PLAN FOR PLAYING PITCHES
2015 to 2018
Appendix 1
Appendix 1

Standard of Provision for Grass Pitches and Guidance on Hockey

Introductory note

1.1 This note proposes and justifies a local standard for the provision of grass pitches, primarily for football, cricket and rugby. It also explains the main way in which the standard will be put into effect, through planning obligations and developer contributions.

1.2 Hockey is not considered within this standard, as it is played largely on Artificial Grass Pitch (AGP) surfaces. The planning and provision of AGPs needs to take into account not just the needs of hockey, but also football and rugby, for whom such facilities provide important training; and (increasingly) match play surfaces. The choice of surface is of paramount importance in this regard. AGPs are expensive facilities to provide, and their requirement for floodlighting, parking, and long operational hours can raise planning and environmental issues.

1.3 The need for and location of such facilities therefore has to be given careful consideration. Their provision is guided through the Playing Pitch Plan and the accompanying Appendix 2 dealing with the provision of AGPs. However near the end of this document is a short note providing guidance on the provision of AGPs specifically for Hockey that can be used in the context of developer contribution calculations; and, in ensuring that in relation to the provision of football and rugby compatible AGPs, the overall provision for hockey is secured at a reasonable level.

A city-wide overview of supply and demand

Football

1.4 The Needs Assessment (forming a separate electronic Appendix 3) has analysed the existing supply of and demand for pitches within the City. For football (the dominant pitch sport). The Assessment provides a picture of use and capacity. The following chart aggregates the figures for all the sites to form city-wide totals, for the main pitch types: adult; youth/junior; and, mini-soccer. As will be seen, for adult football pitches usage is estimated to be significantly above the notional capacity. For youth/junior pitches the situation appears even worse. The figure starkly emphasizes an issue highlighted in the strategy consultation in relation to the quality of the pitches.

1.5 The following figure summarises the current peak-time net supply of football pitches. In this figure the different size of youth pitches have been combined for simplicity of presentation. The negative value for Youth football (red) means that many youth teams are playing on adult pitches, on Saturday mornings.
1.6 When the additional demands arising from future projected demands are added to the above situation it produces an amended picture, as follows.

<table>
<thead>
<tr>
<th>Adult</th>
<th>Youth</th>
</tr>
</thead>
<tbody>
<tr>
<td>sat am</td>
<td>sat pm</td>
</tr>
<tr>
<td>57</td>
<td>36.5</td>
</tr>
</tbody>
</table>

1.7 The above scenarios would potentially have a major impact on the ability of the pitch stock to absorb additional demand. The situation is especially serious with youth pitches. The assessment has identified that a considerable number of youth matchplay takes place on adult size pitches—presumably on ‘over marked’ pitches in most cases. The conversion of some of these pitches to junior provision would help to reduce the under-provision of youth pitches over the time of peak demand for youth/junior age groups. However, not all the requirements of youth teams could be met in this way, and certainly not without increasing wear and tear on an already largely low-quality pitch stock.

Cricket

1.8 Compared with football, there is much less cricket activity within and around Plymouth. The Needs Assessment though has shown that local clubs have experienced problems in securing access to facilities, and especially around the main match day of Saturday. This has resulted in teams having to play their ‘home’ games at alternative venues that can be outside Plymouth. The Needs Assessment has concluded that future growth within the City, allied to meeting the suppressed needs of local clubs, will require in the order of two additional cricket fields.

Rugby

1.9 The Needs Assessment did not identify any major problems with the availability of pitches at times of peak demand. However, the main problem facing local teams is the over-use of local pitches and their poor quality—compounded by their use also for training. The Needs Assessment suggests that neither planned nor natural growth within the population will induce significant change in the numbers of local rugby teams, improved facilities will allow local clubs to develop opportunities for the growth of youth and junior teams.

Draft quantity standard for grass pitch sports- method of calculation

Football

1.10 If the Category C pitches are discounted it would leave the following totals available for community use.

<table>
<thead>
<tr>
<th>Total grass football pitches in community use</th>
<th>Pitches Adult Football</th>
<th>Pitches Youth Football (11v11)</th>
<th>Pitches Youth Football (9v9)</th>
<th>Pitches Mini soccer (7v7)</th>
<th>Pitches Mini soccer (5v5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>59</td>
<td>18</td>
<td>32</td>
<td>25</td>
<td>6</td>
<td></td>
</tr>
</tbody>
</table>
1.11 When applying a recommended size for different football pitch sizes, this gives the following estimated provision in hectares in community use:

<table>
<thead>
<tr>
<th></th>
<th>Pitches Adult Football</th>
<th>Pitches Youth Football (11v11)</th>
<th>Pitches Youth Football (9v9)</th>
<th>Pitches Mini soccer (7v7)</th>
<th>Pitches Mini soccer (5v5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total grass football pitches in community use</td>
<td>59</td>
<td>18</td>
<td>32</td>
<td>25</td>
<td>6</td>
</tr>
<tr>
<td>Suggested sizes for pitches (including run-off areas)</td>
<td>0.9</td>
<td>0.7</td>
<td>0.7</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Estimate of overall grass football provision in community use (hectares)</td>
<td>53.1 ha</td>
<td>12.6 ha</td>
<td>22.4 ha</td>
<td>7.5 ha</td>
<td>1.8 ha</td>
</tr>
<tr>
<td></td>
<td>97.4 ha</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Cricket**

1.12 If the Category C pitches are discounted from this it would leave 9 cricket fields in community use.

When applying a recommended size for cricket fields of 1.6 hectares (including run-off) this provides an overall estimated provision in hectares in community use of 9 fields x 1.6 = 14.4 hectares.

**Rugby**

1.13 If the Category C pitches are discounted from this it would leave 27 full-size community pitches in community use. This figure does not include pitches at the two Plymouth College sites, but include the provision at Rectory Lane. It also includes some secondary school pitches that would, in theory, be available for community use but are currently unused for such activity. There are other areas, such as at Horsham Playing Fields that are used for junior rugby activity, but would not constitute formal pitches.

When applying a recommended size of 1.2 hectares per rugby pitch (including run-off) this provides an estimated provision in hectares in community use of 27 pitches x 1.2 = 32.4 hectares.

When the above hectare figures for football, cricket and rugby are expressed in relation to the estimated current population of the City referenced elsewhere in this report (260k as at 2014), it would provide the following overall provision in community use per 1000 people:

<table>
<thead>
<tr>
<th></th>
<th>97.4 ha</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total football (all types):</td>
<td></td>
</tr>
<tr>
<td>Total cricket fields:</td>
<td>14.4 ha</td>
</tr>
<tr>
<td>Total rugby pitches:</td>
<td>32.4 ha</td>
</tr>
<tr>
<td><strong>Total</strong>:</td>
<td><strong>144.2 (ha)</strong></td>
</tr>
<tr>
<td>Estimated 2014 population:</td>
<td>260k</td>
</tr>
<tr>
<td>Provision of grass community pitch space per 1000 people:</td>
<td>144.2/260 = 0.555 ha/1000 people</td>
</tr>
</tbody>
</table>

This is roughly the current level of per capita provision in currently in community use. However, this figure does not take into account either:
any ‘frustrated’ aspirations expressed on the part of local clubs (i.e. if they would like to increase the numbers of teams they field, but feel they cannot so do as there are insufficient pitches); and, any likely change in numbers of teams arising from natural and planned changes in the local population. Factors such as these require accommodation in order to ensure that provision meets future as well as present needs.

Football
When adding known club aspirations to the estimated additional teams arising from natural and planned population growth, by 2031, the total increased future demand will be:
28.5 adult teams (14 matches per week)
53.8 youth teams (27 matches per week)
16.6 mini soccer teams (8 matches per week)
1 disability team (1 matches per week)
Of the above, the ‘current’ outstanding need has been identified to be:
7 adult men’s teams (4 matches per week- 2 pitches)
8 youth male and 4 female teams (4 matches per week- 2 pitches)
3 mini-soccer teams (2 matches per week- 1 pitch)
1 disability team (unlikely to play on a grass pitch)
Note: the above ‘matches’ have been rounded upwards or downwards as appropriate.

Cricket
The combined effected of natural and planned population change up to 2031 is estimated to be:
1.64 adult teams (1 match per week); and,
3.25 junior teams (2 matches per week).
Note: the above ‘matches’ have been rounded upwards or downwards as appropriate.
The additional teams likely to be generated through natural and planned population change would go some way justifying an additional cricket facility- these increased demands, allied to the desire of Plymstock CC to have a second ground would certainly warrant provision of an additional ground. The relocation of the Civil Service Club back into Plymouth would justify a second additional ground.
The aspirations of both the above clubs can be considered to be current needs, and equate to around one additional cricket field.

Rugby
When adding estimated club/governing body of sport aspirations to the estimates resulting from natural and planned population change by 2031, the resultant increase in teams would be:
If it is assumed that the aspirations would be realised in an additional 9 junior teams over the three clubs this would mean that, when combined with the estimates resulting from natural and planned population change, the resultant increase in teams would be:
4 adult male and female rugby teams (2 matches per week);
11.4 male and female junior rugby teams (6 matches per week); and,
Plan for Playing Pitches

5.3 mini-rugby teams (3 matches per week).
Of the above, the ‘current’ outstanding needs has been identified to be:
9 junior teams (5 matches per week – 2.5 pitches)

Note: the above ‘matches’ have been rounded upwards or downwards as appropriate.

It is assumed that match equivalents reflect about a 50/50 split between home and away games. Therefore each of the above teams will require 0.5 of a pitch a week.

Accordingly, the following table calculates how much extra space would be required to accommodate these additional teams

<table>
<thead>
<tr>
<th>Sport</th>
<th>Match equivalents</th>
<th>Pitch size</th>
<th>Requirement (A \times B)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adult football</td>
<td>14</td>
<td>0.9 ha</td>
<td>12.6 ha</td>
</tr>
<tr>
<td>Junior football</td>
<td>27</td>
<td>0.7 ha</td>
<td>18.9</td>
</tr>
<tr>
<td>Mini-soccer</td>
<td>8</td>
<td>0.3 ha</td>
<td>2.4 ha</td>
</tr>
<tr>
<td>Cricket (see above comments)</td>
<td>At least 2 pitches required</td>
<td>1.6 ha</td>
<td>3.2 ha</td>
</tr>
<tr>
<td>Adult rugby</td>
<td>2</td>
<td>1.2 ha</td>
<td>2.4 ha</td>
</tr>
<tr>
<td>Junior rugby</td>
<td>6</td>
<td>Tend to share adult pitches, but offer space of 0.6 ha</td>
<td>3.6 ha</td>
</tr>
<tr>
<td>Mini-rugby</td>
<td>3</td>
<td>Tend to share adult pitches, but offer space of 0.3 ha</td>
<td>0.9 ha</td>
</tr>
</tbody>
</table>

When the above figure is added to the existing estimate of grass pitch space already available for community use it would give:

144.2 ha + 44.0 ha = 188.2 ha

When this figure is divided by the estimated population it gives:

188.2/260k = 0.72 ha/1000 persons. With an additional 10% ‘buffer’ included this would be 0.79 ha/1000 persons (see below)

Not all pitches can be used readily at the times when they are required. Some grass pitches need to be ‘rested’, and others may need to be out of use due to maintenance etc. During periods of wet whether some pitches may also be too muddy to play on. For this reason it is important to include a buffer element in provision. To achieve this in the standard, an additional 10% is factored into the figure.

**Note for Hockey provision**

Competitive hockey is no longer played on grass pitches, but solely on AGPs. Appendices 2 and 3 of the Plan for Playing Pitches discuss the specific facility requirements for hockey to meet both future and existing needs. Over recent years there does appear to have been a trend towards the provision of and conversion to pitches with a Third Generation (3G) surface that is not suited to hockey. Whilst this trend has seen an improvement in the overall facility stock in respect of AGPs generally, there is a need to ensure that future provision is not at the expense of ‘starving’
hockey of the facility type it requires to continue to exist within the City. An appropriate ‘balance’ in the supply of AGP surface types is therefore important to maintain. As a guide the following is suggested:

Appendices 2 and 3 of the Plan for Playing Pitches identify the current pitches that are used for community hockey. These are at Marjons, Brickfields, and Lipson College. This provides 3 full-size sand-based pitches. (The pitch at Manadon Football Development Centre is only used for junior training, and may soon be resurfaced as a 3G. The MoD Bull Point pitch is not available for general community use).

The Plan for Playing Pitches and supporting Appendices 2 and 3, suggest a need to provide an additional 2 such pitches to meet current suppressed needs, as well as the needs of a future population of around 300,000 people.

The above therefore equates to a need for 5 pitches to serve a population of 300,000- or, 1 pitch per 60,000 people.

Hockey provision of 1 full-size England Hockey-compliant pitch per 60,000 people can be used as a guide in securing a balance of AGP surface types.

**Putting the standard into effect**

**The use of local planning obligations (Section 106 agreements)**

Planning obligations are key and have increasingly been used to address the impacts that developments can have on the infrastructure of the city. In Circular 05/05 (Planning Obligations), the Government confirmed its support for the use of planning obligations to mitigate the impact of development.

The Local Development Framework Core Strategy contains a policy on planning obligations (Policy CS33) that states ‘where needs arise directly as a result of development, the Council will seek to secure planning obligations or agreements pursuant to Section 106 of the Town and Country Planning Act 1990 that make a positive contribution to creating a city of sustainable linked communities.’

Developer contributions should be used towards the establishment costs of new, and/or the enhancement costs of existing playing pitch and ancillary provision.

The Council may pool contributions towards more strategic service provision, such as a multi pitch sports hub. The Plymouth Core Strategy states that: “It is important that development contributes positively to the city and impacts are appropriately managed. In some cases, this may even include contributing to an “infrastructure capital pot” to ensure that cumulatively developments deliver solutions to enable the city to grow in a sustainable manner.

This approach is recommended in the ODPM Circular 05/2005, which states, “where the combined impact of a number of developments creates the need for infrastructure, it may be reasonable for the associated developers’ contributions to be pooled, in order to allow the infrastructure to be secured in a fair and equitable way.

The Community Infrastructure Levy Regulations 2010 (as amended) introduced a restriction on the further use of Planning Obligations. A maximum of 5 obligations may be pooled per project.
Planning Obligations and Affordable Housing SPD

The Council has adopted a Supplementary Planning Document (SPD) on Planning Obligations, which sets out a framework for the negotiation of planning agreements and the calculation of specific developer contribution. The SPD is periodically updated and the current version is available on the Council's website (www.plymouth.gov.uk/planningobligations).

The SPD outlines the City Council’s approach to planning obligations when considering planning applications for development in Plymouth.

The SPD provides clarity to developers, planning officers, stakeholders and local residents regarding the basis on which planning obligations will be sought. Obligations will align with several service areas including new or improved leisure infrastructure.

Financial obligations will usually only be sought where a minimum threshold (which could be dwelling numbers or bedspaces) is met. This threshold will be set within the SPD. Each planning agreement is bespoke, however it is normal practice to use formulas to calculate mitigation costs consistently. Other factors, such as viability, may be taken into account during negotiation.

Developer contributions will be the catalyst for new provision and improvement to the recognised sporting infrastructure within our local communities.

There will, however also be competing demands for contributions (e.g. affordable housing; new schools and transport infrastructure).

Community Infrastructure Levy

The Community Infrastructure Levy is applied using a set formula defined within the regulations. The Council can set different rates for different development types, further information can be viewed at www.plymouth.gov.uk/cil. Once collected, the Levy can be spent on any infrastructure project listed on the Regulation 123 List (subject to prioritisation and agreement through governance processes). Once added to the Regulation 123 List, no further Planning Obligations may be sought.
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