RD/NP/010.

6. These sports strategies follow Sport England's guidance on how to undertake assessment of needs and opportunities for sporting provision in order to meet the requirements of paragraph 73 of the Framework. The development of both strategies will help to plan effectively for current and future need for sports facility provision, addressing population growth and increased participation to 2031.
7. Both strategies have been developed in accordance with Sport England's methodology which has involved significant consultation with pitch/facility providers and users as well as the relevant National Governing Bodies. The strategies provide an action list of where new provision should be provided on-site and how off-site contributions should be used to support new and improved provision.

#### Playing Pitch Strategy 2015-2031

8. The Playing Pitch Strategy considers current levels of active participation from clubs based within Cambridge and South Cambridgeshire, their playing pitch requirements and the facilities available for use. Peak times of play and current and future capacity has also been considered. Consideration is also given to the potential for clubs to increase the number of teams in the future, quality of facilities and the secured future of playing pitches.
9. The Playing Pitch Strategy summarises the data collected as part of the assessment and identifies the strategic requirements for future provision in Cambridge and South Cambridgeshire. The strategy has identified that some existing facilities in Cambridge and South Cambridgeshire require upgrading and are not able to cope with current or future demand. The Council will seek to address the deficiencies by securing provision of new facilities or contributions from development to provide new or improved facilities, where required to address increased usage and population growth.
10. The long term future of many sites is outside the control of the local authorities, particularly football, cricket, hockey and rugby pitches on university, college and school sites, which form part of the existing useable provision, particularly in Cambridge. These sites have a significant influence on the level of provision available, and need to be protected.
11. Understanding the needs of different pitch sports enables appropriate provision to be made to meet the needs of the community. It is inevitable that needs change over time, just as the playing and participative requirements of individual sports change. The findings of the Playing Pitch Strategy reflect national trends with regard to the type of facilities required and the changing participation rates. These trends include:
  - an overall increase in the use of all-weather sport surfaces for training and competitions;
  - an overall decline in adult football participation;
  - increased levels of pitch provision in the form of all weather surfaces, as they have greater capacity for use;

- the increased focus on the quality of provision and pitches being of a specific size and surface to reflect changes in the different sports;
- declining local authority revenue budgets, particularly for non-statutory services, impacting on maintenance.

Indoor Sports Facility Strategy 2015 - 2031

12. In 2015, Cambridge and South Cambridgeshire commissioned a joint Indoor Sports Facility Strategy<sup>7</sup> in order to assess existing facilities, the future need for sport and active recreation, opportunities for new provision, and the expansion of existing facilities.
13. The strategy identifies a need for additional provision across a range of facility types, as well as improvements to the quality of existing facilities, and the accessibility of provision. The strategy demonstrates a need for capital investment in some existing facilities, or their replacement in the long term, to address both current and future needs in Cambridge and South Cambridgeshire. Whilst some of this investment relates to the provision of additional facilities, there is also a need for medium and long-term investment in existing ageing stock. By investing in existing facilities, existing levels of participation will be maintained and increased participation more likely to be achieved.

**Consequent modifications to the emerging Local Plan**

14. The Council proposes a number of minor modifications to reflect the findings of the Playing Pitch Strategy and Indoor Sports Facilities Strategy, which have been conducted in partnership with Sport England and with the involvement of a number of National Governing Bodies for sport. These strategies are compliant with paragraph 73 of the Framework.
15. Minor modifications are proposed to Policies 68 and 73, and to Appendix I (I.2 to I.7) to reflect the findings of the two strategies. These minor modifications are provided in Appendix 1 to this supplement.
16. In terms of standards, based on the findings of this Playing Pitch Strategy, the total outdoor sports areas standard equates to approximately 1.2 hectares per 1,000 people. This standard can be separated into two categories: outdoor pitches (grass and artificial), 1.1 hectares; and the other outdoor sports areas, 0.1 hectares. Whilst the overall standard remains the same, there is a change to the categorisation of the sub-categories that make up the standard. These changes have arisen in part due to improvements to artificial pitch technology and usage. In the past, artificial pitches only supported hockey play. However, with the appropriate artificial surface they can now be used for both play and training for football and rugby use. The planning of outdoor pitches therefore now includes both grass and artificial turf surfaces and hence can be grouped together as one sub-category.

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<sup>7</sup> RD/CSF/200

17. In terms of other outdoor sports areas, the Council considered the provision for tennis, Multi Use Games Areas and outdoor bowling greens. The Indoor Sports Facilities Strategy indicated greater demand for indoor provision for bowls and tennis on the basis that it provides greater consistency for play throughout the year. In order to allow for this and more flexibility to reflect changing patterns of outdoor sports, it is considered appropriate to combine these sub categories together. This simplifies the sub categories of the outdoor sports facilities standard.
18. This standard for outdoor playing pitches is indicative and should be used as a starting point to determine any on-site playing pitch provision. The delivery of outdoor playing pitches should be made with regard to the most recently adopted Playing Pitch Strategy, where applicable, and in consultation with the relevant National Governing Bodies.
19. The Playing Pitch Strategy and Indoor Sports Facility Strategy take into account planned growth to 2031. However, there will be instances where large windfall sites come forward which have not been accounted for in the strategies. Where this is the case, applicants should provide a sports strategy (also known as a facilities development plan) setting out the details of specific facilities to be developed, the rationale and need for these. The process will involve consultation with Sport England and the relevant National Governing Bodies for sport.

**Appendix 1: Proposed Modifications to the Cambridge Local Plan 2014: Proposed Submission**

The modifications set out below relate to a number of policies and their supporting text in the Cambridge Local Plan 2014: Proposed Submission. The changes are expressed either in the conventional form of strikethrough for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the Cambridge Local Plan, and do not take account of the deletion or addition of text.

Page	Policy/Paragraph	Modification	Justification
186 – 187	Second paragraph of Policy 68: Open space and recreation provision through new development	Requirements will be calculated using the Open Space and Recreations Standards (see Appendix I) and will have regard to the Council’s adopted Open Space and Recreation Strategy, <u>Playing Pitch Strategy and Indoor Sports Facility Strategy</u> .	This minor modification to the end of the second paragraph of the policy is proposed in order to address representation 27753 to ensure that development proposals have regard to the recently completed sports strategies.
188	Paragraph 7.53	Proposals that require the delivery of open space through new development should explain how the proposed on-site provision and off-site contributions comply with the Open Space and Recreation Standards (Appendix I), <u>Playing Pitch Strategy, Indoor Sports Facility Strategy</u> and the adopted Open Space and Recreation Strategy.	This minor modification to the supporting text is proposed in order to address representation 27753 to ensure that development proposals have regard to the recently completed sports strategies.
188	New paragraph after paragraph 7.55	<i>Insert new paragraph 7.55a after paragraph 7.55:</i>  <u>Where large windfall sites come forward which have not been accounted for in the Playing Pitch Strategy and the Indoor Sports Facility Strategy,</u>	This minor modification to insert an additional paragraph after paragraph 7.55 is proposed in order to address representation

Page	Policy/Paragraph	Modification	Justification
		<p><u>applicants should provide a sports strategy (also known as a facilities development plan) setting out the details of specific facilities to be developed, the rationale and need for these. The process will involve consultation with Sport England and the relevant National Governing Bodies for sport.</u></p>	<p>27753 to ensure that development proposals have regard to the recently completed sports strategies.</p>
200 – 201	<p>Third paragraph of Policy 73: Community, sports and leisure facilities</p>	<p>Proposals for new and improved sports and leisure facilities will be supported where they improve the range, quality and access to facilities both within Cambridge and, where appropriate, in the sub-region. <u>Proposals should have regard to the Playing Pitch Strategy and Indoor Sports Facility Strategy.</u> This policy is relevant to a wide range of facilities from health clubs that serve parts of the city to leisure and sports provision that serves the city and sub-region, such as a concert hall, community sports stadium and sports complex. In securing a suitable location for city-wide or sub-regional facilities, developers will be expected to demonstrate use of the sequential test in considering sites for development.</p>	<p>This minor modification to the third paragraph of the policy is proposed in order to address representation 27753 to ensure that development proposals have regard to the recently completed sports strategies.</p>
355	<p>Appendix I: Open Space and Recreation Standards, paragraph I.2</p>	<p>Policy 68 requires that all residential developments should make provision for open space and sports facilities in accordance with the Council’s Open Space and Recreation Standards <del>as set out below,</del> <u>the Playing Pitch Strategy and the Indoor Sports Facility Strategy.</u> The Council’s Open Space and Recreation Strategy provides further detail on the justification for these standards and includes guidance on accessibility and quality. It also includes further guidance as to when open space should be provided on-site, and when it should be provided through commuted payments. Table I.1 sets out the standards for different types of open space and recreation provision. They apply to all schemes for new residential developments and the requirement is based</p>	<p>This minor modification to paragraph I.2 in Appendix I is proposed in order to address representation 27753 to ensure that development proposals have regard to the recently completed sports strategies.</p>

Page	Policy/Paragraph	Modification	Justification
		on the net number of residents accommodated in the new development.	
355	Appendix I: Open Space and Recreation Standards, after paragraph I.2	<p><i>Insert new paragraph I.2a after paragraph I.2:</i></p> <p><u>The Playing Pitch Strategy and Indoor Sports Facility Strategy take into account planned growth to 2031. However, there will be instances where large windfall sites come forward which have not been accounted for in the strategies. Where this is the case, applicants should provide a sports strategy (also known as a facilities development plan) setting out the details of specific facilities to be developed, the rationale and need for these. The process will involve consultation with Sport England and the relevant National Governing Bodies for sport.</u></p>	This minor modification to insert an additional paragraph after paragraph I.2 in Appendix I is proposed in order to address representation 27753 to ensure that development proposals have regard to the recently completed sports strategies.
356 - 357	Appendix I: Open Space and Recreation Standards, paragraphs I.3 to I.7	<p><b>Outdoor sports facilities</b></p> <p>The 1.2 hectares per 1,000 people standard is an amalgamation of standards for different sports, based on team generation rates and current provision. This comprises:</p> <ul style="list-style-type: none"> <li>• <del>grass</del> <u>outdoor</u> pitches for football, <u>hockey</u>, cricket and rugby: 1.1 hectares per 1,000 people;</li> <li>• <del>artificial turf pitches: 1 floodlit pitch (0.9 hectares) per 25,000 people;</del></li> <li>• <del>tennis courts /multi-use games areas (MUGAs) / bowling greens: 0.1 hectares per 1,000 people of 3 tennis courts size (0.18 hectares) per 3,000 people; and</del></li> <li>• 1 bowling green (0.14 hectares) per 11,000 people.</li> </ul>	This minor modification to paragraphs I.3 to I.7 in Appendix I is proposed in order to reflect that whilst the overall standard remains the same, there is a change to the categorisation of the sub-categories that make up the standard. These changes have arisen in part due to improvements to artificial pitch technology and usage. In the past artificial pitches only supported hockey play. However, with the appropriate artificial surface they can now be used for both play and training for football and rugby

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		<p style="text-align: center;"><b><u>Grass Outdoor pitches, including Artificial Turf Pitches (ATP)</u></b></p> <p>I.4 This <u>standard</u> is based on the findings of the latest Cambridge and South Cambridgeshire Playing Pitch Strategy. The standard is <u>indicative. The delivery of on-site outdoor playing pitches should be made with regard to the most recently adopted Playing Pitch Strategy. Artificial turf pitches will also meet other needs, including football training. Floodlighting is essential on public artificial turf pitches, and changing rooms, toilets and storage should be provided.</u> <del>existing team generation rates with an allowance of 15 per cent to cater for increased demand. It comprises 0.88 hectares per 1,000 people for football, 0.14 hectare per 1,000 people for cricket and 0.1 hectares per 1,000 people for rugby. Artificial turf pitches should be planned through the Playing Pitch Strategy mechanism.</del></p> <p style="text-align: center;"><b><u>Artificial turf pitches (ATPs)</u></b></p> <p><del>I.5 This is based on the existing team generation rates for hockey, which is almost entirely played on ATPs, with an allowance for increased demand. These pitches will also meet other needs, including football training. Floodlighting is essential on public ATP pitches, and changing rooms, toilets and storage should be provided.</del></p> <p style="text-align: center;"><b><u>Tennis courts/MUGAs/Bowling Greens</u></b></p> <p>I.6 The provision of outdoor community tennis courts should be on a</p>	<p>use. The planning of outdoor pitches therefore now includes both grass and artificial turf surfaces and hence can be grouped together as one sub-category.</p> <p>In terms of other outdoor sports areas, the Council considered the provision for tennis, Multi Use Games Areas and outdoor bowling greens. The Indoor Sports Facilities Strategy indicated greater demand for indoor provision for bowls and tennis on the basis that it provides greater consistency for play throughout the year. In order to allow for this and more flexibility to reflect changing patterns of outdoor sports, it is considered appropriate to combine these sub categories together. This simplifies the sub categories of the outdoor sports facilities standard.</p>



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		<p>multi-court basis, which helps facilitate the development of clubs. <del>The standard of three tennis courts (0.18 hectares) per 3,000 population is based on the catchment population required to generate sufficient regular tennis activity. <u>MUGA sites should vary in form based on local need. Bowling greens should consider providing ancillary facilities to support play and competitions. Provision for all types of outdoor sports areas</u> should be well related in geographical terms to the population is it intended to serve and is best located in areas which are also the focus for other sports and recreational activity.</del></p> <p><b>Bowling greens</b></p> <p>1.7 <del>The standard is based on the existing level of provision of one outdoor bowling green for every 11,000 people. New provision should be well related in geographical terms to the population is it intended to serve. Most housing development sites within the existing built-up area of Cambridge are too small to be able to make much contribution to the provision of outdoor sports facilities on-site. Accordingly, it is likely that provision will be in the form of commuted payments.</del></p>	