

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO COMMUNITY SERVICES COMMITTEE

Agenda Item No.

meeting date: 15 JANUARY 2013
title: FACILITIES STRATEGY
submitted by: JOHN HEAP, DIRECTOR OF COMMUNITY SERVICES
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1 PURPOSE

- 1.1 To advise members on proposals to develop a facilities strategy, in order to predict and accommodate future demand for sport/recreation facilities.
- 1.2 Relevance to the Council Ambitions and Priorities:
- **Corporate Priorities:**
 - to make people's lives safer and healthier;
 - to be a well-managed Council, providing efficient services based on identified customer needs.
 - **Corporate Objectives:**
 - to finalise the core strategy;
 - to improve the health of people living and working in the area;
 - to improve the opportunity for young people to participate in recreation and sporting activities.

2 BACKGROUND

- 2.1 The purpose of the strategy is to give an overall picture of likely future facility requirements, based on a range of factors. The main factor, however, will be the increased demand through population growth, tied into increased housing provision. Connection to the core strategy will, therefore, be extremely important.
- 2.2 In developing the new plan for the Borough that will eventually replace the current District Wide Local Plan, government expects that all the various new policies within the new plan, including those relating to Open Space, will be underpinned by a robust evidence base that provides measures of objectively assessed future need. This requirement for evidence is a fundamental part of producing all new planning documents, including the current Core Strategy, and will be examined in detail by the Planning Inspectorate through the Examination in Public process that all draft plans are subjected to before they can be adopted. If a significant part of the evidence base of any new plan is found to be deficient, this could lead to the plan being found unsound and being incapable of adoption and, therefore, unable to be used in the determination of planning applications. In more specific terms in relation to Open Space, without adequate evidence to underpin relevant policies in the developing new plan, and also support the Council's approach to the determination of current live applications, the ability of the planning authority to successfully negotiate contributions to local Open Space and recreational provision to address the extra pressures that new developments will create could be weakened.
- 2.3 To provide more detail to the public open space elements of the core strategy, Committee formed a working group to carry out a review of existing provision, and identify any gaps in provisions that may emerge as a result of future population increases and other associated factors.

2.4 The challenge for the group was to recognise that the vast majority of facilities are provided by other agencies:-

- Private Sector
- Voluntary Sports Sector
- Parish Councils
- Independent Trusts
- Schools

Any future plans would, therefore, need to take into account all provision if it were to be a comprehensive strategic approach.

2.5 In order to inform future planning, officers have carried out / commissioned the following research:

- Review of existing plans
 - Ribble Valley Play Strategy
 - SPAA Action Plan
 - Ribble Valley Community Strategy
 - Ribble Valley Corporate Strategy
 - Ribble Valley Cycling Strategy
 - SSNA profiles for Ribble Valley

- Ribble Valley Facilities Review (conducted by Lancashire Sport Partnership)

3 CURRENT SITUATION

3.1 Having collated information from the above, the strategy will assess current provision against existing and future demand, in order to determine gaps in facility provision. This will be based on a number of factors:

- population growth
- geographic distribution of facilities
- condition / capacity of existing facilities
- Relationships with wider agencies eg health & wellbeing
- Key activities / sports
- Future funding issues

3.2 Whilst the strategy will embrace facilities across the Borough, there will need to be a focus of attention on key strategic sites, linked to the main population centres of Clitheroe, Longridge and Whalley.

4 ISSUES

4.1 Population Growth

Current Situation

The existing population profile is identified in Appendix 1.

Provision of Housing across settlements (2008-2028)

The Ribble Valley Core Strategy has identified a residual number of houses required for settlements up to 2028. The planned number of housing units across Ribble Valley is projected to be 4,000. This can be broken down according to the three main settlements (Clitheroe 1,670 units, Longridge 835 units, and Whalley 375 units), and other settlements 1120 units.

In an attempt to identify the likely increase in population, a conversion multiplication of 2.41 is applied to these units, and this equates to an in-migration of 9,600 people, with an estimated 4,008 in Clitheroe, 2004 in Longridge, 900 in Whalley and 2,688 in

other settlements. The prediction of population growth is provided in the Appendix (section 2). Members should note that this information will need to be refreshed, as the latest census release (2011) is taken into account, and can be considered within the proposed strategy.

4.2 Participation Trends

The best indication of participation levels in sports and physical activity is provided by the Active People Survey. There have been 6 waves completed nationally, with the most recent being undertaken in 2011/12. It identifies how participation varies from place to place, and between different groups in population.

The survey measures the proportion of the adult population (age 16 and over) who take part in at least 30 minutes of moderate intensity sport and active recreation, by frequency of participation per week.

The data used in identifying the local area estimate for Ribble Valley, includes specific sporting participation, and recreational walking and recreational cycling. It also includes participation in active recreation of light intensity sports for those aged 65 and over (Bowls, Yoga and Archery, for example).

The Taking Part survey was commissioned by the Department of Culture, Media and Sport, and collects data about engagement in culture, leisure and sport, targeting children aged 11-15 years. The data reveals that 95% of all children surveyed had participated in an active sport during the past four weeks. The most common being; Football (59%), followed by Swimming (39%) and Basketball (30%). Outside school lessons, 75% of children had participated in an active sport. Around a quarter (27%) had participated for at least an hour on 5 or more days. This provides an indication of the general level of activity, though data is not available at local district level as for the over 16s.

Applying the established activity levels across the various age levels of the Ribble Valley population, generates participation as below;

Section 3- Prediction of Participation in Sport Across all Proposed Developments

- * Active People 6 – 23.7% of people in the Ribble Valley participate in sport & active recreation at least three times a week spending at least 30 minutes doing so.

23.7% of 9,600 people living on proposed new developments = 2,275 people
- * 2,275 extra people participating in sport and active recreation for a minimum of 30 minutes three times a week.
- * 2,275 x 3 times a week = 6,826
- * Therefore, an extra throughput in our sports facilities of 6,826 in any given week.

Change in Participation in Sport & Active Recreation by Age Sector as a Result of Proposed Housing Developments in the Ribble Valley (approximations)

Age Range	Population Change (extra people)	Number of People Participating in Sport & Active Recreation (no's)	Throughput - 3x30 mins per week
15-24	1,049	(SE sector 16-25 28.5%) = 299	897 people
25-34	803	(SE sector 26-34 27.9%) = 224	672 people
35-54	2820	(SE sector 35-54 30%) = 846	2538 people
55+	3368	(SE sector 55+ 13.5%) = 455	1365 people

The total population change of 8,040 does not take into account those under 15 years.

KEY ACTIVITIES /SPORTS

The top 5 participation sports in Ribble Valley are included in the table below;-

RIBBLE VALLEY- Participation by Sport

Top 5 sports in local authority with regional and England comparison

Sport	Ribble Valley		North West		England	
	Number	Rate	Number	Rate	Number	Rate
Swimming	5.8	13.0%	647.9	11.7%	4,838.8	11.6%
Gym	4.6	10.2%	622.6	11.2%	4,494.2	10.7%
Cycling	3.8	8.6%	498.8	9.0%	3,875.0	9.3%
Athletics	2.9	6.6%	336.4	6.1%	2,698.5	6.5%
Football	2.7	6.0%	452.0	8.2%	3,103.1	7.4%

Source: Active People Survey 5, Population data: ONS Annual Population Survey 2011

Measure: Participation rate of the top 5 sports and the number of people that participate at least once per month

The most popular sports amongst the adult population of Ribble Valley are Cycling and Swimming

Specific Sport(s) that adults want to do most

Sport	Ribble Valley	
	Number	Rate
Cycling	3.6	8.1%
Swimming	2.7	6.0%

Assuming that 23.7% of the people in each of the settlement areas participate in these top 5 sports once a month then the likely increased participation is identified below:-

SPORT	% Rate APS 5	Total RV Participation (3x30)-5472	Clitheroe 42%	Longridge 21%	Whalley 9%	Other 28%
Swimming	13	711	299	149	64	199
Gym	10.2	558	234	117	50	156
Cycling	8.6	470	197	99	42	132
Athletics	6.6	361	152	76	32	101
Football	6.0	328	138	69	30	92

4.3 Capacity Of Existing Facilities

The Active Places Power tool has been used to provide an overview of the types, location and counts of the key sporting facilities in the Ribble Valley. Where possible, a Sport England modelled indication of the facilities per 1,000 has been utilised to identify what would be required to service the population the size of Ribble Valley.

The provision of sports facilities as identified by Active Places data and local knowledge.

	Ribble Valley (total-000)	Ribble Valley (available to Community)
Population	44.7	
Golf	6	6
Grass Pitches	162*	118
Health and Fitness Suite	12*	10
Indoor Tennis Centre	1	1
Ski Slopes	2	2
Sports Hall	10*	8
Swimming Pool	6*	6
Synthetic Turf Pitch	8*	6
Total	199*	154

It should be noted that the population used for the identification of facility standards is lower than the figure of 58,000 that is believed to be the 2010 estimate.

This information provides a snapshot overview of the facility total count. It should be noted that a considerable proportion are based in educational establishments and facilities are not available to community use.

Gym Facilities - Based on Sport England's national ratio of 5.88 stations per 1,000 population, the Ribble Valley is below this, with 4.73 stations per 1,000. The distribution serves the deprived populations well, but not the rural communities.

Athletics Tracks - The Borough has no Athletics facility, although an Athletics Club exists. The ratio of these facilities per 1,000 population is 0.05 facilities, with Ribble Valley currently having 0.00. If the Borough were to have facilities of this type in line with the national average, then 2.5 facilities would need to be considered against the current level of no facilities.

Grass Pitches - There are no modelled facility numbers of this type by Sport England. However, evidence of use from Lancashire Football Association indicates that there is latent demand and a shortage of access to full sized, high quality grass pitches for youth and adult games.

Sports Hall - The ratio of these facilities modelled by Sport England as 80.71m² of facility per 1,000 population, with the Ribble Valley currently having 111.84m². It must be underlined that these facilities are almost entirely under educational control and access is variable. The apparent over provision masks considerable low levels of provision particularly in rural areas.

Swimming Pool - The Borough has 1 Main Pool to service its population. The ratio of these facilities per 1,000 population is modelled by Sport England as 13.07m², with the Ribble Valley currently having 11.36m². The level of provision falls well short of the national average for the Borough, and what can be considered realistic travel times for rural populations.

Synthetic Turf Pitch - The ratio of these facilities per 1,000 population is modelled by Sport England at 0.03 facilities, with Ribble Valley currently having 0.04, of which under current access arrangements is 0.02. There is currently a slight under-supply of these facilities.

There are much more favourable situations for participation in Golf, Skiing and Indoor Tennis, where provision is sufficient or above the national standard.

4.4 Geographical Distribution of Facilities

Access and Travel Times

According to the Sport England mapping tool, only 28 of the total 199 facilities are located in Village / hamlet and Isolated dwelling areas (in excess of 75% of Ribble Valley geographical area).

Based upon a car journey travel time, which exceeds 15 minutes (Sport England's maximum advisory).

It is important to note that this time is to the nearest facility – a number of which will fall outside the Borough.

Facility type	Super Output areas not able to achieve travel time target (27 Super Output areas in Ribble Valley BC)
Athletics track	14
Golf	6
Health & Fitness suites	9
Sports Halls	6
Swimming pools	19
Synthetic pitches	10

Based upon this study, there are considerable areas of the Borough where swimming pool access is a major concern.

The next major concern is the travel time to the Athletics facility for the Borough's communities.

The provision of sports facilities across the 3 main settlements are identified as follows;

Clitheroe	Edisford and Ribblesdale High School SportsHall, Pool, Synthetic Pitch, Grass Pitches, Gym
Longridge	Longridge High and St Cecilia's, Mardale Road, Civic Hall Sports Halls, Synthetic Pitch, Grass Pitches, Gym
Whalley	Oakhill College, QEII Playing Fields, St Augustine's High School Sports Hall, Grass Pitches, Gym

4.5 **Condition / Capacity of Existing Facility**

In order to ensure that future participation can be accommodated, the following facility types will have to be improved or increased:

- **Swimming** – Ribblesdale Pool is the only pool in the Borough that is available to the public on a non-membership basis. Given that it is extremely unlikely that the Council, or any other organisation, is likely to provide an additional public pool, then it is important to ensure that Ribblesdale Pool operates at maximum efficiency, in terms of both changing and water space.
- **Grass pitches** – although numerically there are a large number of pitches in community use, the condition of these pitches varies greatly. When we carried out a survey of such pitches, grading them between 1-5, depending on quality, only 16 out of the 49 sites surveyed scored 1 or 2 (1 being excellent). This means that many pitches are not fit to be played on, particularly in wet conditions. This applies to the Borough Council's main sites at Edisford and Mardale. The plan will, therefore, need to address which sites are best placed to deliver the greatest participation if improvements were made. These are more likely to be multi-pitch sites, with associated changing facilities.
- **Synthetic pitches** – given the lack of quality grass pitches, and an acceptance that competitive football can be played on synthetic surfaces, consideration needs to be given to the provision of synthetic pitches in key strategic locations. Although there are examples, such as Longridge High School, where this already exists, the picture across the Borough is by no means complete. The location of any new/refurbished pitches would also need to take into consideration existing infrastructure, such as changing, parking.
- **Sports Halls** – although sports halls do not directly contribute to the most popular participation sports identified in the survey, their multi-use nature means they accommodate numerous activities, and are able to be used in any weather conditions. It is, therefore, important that we have a network of high quality, accessible facilities serving our main population centres.
- **Gym Provision** – it is difficult to determine supply and demand of gym facilities, as there is a significant difference between peak and off peak demand. The number of stations has also probably changed since the last survey (Roefield gym) but the key factor will be financial viability, as most provision is within the commercial sector.

Outside key, open access, facilities, there is a range of sports clubs who own their facilities, and they make a significant contribution to overall participation in the Borough. It will be important to support those clubs who have the capability and capacity to increase their memberships through future demand.

Outside these formal sports facilities, there are around 38 play areas spread across the Borough, half of which are owned by the Borough Council, and the other half controlled by town/parish councils or playing field trusts. Geographic distribution is generally very good, but the size and quality of facilities varies significantly. There is also an imbalance of provision across age groups, with most provision aimed at the under 12s. Future provision should, therefore, focus on more provision for teenagers. It is recognised, however, that there would be fewer of these, reflecting older children's ability to travel further to a facility. There should also be a general review of play areas to ensure standards are improved, where possible, moving to a model of a smaller number of strategic sites that have a wider range of equipment/experiences, linked to neighbourhood sites, where there is a clear demand. This will include the provision of new facilities, particularly on new, larger housing developments.

In terms of formal sports facilities, sites would need to reflect the three main population centres of Clitheroe, Longridge and Whalley, and any additional facilities / major refurbishments would need to be located on such existing sites. These 'strategic sites' would need to have, or have the ability to accommodate, a core facility mix – sports hall, synthetic pitch and grass pitches. There would need to be one per population centre, and possibly two for Clitheroe. The only site under the control of the Council, at present, is Edisford, so secondary school sites are the only available option for the others. Some already have the required facilities and community use, whilst others may have the facilities but do not embrace full community use, or have community use but not the required facility mix. As part of preparing the strategy, officers will approach key schools to determine their commitment to any future proposals.

We will also identify a number of 'strategic sports clubs' who are best placed to accommodate future participation demands, and identify what improvements to facilities would be required to achieve this.

The same will apply to strategic play sites that offer a mixed play experience across a wider age range.

5 RISK ASSESSMENT

Approval of this report may have the following implications:

- **Resources** – there are no direct financial implications associated with this report, although it has identified the need for facility investment to meet future demand. Recognising that the Council will not be in a position to provide capital funds, the strategy will need to focus on external funding sources. One key area will be a more co-ordinated use of comuted sums from Section 106 agreements. Currently, this tends to involve the provision and/or contribution of play facilities on, or around, a particular development. It is recognised, however, that the larger, current development proposals will contribute significantly to the Borough's population increase and, as such, have an impact on 'strategic infrastructure' in addition to any local requirements.
- **Legal/Technical** – much of the data used in this report, and that will, in turn, inform the strategy has been taken from the Sport England Active people and Places surveys. In the absence of any specific research, members should recognise that the 'robustness' of the information used to inform the strategy may be subject to challenge, particularly from developers who may be asked to contribute to off-site provision.
- **Political** – as part of the planning process, it is important that the Council ensures that developers contribute to the improvement of infrastructure, where increased use

puts pressure on existing capacity. The strategy will also provide a better platform to attract other external funding sources.

- **Reputation** – although the Council provides some direct provision, most facilities are controlled by schools, private and voluntary sectors. The Council's leadership role will, however, be important in shaping future infrastructure.

6 **RECOMMENDED THAT COMMITTEE**

- 6.1 Considers the information contained in the report.
- 6.2 Asks officers to draft a facilities strategy, in conjunction with the working group, for discussion at the next meeting in March.

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For further information, please ask for Chris Hughes 01200 414479

Chris Hughes / IW / Community Services 15.1.13

COMMUNITY SERVICES COMMITTEE - FACILITIES STRATEGY

Appendix 1 - Population Data - Ribble Valley

Population & Leisure Trends – Ribble Valley

Resident Population by Age Group 2010

Population	0-14 years	15-24 years	25-44 years	45-64 years	65 years +
58,000 (approx)	16.9% - 9802	11% - 6380	22.2% - 12,876	29.8% - 17,284	19.7% - 11,426

Source: Office of National Statistics

Resident Population by Age Group 2012

Age Group	Population
0-4	2881
5-9	3103
10-14	3805
15-19	3558
20-24	2685
25-29	2414
30-34	2361
35-39	3356
40-44	4456
45-49	4750
50-54	4223
55-59	3758
60-64	4251
65-69	3497
70-74	2767
75-79	2216
80-84	1572
85-89	965
90+	514

0-14 – 9859 (17.26%)

15-24 – 6243 (10.93%)

25-34 – 4775 (8.36%)

35-54 – 16,785 (29.38%)

55+ - 20,040 (35.08%)

Source: Office for National Statistics 2012

Population by Ward

Derby and Thornley 3,049, Dilworth 2,395, Alston and Hothersall 2,565 = **8009**

Edisford and Low Moor 2,886, Littlemoor 2,815, Primrose 3,036, St Mary's 2,865, Salthill 3,095 = **14,697**

Whalley 2,892 = **2892**

Source: 2001 Census

Prediction of Population (by new/proposed development)

Clitheroe

1670 extra houses to be provided x 2.4 people = 4008 :

0-14 – 692 people (17.26%)

15-24 – 438 (10.93%)

25-34 – 335 (8.36%)

35-54 – 1178 (29.38%)

55+ - 1406 (35.08%)

Longridge

835 extra houses to be provided x 2.4 people = 2004 :

0-14 – 346 people (17.26%)

15-24 – 219 (10.93%)

25-34 – 168 (8.36%)

35-54 – 589 (29.38%)

55+ - 703 (35.08%)

Whalley

375 extra houses to be provided x 2.4 people = 900

0-14 – 155 people (17.26%)

15-24 – 98 (10.93%)

25-34 – 75 (8.36%)

35-54 – 264 (29.38%)

55+ - 316 (35.08%)

Other Settlements

1120 extra houses to be provided x 2.4 people = 2688

0-14 – 464 people (17.26%)

15-24 – 294 (10.93%)

25-34 – 225 (8.36%)

35-54 – 790 (29.38%)

55+ - 943 (35.08%)

TOTAL

4000 extra houses to be provided x 2.4 people = 9600:

0-14 – 1657 people (17.26%)

15-24 – 1049 (10.93%)

25-34 – 803 (8.36%)

35-54 – 2820 (29.38%)

55+ - 3368 (35.08%)

All figures have been either rounded up or down hence some figures are not entirely accurate