

NOTE ON OUTDOOR SPORTS FACILITIES (OSF)

Appeal: Land West of Park Farm, South Gloucestershire

APP/P0119/W/21/3288019

Policy

NPPF – one of the 12 *core planning principles* is that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

NPPF – a key element of promoting healthy communities is delivering social, recreational and cultural facilities and services that a community needs including community facilities such as meeting places, sports venues, cultural buildingsand other local services to enhance the sustainability of communities and residential environments.

SGC Core Strategy Policy CS6 – *Infrastructure and developer contributions* - all new development of a sufficient scale that would add to the overall demand and impact on infrastructure will be required to provide infrastructure, services and community facilities to mitigate its impacts on existing communities and provide for the needs arising from the development, including financial contributions towards their maintenance where appropriate.

SGC Core Strategy Policy CS24 – *Green Infrastructure, Sport and Recreation Standards* - New developments must comply with all the appropriate local standards of provision in terms of quantity, quality and accessibility.

It is a clear policy objective to secure access to a range of open space of sufficient quantity and quality for people in new residential development to use and it is reasonable to expect people to have access to such facilities locally to support their physical, mental and social wellbeing and health. An example is the Football Association who state, “*The bedrock of what The FA does lies in grassroots football, together with the 50+ County FAs who work tirelessly in our local communities. Our collective ambition is to make football inclusive, safe and fun for all – regardless of age, gender, gender identity, sexual orientation, ethnicity, religion or belief, ability or disability or playing standard – and in so doing, positively impact society.*”

It is also a clear policy objective to ensure that appropriate arrangements are in place to secure the satisfactory future maintenance of that open space.

Method/Calculation for Outdoor Sports Facilities (OSF) (pitches, courts and greens, and associated ancillary facilities to make provision fit for purpose)

- Core Strategy Policy **CS24** requires a minimum of **1.6ha/1,000 population** of Outdoor Sports Facilities (16sq.m./person) where there is not capacity in existing local accessible provision to serve additional residents from new developments.

Appendix 5 of the Core Strategy (p192):

Category of Open Space	Definition	Quantity Standard - Minimum figures	Accessibility Standard	Quality Standards
Informal recreational open space	Include parks/public gardens, amenity green space and green corridors – these provide for informal recreation and access.	1.4 ha/1000 population	12.5 minutes walk / 600 metres	Quality standards have been established in the Open Space Audit. These will be incorporated into the Green Infrastructure Supplementary Planning Document
Natural and Semi-Natural green space	Areas of green space where the primary purpose is one of wildlife and biodiversity conservation and value.	1.5ha/1000 population	15 minutes walk / 720 metres	
Outdoor Sports facilities	Includes all outdoor sports facilities whether naturally or artificially surfaced, e.g. playing pitches, bowling greens and tennis courts. Including full sized Multi Use Games Areas (MUGAs).	1.6ha/1000 population	20 minutes walk / 1000 metres – Playing Pitches 22 minutes drive time – Synthetic Pitches, Athletics Tracks and Golf Courses	
Provision for Children and Young People	All equipped children's play areas, including provision for young people (skate parks, shelters etc.)	0.25ha/1000 population equipped playspace	10 minutes walk / 480 metres – Children's play space. 15 minutes walk / 720 metres – Young peoples provision	
Allotments	An area of allotment plots used for the purpose of producing, fruit, vegetable or flowers for personal use.	0.2ha/1000 population	15 minutes walk / 720 metre	
Cemeteries and Churchyards		N/A	N/A	
TOTAL		4.7ha/1000 population total. On the basis that provision for children and young people can be located within informal recreational open space.	15 minutes walk / 720 metres	

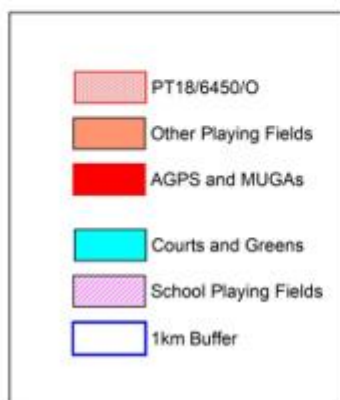
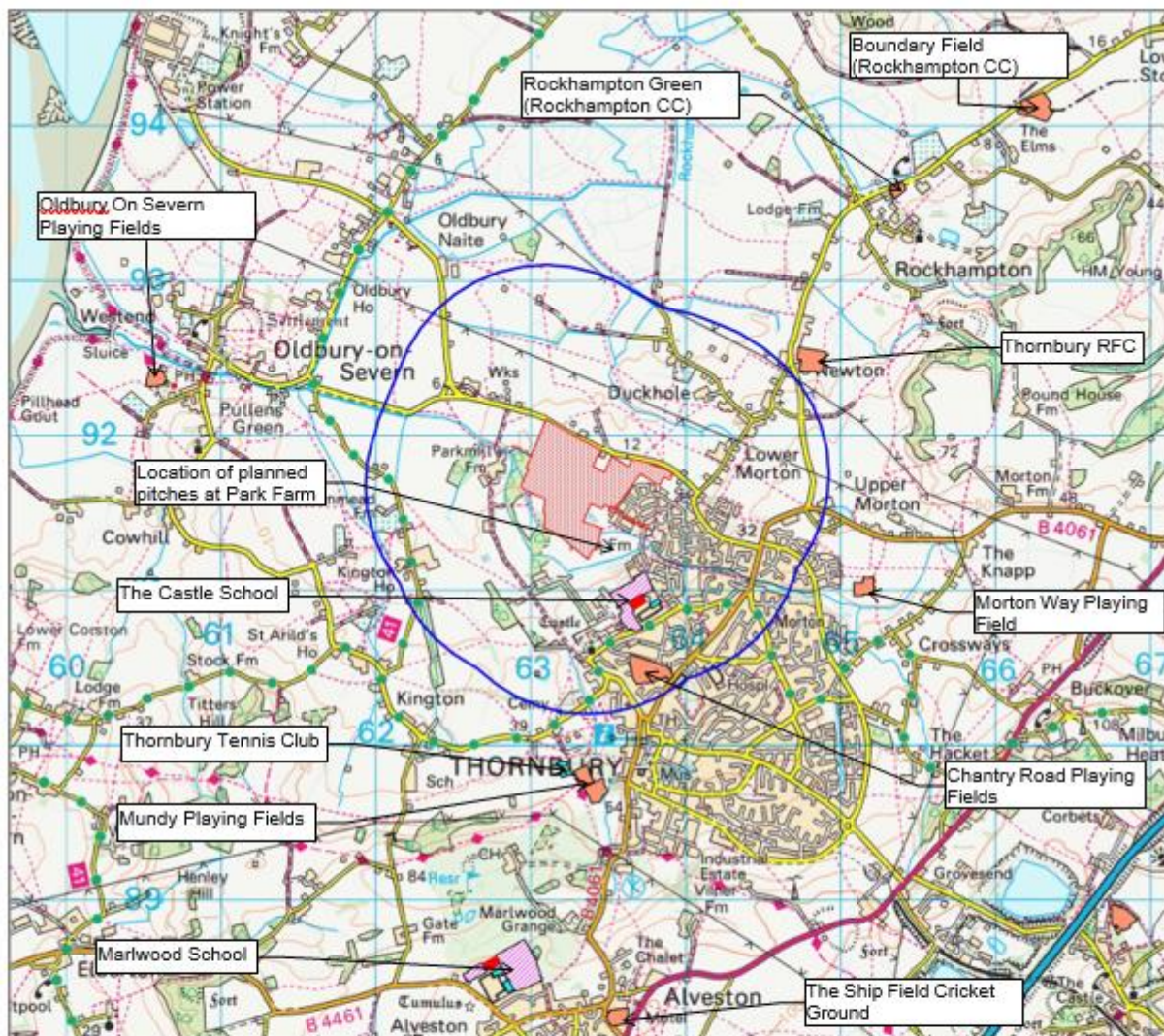
An audit of Outdoor Sports Facilities (OSF) shows the existing provision is 1.1893ha/1,000 population.

PT18/6450/O Land West of Park Farm

CS24 Outdoor Sports Facilities minimum requirement = 1.6ha/1,000 population(16sq.m. per person)

Existing South Glos population within 1,000m of development (straight line distance) (LLPG data)	5,896.80				
Existing South Glos population within 8.1km of the development (straight line distance) (LLPG data)	30,026.40				
Predicted future population of the proposed development based on 2.4persons/dwelling	1,428.00				
Total ha of accessible Outdoor Sports Facilities	10.7711				
Total ha of existing Outdoor Sports Facilities provision/1,000 population	1.1893				
Effect of new population on existing provision	0.9808				
Site Name	Facility (grass pitches) within 1km	Site Area of outdoor sport (ha)	Comments	Provision (ha)/1,000 population	Provision (ha)/1,000 population incl. proposed devt
The Castle School	School Playing Fields	2.71		0.459571	0.369976
Chantry Road Playing Fields	Playing Field	1.901		0.322378	0.259529
Park Farm new provision	Playing Field	1.484		0.251662	0.202599
Site Name	Facility (artificial pitches, courts and greens) within 8.1km	Site Area of outdoor sport (ha)	Comments	Provision/1,000 population	Provision (ha)/1,000 population incl. proposed devt
Almondsbury Sports and Social Club	Tennis Court	0.2151		0.007164	0.006838
Olveston and Tockington Parish Hall	Tennis Courts	0.1159		0.003860	0.003685
Old Down Sports Ground	Pavilion (Bowling Green)	0.0241		0.000803	0.000766
Old Down Sports Ground	Bowling Green	0.1795		0.005978	0.005707
Oldbury on Severn Playing Fields	Multi-use Games Area	0.2294	Actual size = 0.1147ha, but double counted as all weather	0.007640	0.007293
Mundy Playing Field	Pavilion	0.0373		0.001242	0.001186
Mundy Playing Fields	Tennis Court (x2)	0.1137		0.003787	0.003615
The Castle School	Tennis Courts	0.2157		0.007184	0.006858
The Castle School	Artificial grass pitch	1.3296	Actual size = 0.6648ha, but double counted, as artificial pitch	0.044281	0.042271
Thornbury Tennis Club	Pavilion	0.0097		0.000323	0.000308
Thornbury Tennis Club	Tennis Court (x4)	0.2028		0.006754	0.006447
Thornbury Tennis Club	Tennis Court (x2)	0.1081		0.003600	0.003437
Marlwood School	Tennis Courts	0.5728		0.019077	0.018210
Marlwood School	Artificial grass pitch	1.3224	Actual size = 0.6612ha, but double counted, as artificial pitch	0.044041	0.042042

POS audit map:



- The deficit would be exacerbated by additional population at Land West of Park Farm if there is no provision on site. **With the additional population, the level of provision would be 0.9808ha/1,000 population. There is clearly an existing shortfall against minimum policy requirements, and the addition of the new population arising from the development would exacerbate that shortfall.**

- On-site provision is the default position for open space, unless it is proven that partial or full off-site provision creates a more acceptable solution. It was the Appellant’s decision not to provide outdoor sports facilities on site to provide directly for his residents, and this leaves the matter of delivering provision to the Council and other organisations.

Formal/team/competitive sports are organised and tend to be run by local not-for-profit clubs and organisations that are affiliated to national/regional sport governing bodies. They are not activities where an individual turns up on the day expecting to find enough similar minded and similar aged people, plus officials, to run the game. Other than one set of pitches in Staple Hill that sit within an historic park, all of the Council’s pitches are leased to clubs. Even these are/were not free to use; booking fees for clubs apply/applied.

Provision of more than minimum policy requirement of one category of open space does not mitigate for underprovision of another category. Much of the larger areas of open space on site would comprise of flood plain, surface water attenuation, and parkland meadow and tree planting. Whilst some of this would be useful for informal recreation, it is obviously entirely different from Outdoor Sports Facilities. Physical activity reduces risk of major chronic diseases and premature death.

In the absence of on-site provision at West of Park Farm, a contribution to provide for Outdoor Sports Facilities to meet the needs of the development site’s new residents has been requested in scale with the population, the spatial requirement and the costs of delivering and maintaining that provision.

Outdoor Sports Facilities (OSF) requirement for this development:

Number of Dwellings	Average population: 2.4 persons/dwelling	Minimum Policy CS24 requirement for Outdoor Sports Facilities (16sq.m./person)
595	1,428	22,848sq.m.

The **minimum spatial requirement for OSF arising from the development is 22,848sq.m.**

During the application we set out in our consultation response memo, our costs per square metre for OSF; these are based on a combination of outdoor sports:

Average cost of provision of OSF/sq.m. = £52.484 – 2018/2019 costs but indexation is noted in the UU as being from March 2022.

That average £/sq.m. was calculated on typical OSF facilities e.g. grass pitches, pavilion teams changing, cricket, tennis, multi-use games area, etc. plus feasibility, technical assessments, SWI, etc.

Provision and/or enhancement contribution = 22,848 x £52.484 = £1,119,154.43

The costs sought for this development were based on the Council's 2018/2019 costs.

POS Capital 2018-2019

OUTDOOR SPORTS FACILITIES (PITCHES)				(PITCHES)	
Feature	Unit Measure	Area/ Unit	Cost 2018-19		
Pitches (total area 24,000sq.m.)				Subtotal capital cost	£1,065,018.286229
Grass pitches x 2 (incl. primary and secondary drainage system)	sqm	12,800	£193,213.357078	Plus 5% Contingency	£53,250.9143
Pavilion (4 teams)	sqm	1	£644,826.131031	Total Capital Cost	£1,118,269.2005
Pitch seasonal adjustment area (at 50%)	sqm	6,400	£96,137.714080	Pitches Approx. Area	24,000.00
Cricket wickets and bowling run	sqm	2,200	£38,689.567861	Average cost/sq.m.	£46.5946
Car park/access/roads (cost included in other calcs)	sqm	1,000	£0.000000		
Natural/semi-natural landscape improvement	sqm	1,600	£23,448.222945		
Technical assessment & drainage feasibility study	operation		£29,310.278683		
Water attenuation/SUDs area			£37,517.156715		
Provision and installation of access signage	per sign	1	£1,172.411148		
Provision and Installation of Litter Bin (£400 each incl. installation)	per bin	1	£234.482230		
Provision and Installation of dog bin (£200 each incl. installation)	per bin	1	£468.964458		
Total			£1,065,018.286229		

OUTDOOR SPORTS FACILITIES (COURTS AND GREENS)

Feature	Unit Measure	Area/ Unit	Cost 2018-19
Multi-use games area	sqm	685	£93,792.891787
Outdoor tennis	sqm	1,340	£152,413.449151
Club grade sports track	sqm	5,500	£228,033.968157
Boules	sqm	100	£2,931.027869
Croquet	sqm	1,100	£20,986.159538
Bowls	sqm	1,681	£195,909.902719
Provision and installation of access signage	per sign	1	£1,172.411148
Total			£695,239.810369

(COURTS AND GREENS)

Subtotal capital cost	£695,239.810369
Plus 5% Contingency	£34,761.9905
Total Capital Cost	£730,001.8009
Courts and Greens Approx. Area	10,406.00
Average cost/sq.m.	£70.1520

OUTDOOR SPORTS FACILITIES (AVERAGE COST PER SQUARE METRE)

Feature	cost per sqm	Area sq.m.	Total Cost
Pitches	£46.59460	12	£559.135200
Courts and greens	£70.1520	4	£280.608000
Total			£839.7432

SPORTS PROVISION AVERAGE

Total capital cost pitches	£839.743200
Total area	16
Average Cost/sq.m.	£52.4840

Average 15yr maintenance contribution cost of OSF = £15.8851/sq.m.

Summer (cutting, line marking, etc) and winter maintenance of grass (scarification, hollow tining, etc, sweeping of hard surfaces, re-marking).

Maintenance contribution = 22,848 x £15.8851 = £362,942.76

The capital and maintenance costs (albeit those pertinent at the time) were set out in the Council's Infrastructure Delivery Plan (2014), which was scrutinised through the Planning Inquiry process. The IDP can be found at [South Gloucestershire \(southglos.gov.uk\)](http://southglos.gov.uk). Costs are uplifted annually using GM '87, published by the Building Cost Information Service. These capital costs are based on a range of industry costs for the provision of open space facilities, and the maintenance costs are routinely tested through APSE (Association for Public Sector Excellence).

The costs sought for this development were based on the Council's 2018/2019 costs.

POS Maintenance 2018-2019

OUTDOOR SPORTS FACILITIES (Pitches, Courts and Greens) (Based on 19,176sq.m.)					
Resource	Task Description	Unit Measure	Area/ Unit	Unit cost per Annum 2018/19	Total Cost per Annum
Sports	Winter maintenance - 5-a-side Soccer (grass)	sq.m.	1008	£0.442851	£446.393808
Sports	Winter maintenance - football pitch (grass)	sq.m.	10800	£0.125365	£1,353.942000
Sports	Summer maintenance - bowling greens	sq.m.	1406	£5.144129	£7,232.645374
Sports	Summer maintenance - cricket square	sq.m.	74.44	£43.101611	£3,208.483923
Sports	Summer maintenance - tennis courts (hard surface)	sq.m.	260.75	£1.249632	£325.841544
Sports	Summer maintenance - Athletics track	sq.m.	3904	£0.058789	£229.512256
Sports	Re-mark - Multi - use games area (3 years)	sq.m.	685	£0.289586	£198.366410
Sports	Sweep - Multi-use games area (MUGA)	sq.m.	685	£0.144792	£99.182520
Sports	Re-mark - (3 years)	sq.m.	1008	£0.289586	£291.902688
Sports	Sweep - 5-a-side Soccer (hard surface)	sq.m.	1008	£0.144792	£145.950336
Pavilion	Cleaning	sq.m.	120	£5.934192	£712.103040
Litter bins	Empty and dispose	per bin	0.8	£222.533577	£178.026862
Dog faeces bins	Empty and dispose	per bin	0.8	£243.591864	£194.873491
Litter	General Litter pick and disposal	sq.m.	19176	£0.066839	£1,281.704664
Signage	Check fixings and clean every 6 months	per sign	2	£77.230826	£154.461652
					£16,053.390568

OUTDOOR SPORTS FACILITIES	
Approx. Area sq.m.	19176.00
Total yearly maintenance cost	£16,053.3906
Annual cost per sq.m.	£0.8372
10% to cover contingency and vandalism	£0.0837
15% to cover Admin	£0.1381
Total per sq.m.	£1.0590
Total x 15 years/sq.m.	£15.8851

What might the minimum policy requirement look like?

As an example, the 22,848sq.m. of outdoor sports facilities could equate to a cricket pitch and two football pitches, where the square is set between football pitches (this allows summer and winter use, hence increasing the diversity sports and being land-efficient), plus two tennis courts and a four-team changing pavilion and club house.

Sport England produce quarterly facility cost updates. Their costs are for the development of good quality community sports facilities, are based on typical schemes funded through the Lottery and where applicable, based on pdf layouts developed in accordance with Sport England design guidance.

Using Sport England Quarter 1 2022 costs (the UU is indexed to March 2022), to deliver this combination of facilities would cost £1,255,000, plus land acquisition, dry/clean changing for tennis, anomalies such as poor ground conditions, difficult access, long service connections, site remodelling, pump and sump systems, surface water drainage plus attenuation, landscaping.

Notes on Sport England costs

1. The area for buildings is the gross internal floor area (GIFA)
2. The area for pitches typically includes safety run-offs
3. The costs include the following:
 - External works allowance (car parks, roads, paths, services connections, etc) averaged at 12% of the sports facility costs;
 - Allowance for fees inclusive of project management (PM), site investigation (SI), planning and associated fees
4. The fees for:
 - Macadam outdoor surfaces;
 - Natural turf pitches;are included at 6% (inclusive of PM, SI, planning and associated fees)
5. The costs exclude the following:
 - Project specific details/ information, poor ground conditions, difficult access, long service connections;
 - Site remodelling, pump and sump systems and SuDS attenuation for natural turf
 - Inflation beyond Q1 2022
 - VAT

- Land acquisition costs
- Regional cost variations in materials and labour

The Sport England Cost Calculator can be found at [Facility Costs 1Q22 \(sportengland-production-files.s3.eu-west-2.amazonaws.com\)](https://production-files.s3.eu-west-2.amazonaws.com)

Tennis courts	Size	Cost
2 courts, macadam, fenced, sports lighting (36.58 x 33.53sq.m.)	1,227sq.m.	£225,000

Cricket and football	Size	Cost
Cricket pitch with 8-pitch square and two winter sports pitches (125.6m x 164.4m)	20,649sq.m.	£310,000

Pavilion	Size	Cost
4 team changing plus club room. Note this does not include dry (i.e. non-muddy sport) changing for the tennis	245sq.m.	£720,000

In order to prove some up-to-date information on the need, we contacted local organisations. The following identifies the need and the facilities that could be delivered if funding became available **now**. Although we would not be in control of the timing of any contribution (in the UU the contribution is payable prior to first occupation of the 500th dwelling), the information below identifies many projects that would help to deliver facilities to cater for the increasing population. The population in the Thornbury area will not decrease and the demand for outdoor sports facilities will continue to rise.

The bidding process for S106 funds can be found at [Section 106 funding for outdoor sports and facilities for children and young people | BETA - South Gloucestershire Council \(southglos.gov.uk\)](https://southglos.gov.uk)

Thornbury Lawn Tennis Club (TLTC)

1. Are you currently running at capacity / have you exceeded capacity?
 - *TLTC has seen significant increase in its membership, showing a 43% year on year rise in members into 2021. In particular we have noticed a marked increase in the number of junior members which is linked to the number of families moving into Thornbury and the surrounding area.*
 - *TLTC is already experiencing constraints on its playing facilities at certain times.*
 - *TLTC has drawn up a development programme for the Club based on the trajectory of growth that the Club is experiencing.*

2. What is limiting your capacity? (Insufficient number of pitches/courts / limited changing facilities / poor quality pitches/courts)
 - *TLTC needs to increase the number of courts available outside daylight hours. This can be achieved by adding floodlights to TLTC's courts 5&6 and we would recommend that Thornbury Council also do so for Courts 7&8 which are used by the Club for evening matches.*
 - *TLTC's Development programme identifies that two of its courts will require resurfacing in the next few years so that they continue to provide a safe playing surface.*

3. What improvements could you make to improve your capacity?
 - *Flood lighting for courts 3&4 and courts 7&8 with court access and usage control*
 - *Essential maintenance to court surfaces*
 - *Extension to clubhouse to cater for increased membership*
 - *Provision of new sport facilities*
 - *Padel tennis courts*
 - *Mini-tennis courts*

4. Have you costed out those improvements? What are those costs?
 - *The TLTC Development Programme (shown in Appendix 1) has been costed (at 2022 prices including VAT) on provisional estimates from contractors and LTA guidelines.*
 - *These costs can be summarised as:*
 - *Increasing playing capacity - £92,000*
 - *Essential maintenance - £84,000*
 - *Increase Club facilities for growth in membership - £60,000*
 - *Provisional of new sports facilities - £220,000*

5. Do you have any funding in place for these improvements?

- *TLTC is currently undertaking a significant programme of work to upgrade 4 courts. The Club has invested all the sinking-fund it has built up over the past several years to fund this work.*
- *There is no funding in place at present for the items listed in the TLTC Development plan which are over and above the current planned work.*

Appendix 1 – Thornbury Lawn Tennis Club Development Programme 2022-2029

					YEAR					
					2024	2025	2026	2027	2028	2029
Facility Item	Category	Source	Cost (in VAT)	Timing	Estimated Costs at 2022 prices (including VAT)					
Floodlights Courts 5 & 6 Install floodlights to increase evening capacity.	New	Contractor	£35k	2024	£35,000					
Floodlights Courts 7 & 8 Install floodlights to increase evening capacity.	New	Contractor	£35k	2025		£35,000				
Remote Floodlight Controls Facility to enable public to pay for use of floodlights.	New	LTA	£8k	2024	£8,000					
Gate Access System Facility to enable public to pay for court access.	New	LTA	£14k	2024	£14,000					
Resurface Courts 5 & 6 Previous surface installed 2012.	Maint	Contractor	£36k	2025		£36,000				
Resurface Courts 7 & 8 Previous surface installed 2016.	Maint	Contractor	£36k	2029						£36,000
Fence Improvements Courts 7 & 8 Replace all fence posts (corrosion)	Maint	Contractor	£12k	2024	£12,000					
Clubhouse Extension Construct conservatory extension to clubhouse to expand capacity and improve court viewing.	New	Guess	£60k	2026			£60,000			
Mini Tennis Courts x 2 Provide Mini Tennis Courts to satisfy increased junior demand.	New	Contractor	£80k	2025		£80,000				
Padel Tennis Courts x 2 New Padel facility for Europe’s fastest growing sport.	New	LTA	£140k	2025		£140,000				
Acquire additional land To provide space for expansion.	New	TBC	??	??						
Upgrade to carpet surface on all courts Kinder to joints, important for senior players.	New	YBC	??	??						
TOTAL					£69,000	£291,000	£60,000	£0	£0	£36,000
GRAND TOTAL			£456,000							

TLTC therefore has a current plan that requires £255,000 capital and £84,000 maintenance funding.

Thornbury Rugby Football Club (Coopers Field)

1. Are you currently running at capacity / have you exceeded capacity?
Over capacity - have got two pitches at the Chantry field (Thornbury Town Council) to help out with pitch congestion, but not ideal as no ancillary facilities
2. What is limiting your capacity? (Insufficient number of pitches/courts / limited changing facilities / poor quality pitches/courts)
Not enough pitches and car parking at main site
3. What improvements could you make to improve your capacity?
Extending car park
Taking on land on other side of the club house for car park and 4 pitches (2 adult, 2 junior)
Floodlights on junior pitches
All weather pitch, if the other field comes up
Replacing roof on function room with flat roof for spectators' balcony
4. Have you costed out those improvements? What are those costs?
Not at the moment
5. Do you have any funding in place for these improvements?
No

Summary for Thornbury Rugby Club

Although the club has not costed these facilities, Sport England Q1 2022 costs for creating:

Senior rugby union all weather pitch (10,400sq.m.) = £1,315,000

1no. senior grass pitch = £130,000. If the club managed to acquire additional land, they wish to deliver two adult and two junior grass pitches.

Changing facilities for Chantry (also a desire by Thornbury Football Club) would be c.£720,000

Floodlighting to 100 lux for a full-sized pitch is in the region of £40,000 - £45,000, plus cabling costs (costs from England Rugby).

Thornbury Town Football Club

1 Are you currently running at capacity / have you exceeded capacity?

Currently at full capacity, especially in the junior teams, with a large number of new players coming from the new developments in Thornbury. Large increase in the number of girls joining the club

2 What is limiting your capacity? (Insufficient number of pitches/courts / limited changing facilities / poor quality pitches/courts)

Drainage at Mundy is unfit for purpose which leads to poor conditions and cancelled matches

3 What improvements could you make to improve your capacity?

More pitches (grass or AWP)

Drainage of pitches

More changing/toilet facilities especially for female players

Changing facilities at Morton way (where the club would like to take on the site) and Chantry Field. Sport England cost updates for four team changing plus club room is £720,000.

Extension of facilities at Mundy PF - improvements needed to stay in current league

Replacing roof on function room with flat roof for spectators' balcony

4 Have you costed out those improvements? What are those costs?

£115,000 for Mundy playing fields extension

5 Do you have any funding in place for these improvements?

No.

Summary for Thornbury Town Football Club

Additional pitches. Improvements to existing facilities. Pitch drainage improvements, requiring capital and ongoing maintenance.

£115,000 for Mundy PF extension.

Changing facilities are ideally required at two locations – Chantry and Morton Way. Four team changing (serves two pitches) = c.£720,000

Drainage per pitch = c.£25,000