

HARBOROUGH DISTRICT COUNCIL

REPORT TO THE CABINET MEETING OF 2nd November 2020

PUBLIC REPORT: Y /-N

EXEMPT REPORT: Y/ N

Report Title	Built Sports Facilities Strategy
KEY DECISION	Y
Report Author	Matthew Bills, Neighbourhood and Green Spaces Officer
Purpose of Report	The purpose of this report is to enable the Cabinet to consider the recommendations of the Built Sports Facilities Strategy and to support the recommendation that the Strategy is adopted by Council.
Reason for Decision	<p>The final Built Sports Facilities Strategy (Appendix A) was received in February 2020 after being signed off by the Steering Group. Cabinet are recommended to accept the Strategy attached at Appendix A and recommend to Council that it approves the adoption of the Strategy for the Harborough District.</p> <p>An Executive Summary of the Strategy can be found at Appendix C.</p> <p>The Harborough Built Sports Facilities Strategy (BSFS) has been prepared by Harborough District Council's appointed consultant (Nortoft) during 2019. The Strategy preparation has been supported by a Steering Group consisting of officers, Leicestershire and Rutland Sport, Sport England and Nortoft.</p> <p>The preparation of the Strategy is a technical exercise and includes gathering usage and team information from Sports Clubs, stakeholders and other users of Built Sports Facilities. Additionally, the Council's Community Partnerships Team has gathered data concerning Community and Village Halls (Appendix A, Section 14).</p> <p>Information concerning demographics and projected growth areas within the District has been collected and liaison with neighbouring Local Authorities has taken place to assess their provision of facilities and any cross-boundary use of those facilities.</p> <p>Detailed information concerning the demand and use for swimming pool space has been undertaken by commissioning Sports England's Facilities Planning</p>

	<p>Modelling (FPM). The FPM results will allow the Authority to make informed decisions concerning the future of swimming pool provision in the District.</p> <p>Proceeding to adoption of the BSFS will help the effective delivery of built sport and leisure services across the district and ensure that a network of facilities is in place to cater for the current and future population (to 2031).</p> <p>This is a long-term strategy that identifies need and makes recommendations about how this need can be met.</p> <p>The Strategy is for the built facilities in the entire district. The responsibility for provision of sport and recreation facilities is shared between the District, Town and Parish Councils, schools, sports clubs and associations and commercial providers.</p> <p>The proposals identified in the Strategy are not all intended to be provided or funded directly by the District Council and it should not be assumed that the Council will automatically make additional funds available to assist other bodies to provide new or improved facilities. It also does not mean that the Council will take responsibility for providing or managing more facilities.</p> <p>The strategy is intended to inform not only planning documents and development management decisions by the Council, but also recreation infrastructure planning by partners, and to support funding bids by both the Council and other providers.</p>
Portfolio (holder)	Cllr King – Portfolio Holder for Strategy
Corporate Priorities	<p>HDC's 'Corporate Plan 2019-2021' and the related 'Corporate Delivery Plan 2019-2021' set out the Council's aspirations for the district over the next three years, what its priorities are and how it will deliver them.</p> <p>There are three priorities:</p> <p>The place: An enterprising and vibrant place. CO1, CO5</p> <p>The people: A healthy, inclusive and vibrant community. CO6, CO7, CO8, CO9</p> <p>The council: Innovative, proactive and efficient. CO10</p> <p>The 'Corporate Delivery Plan 2019-2021' contains the following initiatives to support the identified priorities:</p> <ul style="list-style-type: none"> • Procure new and refurbished leisure facilities and

	<p>their management for 2019/20 onwards.</p> <ul style="list-style-type: none"> • Deliver and commission a range of sport and physical activities through securing funding from the Public Health Service and other sources. • Promote an appropriate mix of leisure and recreational infrastructure to meet identified needs.
<p>Financial Implications</p>	<p>The Built Sports Facilities Strategy has been commissioned from external consultants, Nortoft. The cost of the Strategy being £22,980.00 plus the Facilities Planning Model (FPM) run from Sport England at a cost of £7,152.00.</p> <p>The financial implication for the Council is wide ranging from this Strategy. Much of the sport and physical activity is led by clubs and volunteers, but the Council still has a role to play in delivery of sport.</p> <p>The Strategy is recommended by Sport England to be reviewed approximately every 5 years. This will ensure the Strategy remains relevant and takes account of up to date demand and uses up to date information relating to existing facilities. It is expected that any subsequent review will require appointment of a suitably qualified consultant.</p> <p>It should be noted that the facility proposals identified in the Strategy are not all intended to be provided or funded directly by the District Council and it should not be assumed that the Council will automatically make additional funds available to assist other bodies to provide new or improved facilities. It also does not mean that the Council will take on responsibility for providing or managing more facilities.</p> <p>Much of the direct financial help that the Council can give towards delivering built sports facilities will be through developer contributions. The Built Sports Facility Strategy ensures that contributions are justified and are compliant with the provisions of the Community Infrastructure Levy (CIL). It will also ensure that investment priorities are targeted where there is demand.</p>
<p>Risk Management Implications</p>	<p>Adopting the Built Sports Facility Strategy (BSFS) will help guarantee the effective delivery of built sport and leisure services across the district and ensure that a network of sports facilities is in place to cater for the current and future population.</p> <p>It will ensure the Council helps clubs and other stakeholders to deliver the right facilities in the right place and residents receive the best possible outcomes from a new or replacement leisure centre provision.</p>

	<p>To not adopt the Strategy may lead to challenge by developers during negotiations for contributions included in S106 legal planning agreements.</p> <p>Clubs and other stakeholders may also receive challenges from potential funding bodies when applying for external funding for club infrastructure and facilities.</p>
Environmental Implications	<p>None associated with this report.</p> <p>New built facilities will be located where the demand is greatest, and most users can reach using sustainable transport.</p> <p>New built facilities will be required to meet current building standards and best practice with regard to construction, energy saving and carbon footprint.</p>
Legal Implications	<p>While not a legal requirement, the Built Sports Facilities Strategy (BSFS) follows the Sport England guidelines which will help prevent legal challenge concerning planning obligations secured in the light of its recommendations.</p> <p>There may be justified challenges from statutory consultees or others if a Strategy is not in place and the Council seeks to remove provision of certain activities from the Leisure Centre or other sites.</p>
Equality Implications	<p>The Built Sports Facilities Strategy (BSFS) has been prepared in accordance with Sport England's Assessing Needs and Opportunities Guidance 2014.</p> <p>The Strategy reflects the demographic profile of the District and the demand for sports provision through consultation with clubs.</p> <p>Accredited Clubs must comply with equalities requirements of their National Governing Bodies.</p> <p>A Due Regard analysis of the Strategy has been prepared and is contained at Appendix D.</p>
Data Protection Implications	<p>The Council collects information from communities in order to assist the delivery and provision of its services to the community.</p> <p>Contact information for Clubs has been derived from club web sites or has been collected in accordance with the Council Data Protection Policy. No other personal information was collected as part of the consultation.</p>

	<p>The information will be retained in accordance with the Authorities retention policy and is not shared with external organisations.</p>
<p>Consultation</p>	<p>This report draws on the extensive consultation with the community, stakeholders and partners undertaken as part of the Strategy development process. The findings from these consultations, which relate to specific facilities, are included within the relevant facility sections.</p> <p>Local Sports Clubs were identified through:</p> <ul style="list-style-type: none"> • Club details held by Harborough District Council; • Club details held by Leicestershire and Rutland Sport; • The relevant national governing bodies of sport • The leisure centres; • Facility managers at school and other sites; and • Web research. <p>Consultation commenced in January 2019 as part of information gathering and was completed with a final round of consultation as part of preparation of the final draft report.</p> <p>The detailed responses from stakeholders, the national governing bodies and clubs have proven very informative to the Strategy preparation process, and all the specialist sports sections' findings and recommendations have been confirmed with the relevant sport's national governing body.</p> <p>Full consultation has been undertaken with the following:</p> <ul style="list-style-type: none"> • Harborough District Council – Officers and Elected Members; • Sport England; • Leicestershire and Rutland Sport; • Sporting National Governing Bodies • Clubs; and • Parish and Town Councils and village halls committees. <p>Consultation has been undertaken in:</p> <ul style="list-style-type: none"> • January/ February 2019 (all clubs/NGBs/officers/PCs); • July 2019 (Members Scrutiny Panel); • September/October 2019 (all clubs and NGBs/officers/PCs);

	<ul style="list-style-type: none"> • November 2019 (Tennis and Netball mop up); and • December 2019 (Indoor Bowls mop up). • January 2020 (Fleckney Sports Centre mop up).
Options	<p>1. To not adopt the Strategy is considered to be inappropriate. This option will mean that there is an uncoordinated approach to sport provision in Harborough District. It will mean that Clubs may be less successful in achieving external funding for sport in the District as Sport England and the Sporting National Governing Bodies will not have sufficient confidence to be certain that grants are being allocated to the right location, the correct facility and sport. In the light of this far fewer grants may be offered to sporting providers across the District.</p> <p>To not adopt the Strategy will mean that there is no evidence base to support the requirement for developer contributions or to meet the requirements of the CIL regulations.</p> <p>2. To not implement all the recommendations – the implementation of any of the recommendations in the Strategy is a matter for Elected Members. Implementation will depend on budget, site availability and many other factors. It may be considered appropriate to implement only part of the action plan if budget or other material considerations indicate that course of action should be pursued.</p>
Background Papers	None.
Recommendations	<p>1. To approve the Built Sports Facilities Strategy set out in Appendix A.</p> <p>2. To recommend that the Strategy proceed to Council for adoption.</p>

1 Introduction

- 1.1 Harborough District Council and its partners have a clear stated objective of improving the health and wellbeing of the communities across the district. The network of sports facilities will be an essential element in the delivery of these objectives and the purpose of this Built Sports Facilities Strategy (BSFS) is to identify the needs and guide the investment which will be required from now up to 2031.

- 1.2 The responsibility for provision of sport and recreation facilities is shared between the District, Town and Parish Councils, schools, sports clubs and associations and commercial providers.
- 1.3 The Strategy provides information relating to the drivers for the study, its preparation and recommendations. It should be noted that HDC is not obliged to deliver all the outcomes of the Strategy on its own. HDC will work in partnership with clubs and National Governing Bodies and others to help deliver the Strategy action plan subject to resources being available to undertake such work.
- 1.4 The Strategy is intended to inform not only planning documents and development management decisions by the Council, but also recreation infrastructure planning by the partners, and to support funding bids by both the Council and other providers.
- 1.5 The Strategy will help the Council and its partners to:
 - Understand provision needs now and in the future;
 - Determine planning applications;
 - Ensure that the management and maintenance of indoor sports facilities is appropriate and sustainable;
 - Prioritise local authority capital and revenue investment, including S106 and any future Community Infrastructure Levy (CIL);
 - Prioritise and support bids for external funding to assist in the delivery of sporting infrastructure;
 - Identify the role of the education sector in supporting the delivery of community sporting facilities; and
 - Contribute to the aims and objectives of improving health and well-being and increasing participation in sport.

2 Key Facts

- 2.1 The strategic context for the Built Sports Facilities Strategy is set out in the [National Planning Policy Framework](#) (NPPF - promoting Healthy and Safe Communities para 91 onwards) and [Planning Practice Guidance](#) ([Sport and Recreation provision](#) and [Health and Well-being](#)). Specific references are contained at para 28, para 83, para 92 and para 182 of the NPPF.
- 2.2 The Government's sports strategy '[Sporting Future: A New Strategy for an Active Nation](#)' (2015) sets the context for a national policy shift. It contains material of relevance to sports facilities provision in Harborough.
- 2.3 Sport England's strategy '[Towards an Active Nation](#)' (2016) contains a significant policy shift to encourage more currently inactive people to become active, with a relative move away from support for programmes aimed at existing participants including greater investment and resources for young and older persons to build positive attitudes towards sport and activity.

- 2.4 The [Local Plan 2011 to 2031](#) supports national policy through its vision that; *'communities will have access to improved social, recreational, sports, health and educational facilities. Existing valued community services will have been retained and necessary new ones delivered to keep pace with development'* (adopted *Harborough District Local Plan 2011 to 2031 – Vision and Objectives 2.1.1*). This is further supported by Objective 4: Infrastructure and Objective 5: Protection of Local Services.
- 2.5 Local Plan Policy GI2: Open space, sport and recreation seeks to deliver suitable recreation facilities as part of new development. There are further place-based policies that seek to provide specific facilities at locations in both the Scraftoft North Strategic Development Area (SDA) and East of Lutterworth SDA.
- 2.6 HDC has produced a draft 'Physical Activity Strategy 2019-2029' (consultation in summer 2017), that sets out the roles that the Council and other local providers might play in delivering sport and physical activity opportunities over the next ten years.
- 2.7 The draft Physical Activity Strategy states that; 'The Council has a key role in promoting healthy lifestyles and we should therefore have a coherent strategy that engages the public, private and voluntary sectors so that we can guide important decisions around:
- Communicating the benefits of physical activity in reducing obesity, preventing disease, improving mental health, and rehabilitating many long-term health conditions.
 - Support to independent instructors and clubs who provide affordable sport, physical activity and wellbeing sessions throughout the District.
 - Future provision of leisure centres and the facilities that will be offered.
 - Improving and extending community buildings and schools and encouraging greater use of these facilities.
 - The Council's specialist services such as exercise referral, cardiac rehabilitation, and fall prevention classes.
 - The design and maintenance of parks and open spaces including outdoor gyms, multi-use games areas, and play areas.
 - Responsible development that ensures footpaths, cycling infrastructure, and other design issues are considered throughout the planning process.'
- 2.8 The Built Sports Facilities Strategy (BSFS) provides the up to date assessment of demand and need that is required by para. 96 of the National Planning Policy Framework (NPPF). It is the mechanism to determine the specific sporting and community requirements within the district and provides a basis for specific site proposals.
- 2.9 The BSFS also provides a minimum provision and accessibility threshold for facilities as part of new development in the district.
- 2.10 As part of the preparation of the BSFS the assessment of each facility type

draws on a number of different elements:

- The findings from the site audits, including an assessment of the used capacity of the facilities and management considerations;
- The theoretical demand for facilities based on various modelling tools;
- The results of consultation;
- Issues associated with facility quality, accessibility for the community etc.;
- The future population characteristics;
- The Council's policies on participation, and sports development objectives;
- The resources which may be available to meet the future requirements; and
- The network of existing facilities and housing growth.

2.11 Additionally, the Community Partnerships Team have undertaken consultation and research into the requirements for village halls and community halls and make recommendations as part of the Strategy.

2.12 The District has been split into three sub areas in the preparation of the BSFS. This reflects the practical experiences of sports participants across the district and is consistent with the [Playing Pitch Strategy](#) adopted in 2018. There is also a need to reflect the characteristics of the district, the two market towns with their sports provision, the influence of the Leicester urban fringe, and the existing and proposed strategic development areas across the district.

2.13 The sub areas used for the purpose of this Strategy are (**also see map at Appendix B**):

- West sub area: Lutterworth, Broughton Astley and surrounds,
- Middle sub area: Market Harborough and surrounds, and
- East sub area: The Kibworths, edge of Leicester and surrounds.

2.14 The core facilities considered as part of the Strategy are:

- Sports halls,
- Swimming pools,
- Health and fitness,
- Athletics,
- Squash,
- Dedicated gymnastics centres,
- Indoor bowls,
- Indoor tennis,
- Netball, and
- Table tennis.

2.15 Secondary facilities considered are:

- Archery,
- Major cycling and long - distance walking routes, and
- Air sports and other countryside sports: e.g. gliding, significant (club) equestrian facilities, sailing clubs.

2.16 The BSFS has the following objectives at its core:

Objective 1 - To protect the existing supply of sports facilities where facilities are required for meeting current or future community sport's needs.

Objective 2 - Secure tenure and access to sites for community use including via sports clubs, through a range of solutions and partnership agreements. Additionally, to maximise community use of education sites where there is demand.

2.17 An Executive Summary of the key findings and recommendations from the BSFS can be found at **Appendix C**.

2.18 Part of the detailed work to determine the requirement for swimming pool space was undertaken by Sport England through a bespoke study using their [Facilities Planning Model \(FPM\)](#).

2.19 The overall aim of the FPM work is to:

- assess the extent to which the existing supply of swimming pools meets current levels of demand (2019) across the Council area and a wider study area;
- assess the extent to which the existing supply of swimming pools would meet future demand and its distribution, taking into account population increases across the Council area and a wider study area up to 2031; and
- assess the impact on supply, demand and access to swimming pools, with an option to close Harborough Leisure Centre in 2023 and replace it with a new Harborough Leisure Centre, opening in 2023.

2.20 The FPM report concludes that the proposed swimming pool provision at any replacement Harborough Leisure Centre is appropriate to meet the needs of the future. It states:

The combination of individual swimming pools at the new centre provide for ALL swimming activities and for this to take place in separate and dedicated pools. The increase to a 25m x 8 lane main pool, from the 25m x 6 lane main pool at the existing centre, is much more suited to meeting swimming competition programmes. It does however also provide more water space for (say) lane and fitness swimming and recreational swimming to take place at the same time.

The addition of a leisure pool will provide a pool to develop confidence in water and provide for fun and family-based activities.

Overall, it is a very balanced swimming pool project in scale and facility mix - it provides for all swimming activities and meets swimming competition needs. The facilities planning model supply and demand assessment supports a project of this scale, to meet the projected demand for swimming in Harborough District up to 2031.

The FPM notes that the proposed location of the replacement Harborough Leisure Centre would be less accessible on foot than the current location for the town's residents.

The findings of the FPM report also confirm that there is no need for additional water space in Lutterworth up to 2031 and that a new pool in the east of the district is not justified.

- 2.21 A key output from the strategy is to secure new and improved sports provision through development. This can include on-site provision through master-planning and planning obligations, and by securing developers' contributions to off-site provision. Any shortfalls in funding for specific facilities will need to be met by other funding sources.
- 2.22 The authority already seeks developers' contributions via S106 agreements, but it will still be necessary to meet the three Community Infrastructure Levy (CIL) compliance tests which can be summarised as:
- Necessary to make the development acceptable in planning terms;
 - Directly related to the development; and
 - Fairly and reasonably related in scale and kind to the development.
- 2.23 In addressing these CIL tests, it is necessary to have a robust and up-to-date evidence base for sporting provision need. This strategy provides the framework to determine the nature, location and level of sports facility needs that may be generated from new developments.

Appendices

Appendix A – Final Harborough Built Facilities Strategy

Appendix B – Analysis Areas - BSFS

Appendix C – BSFS Summary of findings and recommendations

Appendix D – Due Regard Equality Analysis - BSFS