



# **SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT**

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QUALITY, INTEGRITY, PROFESSIONALISM

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# SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

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# SOCIAL, SPORT AND OPEN SPACES STUDY

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### INTRODUCTION

The purpose of this toolkit is to ensure that planning gain contribution sought from an individual development is based on a tailored approach, using the robust evidence bases provided as part of the Cheltenham and Tewkesbury Social, Sport and Open Spaces Study. This will help to clearly justify the needs arising from the development and how they are to be met.

It provides a step by step guide which should be used by those stakeholders which are directly involved in negotiating developer contributions either local authority case officers or housing developers/planning consultants acting on their behalf.

The following processes should be followed in order to inform the potential additional demand that a new housing development generates. There is one process set out for each of the four elements covered within the Study:

- ◀ Open spaces
- ◀ Playing pitches
- ◀ Built sports facilities (including community facilities)
- ◀ Social sustainability

There is also a checklist summary for each process which should be completed as evidence of working through each step. In terms of social sustainability, a series of questions to explore are provided with possible options to consider.

For all developments (regardless of size) developer contributions should be sought towards social, sport and open space facilities. Where a development may be considered too small to provide a contribution, consideration should be given to where a number of small developments may have a cumulative impact on the community infrastructure and refer to local planning policy.

In instances where a development may fall within two or more local authorities or analysis areas (e.g. North West Cheltenham urban extension which is within Cheltenham and Tewkesbury), it is recommended that the demand (or in the case of open space, provision standards) from the more urban area or locally reflective area are applied in calculating the requirements. This is in order to reflect the on the ground use of provision in the context of its setting. If provision is to be provided on the outskirts of an urban settlement and therefore is to act as an extension of that settlement, it is justifiable to utilise the demand/standards most appropriate.

The suite of evidence documents making up the Cheltenham and Tewkesbury Social, Sport and Open Spaces Study includes:

- ◀ Cheltenham & Tewkesbury Open Space Assessment Report
- ◀ Cheltenham Open Space Standards Paper
- ◀ Tewkesbury Open Space Standards Paper
- ◀ Cheltenham & Tewkesbury Playing Pitch Assessment Report
- ◀ Cheltenham Playing Pitch Strategy
- ◀ Tewkesbury Playing Pitch Strategy
- ◀ Cheltenham & Tewkesbury Built Leisure and Sports Assessment Report
- ◀ Cheltenham Built Leisure and Sports Strategy
- ◀ Tewkesbury Built Leisure and Sports Strategy
- ◀ Cheltenham & Tewksbury: social sustainability across four sites.

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### OPEN SPACES

Open space within the context of this report is defined as *land set out for the purpose of public recreation*.

This means open space must be a defined site with clearly identifiable boundaries, freely accessible for members of the public to access and use, and meets one of the open space types set out in the following table:

	Open space type	Primary purpose
Open spaces	Parks and gardens	Accessible, high quality opportunities for informal recreation and community events.
	Natural and semi-natural greenspaces	Wildlife conservation, biodiversity and environmental education and awareness. Includes urban woodland and beaches, where appropriate.
	Amenity greenspace	Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas.
	Provision for children and young people	Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, MUGAs, skateboard areas and teenage shelters.
	Allotments	Opportunities for those people who wish to do so to grow their own produce as part of the long term promotion of sustainability, health and social inclusion.
	Cemeteries and churchyards	Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity.

Throughout the Steps the term ‘open space’ is used; this refers to any of the open space types listed above including provision for children and young people.

Step 1	Determine the open space requirement resulting from the development	Navigation
	The main tool for determining this is the open space provision standards set out in the relevant Open Space Standards Papers for each local authority.	<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p18)</li> <li>◀ Tewkesbury Standards Paper (p23)</li> </ul>

The Open Space Standards Paper for each local authority sets out the current standards (per 1,000 population). In Cheltenham, this is done for the Borough as a whole. In Tewkesbury, this is provided for each sub-area. For Tewkesbury, it is therefore necessary to identify which sub-area the development is located so that the appropriate standards can be applied.

Only the provision standards as set within the relevant Standards Papers can be used to calculate open space requirements. This is regardless of whether a development is close to a neighbouring local authority or settlement.

The current standards need to be multiplied by the anticipated ‘new’ population arising from the housing being developed. The following calculation is used to determine the population figure:

$$\text{Number of dwellings} \times \text{household occupancy rate}^1 = \text{associated population}$$

<sup>1</sup> The national occupancy rate of 2.3 persons per household is used for both Cheltenham and Tewkesbury

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To then determine the open space and play provision requirement the associated population is multiplied by the recommended standard for each open space typology:

$$\text{Recommended typology standard} \times \text{associated population} / 1000 = \text{open space requirement}$$

This will give you the open space requirement (in hectares) resulting from the development. (i.e. similar to the scenarios presented on p19 of the Cheltenham Standards Paper and p24/25 of the Tewkesbury Standards Paper).

Step 2	Consider whether the size of the development warrants onsite provision?	Navigation
	The Open Space Standards Papers set out minimum size of sites according to other organisations such as the Greater London Authority (GLA) and Fields in Trust (FIT).	<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p16)</li> <li>◀ Tewkesbury Standards Paper (p20)</li> </ul>

Open space and play provision is expected to form a crucial part of the design for large scale developments such as strategic allocations or urban extensions. In most instances, such new forms of open space are expected to be made as onsite contributions. The larger the development, the greater the associated population and consequently the need for new open space and play provision to meet the demand arising from the new population.

Consideration to the positioning of any new forms of open space and play provision as part of a development must take into account any existing forms of provision. For example, if the border of a development is adjacent to an existing form of open space then consideration must be given to 'extending' that open space provision (i.e. if an existing site is on the border of the development, and the development requires new provision of that typology, then providing the new provision as an 'extension' of the existing site should be considered). This may also assist with bridging existing and new communities together through new open space provision as well as offering practical logistical solutions.

For some smaller developments, it may not be as appropriate or cost effective to provide new forms of open space and play provision onsite. This would also seek to limit the creation of small incremental and often less valued recreational sites. NB; This must not compromise the sustainability requirements relating to any green infrastructure policies.

The relevant tables in the Standards Papers set out the minimum size of sites that could be considered in order to help determine if new provision is to be onsite or not.

New open space and play provision is to be provided as **onsite** contribution if the calculated open space and play requirement is greater than the minimum size of site presented in the tables.

Conversely, new open space and play provision is to be provided as an **offsite** contribution if the calculated open space and play provision requirement is less than the minimum size of site presented in the tables.

For example, a hypothetical development of 50 dwellings would mean...

*In Tewkesbury Area 4 (based on an occupancy rate of 2.3 persons per household) such a development would result in an estimated population of 115. This would mean an allotment requirement of 0.05 hectares (i.e. recommended allotment standard (0.40) x estimated population (115) / 1000). This would be an equivalent of 2 plots (based on an average plot size of 0.025 hectares) as set out by the National Society of Allotment and Leisure Gardeners.*

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*In Cheltenham (based on an occupancy rate of 2.3 persons per household) such a development would result in an estimated population of 115. This would mean an allotment requirement of 0.03 hectares (i.e. [recommended allotment standard \(0.25\)](#) x [estimated population \(115\) / 1000](#)). This would be an equivalent of 1 plot (based on an average plot size of 0.025 hectares) as set out by the National Society of Allotment and Leisure Gardeners.*

In both examples, this is substantially below the minimum site size of 0.4 hectares (an equivalent to 16 plots based on an average plot size of 0.025 hectares). Consequently, an offsite contribution need to be sought.

Step 3	Consider the proximity and location of existing open space provision and whether it could help serve the new development	Navigation
	GIS mapping and application of the accessibility standards as set out in the Open Space Standards Papers will help identify sites having the ability to help serve the new development.	<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p15)</li> <li>◀ Tewkesbury Standards Paper (p19)</li> </ul>

The accessibility standards for each open space typology as set out in the Open Space Standards Paper are used to identify sites within close proximity to the development.

Sites with catchment areas covering the development site need be considered as to whether they have the potential to help serve the development and its new population. It is then necessary to establish which of these sites could benefit most from an offsite contribution.

Step 4	Determine which sites could benefit most from an offsite contribution	Navigation
	<p>The quality and value matrix information set out within the Open Space Standards Papers (Cheltenham p13/14, Tewkesbury p13-17) highlights sites that could benefit from improvements.</p> <p>In addition, the policy implications and recommendations from the accessibility standards in the Standards Paper (Cheltenham p16/17, Tewkesbury p20-22) highlights sites helping to also serve areas identified as having gaps in catchment mapping.</p>	<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p13/14, p16/17 and p33-38)</li> <li>◀ Tewkesbury Standards Paper (p13-17, p20-22 and p38-45)</li> </ul>

The new population arising from the development will result in increased demand to existing forms of provision; subsequently offsite contributions need to be used to enhance the quality of and/or access to existing provision within an acceptable distance to the development.

Sites identified as being below the quality and value thresholds are summarised in Part 3 of the Standards Paper. Consequently, these sites may benefit most from some form of enhancement.

There is a need for flexibility to the enhancement of lower quality and/or value sites within close proximity to a new housing development. In some instances, a better use of resources and investment may be to focus on further away but more suitable sites for enhancement as opposed to trying to enhance a site that is not appropriate or cost effective to do so.

In such cases, reviewing the current situation and quality of other forms of provision within the appropriate accessibility distances must be undertaken; as these sites may be better suited to receiving an offsite contribution.

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This needs to consider those sites identified as helping to serve ‘gaps’ in provision (as set in Part 4 of the Standards Paper) as such sites play an important role in ensuring access to open space provision. Similarly, if any key sites of significance are within the accessibility distance to the development then these sites may be better suited for offsite contributions. This will help to ensure efficient use of contributions and maximise enhancements. For example, if a prominent park is located close to the development, then an offsite contribution to enhance that site is still warranted as the park site is likely to have a strong attraction and level of use for new residents for a variety of reasons/uses.

Step 5	Calculate the financial offsite contribution required	Navigation
	The Council must determine its own cost of provision to be used in order to calculate the financial offsite contributions.	<ul style="list-style-type: none"> <li>◀ Some reference in Cheltenham Standards Paper (p30/31)</li> <li>◀ Some reference in Tewkesbury Standards Paper (p34/36)</li> </ul>

No national guidance is available on the cost of providing new forms of open space and play provision. It is therefore advised that the Local Authority bases this rate of charge on its own known costs of any recent capital or local investment schemes.

Standard costs for the enhancement of existing open space and provision of new open spaces need to be clearly identified and revised on a regular basis by the Council.

There will be a requirement on developers to demonstrate that where onsite provision is to be provided it will be managed and maintained accordingly. In some instances, the site may be adopted by the Council, which will require the developer to submit a sum of money in order to pay the costs of the site’s future maintenance. Often the procedure for councils adopting new sites include:

- ◀ The developer being responsible for maintenance of the site for an initial minimum 12-month period and until the site is in an adoptable state to be transferred to the Council.
- ◀ Sums to cover the maintenance costs of a site (once transferred to the Council) intended to cover a period of 20 years.

Within some developments the Council has put the requirement on the developer to include the cost of maintenance of the open space within a ground rent charge on the properties within the development. As such, the property owners pay (via a local precept) for the cost of maintaining the open space and play provision developed as a result of their houses.

Consideration also needs to be given to how sites are to be managed in the longer term. Traditionally local authorities have been the primary body responsible for managing and maintaining new sites. Alternative methods could be explored but each has its own strengths and limitations.

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A summary of some of the possible options for managing sites is set out below:

Type	Summary
Local Authority / Parish Council	<ul style="list-style-type: none"> <li>- Relatively stable, strategic in terms of context for local authority/ area wide decision making</li> <li>- Growing pressures and budget cuts</li> </ul>
Voluntary / community led (e.g. Friends of Groups, Allotment Associations)	<ul style="list-style-type: none"> <li>- Charitable status, funding opportunities, local ownership/pride</li> <li>- Unclear accountability and responsibility</li> <li>- Often a lack of specialist expertise</li> <li>- Best suited to some forms of provision such as allotments; as sites are secure and able to be relatively controlled</li> </ul>
Third party (e.g. Wildlife Trust, Groundwork, health charities)	<ul style="list-style-type: none"> <li>- Supports mutual goals, encourages partnership working. Possible specialist skills and knowledge.</li> <li>- Tends to be focused on areas such as nature promotion or health/physical activity; not often whole site management.</li> <li>- Often short term, with no guaranteed longevity</li> </ul>
Management company	<ul style="list-style-type: none"> <li>- Responsive, convenient and experience</li> <li>- Loss of site control and lack of aspirational enhancement of site</li> <li>- Potential perception of individuals paying twice for maintenance of local open space (i.e. council tax and management fee)</li> </ul>
Commercial	<ul style="list-style-type: none"> <li>- Licensing and franchising, sponsorship</li> <li>- Could increase usage, generate extra revenue</li> <li>- Not applicable/suitable for most types of open space or whole sites</li> <li>- Risk of over commercialising and negatively impacting on aesthetic and look of sites for general public use.</li> </ul>

Step 6	Calculate commuted sum	Navigation
	Step 1-5 should be used to calculate the commuted sum.	N/A

Step 1-5 should be followed in order to calculate a total commuted sum. This should incorporate a contribution to the maintenance of provision with consideration to how provision is to be managed.





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## Checklist summary

Prompt	Evidence	Navigation
<p><b>Step 1:</b> Determine the open space requirement resulting from the development <i>Apply open space provision standards</i></p>		<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p18)</li> <li>◀ Tewkesbury Standards Paper (p23)</li> </ul>
<p><b>Step 2:</b> Consider whether the size of the development warrants onsite provision? <i>Check required amounts of provision against minimum site sizes</i></p>		<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p16)</li> <li>◀ Tewkesbury Standards Paper (p20)</li> </ul>
<p><b>Step 3:</b> Consider the proximity and location of existing open space &amp; play provision and whether it could help serve the new development <i>Use mapping to identify nearby sites</i></p>		<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p15)</li> <li>◀ Tewkesbury Standards Paper (p19)</li> </ul>
<p><b>Step 4:</b> Determine which sites could benefit most from an offsite contribution <i>Use nearby sites and quality/value scores to identify sites best suited for enhancement</i></p>		<ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p13/14, p16/17 and p33-38)</li> <li>◀ Tewkesbury Standards Paper (p13-17, p20-22 and p38-45)</li> </ul>
<p><b>Step 5:</b> Calculate the financial offsite contribution required <i>Establish local costs to assist in calculation</i></p>		<p>Some reference</p> <ul style="list-style-type: none"> <li>◀ Cheltenham Standards Paper (p31)</li> <li>◀ Tewkesbury Standards Paper (p34)</li> </ul>
<p><b>Step 6:</b> Calculate commuted sum <i>Use Step 1-5 to determine the open space requirements</i></p>		N/A

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## PLAYING PITCHES

Step 1	Determine the playing pitch requirement resulting from the development	Navigation
	The main tool for determining this is the PPS New Development Calculator which is a Sport England tool provided on completion of the Strategy. There is one for each authority which has been populated with the current demand data from the Cheltenham & Tewkesbury Playing Pitch Assessment Report.	 Cheltenham PPS New Development C   Tewkesbury PPS New Development C

The Cheltenham & Tewkesbury PPS Assessment Report provides an estimate of future demand for key pitch sports (football, rugby, hockey and cricket) based on population forecasts and club consultation. This demand is translated into teams likely to be generated, rather than actual pitch provision required.

The PPS New Development Calculator adds to this, updating the likely demand generated for pitch sports based on housing increases and converts the demand into match equivalent sessions and the number of pitches required. This is achieved by taking the current demand/team generation rates (TGRs) and population in the Cheltenham & Tewkesbury PPS Assessment Report to determine how many new teams would be generated from an increase in population derived from housing growth. This also gives the associated costs of supplying the increased pitch provision.

Part 5 of PPS New Development Calculator provides an estimation of the number of new pitches that would be required to meet the match equivalent sessions presented in Part 3. Part 5 also presents an estimate of the associated costs for providing these new pitches. Please note that these are indicative costs only and appropriate local work should be undertaken to determine the true costs of any new pitches.

As identified within both playing pitch strategies, the longer term aim is to move towards increasing use of 3G pitches to accommodate competitive football fixtures. Therefore, there is a case to suggest that contributions towards football provision (and in some cases rugby union) could be made. Such provision would, however, require a business plan for the facility which aligned to FA programming and pricing and to encourage use of the facility on weekday evenings for training and for fixtures at weekends.

Step 2	Determine the other pitch and non-pitch requirements resulting from the development	Navigation
	Use the Playing Pitch Strategy to identify level of need that may be generated from new development(s) for outdoor sporting provision not included within the PPS New Development Calculator.	<ul style="list-style-type: none"> <li>◀ Tewkesbury Playing Pitch Strategy (Part 4 &amp; 6)</li> <li>◀ Cheltenham Playing Pitch Strategy (Part 4 &amp; 6)</li> </ul>

The PPS New Development Calculator does not calculate demand for other types of pitches or non-pitch provision which may be played in the Area. However, each Playing Pitch Strategy identifies (where relevant) current and future demand for the following additional types of outdoor sporting provision; bowling greens, tennis courts, rounders, netball, lacrosse, croquet and American football.

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Where there is no identified shortfall in provision or future demand for new provision within an area relevant to the development (e.g. an analysis area or settlement), consideration should be given to the nearest site to the development containing that type of pitch provision. This should consider if the site could benefit from a contribution towards increasing capacity to meet likely need generated from the development. For example, this could include increasing quality, addition of ancillary facilities such as floodlighting, changing rooms or car parking. Using the relevant Playing Pitch Strategy action plan will identify site by site recommendations.

Step 3	Determine whether new provision is required and whether this should be on or off site	Navigation
	<p>Consider if the nearest site/s to the development containing that type of provision could benefit from a contribution towards increasing capacity to meet likely need generated from the development. If there are no potential options to improve existing, or extend planned provision to create additional capacity then new provision will be required.</p> <p>Where the calculator does not create demand for a whole pitch, which is often the case for smaller size developments, it is recommended to make a contribution to increasing the capacity of an existing site to meet demand generated from the development.</p>	<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS Action Plan (Part 6)</li> <li>◀ Cheltenham PPS Action Plan (Part 6)</li> </ul>

When identifying a site for off site contributions, consider the proximity and location of existing playing pitch sites and whether it could help serve the new development. Identify the analysis area in which the development sits and identify if there are any Hub sites or Key centres within the Area.

If there are no analysis areas or the development site is close to the local authority boundary, apply an initial one mile radius around the site in order to help identify the nearest priority sites. This may require consultation with neighbouring authorities.

Hub sites are of Borough wide importance where users are willing to travel further to access the range and high quality of facilities offered. Hub sites are likely to be multi-sport facilities. These have been identified on the basis of high impact on addressing the issues identified in the assessment.

The financial, social and sporting benefits which can be achieved through development of strategic sites (also known as hub sites) are significant. Sport England provides further guidance on the development of community sports hubs at:

[http://www.sportengland.org/facilities\\_planning/planning\\_tools\\_and\\_guidance/sports\\_hubs.aspx](http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/sports_hubs.aspx)

**Key centres** although these sites are more community focused, some are still likely to service a wider analysis area (or slightly wider). However, there may be more of a focus on a specific sport i.e. a dedicated site.

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Step 4	Determine how best to satisfy demand through new onsite provision	Navigation
	To further help determine how best to satisfy demand for new onsite provision, use the Playing Pitch Strategy to identify existing shortfalls and consult with local clubs/groups to identify local issues.	<ul style="list-style-type: none"> <li>◀ Tewkesbury Playing Pitch Strategy (1.3 Headline Findings)</li> <li>◀ Cheltenham Playing Pitch Strategy (1.4 Headline Findings)</li> </ul>

Although the Playing Pitch Strategy will help to identify existing shortfalls (and in doing so provide a guide as to how best to meet demand generated from the new development), local clubs/groups should be consulted to further update the most recent local situation. Useful questions to answer may include, for example:

- ◀ Are there any teams/clubs playing outside of the local area (displaced demand) which could utilise provision at the site?
- ◀ Do any local clubs identify existing plans/demand for access to new provision?
- ◀ Are there any overplayed sites in the local area where existing demand could be transferred to a new site?
- ◀ Do any local clubs identify any latent demand (i.e. if they had access to more pitches they could they field more teams?)

Step 5	Determine how best to satisfy demand through new offsite provision	Navigation
	Identify the potential sites for investment within the Playing Pitch Strategy Action Plan to help determine how best to meet demand generated from the new development.	<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS Action Plan (Part 6)</li> <li>◀ Cheltenham PPS Action Plan (Part 6)</li> </ul>

Consider the location of the new population (e.g. the location of the development site) alongside the results of the PPS assessment work. This will enable you to understand the nature of the current playing pitch sites within an appropriate catchment of the new population and the issues in the area. This may lead to suggestions of one or more ways of meeting the estimated demand, such as:

- ◀ Enhancing existing pitches to increase their capacity and ensure adequate maintenance to maintain the higher level of use
- ◀ Securing greater community access to currently restricted provision and undertaking necessary works to allow such use to occur (e.g. enhanced changing provision)
- ◀ Providing new playing pitches on existing sites.

This decision should be based on the potential to improve existing facilities within an appropriate catchment of a development to create additional capacity, and how realistic it is given the nature of the local area to provide new provision. For example, there may be some poor quality playing fields that could potentially be improved with additional drainage and long-term maintenance works, along with enhanced changing provision, to enable their use to be increased, thereby creating additional capacity to meet the increased demand generated from the development.

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Discussions should be held with relevant parties (e.g. landowners, facility operators and user groups), and any further necessary evidence gathered (e.g. a feasibility study), to help identify the specific works that are required, and to ensure they will provide the necessary additional capacity to meet the needs. It will also be important to demonstrate that the specific works can be delivered within an appropriate timescale in relation to the occupation of the development site.

Step 6	Consider design principles for new provision	Navigation
	The exact nature and location of provision associated with onsite developments should be fully determined in partnership with each relevant NGB. Further to this, each pitch sport NGB provides national guidance in relation to provision of new pitches. Sport England also provides guidance on provision of associated ancillary facilities.	<a href="#">FA guide to developing facilities</a> <a href="#">FA 3G pitch guidance</a> <a href="#">RFU Facilities Guide</a> <a href="#">ECB guide to developing pitches</a> <a href="#">England Hockey Facilities Strategy</a>

It is imperative that in addition to the need to secure developer contributions for pitch provision, contributions should also be sought for improving and providing changing room accommodation. The following provides a guide as to how this could be calculated.

- ◀ Changing facilities are required for new pitches, whether they are on or off site.
- ◀ Changing provision requirements are reliant on the number of pitches not the size of pitches.
- ◀ Figures are based on Sport England quarterly costs (any calculations need to change each quarter): <https://www.sportengland.org/media/11748/facility-costs-2q17.pdf>
- ◀ Consideration should also be given to the need for pavilion/clubhouse facilities to also be provided. If the size of the club demands, provision of a social base for the club/s or community use opportunities for income generation will be required.
- ◀ Adequate car parking must be provided including the potential for overspill parking at peak periods. Coach as well as car parking will usually be required and service vehicle access and turning must also be considered. Use Sport England guidelines for further detail <https://www.sportengland.org/media/4204/car-parking.pdf>
- ◀ Cycle parking close to the changing facilities should be provided and should have a canopy.

There is also a need to ensure that the location of outdoor sports pitches and ancillary facilities are appropriately located in the context of indoor sports provision (if also being provided onsite) to ensure a cohesive approach to the whole sporting offer.

*Example calculation for contribution for changing rooms:*

		<b>£555,000</b>				
<b>No. of Pitches</b> (Need 2 team changing room per pitch)	x	(cost of 4 team changing room as identified by Sport England for calculation purposes)	/	<b>2</b>	=	£ off-site contribution
				(based on 2 teams per pitch)		

NB: the total figures do not include land value contribution or commuted sum for future maintenance.

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Further to this, Sport England guidelines provides the following cost comparisons following exercises undertaken on traditionally constructed football and rugby changing rooms.

Type	Gross Internal Floor Area (GIFA)	Cost	Cost/m <sup>2</sup>
Small	19m <sup>2</sup>	£74,000	£3,894
Single	37m <sup>2</sup>	£121,000	£3,270
Double	75m <sup>2</sup>	£196,000	£2,613
Quadruple	152m <sup>2</sup>	£361,000	£2,375
Double with Clubroom	135m <sup>2</sup>	£307,000	£2,275
Quadruple with Clubroom	245m <sup>2</sup>	£512,000	£2,090

On top of this 5% – 10% should be factored in to cover corridor space. The changing accommodation should be big enough to accommodate the largest number of players likely to use the room, including substitutes, coaches and, where applicable, the physiotherapist.

Changing area sizes for all-weather or full size artificial turf pitches must be calculated and arranged to respond to high-intensity use. Full-size pitches can be subdivided into three or four play areas, each for 10 or 12 players.

For further detailed guidance, please refer to Sport England guidelines for clubhouses:  
<https://www.sportengland.org/facilities-planning/design-and-cost-guidance/clubhouses/>

Step 7	Calculate the financial contribution required	Navigation
	After using the PPS New Development Calculator as a starting point for cost, the local cost of provision should be fully determined in order to calculate the financial contributions.	N/A

A clear and transparent methodology for calculating up to date costs for the specific works, including appropriate ancillary provision, should be presented. Where appropriate, depending on how the needs are to be met, the cost of any required land purchase should be included in the financial contribution. If an obligation will be directed to an off site project it should be ensured the costs are limited to meet the needs of the individual development.

Along with any capital costs for the works, an obligation should ensure an appropriate level of lifecycle costs towards the new or enhanced provision. This is required to cover the day to day maintenance for an agreed long term period and to help ensure a sinking fund exists for any major replacement work, e.g. the future resurfacing of an artificial grass pitch.

Wherever possible, specific local costs should be used, especially if the works are to improve the existing quality of a site to increase capacity as there may be a number of site specifics to take into account. Sport England does provide indicative costs for new provision:  
<https://www.sportengland.org/facilities-planning/design-and-cost-guidance/cost-guidance/>

For all developments community use agreements between providers and users would ensure that such demand continues to be provided for in the long-term.

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

<b>Step 8</b>	<b>Identify potential management options for new provision</b>	<b>Navigation</b>
	To further help determine the sustainability of establishing new provision, consideration should be given to the potential management opportunities which may be available.	N/A

To further help determine the sustainability of establishing new provision, consideration should be given to the potential management opportunities which may be available onsite:

- ◀ Is the local authority (or town/parish council) in a position to take on further outdoor sports facilities from a financial point of view?
- ◀ Is an education establishment to be provided as part of the development which offers a potential management option of outdoor sports facilities?
- ◀ Is there a leisure trust in place which has the capacity to take on the management of outdoor sports facilities?
- ◀ Is there an opportunity for a trust based model of management, for example, by formation of a Community Interest Company (CIC) or Charitable Incorporated Organisation (CIO)?
- ◀ Is there an existing sports club that has the capacity to take on the management of another site?

<b>Step 9</b>	<b>Engage with the relevant National Governing Bodies of Sport (NGBs)</b>	<b>Navigation</b>
	At this point, further dialogue with the relevant NGB is required to help determine and agree options available. Other key local stakeholders, including for example, Active Gloucestershire should also be consulted on the proposed scheme.	N/A

# SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

## Checklist summary

Prompt	Evidence	Navigation
<p><b>Step 1:</b> Determine the playing pitch requirement resulting from the development <i>Use PPS New Development Calculator</i></p>		<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS New Development Calculator</li> <li>◀ Cheltenham PPS New Development Calculator</li> </ul>
<p><b>Step 2:</b> Determine the other pitch and non-pitch requirements resulting from the development <i>Use the Playing Pitch Strategy</i></p>		<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS (Part 4 &amp; 6)</li> <li>◀ Cheltenham PPS (Part 4 &amp; 6)</li> </ul>
<p><b>Step 3:</b> Determine whether new provision is required and whether this should be on or off site <i>Consider the nearest site/s</i></p>		<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS Action Plan (Part 6)</li> <li>◀ Cheltenham PPS Action Plan (Part 6)</li> </ul>
<p><b>Step 4:</b> Determine how best to satisfy demand through new onsite provision <i>Identify existing shortfalls and consult with local clubs/groups to identify local issues.</i></p>		<ul style="list-style-type: none"> <li>◀ Tewkesbury Playing Pitch Strategy (1.3 Headline Findings)</li> <li>◀ Cheltenham Playing Pitch Strategy (1.4 Headline Findings)</li> </ul>
<p><b>Step 5:</b> Determine how best to satisfy demand through new offsite provision <i>Identify existing shortfalls and consult with local clubs/groups to identify local issues.</i></p>		<ul style="list-style-type: none"> <li>◀ Tewkesbury PPS (1.3 Headline Findings)</li> <li>◀ Cheltenham PPS (1.4 Headline Findings)</li> </ul>
<p><b>Step 6:</b> Consider design principles for new provision</p>		See NGB and Sport England technical guidance
<p><b>Step 7:</b> Calculate the financial contribution required <i>Establish local costs to assist in calculation</i></p>		N/A
<p><b>Step 8:</b> Identify potential management options for new provision</p>		N/A
<p><b>Step 9:</b> Engage with the relevant National Governing Bodies of Sport (NGBs)</p>		N/A



# SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

## BUILT SPORTS FACILITIES

Step 1	Determine the key indoor sports facility requirement resulting from the development	Navigation
	<p>The key tools to assess this are provided within Sport England's Sports Facility Calculator which is accessed via the Active Places Power website.  <a href="https://www.activeplacespower.com/">https://www.activeplacespower.com/</a></p> <p>This will enable you to determine the demand for sports halls, swimming pools and indoor bowls facilities that the new population from a development generates.</p>	<p>Access to the calculator is restricted and requires a username and password to be set up.</p>

The Cheltenham & Tewkesbury IBF strategies provide an estimate of future demand for key indoor sports facilities based on population forecasts as a result of key housing growth areas. This key demand is translated into units of badminton courts, swimming pool lanes and indoor bowls rinks.

As the exact number of units are identified from specific housing developments then the Council will need to apply the household occupancy rate to this to determine the total population.

$$\text{Number of dwellings} \times \text{household occupancy rate}^2 = \text{associated population}$$

This is the population that is applied within the Sports Facilities Calculator (SFC) to determine the additional provision that is required to meet the additional demand.

The SFC is a modelling tool designed to assist local planning authorities to quantify how much additional demand is generated by increasing populations and new housing areas. The model has no spatial qualities or dimension and can only be used to estimate the facility needs for whole area populations. The model makes no reference to:

- ◀ Location of existing facilities compared to demand.
- ◀ Capacity and availability of facilities (i.e. opening hours, how well they are used)
- ◀ Cross boundary movements of demand.
- ◀ Travel networks and topography.
- ◀ The attractiveness of the existing facility network.

The SFC uses information that Sport England has gathered on who uses facilities and applies this to the population profile of the local area. This ensures that the calculations take on board the population profile (e.g. age, gender, etc) of the local area.

The SFC then turns this estimation of demand (visits per week) into the equivalent amount of facility which is needed to meet these visits. For swimming pools it uses 25m lane equivalents and for sports halls it uses the number of badminton courts.

Registration is required to access Active Places Power (APP) and therefore the SFC. If you are not already registered, you can register for free via the link under the login button on the APP homepage.

Please note the SFC is one tool and should not be used on its own to determine the need for sports facilities from a single development.

<sup>2</sup> National occupancy rate of 2.3 persons per household is used

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

Step 2	<b>Determine the other indoor sports and community facilities required as a result of the development</b>	<b>Navigation</b>
	Use the Indoor Built Facilities Strategy to identify level of need that may be generated from new development(s) for indoor sporting provision not included within the SFC. This should also extend to community centre facilities within the area.	Indoor and built facilities strategy

There is no clear calculation of the requirements for other indoor sports provision and community centre facilities (not covered by SFC) as a result of a new housing development. In this instance, the Indoor and Built Sports Facilities Strategy should be used to determine the need for additional facilities within the area. This should take into account the requirement for other dedicated sports facilities if the Strategy identifies this. For example, in Tewkesbury there is a recognised need for a dedicated gymnastics centre and as such, if the size of develop warrants it, a contribution towards this may be seen as a priority.

The Assessment Report (within the specific sections of the report) should identify the need for other provision within the area. This will be as a result of the consultation with specific clubs and organisations, facility operators and national governing bodies of sport. It will also take account of the size, scale and quality of existing provision in order to inform this. The type of facilities identified within the Assessment report is determined by the scope of the study which the Council commissions.

This will also be informed by how busy existing facilities are. As an example, if an existing community centre (adjacent to the new housing development) is fully programmed with high demand for space, it is unrealistic to expect this facility to accommodate the demand generated from the new development. Therefore, additional provision will be required.

Step 3	<b>Demonstrate an understanding of what else the development generates demand for</b>	<b>Navigation</b>
	Consideration also needs to be given to the other infrastructure that will be generated as a result of the development. As an example, this could include primary and secondary schools, health centres, library, etc. The key focus here is to determine where there may be duplication of facilities and where there may be opportunities for shared provision.	Consultation with other council services, partners and developers

In reality it will take a significantly large development to generate the requirement for a new stand-alone wet and dry leisure centre. Therefore, it is important to identify where other provision may be required as a result of the development in order to determine if this could replace or supplement the need to provide sports facilities or community facilities.

A key example of this is the requirement for primary and secondary school provision as a result of the development. A primary school will require a multi-purpose indoor hall, playground and playing field space to deliver its national curriculum requirements for PE. A secondary school will require at least a four court sports hall and playing field space in order to deliver its national curriculum requirements for PE.

Therefore, further investigation should be undertaken to identify if the opportunity exists to ensure that community use of the school sports facilities can be guaranteed, thus minimising the potential duplication of facilities. In this instance the 'contribution' associated with the increased demand for sports facilities could be used to enhance the school provision to ensure it was appropriate for community use (e.g. extend fitness facilities, community access arrangements, etc.).

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

In relation to other service (e.g. library, health centre, etc) there is a need to consider how these could be co-located with alongside sports and community facilities, thus creating a community hub. This is a key driver for sports facilities in attracting users that might not otherwise use these types of facilities.

The financial, social and sporting benefits which can be achieved through development of strategic sites (also known as hub sites) are significant. Sport England provides further guidance on the development of community sports hubs at:

[http://www.sportengland.org/facilities\\_planning/planning\\_tools\\_and\\_guidance/sports\\_hubs.aspx](http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/sports_hubs.aspx)

Step 4	Consider if there are existing facilities within close proximity that could be enhanced or extended to accommodate increased demand.	Navigation
	Further investigation is required to determine if there is an existing facility that is close enough to the development site which, if extended /refurbished / remodelled could accommodate the increased demand generated from the new development.	Facility mapping within the Sports Facilities Assessment Report

Detailed analysis of facilities within the vicinity of the new development should be undertaken to assess the suitability of these facilities to accommodate the increased demand generated from the development. As an example the following information should be pulled together in order to determine if this is an appropriate solution to accommodate the increased demand:

- ◀ Is the facility close enough to the development to accommodate the increased demand?
- ◀ The quality of the facility.....does it need investment?
- ◀ Is there capacity to accommodate increased demand....how well used is the facility?
- ◀ Are there any restrictions in access to the facility?
- ◀ Are there plans in place to maintain or refurbish the facility?
- ◀ What type of activities are accommodated within the facility?
- ◀ Are the current management arrangements appropriate to accommodate changes or increased demand at the facility?
- ◀ Are there opportunities to co-locate other services alongside or within the facility?

In addition to the above it will also be important to assess the potential impact of the additional demand on clubs and organisations within the vicinity. As an example, some clubs and organisations may already be at capacity; therefore, there may be no capacity to accommodate increased demand within the existing infrastructure.

Step 5	Consider the design principles for new provision	Navigation
	The exact nature and location of provision associated with either onsite or off-site developments should be fully determined in partnership with leisure and community specialists (e.g. NGBs, local authority, advisers, etc.) and community groups themselves.	<a href="https://www.sportengland.org/facilities_planning/design-and-cost-guidance/">https://www.sportengland.org/facilities_planning/design-and-cost-guidance/</a>

It is important to ensure that the design of new or extended facilities is in line with the needs of local clubs and organisations as well as relevant design guidance. It will be important that any design reflects best practice design guidance taking into account all the key considerations which will be relevant to each facility. As an example this will include aspects such as: health and safety, safeguarding, storage, sport specific design features, etc.).

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

Where an extension or refurbishment of an existing facility takes place it will be important to ensure that the local community is involved in that design. It will also be important to ensure that continuity of provision is also considered as clubs and organisations will need alternative accommodation during the construction period associated with a refurbishment or extension. This is important in ensuring these organisations continue to exist in the longer term.

The development of community hubs is a key focus for many organisations as the benefits derived from the co-location of facilities is often greater than from stand-alone facilities. Therefore, there is a need for developers and stakeholders to consider how different facilities may 'fit' together. As an example, this could include the following facilities which may be required as part of a development:

- ◀ Indoor and outdoor sports facilities
- ◀ Primary and Secondary schools
- ◀ Health centres and GP surgeries
- ◀ Library
- ◀ Early years provision.
- ◀ Community centre
- ◀ Children's play areas
- ◀ Allotments and community growing areas
- ◀ Local retail centres

The master plan for new developments need to consider the strategic location of facilities and the clustering and co-location of facilities in order to maximise the benefit for the local community.

There is also a need to ensure that the location of outdoor sports pitches and ancillary facilities are appropriately located in the context of indoor sports provision (if also being provided onsite) to ensure a cohesive approach to the whole sporting offer.

Step 6	Strategic pooling of financial contributions to deliver new provision	Navigation
	Consideration needs to be given to the multiple developments across the local authority or a combination of local authorities in order to determine if the combined increased demand is sufficient to warrant a contribution to a strategic leisure development.	Wider housing growth strategies.

If authorities consider each housing growth area in isolation then it is unlikely that there will be sufficient demand generated from a single development to warrant a new stand-alone leisure provision, especially swimming pools. As an example, for Cheltenham a new 4 lane 25m swimming pool is required where a development generates an additional 20,000 people. However, where two or three developments generate this additional demand, the demand is generated which in turn puts additional pressure on the existing infrastructure. Therefore, if the authority has not made provision to increase provision this additional demand has nowhere to go.

As such the council needs to consider how the cluster of housing developments within the local authority boundary, or relevant cross border area should make a contribution to strategic sport and leisure facilities. As discussed previously, this may be to provide new provision or to enhance existing in order that it can accommodate increased demand.

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

This in turn requires the Council and developer to consider the wider housing growth within the area which may also include that within a neighbouring authority. Where the combined increased demand generates the requirement for a strategic facility this should be pooled via developer contributions to a strategic development. However, it should be noted that the contribution may go towards a facility which is outside of the local authority boundary but reflects how people will live their lives within that specific development. A key example of this is the North West Cheltenham development where residents within the Tewkesbury boundary will gravitate to Cheltenham rather than travelling further to the authority's administrative centre.

In order to calculate the contribution from each housing development into a strategic leisure facility fund the Council should use the Sport England Sports Facilities Calculator. Using the population growth and process identified from stage 1 this will provide a basis for negotiation with developers on the contribution from each development.

<https://www.activeplacespower.com/>

<https://www.sportengland.org/facilities-planning/design-and-cost-guidance/cost-guidance/>

### Checklist summary

Prompt	Evidence	Navigation
<b>Step 1:</b> Determine the indoor sports facility requirement resulting from the development		<a href="https://www.activeplacespower.com/">https://www.activeplacespower.com/</a>
<b>Step 2:</b> Determine the other indoor sports and community facilities are required as a result of the development		Indoor and built facilities strategy
<b>Step 3:</b> Demonstrate an understanding of what else the development generates demand for		Consultation with other council services, partners and developers)
<b>Step 4:</b> Consider if there are existing facilities within close proximity that could be enhanced or extended to accommodate increased demand.		Facility mapping within the Sports Facilities Assessment Report
<b>Step 5:</b> Consider the design principles for new provision		Consultation <a href="https://www.sportengland.org/facilities-planning/design-and-cost-guidance/">https://www.sportengland.org/facilities-planning/design-and-cost-guidance/</a>
<b>Step 6:</b> Strategic pooling of financial contributions to deliver new provision		<a href="https://www.activeplacespower.com/">https://www.activeplacespower.com/</a>  <a href="https://www.sportengland.org/facilities-planning/design-and-cost-guidance/cost-guidance/">https://www.sportengland.org/facilities-planning/design-and-cost-guidance/cost-guidance/</a>

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

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### SOCIAL SUSTAINABILITY

The onus is on housing developers to qualify the potential impact and social sustainability outcomes of any proposed development. It is therefore expected the developer will consider the questions set out on p22. The Councils are of the opinion that new developments should be socially sustainable and should not have a negative impact on existing communities. With this in mind there is an expectation that developers gain an understanding of the communities surrounding their development and seek to demonstrate how communities will be integrated and benefit from the wider community infrastructure. The guide below is intended to help highlight some of the key areas of significance which should be considered for all developments, but which are specifically relevant for large scale developments.



#### **Assessing social sustainability: a quick guide**

##### **The framework**

Social Life's work draws on Social Life's *Design for Social Sustainability*, a project commissioned by the Homes and Communities Agency to synthesize academic and action research about what makes new housing developments thrive or fail. *Design for Social Sustainability* sets out a framework for thinking about the social dimensions of community life and how these ideas can be translated into practical initiatives. The framework has been used by councils, housing developers, housing associations and community groups as a tool for planning social infrastructure and community facilities, and for measuring how well areas are thriving.

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT



### Voice & Influence

Residents' ability & willingness to take action to shape the local environment; governance structures to represent residents & engage them in shaping local decisions.



### Social & Cultural Life

Sense of belonging, wellbeing, community cohesion, safety, relationships with neighbours & local networks.



### Amenities & social Infrastructure

Amenities & support services in place. Emphasis on schools, social spaces, transport & community workers.



### Adaptability & Resilience

Flexible planning; housing, services & infrastructure that can adapt over time; adaptable use of buildings & public space.

Data can be gathered from a number of different sources to make the assessment of social sustainability within each dimension. For the research carried out for Cheltenham and Tewksbury in summer 2016 we relied on desk research about facilities, face to face and telephone interviews and a group discussion. We also drew on the audit of community facilities that had been carried out as part of this project. For other projects we have carried out structured face to face interviews with residents, gathered views through digital platforms and used in-depth ethnography.

## SOCIAL, SPORT AND OPEN SPACES STUDY DEVELOPER CONTRIBUTIONS TOOLKIT

### Gathering data to make an assessment: the options

	Questions to explore	Options for data gathering
<b>Amenities &amp; social infrastructure</b>	<ul style="list-style-type: none"> <li>- are there enough schools, libraries, community buildings, GPs, retail to meet resident needs?</li> <li>- where do people go to meet other residents?</li> <li>- what are the physical links to neighbouring areas, are they porous or rigid?</li> <li>- how will these be affected by new development - will there be capacity issues?</li> </ul>	<ul style="list-style-type: none"> <li>- asset mapping – surveying of buildings and services through desk research and speaking to local residents and agencies</li> <li>- interviews or discussion groups with residents and agencies</li> <li>- data on demographics forecasts and service capacity.</li> </ul>
<b>Voice &amp; influence</b>	<ul style="list-style-type: none"> <li>- how many parishes, community forums, local partnership exist to give residents voice?</li> <li>- do these represent all residents or only certain groups?</li> <li>- are there local campaigns or initiatives, are these successful or not?</li> <li>- do residents feel they have any influence over the new development?</li> </ul>	<ul style="list-style-type: none"> <li>- interviews or discussion groups with residents and agencies</li> <li>- formal surveys of residents.</li> </ul>
<b>Social &amp; cultural life</b>	<ul style="list-style-type: none"> <li>- do residents feel they belong in the area?</li> <li>- is there a strong sense of local identity?</li> <li>- are there strong neighbourly networks?</li> <li>- do these include all residents?</li> <li>- are there good relationships between residents from different backgrounds?</li> <li>- are there fears of crime or anti-social behaviour?</li> <li>- how will these be affected by new development?</li> </ul>	<ul style="list-style-type: none"> <li>- interviews or discussion groups with residents and agencies</li> <li>- formal surveys of residents.</li> </ul>
<b>Adaptability &amp; resilience</b>	<ul style="list-style-type: none"> <li>- will existing or planned services be enough to meet future demand?</li> <li>- is there scope for future plans to change in response to changing needs or resident wishes/demands?</li> <li>- what will be the impact of new development?</li> </ul>	<ul style="list-style-type: none"> <li>- interviews or discussion groups with residents and agencies</li> <li>- formal surveys of residents</li> <li>- data on housing growth, future demographic forecasts and service capacity.</li> </ul>

#### More examples

Measuring social sustainability on new housing developments for The Berkeley Group <http://www.social-life.co/publication/creating-strong-communities/>

Measuring social sustainability in existing neighbourhoods for Sutton Council [http://www.social-life.co/publication/measuring\\_social\\_sustainability\\_sutton/](http://www.social-life.co/publication/measuring_social_sustainability_sutton/) and [www.sutton-sst.org](http://www.sutton-sst.org)

Design for social sustainability: a framework for creating thriving new communities <http://www.social-life.co/publication/Social-Sustainability/>