

Appendix 1

Selby District: Key Documents Review

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Key Documents Review

Introduction

This appendix sets out in the table below the key findings from the review of key documents which provide a policy context for the Selby District playing pitch strategy and indoor sports facilities strategy. The strategies have to take account of the national planning policy framework and Selby District's corporate and development planning documents. These documents define the framework for the development of Selby District's Local Plan and its requirements

The documents reviewed in the table are taken from appendix 5 of the project brief for the playing pitch and indoor facilities strategy. The 2006 Recreation Open Space Strategy is not included in the review because it is nine years old and the content is not specific to playing fields. Sport England requires a playing pitch strategy to be undertaken every three years to provide a robust and sound evidence base for planning purposes.

It was agreed that the GVA Employment, retail and leisure study would not be considered in the review because the content is about commercial leisure provision such as cinemas and as part of mixed use projects. This is not part of the scope of the indoor sports facilities study. The Habitat Regulations Assessment and the Strategic Environmental Assessment and Sustainability Appraisal report are not included in the review because they do not contain content relevant to the playing pitches or indoor sports facilities studies.

The table overleaf provides a short review of the key content of each document (first column) and then sets out how these key findings impact on the playing pitch and indoor facilities strategies (second column).

Table 1: Review of key documents and their application to the Selby District Playing Pitch Strategy and Indoor Sports Facilities Strategies

Key Content of each document	Relationship of the content to the outdoor sports and playing pitch strategy
National Planning Guidance (NPPF)	
<p>The NPPF (March 2012) sets out the Government's planning policies for England and how these are expected to be applied, It provides a framework within which local councils can produce their own local and neighbourhood plans, which reflect the needs and priorities of their communities.</p> <p>Paragraphs 73 and 74 of the NPPF are most relevant to the development of the assessment of need, evidence base for the Selby strategies. Paragraph 73</p> <p>Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up to date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative and qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.</p> <p>Paragraph 74</p> <p>Existing open space, sports and recreational buildings and land, including playing fields should not be built on unless: An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements. The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss</p>	<p>The methodology for developing the assessment for indoor sports facilities and playing pitches which preceded the NPPF was Planning Policy Guidance Note 17 Open Space, Sport and Recreation. The companion guide to PPG 17 set out the methodology and recommended approach to local authorities to develop the assessment for indoor sports facilities.</p> <p>For playing pitches the methodology was contained in the Sport England document Towards a Level Playing Field.</p> <p>Once PPG 17 was withdrawn Sport England as the lead organisation for sport and recreation developed new guidance following the NPPF direction and content.</p> <p>For playing pitches Sport England produced a guidance document in 2013 with a recommended step-by-step approach to developing and delivering a playing pitch strategy (PPS).</p> <p>The scope includes both natural and artificial grass pitches. The document and approach has been developed by Sport England in partnership with: the Football Association; England and Wales Cricket Board; Rugby Football Union; Rugby Football League and England Hockey Board. This document replaces Sport England's previous 2003 guidance document 'Towards a level playing field: A guide to the production of playing pitch strategies'.</p> <p>Sport England believes that to ensure there is a good supply of high quality playing pitches and playing fields to meet the sporting needs of local communities, all local authorities should have an up to date PPS. Sport England applies the findings of a PPS in its assessment of local development plans and in its statutory role of a consultee for planning applications involving the development or loss of playing field land. It is essential therefore that a PPS complies with the SE/NGB guidance.</p>
National Planning Practice Guidance (Updated 6 March 2014 and March 2015)	
<p>The 2014 National Planning Practice Guidance (NPPG) has an update topic report on open space, sport and recreation facilities. It refers/signposts local authorities to the Sport England guidance (described above) as the source for who should undertake needs assessment, why and how these are applied. The 2015 National Planning Practice Guidance update does not contain any updates/topics</p>	<p>The NPPG is simply endorsing the Sport England guidance as the methodology for undertaking needs assessments. It does not set out any further or wider guidance on methodology or provided examples of actual planning practice. The Selby studies do need to adhere to the Sport England and NGB methodology.</p>

which are about playing pitches or indoor sports and recreational facilities.

Selby District Council: Core Strategy Local Plan (October 2013)

The Council adopted the Selby District Core Strategy Local Plan on 22 October 2013. The core strategy covers the period 2011 – 2027. Site specific policies and allocations are to be developed through a separate/subsequent Site Allocations Local Plan.

Core strategy vision – by 2027 Selby will have a distinctive and outstanding environment, a diverse economy and attractive villages and towns. Residents will have a high quality of life and there will be a wide range of housing and employment opportunities to help create socially balanced and sustainable communities which are less dependent on surrounding towns and cities.

Seventeen objectives in the Core Strategy. Objective 13 is “improving the quality of cultural and leisure opportunities across the district and improving tourism facilities”

Objective 14 is protecting enhancing and extending green infrastructure including natural habitats, urban greenspace, sports fields, and recreation areas.

Policy SP 12 – Access to services, community facilities and infrastructure is the policy that covers indoor sports facilities and playing pitches.

Sustainability Appraisal Scoping (SAS) report notes certain areas of the district have a deficiency in open space

IDP lists recreation open space as an infrastructure topic

The PPS will have a shorter life span than the core strategy – 2015/6 – 2026. However, Sport England requires a PPS to be reviewed/updated every three years for it to remain robust and sound. It is five years for an indoor sports facilities strategy.

Consequently, to meet Sport England's requirements there will be a need to undertake reviews and updates of both strategies at these intervals.

No reference in the vision directly or indirectly to provision of indoor and outdoor facilities – as a way of improving the quality of life or the health of residents by activity.

Objectives 13 and 14 do not refer to outdoor facility provision. Important to establish what the needs are and build findings into site allocation and local subject policies.

Objective 14 follows protect, enhance and provide sequence. Strategies have to use needs assessment to set out requirements/recommendations/actions under these three headings.

Majority of SP 12 and reasoned justification is content on green infrastructure. Site allocations plan is to establish need, scale of infrastructure related to new development and through obligations as well.

SAS does not define if this is recreational open space and or actual pitch needs – best to assume it is not the latter and develop PPS, then relate back to these areas and see how it matches up.

IDP does not list playing pitches or indoor sports facilities as IDP topics – are they an integral part of community infrastructure or not?

Policy is thin on inclusion for pitches (and indoor facilities). If no evidence base or questionable if they are not part of IDP then challenging to see how policy SP 12 can be applied - e.g. how can it be shown there is a need to provide pitches on site or scale of new development is such that it should be off site provision of pitches or indoor facilities, if there is no evidence base to substantiate the policy?

The evidence base and strategies have greater application to support the protection of facilities, enhancement of existing and new provision based on the sporting case of participation, rather than in support of the core strategy policies. No reference to creating a healthy and active lifestyle as a core overarching strategy aim (but this is in the SDC Corporate Plan 2011- 2015 and 2015 – 2020) and so

	it would appear there is not this dimension in the ore strategy in application of the evidence base and strategy.
Planning Inspectorate Inspector's Report on the Selby District Core Strategy	
The Planning Inspector's report on the Selby District Core strategy (June 2013 Inspector Martin Pyke) does not contain any comment on the Selby core strategy in relation to playing fields or indoor sports facilities.	
Selby District Council Local Plan Annual Monitoring Report 2013 (April 2012 – March 2013)	
Page 29 (paras 4.22 – 4.27) of the monitoring report refers to the Core Strategy policy on Access to services, community facilities and infrastructure in relation to sums collected as contributions to provision of open space – no reference to playing fields or built facilities.	
Selby District Council Local Plan Annual Monitoring Reports 2014 (April 2013 – March 2014) and 2014 - 15	
Page 30 of the 2013 - 14 monitoring report refers to the Core strategy policy on Access to services, community facilities and infrastructure but this is in relation to sums collected as contributions to provision of open space	Reviews the four new grass pitches at St Margaret's school and which are included in the PPS assessment based on the type of pitches they are and amount of access for community use
Page 37 para 5.9 refers to the gain of four grass pitches at Queen Margaret School Escrick.	
The 2014 – 15 annual monitoring report does not contain any content which relates to playing pitches or indoor sports and recreational facilities	
PLAN Selby and Leeds City Region Duty to Cooperate Statements (2014)	
The 2014 Selby District duty to co-operate (DTC) statement is prepared to accompany the Sites and Policies Local Plan. It sets out: an introduction; requirements; context; collaborative working; current approach; Selby context; cross boundary issues; and conclusions to DTC.	No specific mention of topics relating to playing pitches or indoor sports facilities under any of the headings in the DTC statement
PLAN Selby Sites and Policies Local Plan	
PLAN Selby" is the Sites and Policies Local Plan to deliver the strategic vision of the Core Strategy. When adopted, PLAN Selby will form part of the Local Plan for the District against which planning applications will be assessed.	Output of the PPS (and indoor sports facilities) strategy is to deliver the requirements for the Local Plan. Requirement to set out policy proposals based on evidence base and under the three headings of protect, enhance and provide.
The new Local Plan will consider the detailed options of delivering the Core Strategy	Explained to SDC the timetable and process for the PPS has to follow process adopted by Sport England and NGBs for pitch sports. So timetable for PPS allows completion by February 2016.
PLAN Selby will incorporate site allocations, site specific designations and proposals and policies, and the development management policies which are necessary to deliver the Core Strategy.	Likely major issue for outdoor facilities is need for retention/protection of outdoor sports facilities - any reduction in access/supply could lead to demand exceeding supply overall and in specific parts of the district. Sport England responded to the focused consultation (item 63 in the alphabetical list of consultee's responses). Its key comments concerned the need for the local plan to undertake needs assessments and develop a strategy for outdoor and indoor sports and
Initial consultation on the LP held November 2014 – January 2015.	

<p>This was followed by a focused engagement which took place between June and August 2015, allowing stakeholders to provide input to the on-going evidence base work and providing the opportunity for more detailed discussion of emerging issues and options to inform future decision making on the policies and proposals for inclusion in the plan.</p> <p>The consultation draft on the preferred options is scheduled for June 2016</p> <p>Six key issues identified. T6 includes green infrastructure and recreation open space. Core strategy policy ref is SP 18 a protective policy for land for these uses.</p> <p>Table 9 (p 66) includes reference to need to develop local plan policies for recreation open space and community/recreation facilities and invites comments.</p> <p>Table 11 evidence base timetable and content references PPG 17 study as Nov 14 – Sept 15</p> <p>SDC response to consultation scheduled for summer 2015. With final draft Local Plan to follow</p>	<p>recreational facilities. In effect quoting paragraphs 30,, 59, 73 and 74 of the NPPF</p> <p>Sport England is objecting to the Selby District Local Plan because (at the time of their comments July 2015) the District did not have an up to date evidence base and strategy for playing pitches or built sports facilities.</p> <p>The Selby District PPS and built sports facilities strategy is, in effect, providing the evidence base and strategy to mitigate and remove the Sport England objection.</p>
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PLAN Selby Initial Consultations

<p>A review of the consultations received on the PLAN Selby Initial Consultations identified the following</p> <p>Escrick Parish Council – keen to ensure there is protection of the existing open space and playing fields in the Parish council area. Do not consider there is any need for any new provision</p> <p>Riccall Parish Council, extensive 19 page response but no comments on playing fields or indoor built sports and recreation facilities.</p> <p>Tadcaster and Selby Town Councils – no comments on playing fields or indoor facilities.</p> <p>The focused engagement which took place between June and August 2015, allowing stakeholders to provide input to the on-going evidence base work and providing the opportunity for more detailed discussion of emerging issues and options did not identify further issues. to those referenced already above for local organisations and by Sport England</p>	<p>Review the specific comments made as part of the development of the assessment of need.</p>
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SDC Draft Infrastructure Delivery Plan January 2014

<p>Infrastructure Delivery Plan (IDP) sets out needs and costs, funding sources, responsibility for delivery and site specific needs for sites in the SAPP.</p>	<p>Leisure and green infrastructure are identified topics in the IDP. Pages 12 – 13 but does not include references to playing fields in green infrastructure or indoor sports facilities in the community facilities/leisure topic.</p>
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<p>Settlement summary of infrastructure (p 13 – 17) does not identify and playing field/indoor sports facility needs.</p> <p>Appendix 1 listing of infrastructure needs lists improvements to sports pavilions as part of the community facilities block.</p>	<p>Need to consider Appendix 1 and infrastructure needs (identified under community facilities heading) for improvement to sports pavilions – provides a funding source for any evidence of need/type of improvement and locations etc.</p>
CIL Charging Schedule 2016	
<p>According to the SDC web site the revised Community Infrastructure Levy charging schedule will take effect in January 2016. This is following the last consultations received and modifications made. Consultation on the updated CIL took place from 14 July -18 September 2014.</p>	<p>The charging schedule (part 3)) does include community facilities (no definition/scope) but at proposed zero charge to developers.</p> <p>Would appear that development contributions will not come from part of community infrastructure but as sec 106 Agreements either on site or from any pooling of agreements.</p>
Developers Contribution Supplementary Planning Guidance March 2007	
<p>Community facilities (p12) includes indoor sports and recreational facilities. Evidence of need by discussion with local groups and key stakeholders.</p> <p>Recreation open space (p 8) does not specify playing fields. Evidence base reference is PPG 17 (p55) and 2007 Recreation Open Space Strategy. This section on types of provision does not include playing fields as a category.</p> <p>Section on Education, primary health care and community facilities (p97) has content focused on education needs, methodology and processes. No inclusion of sports and recreational facilities within this section.</p>	<p>New evidence base and strategy for PPS will provide new guidance for SPG contributions for playing fields and outdoor sports. Presume this will be a category.</p>
Countryside and Green Spaces Strategy 2013	
<p>The Countryside and Green Space Strategy provides a strategic framework for the sustainable development and management of such assets in the District. It follows national guidance and learning, and complements the county-wide approach to countryside and green space management.</p> <p>Green space is defined as an area of undeveloped land separating or surrounding areas of intense residential or industrial use that is maintained for recreational enjoyment or ecological benefit.</p> <p>Strategy is for five years and will be reviewed annually. It has 5 themes (p9) one of which is access and recreation. The theme is about getting out and about and the activities described are about walking and developing and improving access e.g. creating footpaths.</p>	<p>The scope of the strategy whilst includes access and recreation does not promote playing of sports or use of playing pitches. Pitches are not listed for their open space/amenity value. The strategy scope does not cross refer to the PPS</p>
SDC Corporate Plan 2015 - 2020	
<p>Reference (up front) to 2011 – 2015 CP and delivery of the new Selby Leisure Centre and an increase in adult sports participation, this is under the Living Well theme.</p>	<p>Document sets out five themes for the CP and sport and physical activity are in the living well theme. PPS and Indoor facilities have to set out profile of participation and non-participation - so set out the extent of the challenge to contribute to this theme.</p>

<p>Vision for the new CP is to make Selby a great place to do business, enjoy life and make a difference. There are three themes to the CP and supported by a fourth theme of Selby District Council delivering great value. Under the enjoy life theme the focus is on creating more opportunities for residents to enjoy an active and healthy lifestyle and tackle obesity (pages 15 - 16).</p>	<p>It can highlight areas of participation and non-participation, spatially and by age and gender. Set out the barriers and motivations for participation across Selby. This sport and physical activity profile can then provide an evidence base to inform the review and progress of the Corporate Plan.</p>
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North Yorkshire Sustainable Community Strategy 2008 - 2018

<p>Vision is North Yorkshire a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high quality environment and cultural assets maintained and enhanced and receive effective support when they need it. Ten priorities identified in the strategy and health and well-being is the one most related to the Selby sports facilities strategy. Two aims in this priority which are to increase physical activity by adults and encourage participation in sport – as both will improve health and wellbeing of residents. No actions or programmes of work set out. Summary of the ten LSP community strategies is set out, including Selby. (Note: the Selby Sustainable Community Strategy 2010 – 2015 (refreshed 2012) whilst listed on the SDC web site could not be located)</p>	<p>The strategy does not contain specific actions or outcomes as these are developed in the Local Area Agreements. SCSs are the overarching strategic document from which development planning is one delivery approach for them. Possibly the role and leadership of SCSs are no longer as important and the strategic leadership is now more focused on the Corporate Plans of local authorities.</p>
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SDC Annual Reports 2013 – 2014 and 2014 - 2015

<p>These reports set out how funds have been spent to deliver services. The 2013 – 14 report leads with reference to Football in the Community Programme and building of the Selby new Leisure Centre. References under the Living Well heading to physical activity programmes to increase activity and contribute to weight loss. The 2014 – 15 annual report references £185,294.50 collected for recreational open space (table 12 page 31). This is an increase of £44,557 over the previous year's total amount collected. However no reference for contributions collected for playing pitches or indoor built sports and recreational facilities</p> <p>During the monitoring period 1 April 2014 – 31 March 2015, two schemes for recreation and leisure were approved in Selby District. One - erection of a two storey building to accommodate new social and leisure facilities, at Selby Leisure Centre. Two – the construction of three sports pitches, 1 hard surfaced games court and 1 Playground, at Staynor Hall Development, Bawtry Road, Selby.</p>	<p>Clear documents setting out what the Council does and how it allocates its funds and what this has achieved. Interesting reference to Council tax income to the Council is £3.06 a week of which 0.36p is spent on sport and recreation, which is the second highest budget head after waste and recycling at 0.53p.</p>
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