

# **SOUTH OXFORDSHIRE DISTRICT COUNCIL**

## **DRAFT Sports Facilities, Local Leisure Facilities and Playing Pitch Study**

### **Part 1: Background and Context Addendum**

**December 2018**



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## **SECTION 1:        ADDENDUM PURPOSE**

- 1.1        The Part 1 Background and Context addendum provides the basis on which the future need for sport and recreation facilities up to 2034 is considered, anticipating what will be required if the proposed strategic site allocations in the emerging Local Plan (as at November 2018) are developed. It should be read in conjunction with the Sport Study Update Executive Summary December 2018 and the full Part 1 Background and Context report of October 2017.
- 1.2        The addendum:
- Identifies changes to relevant policies and strategies since the draft Background and Context report.
  - Summarises the population changes anticipated due to the change in housing proposals linked to the emerging Local Plan, as at November 2018.

## **SECTION 2: THE POLICY FRAMEWORK**

2.1 Changes to the policy framework since October 2017 are summarised below.

### **NATIONAL PLANNING POLICIES**

#### **National Planning Policy Framework (2018)**

2.2 The National Planning Policy Framework (NPPF) was updated in July 2018 (Ministry of Housing, Communities and Local Government, 2018). It sets out the Government's national planning policies for new development. It provides a framework within which locally-prepared plans for housing and other development can be produced. The NPPF requires local assessments to be made of sport, recreation and open space. The key policies for both provision and protection of facilities and spaces are:

- Paragraph 20: setting the strategic priorities for community facilities.
- Paragraph 24: the duty for authorities to co-operate on planning issues that cross administrative boundaries, including sport and recreation.
- Paragraph 91: planning policies should aim to achieve healthy communities ...through the provision of sports facilities and accessible green infrastructure.
- Paragraph 92: positive planning for the provision and use of shared space including community facilities, sports venues and open space to enhance the sustainability of communities and residential environments.
- Paragraph 96: Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities. Information gained from the assessments should be used to determine what facilities are needed, which plans should then seek to accommodate.
- Paragraph 97: the protection of existing open space, sports and recreational buildings including playing fields, with specific policy exceptions.

### **NATIONAL PLANNING POLICY FOR SPORT AND PHYSICAL ACTIVITY**

2.3 Sport England is currently updating its “Planning for Sport” guidance and this is expected to be published spring 2019.

### **LOCAL PLANNING POLICIES**

2.4 South Oxfordshire is producing a new Local Plan 2034, for which the Sports Studies will form part of the evidence base. This study considers the impacts of the proposed strategic site allocations on the previously assessed supply and demand for sports facilities, which were based on the Second Preferred Options.

## Future population

- 2.5 The demographics used in the draft strategies were derived from the housing need set out in the Core Strategy and Local Plan 2033 second Preferred Options document (March 2017). These expected the population to rise from around 143,500 in 2017, to around 182,100 by 2032.
- 2.6 The strategic site allocations and timescales are proposed to change and are mapped in Figure 2. The total population at 2034 is now expected to be around 189,400. It is expected that, as the details of the strategic housing allocations become clearer over time, that the planned dwelling numbers at each site may change. The recommendations contained in the Executive Summary and the addendums for the Leisure Studies are therefore likely to require further review as the Local Plan progresses and the housing proposals are firmed up.
- 2.7 The proposed number of dwellings for the sites mapped in Figure 2 are given in Figure 1, together with the other larger developments across South Oxfordshire. This table shows both the number of dwellings expected in the Local Plan period up to 2034 and the number of dwellings expected to be developed after 2034. It also shows the anticipated population of each development by 2034.
- 2.8 Culham, Grenoble Road and Chalgrove are expected to have a high proportion of their dwellings developed after the plan period. For these developments in particular, it will be important to master-plan the whole site including post 2034, to ensure that the long term needs for sport and recreation are fully considered from the outset and appropriate land is set aside.

## West

- 2.9 The West sub area has a new proposed strategic site allocation, Grenoble Road, close to Oxford. Just over half of this site is expected to be constructed by 2034, with the remainder after the Plan period. The other very significant change in the West sub area is the proposed rate of development at Culham where about 60% of the site is now expected to be constructed by 2034, with the remainder after that period.
- 2.10 The new housing at Grenoble Road and the slower speed of development at Culham broadly balance out, giving a fairly limited population forecast change across the sub area as a whole. However, the size of the developments mean that key considerations now include the need for different on-site sport, leisure and recreation provision.

## North

- 2.11 The new proposed strategic site allocations at Northfield and Bayswater Brook are both within the North sub area and both sites are close to Oxford. These sites are responsible for most of the North area increase in population up to 2034. Chalgrove

is expected to have around the same number of dwellings once built out as the previous forecast, but the site is now expected to be developed more slowly than anticipated, with around one third left to construct after the Local Plan period.

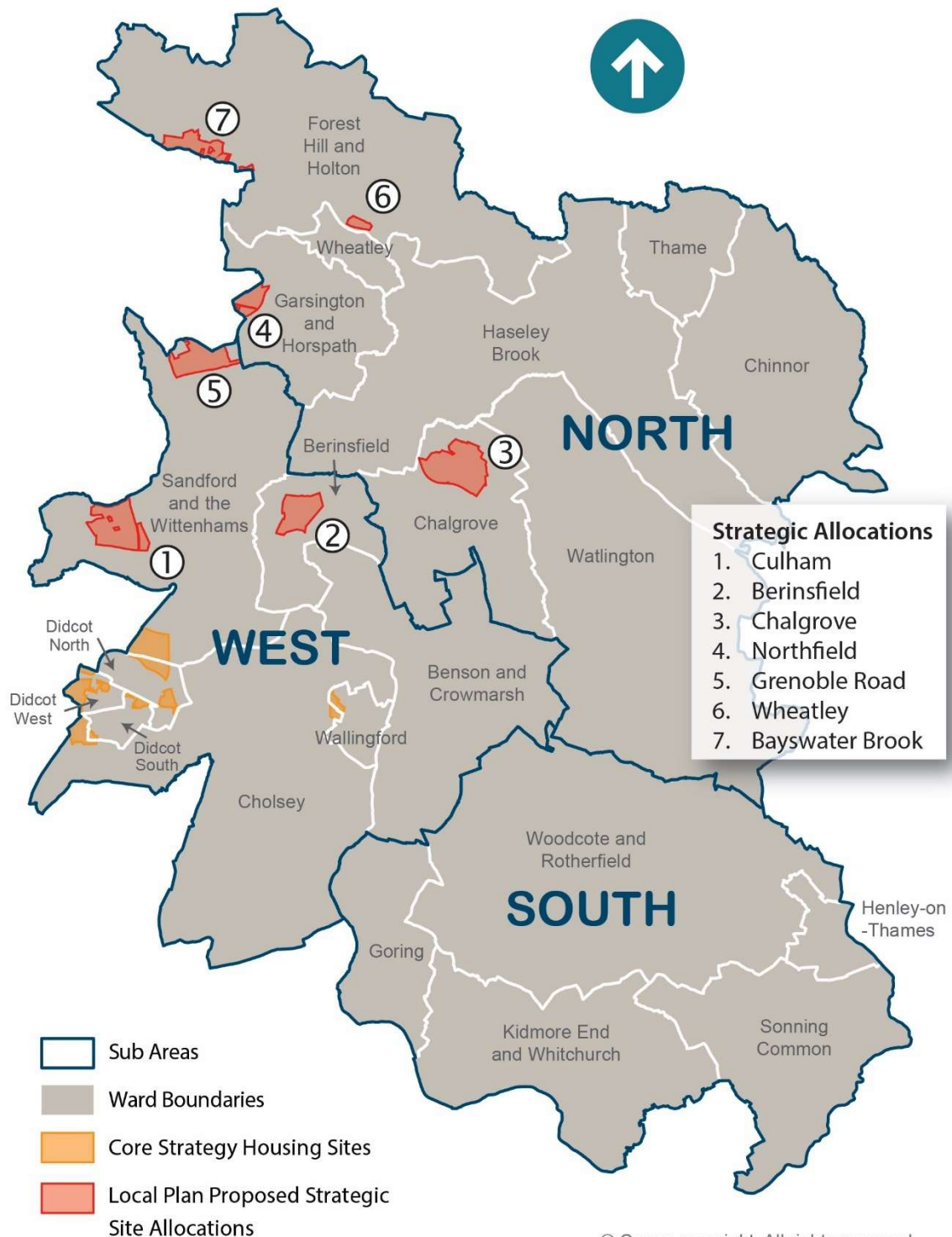
## South

- 2.12 In the South sub area there is a slight reduction in the number of dwellings proposed leading to a small fall in the forecast population by 2034. However, this relatively small change is insufficient to make any significant changes to the provision recommendations in the sports studies.

*Figure 1: Major development dwelling numbers and phasing*

| Study Sub Area | Location         | Number of homes to come forward from 2011-2033/34 | Number of homes to come forward beyond Plan period | Total within Plan period and beyond | Population at 2034 based on 2.43 persons per dwelling |
|----------------|------------------|---|--|-------------------------------------|---|
| West           | Culham           | 1850  | 1650   | 3500                                | 4496  |
|                | Didcot (various) | 6503  | 0  | 6503                                | 15802   |
|                | Wallingford      | 1164  | 0  | 1164                                | 2829  |
|                | Benson           | 514   | 0  | 514                                 | 1249  |
|                | Berinsfield      | 1600  | 100  | 1700                                | 3888  |
|                | Cholsey          | 634   | 0  | 634                                 | 1541  |
|                | Crowmarsh        |   |  |                                     |   |
|                | Gifford          | 334   | 0  | 334                                 | 812   |
| North          | Grenoble Road    | 1700  | 1300   | 3000                                | 4131  |
|                | Thame            | 1612  | 0  | 1612                                | 3917  |
|                | Chalgrove        | 2025  | 975  | 3000                                | 4921  |
|                | Chinnor          | 777   | 0  | 777                                 | 1888  |
|                | Watlington       | 288   | 0  | 288                                 | 700   |
|                | Wheatley         | 407   | 0  | 407                                 | 989   |
|                | Northfield       | 2139  | 0  | 2139                                | 5198  |
|                | Bayswater Brook  | 2036  | 0  | 2036                                | 4947  |
| South          | Henley-on-Thames | 1099  | 0  | 1099                                | 2671  |
|                | Goring-on-Thames | 236   | 0  | 236                                 | 573   |
|                | Nettlebed        | 57  | 0  | 57                                  | 573   |
|                | Sonning Common   | 399   | 0  | 399                                 | 970   |
|                | Woodcote         | 249   | 0  | 249                                 | 605   |

Figure 2: Major housing sites and Study sub areas for South Oxfordshire



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- 2.13 The impact of the proposed housing up to 2034 has been compared with the 2017 forecast population for each sub area, using a housing multiplier of x2.43 people. The new sub area forecasts up to 2034 are given in Figure 3.

*Figure 3: Population forecasts by sub area to 2034*

| Sub Area | Population at 2017 | 2017 forecast population to 2032 | Change in population to 2033/34 at 2.43 housing multiplier between 2017 forecast and Oct 2018 | Revised forecast population at 2034 | Increase in sub area population 2017 to 2034 |
|----------|--------------------|----------------------------------|---|-------------------------------------|--|
| North    | 44,024             | 55,116                           | 8,592   | 63,709                              | 19,685                                       |
| South    | 36,358             | 41,565                           | -598  | 40,967                              | 4,609  |
| West     | 63,118             | 85,395                           | -693  | 84,702                              | 21,584                                       |
|          | 143,499            | 182,076                          |   | 189,378                             |  |

- 2.14 It should be noted that the demand calculations are based on the dwelling numbers in **Error! Reference source not found.** for each of the proposed strategic allocations because updated demographics are not yet available. The population figure calculations were based on the 2017 estimate of the current population from Oxfordshire County Council at 2017, provided to support the draft sports strategies. These population figures are therefore all new growth.

## Community Infrastructure Levy and S106

- 2.15 The most recent policy setting out the authority's approach towards developers' contributions for infrastructure is set out in the Community Infrastructure Levy Charging Schedule (South Oxfordshire, 2016) and the Regulation 123 List of August 2017 (South Oxfordshire District Council, 2017).
- 2.16 The wording of the 2017 Regulation 123 list and is given in Figure 4 and has been carried forwards since the original version. Although this wording initially seemed to be able to deliver an effective balance between S106 and CIL funded projects, the practice has proven to be more difficult, and there is now an urgent need to review the wording to ensure that sport and recreation projects are effectively funded.

Figure 4: Recreation and leisure on the Reg 123 List

| Infrastructure type or project (to be funded through CIL)                       | Exclusions (to be secured through S106 and other statutory provision). The strategic sites, North-East Didcot, Ladygrove-East Didcot, and Site B Wallingford are referred to as the Strategic Sites   |
|---|---|
| Recreation, sport and leisure   |   |
| Recreation, sports and leisure facilities other than site specific requirements | On-site provision, of recreation, sports and leisure facilities in accordance with policy requirements and to make development acceptable in planning terms.<br><br>On and off-site provision of recreation, sports and leisure facilities to serve development at the Strategic Sites. |
| Open space, play, allotment and biodiversity                                    |   |
| - Play areas<br>- Allotments<br>Other than site specific requirements           | On-site provision of<br>- open space<br>- play areas<br>- allotments<br>in accordance with policy requirements  |

## Didcot Garden Town, Delivery Plan, October 2017

- 2.17 The latest policy document for Didcot Garden Town is the Delivery Plan of October 2017 (South Oxfordshire District Council , 2017). This provides a masterplan for the growth of Didcot, both within South Oxfordshire and the Vale of White Horse.
- 2.18 The engagement process with more than 1,600 responses demonstrated the importance attached by the community to leisure and sport, recreation, cycling, children's facilities and open space, which all appeared within the top third of the issues identified.
- 2.19 In responding to this feedback, the masterplan places strong emphasis on delivering an extensive cycle network through and around Didcot and in delivering high quality public green spaces which are accessible to all, and which are available within 300m of all residences. The leisure and sport elements of the masterplan envisage Didcot as a unique destination for leisure activities, plus measured walking and jogging trails throughout the town.
- 2.20 The masterplan proposed to create a health and well-being hub focussed around North East Didcot (section 9.3.3 of the Delivery Plan) and notes that permission has been granted for a new neighbourhood with up to 1,880 new dwellings, a new leisure centre plus retail and commercial uses. The leisure centre is expected to be



a “destination” (section 9.3.8 of the Delivery Plan) and is phased between 2016 and 2026 (section 9.6.1 of the Delivery Plan). Action to deliver includes stakeholder engagement with the providers, the investors and the developers (section 9.8.1 of the Delivery Plan).

- 2.21 How best to delivery swimming pool and sports hall space options in and around Didcot will be reviewed and require detailed discussions with stakeholders whilst considering the recent modelling undertaken by Sport England. Although the preferred option is still for a new leisure centre in Didcot, it may be that the future needs of the community could be met in one or more locations through a variety of investment opportunities.

## Neighbourhood Plans

- 2.22 South Oxfordshire District Council supports the creation of neighbourhood development plans across the district. They can be accessed via South Oxfordshire District Council’s web site (South Oxfordshire District Council , n.d.)

- 2.23 Details about the following neighbourhood plans were included in the draft Part 1:

- Joint Henley and Harpsden Neighbourhood Plan (made April 2016)
  - Update – Henley Town Council has commissioned a feasibility study to determine the options for Site 357 Reading Road in relation to effective re-provision of the changing provision used by Henley Hockey Club in a way which does not negatively impact on hockey or football use of Jubilee Park. The report is currently being considered by the parties, but no firm decisions are expected in the immediate future.
- Sonning Common Neighbourhood Plan (made October 2016)
- Thame Neighbourhood Plan (made July 2013)
  - Update – there is still a proposal to relocate the Lord Williams’s Lower School to the Upper School site. The school held a public exhibition on 15<sup>th</sup> November 2018 about the options for the development of the current Lower School site. The Neighbourhood Plan includes policy HA5 which enables the development of 135 dwellings, the provision of 1.9 ha of public open space and community facilities. The public open space is to be provided as a public park which will be on the playing field area to the north of Towersey Road. There is a requirement for playing pitch provision either as part of the park or off-site.

Option 1 proposed for the LWLS redevelopment appears to retain some of the existing buildings including the sports hall building. Option 2 removes the community buildings with a justification that *“We are aware that the proposed community facility shown on Option 1 may be surplus*

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*to local needs and that any such needs may be accommodated on the former Cattle Market Site within the town. If the community facility is not required on-site, then there is the potential to develop this area for housing.”*

One of the key access routes proposed is the track alongside the Thame Tennis and Bowls Club.

No information was provided in the November presentation about how the Lord Williams’s Upper School will be developed to accommodate the additional student numbers, for example in relation to sports hall needs, or the impact on the school playing fields on that site. Similarly, no information is provided in relation to the proposed loss of playing field mitigation measures.

- Woodcote Neighbourhood Plan 2013-2027 (made May 2014)

2.24 A number of other neighbourhood plans have been produced since October 2017 and these are summarised below.

#### Chinnor Neighbourhood Plan (made October 2017)

2.25 A number of sports areas are identified as ‘Local Green Space’ (Policy CH GP1):

- The Playing Field to the east of Station Road, which is extensively used as formal playing fields with a floodlit pitch, as tennis courts and as an informal children’s equipped play area. Its importance has been consolidated by the recent construction of the new Chinnor Community Pavilion which houses the Parish Council offices.
- The Hill Road recreation area which is also registered as a Village Green, and extensively used both as a formal recreation area and as an informal play area with a skate board ramp.
- The Old Kiln Lakes open space which has been developed recently as part of a wider package with new housing.
- White’s Field off Mill Lane. This is the home of the Chinnor Youth Football Club and sits adjacent to one of the primary schools in the village.

2.26 Other relevant community facilities covered and protected by Policy CH CF1 include:

- Community Building and Changing/Storage Hut on White’s Field
- Community Pavilion on Station Road Playing Field
- Shooting Range Hut on Playing Field

2.27 Developer contributions priorities are identified under Action Point 6 and detailed in the plan and include the establishment of new, and improvement of existing sporting/exercise facilities, specifically:

- Resurface the tennis club
- Establish outdoor short bowls
- Re-establish the cricket club, its ground and training facilities for all ages
- Build a new sports pavilion at Old Kiln Lakes
- Potential purchase of land at Golden Hills for a play area, orchard, fitness space and car parking
- Establish walking, jogging and cycling routes with appropriate signage and seating.

### Benson Neighbourhood Plan (made August 2018)

- 2.28 Sport is covered under the Outdoor Recreation section of the Benson Neighbourhood Plan. There are four formal recreation grounds in Benson. The primary site is Sunnyside which provides a playground, tennis courts (restricted to club use so inaccessible to casual users), a sports pavilion and amenity grassland put to a variety of uses including football.
- 2.29 Plan area also benefits from the recreational opportunities offered by good access to the wider countryside and its network of footpaths and bridleways including the Thames Path National Trail. Safe pedestrian crossings where public footpaths intersect with busy roads around the village are seen as particularly important.
- 2.30 In terms of formal sport, Benson United Football Club is a large active club and provides boys' and girls' football training for a range of ages. The adult section of the club is not currently active but as the village grows, the club expects to expand to serve the needs of a larger community. Sunnyside cannot be expected to provide sufficient capacity, given the diverse range of purposes it currently meets, so additional playing field capacity is proposed through the Plan. This additional playing field also serves to compensate for the loss of recreational space at the School Field, part of which may be built on to enable essential primary school expansion.
- 2.31 There is a large active running club, Benson Striders. The club anticipates continued expansion as the village grows and seeks the provision of a Fitness Trail with safe, established and level paths to meet that need.
- 2.32 Over the plan period, Benson is proposing to allocate land for approximately 565 new homes. This Plan aims to promote recreation for the physical and mental health benefits that it brings so additional amenity greenspace and associated facilities such as a Fitness Trail will be needed to provide adequate extra capacity to meet the village's recreational needs.

### Brightwell-cum-Sotwell Neighbourhood Plan (made October 2017)

- 2.33 Policy BCS11 of the Brightwell-cum-Sotwell Neighbourhood Plan identifies the following ‘Local Green Spaces’ relevant to sport and recreation: Kings Meadow Playing Field; and The Recreation Ground. These are also protected under Policy BCS 15 ‘Community Facilities’.

### Watlington Neighbourhood Plan (made August 2018)

- 2.34 This Neighbourhood Plan was made in August 2018. Policy P4 identifies the following ‘Local Green Spaces’ relevant to sport and recreation:
- Parish Recreation Ground
  - Playing Field
  - Bowling Green
  - Tennis Courts
- 2.35 Policy P8 covers the needs generated by new development because as the population of Watlington grows there will be a need to ensure that the infrastructure required to support a larger community is delivered. Supported improvements include improving the quality and provision of local sport and recreation facilities and/or the provision of land for additional sports pitches and/or new or improved community buildings and facilities.
- 2.36 There is evidence from WNDP consultations that more facilities for sport and recreation are needed. There has long been support for a swimming pool. A gym has been identified as a facility which would be a popular addition to existing provision (Consultation 2). The WNDP aims to support initiatives to provide more opportunities for formal and informal sports and recreation which will contribute to residents’ wellbeing and physical health. There is evidence from local clubs that more provision is needed for football. This sport is thriving in Watlington with adult and junior teams and there is a need for space for at least one additional full-size pitch.
- 2.37 Individual housing sites A, B and C have specific recreational needs identified – that they “should provide land for formal and informal recreation use and open space in accordance with development plan standards”.
- 2.38 Priorities from CIL funding include contributions to the cost of providing new and improved facilities for sports and recreation, including a swimming pool.

### Dorchester-on-Thames Neighbourhood Plan (made April 2018)

- 2.39 The Neighbourhood Plan states that the Recreation Ground is host to a number of well-established sports including football, cricket and tennis including the recently constructed tennis courts, and the sports pavilion.

- 2.40 Locally-based small boats (canoes, kayaks, and punts) have long been able to access the River Thames upstream as far as the mill and the weir, and this will be continued subject to safeguarding wildlife priorities.
- 2.41 Policy DoT 13 states that new developments which broaden and extend the accessibility and use of sporting and leisure facilities by residents and visitors will be supported where they retain the character and appearance of the village and preserve its natural environment.

#### Warborough and Shillingford (made October 2018)

- 2.42 The Character Assessment includes Warborough Green which is noted as hosting tennis courts. The list of community facilities (Table 2) includes The Cricket Pavilion on the Green. Policy C1 protects the Community Assets identified in Table 2 and Policy C3 guides what will be acceptable in relation to improvements to these Assets.
- 2.43 Warborough Green is identified as a Local Green Space.

#### The Baldons (made October 2018)

- 2.44 The Green at Marsh Baldon is noted as extending to 24 acres and is common land with a 'right to roam'. It is owned by Queens College Oxford and hosts many village and school events, is well used for informal recreation but limited in relation to more formal activities such as cricket (friendly matches only). It is also within the village Conservation Area and is designated as Local Green Space.

#### Chalgrove (Referendum Version, November 2018)

- 2.45 Chalgrove held its Neighbourhood Plan referendum in November 2018 and is awaiting being formally "made" by the District Council. The Plan area includes Chalgrove Airport. A number of sport and recreation activities are noted as taking place in the village including: football, netball, cricket, tennis, yoga, pilates, walking football, zumba, tai chi and table tennis. Important assets to the village for sport and recreation include the village hall, Chalgrove Youth Centre, Chalgrove Sports Pavilion/MUGA/tennis courts, and the Recreation Grounds (Lower Rec, Top Rec, and Janes Meadow).
- 2.46 The plan identifies a number of sites for housing.
- 2.47 Policy C1 identifies locations for development and identifies that recreation grounds and sports pitches are appropriate outside of the built area. Policy H5 requires all new housing to be well connected to the footpath and cycle network both within the site and with the wider village, including addressing any deficiencies in the local network.
- 2.48 Table 4 in the Appendix lists projects for CIL funding. These include:

- Football Pitch improvements - (Top Recreation Ground and Janes Meadow). These are used by Men's Football Teams and Cavalier (youth teams) at least 4 times a week and are not currently fit for purpose. £80,000 (this is part funding with a grant from the FA).
- Tennis courts resurfacing - required for current use and will be exacerbated by any increased usage from increased population. £25,000.
- Storage - the numerous voluntary organisations within the village have equipment etc. which needs to be stored. Currently this is kept at volunteers homes. The Parish Council has been asked to provide a storage area to enable the volunteers to continue to use their equipment. £20,000.
- Village Hall improvements. £43,000.

### Little Milton (Referendum Version, November 2018)

- 2.49 Little Milton held its Neighbourhood Plan referendum in November 2018 and is awaiting being formally “made” by the District Council. The Recreation Ground which has a tennis court, MUGA and children’s play area is identified as being a Community Facility and Policy LM10 both protects it and provides policy guidance for investment, including in relation to developers’ contributions. There is no project list for CIL contributions but Statement 2 states that the Parish Council will publish a list of projects and estimated costs, and that these will be reviewed annually.

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