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## **Abbreviations**

ATP	Artificial turf pitch
BSF	Building Schools for the Future
CABE and CABE Space Environment	Commission for Architecture and the Built
GIS electronic mapping system)	Geographical Information Systems (digital
LDF	Local Development Framework
GSS	Green Space Strategy
PQA	Pitch Quality Assessment
PPG	Planning Policy Guidance
PPM	Playing Pitch Model
PPS	Playing Pitch Strategy
STP used in this document)	Synthetic turf pitch (same as ATP which has been
TGR	Team Generation Ratio

## **Organisations**

Commission for Architecture and the Built Environment (CABE)  
England Hockey  
Football Foundation  
Regional Sports Board  
Sport England

## **Playing pitch providers**

In identifying pitch providers on databases and GIS Maps, the following key has been used:

Local Authority as provider:

WDC – ELL	<i>Winchester City Council - Education and Lifelong Learning</i>
WDC - Parks	<i>Winchester City Council - Parks</i>

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# 01 Introduction

Future playing pitch provision needs to be the subject of a sound strategic approach, and this Playing Pitch Strategy (PPS) aims to meet that need for Winchester District. Specifically, it aims to provide the following:

- An appropriate basis upon which to give advice and make decisions on planning applications,
- Additional protection for green space,
- An objective basis for identifying and considering potential land disposals, whilst directing priorities for compensatory provision in the event of disposal being confirmed,
- Strategic substantiation of funding bids required by funding bodies before they will consider significant capital commitments, and
- Framework within which providers from each sector can co-ordinate their priorities and harmonise their investment programmes.

## 1.1 Scope and Status

The PPS forms an integral part of the Green Space Study (GSS), an over-arching project that will establish need and supply for all types of open space, and provide a robust planning context for future proposals. The resultant strategy will contribute to a new supplementary planning document within the emerging Local Development Framework.

This strategy is consistent with Sport England national policy and utilises their guidance on the methodology in their Playing Pitch Model (PPM). It also responds to the revised Planning Policy Guidance 17 (PPG17). Both these sources have been particularly influential in changing planning guidance on playing pitch strategies. Informal

feedback from Sport England and CABE Space suggest that Winchester's approach is regarded as exemplary in linking playing pitch with green space strategy toward co-ordinated planning policy. The analysis and strategy cover all pitches in Winchester's, including parks and school playing fields, as well as private sector facilities and those run by further education organisations.

## **1.2 Methodology**

It is based on a careful evaluation of demand and supply. In order to achieve this, a full audit of pitches, users and providers within the City was conducted. Questionnaires were sent out to all football, rugby, cricket and hockey clubs, and to schools and colleges. As would be expected, the full analysis is a large document, and too detailed for inclusion in this strategy. This document has therefore been produced in a format that enables particular focus on the methodology, whilst highlighting the key issues that have emerged.

## **1.3 Considerations**

The data from the PPM gave an objective statistical base onto which other factors could be overlaid. It has been presented firstly as a district wide assessment which includes analysis both in relation to individual sports, and according to planning areas. Additional factors that have been included in this work are those which could not have been handled adequately using statistics alone. These factors needed to reflect the real context before sufficient shape could be given to strategy and policy, and have included:

- the desirability of community use agreements on pitches which are not currently accessible;
- improvement in the quality of strategically located playing pitches, with a minimum standard, in line with Sport England assessment, of 65%;
- incorporation of the hub site concept being promoted by Sport England;
- recognition of the increasingly valuable contribution of Artificial Turf Pitches (ATP's), particularly in respect of increasing capacity for training;
- the need for a good geographical spread of outdoor facilities;
- trends in individual sports;
- sports development;
- administration and marketing; and
- criteria that will support funding bids.

The proposals in this document have been formulated from the key issues raised by all of the above considerations. The PPS intends to provide a framework within which planning, sporting and investment decisions can be made. It is not necessary to have secured funding in order for the strategy to be adopted and neither is it necessary to identify every site at the outset: every future development alters the supply, and therefore the priorities, in a given area or sport. However, the initial priority is for the achievement of community use

arrangements, coupled with the creation of hub sites as identified by assessments for each planning area. Both these factors will enable increased facility capacity and use, and take the pressure off existing pitches.

**A key aim of the strategy is to improve the overall quality and attractiveness of playing fields and their ancillary facilities in Winchester and, as such, is an important part of the overall improvement plan for sports services. It is expected to improve both participation and satisfaction levels whilst achieving an accessible distribution of pitches which will be adequate for all current and projected increases in demand.**

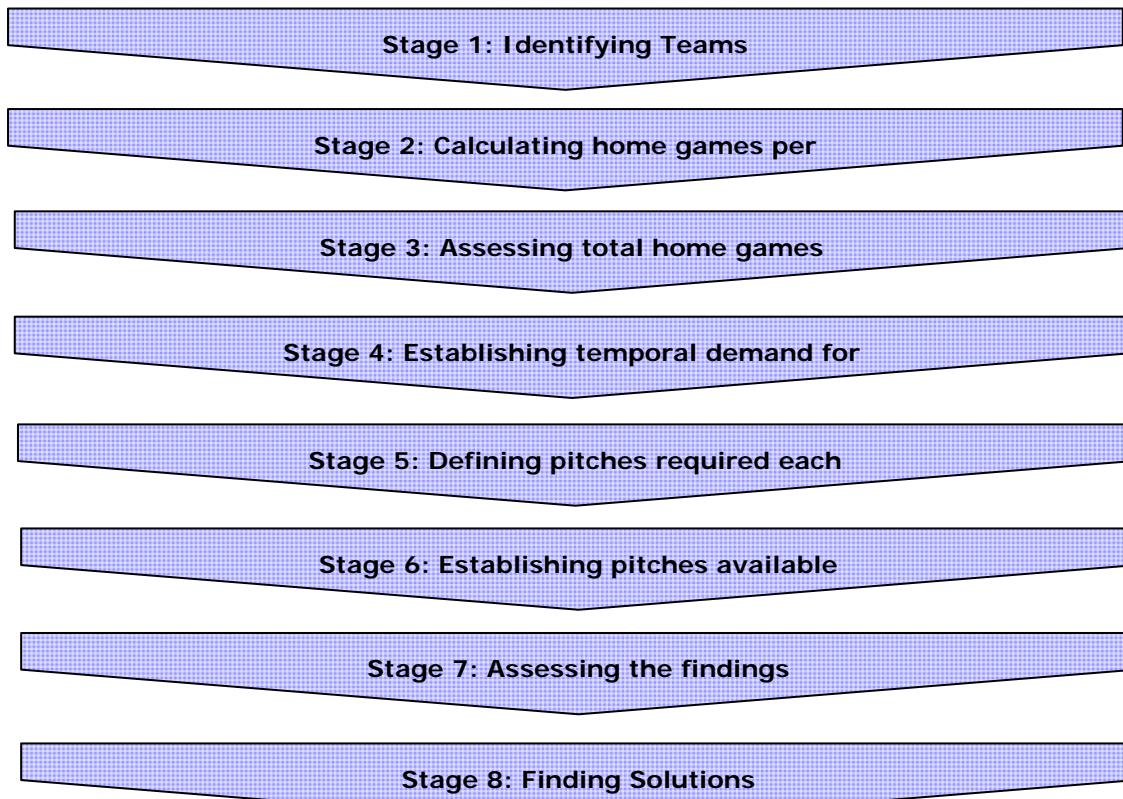
The strategy has been developed by gathering a great deal of information from people involved in outdoor sport, and has been refined as a result of feedback from stakeholder consultation. Our thanks go to all those who have shared their views and experience.

## 02 The Playing Pitch Model, a step-by-step guide

The Playing Pitch Model (PPM) was introduced by Sport England in October 2003. It is designed to provide a consistent approach to the strategic planning of outdoor sports provision. Through the establishment of local standards, the model provides for an objective analysis of supply and demand toward sustainable overall provision.

The PPM is an eight-stage process for collecting data and producing a systematic analysis. It is this that provides the foundation for the Playing Pitch Strategy, and with sufficient rigour that will yield sound local planning policy.

A step-by-step guide to the PPM follows, illustrating the process and the extent of information required:



It is important to stress that the PPM should be applied to **each sport** and to the **relevant geographical area**.

The PPM is used in this guide as a statistical tool, the application of which will:

- reflect the existing situation, using data on existing teams and pitches,
- test the adequacy of current provision, and
- predict future requirements for pitches by incorporating planned pitches and projected changes in population.

The strategy is founded on the following analysis:

### **Stage 1: Identifying teams/team equivalents**

This involves the counting of all pitch sport teams in the study area.

- **Modelling the existing situation**

Information used:

- Number of adult/ senior teams,
- Number of male/ female teams, and
- Number of junior teams

- **Assessing the adequacy of current provision**

Information used:

- Number of teams/team equivalents with players resident in the study area, including those who play their home games elsewhere, and
- Assessment of latent demand/ 'virtual' teams using Team Generation Rates (TGRs)

- **Predicting the future situation**

- Forecast changes in population (including those arising from new housing areas), and
- Prediction of future number of teams/ team equivalents, based on existing and predicted TGRs

## **Stage 2: Calculating home games per team per week**

This stage involves the calculation of the total number of home games played by each team per week in the study area.

This variable is calculated in two distinct stages:

- Total number of home games played in a season by all teams/team equivalents ÷ Number of weeks in a season = Average number of home games per week,
- Average number of home games per week ÷ Total number of teams/team equivalents = Average number of home games per team per week.

Where this information is not available, a value of 0.5 may be set against winter sports (alternate home and away fixtures) and 0.6 - 0.8 against cricket. (Cricket teams are inclined to play more than one home game every two weeks because of midweek leagues.) In applying such assumptions, care must be taken to ensure that the approach is not inflexibly standardised, to the point that problems arising from factors such as cancellations and postponements fail to be taken into account.

- **Modelling the existing situation**

Information used:

- Number of home games played in a season by each team/ team equivalent. (If a pitch is used for mini-soccer/ rugby, by schools or for training sessions, it will be necessary to make estimates of the number of 'match/ game equivalent' periods on a similar basis to that used for team equivalents),
- Number of weeks of the playing season, and
- Number of teams.

## **Stage 3: Assessing total home games per week (Stage 1 x Stage 2)**

This involves multiplying Stage 1 by Stage 2 which results in the total home games played each week in the study area. This is not an independent variable.

It may already be known from Stage 2 if a club survey identifying matches has been carried out. The figure indicates how many games have to be accommodated in the study area in an average week.

## **Stage 4: Establishing Temporal Demand for games**

This stage determines the proportion of home games played on each day of the week.

The Temporal Demand for games is the proportion of matches that are played each day. This must be assessed on a local basis since different areas of the country may show marked variations. Temporal demand shows:

- Time of peak demand, and
- Use of pitch throughout the week to assist in calculations of capacity.

- **Modelling the existing situation**

Information used:

- Percentage of matches played each day on each type of pitch (e.g. adult, junior or mini pitches).

- **Assessing the adequacy of existing provision**

Information used:

- Factors which may be influencing the current pattern of play, e.g. league structure, kick-off times, and
- Whether the observed existing pattern of play accurately reflects the real wishes of participants.

## **Stage 5: Defining pitches used / required on each day (Stage 3 x Stage 4)**

This involves multiplying Stage 3 by Stage 4 which results in the number of pitches currently used on/ at each day/ time. This is not an independent variable.

## **Stage 6: Establishing pitches available**

The basic task here is to count all pitches that are secured for use by the community in the study area. It is an audit of pitches.

This requires a full inventory of pitches in the study area, their availability and their use. It is very important that this records as accurately as possible precise pitch sizes and conditions. All pitches within the Winchester boundary have been included in the analysis.

This is the stage at which weightings can be added to reflect the capacity of existing pitches.

Most pitches in the District are Winchester City Council owned. Of these, those which are within public open space are managed by Winchester Parks Department, whilst schools pitches are managed by the department of Education and Lifelong Learning. Those which are outside local authority ownership are to be regarded as private sector provision, as the Council has no direct influence over their future use. These include private sector schools pitches, and other non-publicly accessible pitches.

- **Modelling the existing situation**

Information used:

- Numbers and types of grass and artificial pitches currently in use.

- **Assessing the adequacy of existing provision:**

Information used:

- Potential for transferring pitches from one type of use to another, either on a temporary or permanent basis, e.g. football to rugby, adult pitches to mini-soccer pitches,
- Availability and accessibility of existing pitches, and
- Pitch quality and capacity. In the absence of local pitch data, an average figure of two games per week should be assumed.

- **Predicting the future situation (in addition to the above)**

Information used:

- Land available for development as new pitches,
- Changes in governing body rules to allow use of artificial surfaces, e.g. for football matches,
- Potential for improvements to existing pitches' quality and capacity (including ancillary provision),
- Possibility of changes to programming of matches/pitch use, and
- Development of a hierarchy of provision.

### **Stage 7 Assessing the findings (Stage 6 - Stage 5)**

This involves subtracting Stage 5 (Number of pitches required on each day) from Stage 6 (Number of pitches available) to enable comparison. It will reveal:

- Whether there are spare or underused pitches,
- If there is excess demand, or
- If supply satisfies demand.

### **Stage 8 Identifying policy options and solutions**

The eighth and final stage of the process deals with policy options and solutions which have resulted from the seven stages outlined above.

## 03 Pitch Provision

The provision of playing pitches in Winchester is made through a number of providers. These include:

- Winchester City Council
- Education sites
- Private Sector / Limited Access

There are **146 accessible** playing pitches within the Winchester City Council boundary. This pitch supply is made up of the following:



39 junior football pitches



40 cricket pitches



61 adult football pitches



2 full sized artificial turf pitches



1  
junior

rugby  
union  
pitches

3 adult rugby union pitches

Not all of the above pitches are available for community use. Those which are owned and used by professional sports clubs, are not currently accessible to the local community. Similarly, those that are associated with local schools also tend not to be available to the local community for formal or informal use. The following table identifies the number of playing pitch facilities for each sport according to each provider.

Table 1.1 Supply of Pitches by Sport and Provider

Provider	<b>Football</b>	<b>Cricket</b>	<b>Rugby Union</b>	<b>ATP</b>	<b>Total</b>
	Adult & Junior	Adult & Junior	Adult & Junior		
WCC Parks	100	40	4	2	146
WCC ELL	63	17	17	8	105
<b>Total:</b>	<b>163</b>	<b>57</b>	<b>21</b>	<b>10</b>	<b>251</b>

The following key findings on the supply of facilities have been identified from the assessment of the baseline information and responses to the surveys.

- Winchester City Council is the main supplier of accessible playing pitches within Winchester.
- Schools facilities provide significant provision although many are not secured for community use.
- It is the quality of sites, rather than the quantity of pitches, which is the main issue for clubs.

- Currently there are no schools sites that operate a formal agreement for secured public use of their facilities, although schools currently use their pitches for formal structured play on weekends.
- The lack of access to schools by the broader community has contributed significantly to undersupply and accelerated the decline in quality of pitches in parks and open spaces
- Table 1.2 summarises current pitch stock by ward which is used at peak times. This includes the schools referred to above.

### Ward Analysis

Table 1.2 : Playing Pitch Model, Peak Time Usage Summary Table

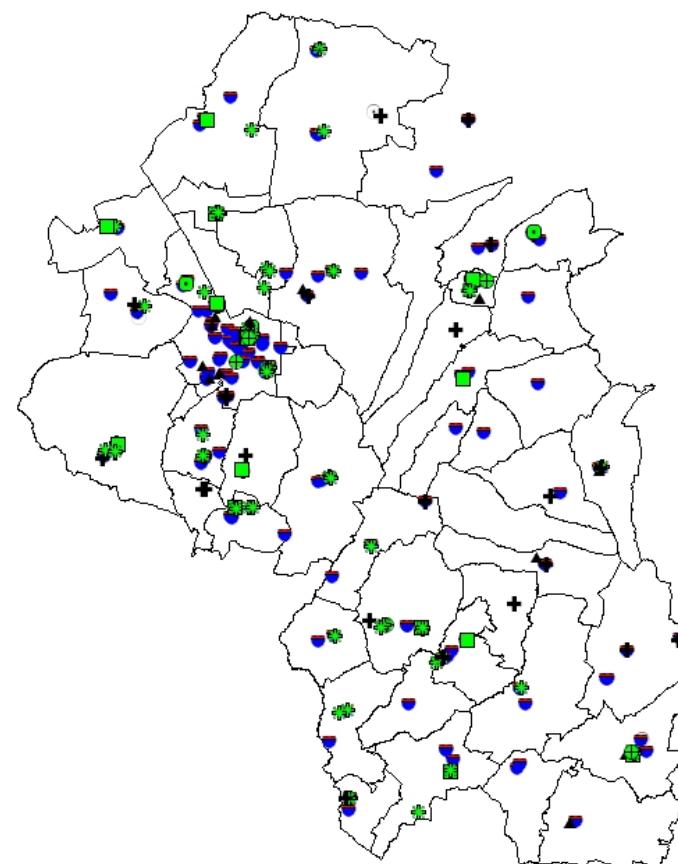
Ward	Football		Rugby		Cricket	Hockey
	Adult	Junior	Adult	Junior	0.0	0.0
<b>Badger Farm</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>Chilcomb</b>	1.3	0.0	0.0	0.0	-0.0	0.0
<b>Littleton &amp; Harestock</b>	1.3	-2.0	0.0	0.0	0.0	0.0
<b>Olivers Battery</b>	0.0	1.0	0.0	0.0	1.7	-2.3
<b>Winchester</b>		-2.5	2.0	3.9	0.0	0.0
	2.8	-3.5	2.0	3.9	1.6	-2.3
<b>Crawley</b>	0.0	1.0	0.0	0.0	1.0	0.0
<b>Kingsworthy</b>	4.0	1.0	0.0	0.0	1.0	0.0
<b>Micheldever</b>	1.8	1.0	0.0	0.0	1.0	0.0
<b>Headbourne Worthy</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>South Wonston</b>	1.8	0.0	0.0	0.0	0.0	0.0
<b>Sparsholt</b>	0.0	1.0	-0.8	-0.8	1.0	-0.3
<b>Wonston</b>	0.0	0.0	0.0	0.0	0.0	0.0
	7.5	4.0	-0.8	-0.8	4.0	-0.3
<b>Beauworth</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>Bighton</b>	-0.5	0.0	0.0	0.0	0.7	0.0

<b>Bishops Sutton</b>	0.0	0.0	1.0	0.0	0.0	0.0
<b>Bramdean &amp; Hinton Ampner</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>Cheriton</b>	1.0	0.0	0.0	0.0	0.7	0.0
<b>Itchenstoke Ovington</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>Itchen Valley</b>	0.0	0.0	0.0	0.0	1.0	0.0
<b>Kilmeston</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>New Alresford</b>	0.5	0.5	0.0	0.0	1.3	0.0
<b>Northington</b>	0.0	0.0	0.0	0.0	0.7	0.0
<b>Old Alresford</b>	0.0	0.0	0.0	0.0	-0.4	0.0
<b>Tichbourne</b>	0.0	0.0	0.0	0.0	1.0	0.0
<b>Warnford</b>	0.0	1.0	1.0	0.0	-0.4	0.0
<b>West Meon</b>	0.5	0.0	0.0	0.0	0.7	0.0
	<b>1.5</b>	<b>1.5</b>	<b>1.0</b>	<b>0.0</b>	<b>5.1</b>	<b>0.0</b>
<b>Bishops Waltham</b>	3.3	-2.8	0.0		0.3	0.0
<b>Corhampton &amp; Meonstoke</b>	0.8	2.0	0.0		0.7	0.0
<b>Droxford</b>	1.0	0.0	0.0		0.7	0.0
<b>Durley</b>	0.5	0.0	0.0		0.0	0.0
<b>Swanmore</b>	2.5	0.0	0.0		1.3	0.0
<b>Upham</b>	0.8	0.0	0.0		1.0	0.0
	<b>8.8</b>	<b>-0.8</b>	<b>0.0</b>		<b>3.9</b>	<b>0.0</b>
<b>Boarhunt</b>	1.0	0.0	0.0		0.0	0.0
<b>Denmead</b>	1.5	-0.5	0.0		0.0	0.0
<b>Hambledon</b>	0.0	0.0	0.0		0.6	0.0
<b>Soberton</b>	0.8	-3.3	0.0		0.0	0.0
<b>Southwick &amp; Widley</b>	1.8	0.0	0.0	0.0	-0.4	0.0

	5.0	-3.8	0.0	0.0	0.2	0.0
<b>Colden Common</b>	0.8	-2.5	0.0	0.0	1.7	0.0
<b>Compton &amp; Shawford</b>	1.8	1.0	0.0	0.0	1.0	0.0
<b>Hursley</b>	1.8	0.0	0.0	0.0	0.2	0.0
<b>Otterbourne</b>	0.8	0.0	0.0	0.0	3.7	0.0
<b>Owlesbury</b>	1.8	0.0	0.0	0.0	-0.0	0.0
<b>Twyford</b>	0.3	3.0	0.0	0.0	-0.4	0.0
	<b>7.0</b>	<b>2.5</b>	<b>0.0</b>	<b>0.0</b>	<b>6.0</b>	<b>0.0</b>
<b>Curdridge</b>	1.0	1.0	0.0	0.0	0.0	0.0
<b>Shedfield</b>	0.0	0.0	0.0	0.0	0.0	0.0
<b>Wickham</b>	1.5	1.5	0.0	0.0	0.7	0.0
	<b>2.5</b>	<b>2.5</b>	<b>0.0</b>	<b>0.0</b>	<b>0.7</b>	<b>0.0</b>
<b>Whiteley</b>	1.0	2.0	0.0	0.0	0.6	0.0
	<b>1.0</b>	<b>2.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.6</b>	<b>0.0</b>

The analysis in table 1.2 should not be viewed in isolation when utilised within the planning system. Public, private and education pitches should be taken into account when determining whether an area has sufficient pitches to cope with current and future demand. The Sport England toolkit, and the detailed information contained within the kits allows case studies to be built around artificial boundaries, rather than the ward and planning boundaries that are currently reflected within this report. There are toolkits for each sub area ward, with WCC, private pitches and education pitches taken into account.

## Outdoor Sports & Built Facilities



**Legend**  
**Outdoor Sports Facilities**  
**Typology**  
Bowling Green  
Cricket  
Football Pitch  
Junior Football Pitch  
Kickabout area  
Tennis Courts  
Rugby Pitch  
Built Facilities  
Parish Boundaries

0 2,700 5,400 10,800 16,200 21,600 Meters



## 04 Pitch Quality Assessment

In addition to the supply and demand analysis, a Pitch Quality Assessment (PQA) was carried out on all the pitches throughout the city. The data was stored on the geographical information system (GIS) along with each site's facilities and the teams that use them. The Sport England PQA is a tool to provide a standard approach to assessing the quality of pitches within an area. The assessment forms ensure a consistent scoring approach to the quality assessments of pitches. Results have contributed to the identification of priorities for pitch improvement, management and maintenance within the study area. The PQA is a non-technical visual quality assessment, undertaken by a surveyor 'walking' the site. The PQA format was embraced within the on site survey carried out for the joint PPG 17 study, results held within the GIS green space layers and can be viewed readily

### 4.1 Assessment Forms

Within the PQA matrix four aspects have been the subject of data collection for each site assessment. These are:

#### **1. Site Details**

The location, and its details, including the overall number of pitches within the site.

#### **2. Changing Accommodation**

Each changing facility within a given site is identified, and its quality recorded. It is important for those sites which contain a number of separate changing facilities, that the quality of each is the subject of a separately recorded assessment.

#### **3. Pitch**

Again, where sites contain more than one, or in some cases, several pitches, the quality of each has been the subject of separately recorded assessment. In each case, the pitch template enables quality to be expressed as a percentage score.

#### **4. Summary Table**

The Summary Table sets out headings for information gathered for each of the three aspects above in a way that enables comparison between sites. This information will also enable objective prioritisation for improving pitch quality across the city.

## 05 Winchester Assessment by Sport

### 4.2 Football

Key findings from the application of the Sport England Methodology for football are as follows:

- Sufficient district wide adult football pitch provision to accommodate demand, this an overall peak time surplus of 42.3 pitches.
- Poor pitch quality results in low carrying capacity.
- Sufficient pitches across the district to cater for junior fixtures (8.2).
- Peak demand for junior football is on a Sunday Morning.
- Peak demand for senior football is on a Saturday afternoon.
- WCC is the main supplier of accessible football pitches.
- Predicted overall increases in football participation over the next 10 years will result in a shortage of pitch stock.
- Lack of training facilities is a significant problem. The current need for teams to train on grass pitches contributes to the decline in quality.
- Currently there are sufficient facilities that meet league requirements for teams capable of competing at a higher level, although many teams may require such facilities in the near future. Significant investment is required to upgrade facilities, or teams may be forced out of the District or disband.
- The league structure does not provide the framework for players to progress from school through to youth and senior level with a significant drop off in teams numbers for youth to adult. .
- Current administration and pricing of pitches is variable. A co-ordinated central framework is required to control the use, and price, of all accessible pitches across the District.
- There is an undersupply of adult football pitches in Bighton at peak time.
- The undersupply of junior football pitches in Littleton & Harestock, Winchester, Bishops Waltham, Denmead, Soberton and Colden Common.
- Soberton has the most significant deficiency in junior football pitches, with a shortfall of -3.3 pitches at peak time.

#### **4.3 Cricket**

Key findings from the application of the Sport England Methodology for cricket are as follows:

Key findings from the application of the Sport England methodology for cricket are as follows:

- Sufficient district wide cricket pitch provision to accommodate current demand. However, any future increase could be problematic given the within the current stock.
- Poor pitch quality results in low carrying capacity.
- Ancillary facilities are generally of a poor standard.
- Peak demand for senior cricket is on a Saturday, while the majority of junior cricket is played on Sundays.
- The private sector is the main supplier of cricket pitches.
- There is a lack of training facilities and nets.
- Undersupply of pitches apparent in Old Alresford, Warnford and Southwick & Widley and Twyford.
- Lack of cohesion in the league structure resulting in player drop off in the transition from juniors to seniors.

#### **4.4 Rugby Union**

Key findings from the application of the Sport England methodology for rugby union are as follows:

- Sufficient citywide senior rugby union (1.2) pitch provision to accommodate current and projected demand.
- Insufficient District wide junior rugby union (0.8) pitch provision to accommodate current and projected demand.
- Existing pitches in poor condition.
- Private sector is the main supplier of rugby union pitches in the district.

- Clubs have identified that the poor quality of their ancillary facilities will have an impact on their ability to develop women's and girl's teams in future years.
- Lack of training facilities is a significant problem, as the current need for teams to train on full pitches contributes to the decline in the quality of the facilities.
- Although rugby union participation within schools is high, it is apparent that there is little in the way of club links promoting the sport. This is now the focus of development work.
- Sparsholt has a shortfall of junior rugby pitches (-0.8)

#### **4.5 Hockey**

Key findings from the application of the Sport England methodology for hockey are as follows:

- Insufficient supply of pitches within the Winchester district, to accommodate current demand for hockey fixtures, forcing many teams to play outside the Winchester District boundary.
- Peak demand for senior men's and women's hockey is on a Saturday Afternoon.
- Peak demand for junior hockey is on a Sunday Morning.
- Team generation rate for the population within the district is low.
- A need for additional training facilities within the District.
- Undersupply of pitches is apparent in Olivers Battery and Sparsholt, which are the only wards to have teams playing within them.

#### **4.6 Tennis**

The application of the Sport England methodology cannot provide an accurate picture for tennis provision. Data collection for tennis was carried out in the exact same manner as the above pitch sports, enabling detailed analysis on provision, supply and demand.

Traditional tennis provision within parks tends to be unsecured and isolated, which has led to many courts being removed throughout the country as persistent vandalism has made the courts financially non viable. Sport England's 'hub site' concept, where sports facilities are clustered on one site, has increasingly been embraced throughout the country. Quality and accessibility are key factors for users of tennis courts, rather than quantity. The 'hub site' concept offers secure environments, where quality is ensured and participation can be maintained

throughout the year.

Sport England advocates a 'Hub Site' should be accessible to all within 3 kilometers. Maps indicating access to tennis provision within a 20 minutes walk time are set out in appendix 1, and potential hub site locations based on the 3 kilometer Sport England hub site concept are also contained. Although not derived from the PPM model, the key findings are:

in the

demand

months.

quality, and

- Insufficient supply of accessible tennis courts of a usable standard within the City to accommodate the current demand, forcing most users to play in the private sector.
- Quality of public accessible tennis courts is generally very poor.
- Peak demand for senior men's and women's tennis is seasonal, being highest in the summer with a significant fall off in the winter
- Isolated sites with little or no ancillary facilities are of the poorest quality, and are prone to vandalism.

# 06 Winchester Assessment by Study Sub Area

## 6.1 Team Generation Rates

Team Generation Rates (TGRs) indicate how many people in a specified age group are required to generate one team. They are derived by dividing the appropriate population age band in the area by the number of teams playing within that area in that age band. Calculating TGRs enables fair comparison to be made between different areas where similar studies have been undertaken. The 10–44 age group yields the vast majority of pitch sport players. By applying Team Generation Ratios (TGR) to the population projections for 2017, we can project the theoretical number of teams that would be generated over the next decade. This can then be applied to the PPM model to forecast the future shortfall of pitches; assuming that no new pitches are built in the interim and that "area average" TGRs are applied to those parishes with current low TGRs (to simulate a possible increase in participation rates).

TGRs were generated for each sport by sub area and were then applied to parishes in that sub area to predict participation in 2017. In areas where the TGR in 2003 for a sport was "0", the area average for that sport was assigned. Calculations for 2017 therefore assume uniform participation across the parishes in each sub area and do not take into consideration where pitches are, or where teams are currently based. Women's teams have been included in the calculations to determine future pitch demand, as they use the same pitches as male teams.

In addition, in line with the revised playing pitch methodology, "Towards A Level Playing Field", the potential impact of sports development programmes has been considered. In line with Sport England Guidance, it has been assumed that sports development programmes over the next 10 years will result in a 10% increase in the number of teams in the district. This potential increase has therefore been taken into account in playing pitch methodology calculations for 2017.

### **Limitations of Team Generation Rates**

Since Sport England Playing Pitch Methodology fails to recognise the movement of the existing player base, team generation rate information is not a reliable from of analysis when it comes to assessing supply and demand. It is not the case that players living in an area will play at the closest club or pitch available. Differing ability levels, league structures and social factors dictate where a player will play, not location. Analysis on team generation rates should be used as a guide for sports development initiatives, rather than a decision making tool. It is widely accepted that team generation rates are not to be used as a decision making tool, therefore although the information on TGR's has been included, it should only as a guide for sports development . Many locations within a given area will have high concentrations of grass pitches that host full league structures although the population and age structure of the surrounding wards would not reflect the need for pitches. This does not mean the pitches are not required, although analysis based on TGR's would suggest otherwise.

### **Green Space Study**

The same cannot be said for open space. Extensive research throughout the UK into open space and sport usage has been carried out in relation to Planning Policy Guidance 17. Local authorities are required to set open space & sport standards for their area based on robust user research. National trends are identifying that users require play and informal amenity space near their home, and are prepared to walk up to 12 minutes to access them. Nature sites and formal parks are less of an immediate need for users, and people are prepared to walk up to 20 minutes to access them. Sport space usage is indicating people will be prepared to travel up to 30 minutes by car as users have very differing requirements.

## **6.2 Sub Area 1**

- Sufficient supply of senior pitches at peak times for all sports is indicated.
- There is an under supply of junior football pitches across peak times (-3.5).
- Main area of surplus during peak time relates to senior football.
- Small undersupply in junior pitches in Littleton & Harestock (-2.0) and Winchester (-2.5).
- There are sufficient cricket wickets across peak times.
- There are sufficient senior (2.0) and junior (2.3) rugby pitches in Sub Area 1.
- There is insufficient senior (-2.3) and junior (-0.6)hockey pitches in Sub Area 1.

### **Predicted demand at 2017, using TGRs**

- There is an overall projected deficiency for football sport in Sub Area 1.
- Undersupply of junior football provision is projected for Badger Farm & Winchester, equivalent to (-8.4) pitches.
- There is sufficient supply of cricket wickets projected in sub area 1.
- There is an undersupply of hockey in both junior and senior peak times

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## **Sub Area 2**

- Overall adequate supply of pitches is indicated for both senior (7.5) and junior (7.0) football, junior (4.0) and senior (3.0) cricket. There is a deficit of senior (0.8) and junior (0.8) rugby pitches at peak times, and an overall deficit of hockey (-1.5) pitches on Saturday afternoons.
- Ward-based shortage in adult rugby identified in South Wonston (-0.8).
- The shortage in hockey pitches has been identified in Sparsholt.

## **Predicted demand by 2017, using TGRs**

- There is an overall projected deficiency in senior (-2.3) and junior (-2.3) football in Sub Area 2 across peak times.
- The projected supply of football pitches is adequate for sub area 2 for both junior and senior football.
- The projected supply of cricket wickets is adequate for sub area 2 for both junior and senior across peak times.
- There are no teams or pitches identified in sub area 2.
- There is an overall projected deficit of senior (-0.1) and junior (-0.1) hockey pitches within sub area 2.

### **Sub Area 3**

- Sufficient supply of senior pitches at peak times for all sports is indicated.
- There is an under supply of junior football pitches across peak times in Bighton (-0.5).
- Main area of surplus during peak time relates to senior cricket.
- There are sufficient cricket wickets across peak times.
- There are sufficient senior and junior rugby pitches in Sub Area 3
- There is no apparent demand for hockey in the sub area.

### **Predicted demand at 2017, using TGRs**

- There is an overall projected deficiency for football sport in Sub Area 3.
- The highest undersupply of junior football provision is projected for New Arlesford and Itchen Valley .
- There is sufficient overall supply of cricket wickets projected in sub area 2, although New Arlesford does indicate a deficit of wickets for both senior and juniors.

- There is no demand identified for hockey in both junior and senior peak times.

#### **Sub Area 4**

- Sufficient supply of senior pitches at peak times for all sports is indicated.
- There is an under supply of junior football pitches across peak times (-0.8).
- Main area of surplus during peak time relates to senior football.
- Small undersupply in junior pitches in Bishops Waltham (Sunday am -2.8).
- There are sufficient cricket wickets across peak times.
- There are no rugby teams playing within sub area 4.
- There are no hockey teams playing within sub area 4.

#### **Predicted demand at 2017, using TGRs**

- There is an overall projected deficiency for junior football sport in Sub Area 4 at peak time (Sunday am -2.3).
- Undersupply of junior football provision is projected in all parishes apart from Corhampton & Meonstoke.

- There is sufficient supply of cricket wickets projected in sub area 4, apart from Bishops Waltham and Durley.

### **Sub Area 5**

- Sufficient supply of senior pitches at peak times for all sports is indicated, apart from junior football.
- There is an under supply of junior football pitches across peak times in Soberton (-3.3) and Denmead (-0.5).
- Main area of surplus during peak time relates to senior football (Saturday PM 5.0).
- Small undersupply in senior cricket wickets in Southwick & Widley (-0.4) at peak times.
- There are no rugby teams playing within sub area 5.
- There are no hockey teams playing within sub area 5

### **Predicted demand at 2017, using TGRs**

- There is an overall projected deficiency for any sport in sub area 5.

- Undersupply of football provision is projected for Boarhunt, Soberton and Denmead.

#### **Sub Area 6**

- Sufficient supply of senior pitches at peak times for all sports is indicated.
- There is sufficient overall supply of junior football pitches across peak times.
- Main area of surplus during peak time relates to senior football.
- Undersupply in junior pitches in Colden Common.
- There are sufficient cricket wickets across peak times, although Tyword has a slight under supply (-0.4).

#### **Predicted demand at 2017, using TGRs**

- There is sufficient overall projected provision for football sport in Sub Area 6.
- Undersupply of junior football provision is projected for Colden Common, Hursley, Otterbourne and Owlesbury.
- There is sufficient supply of cricket wickets projected in sub area 6.

- There are no rugby or hockey teams playing in sub area 6.

### **Sub Area 7**

- Sufficient supply of senior pitches and junior football pitches at peak times is indicated.
- There is sufficient overall supply of cricket wickets in sub area 7, although Curdridge indicates a slight deficiency.
- There are no rugby or hockey teams playing within sub area 7.
- Wickham indicates the largest surplus of football pithes, and could accomadte more senior teams.

### **Predicted demand at 2017, using TGRs**

- There is sufficient overall projected provision for football sport in Sub Area 7.
- There is sufficient supply of cricket wickets projected in sub area 7.

- There is no identified demand for hockey in both junior and senior level at peak times.
- There is no identified demand for rugby in both junior and senior level at peak times.

#### **Sub Area 8**

- Sufficient supply of senior pitches at peak times for all sports is indicated.
- There is an under supply of junior football pitches across peak times in Whitley.
- Sufficient supply of senior and junior cricket wickets at peak times is indicated.

#### **Predicted demand at 2017, using TGRs**

- There is an overall projected deficiency for football sport in Sub Area 8.
- There is sufficient supply of cricket wickets projected in sub area 8.
- There is no identified demand for hockey in both junior and senior level at peak times.

- There is no identified demand for rugby in both junior and senior level at peak times.

## **Additional Considerations**

### **Feedback from Sports Clubs**

When information was gathered for the playing pitch model, the following additional feedback emerged from questionnaires (submitted by sports clubs district wide), and conversations with both league and club secretaries. The quality of playing pitch facilities, including changing accommodation, has not risen in line with current standards. The effect of this has been compounded by the lack of capital funding for pitch improvements in conjunction with the resourcing difficulties faced by Winchester City Council Parks, Estates and Sports in maintaining pitches.

In many cases existing facilities do not cater adequately for junior, women's, girl's or disabled users participation, and there are

concerns that current provision will not adequately address future demand (especially growth in small-sided football). There are a number of sites not currently being used, due to poor drainage and inadequate changing facilities. In applying the on site survey, it is evident that junior teams are playing on senior pitches, which is inappropriate for their age group.

- **Football**

There are currently 222 football teams in Winchester, with standard of play varying throughout the district. Those with junior and mini sections are larger, containing between three and twelve teams, although many junior teams do not play in a structured league system. Few clubs however, have mini, junior and senior football sections, so the progression from the junior to senior game has therefore not been easy.

The general opinion expressed, indicates that the major constraints facing clubs in Winchester include: the lack of appropriate facilities, lack of funding (both external and internal), and access difficulties for members. Many clubs have experienced growth in their membership over recent years. However, a small percentage of clubs felt that their membership numbers were declining. Generally all will be seeking to increase membership, although a setting of improvement would be more conducive to success.

Several clubs have facility plans, including refurbishment and expansion, and a few hope to relocate to different premises in the future. Detailed feedback from clubs and users can be seen in appendix 2.

- **Cricket**

The number of teams participating in Winchester is gradually increasing. This is partly attributable to the Extensive development work carried out by all parties in the district and county. A high percentage of clubs

stated the need for an accessible cricket development centre with a shared facility. Constraints associated with this were identified as: lack of external funding, lack of information about local facilities, access difficulties for members, and lack of appropriate local facilities. Consultation also revealed that many clubs experience difficulties in accessing indoor training facilities. In view of this, the top priorities for many clubs will be the refurbishment of current facilities and measures to increase membership.

Detailed feedback from clubs and users can be seen in appendix 2.

- **Rugby Union**

There are only five adult male clubs playing in Winchester, Alresford Rugby Club, Sparsholt College Rugby Club, Hampshire Fire and Rescue Services, Winchester Rugby Club and the Winchester University team. The clubs operate senior, colts and junior teams. Their facilities are good, but the clubs all identify a lack of external funding as a major constraint that the clubs face. Access difficulties were also cited to be a concern by the clubs on behalf of their members. Typically, the intention of clubs is to increase membership, and address their current recruitment and retention problems. All the clubs also intend to refurbish current facilities at some point.

Detailed feedback from clubs and users can be seen in appendix 2.

- **Hockey**

Two clubs have been identified within Winchester, Sparsholt College Hockey Club and Winchester Hockey Club. Both clubs run competitive male and female, junior and vets teams. Both facilities are in good condition and membership is high. Both Clubs expressed the desire to attract more numbers and expand.

Detailed feedback from clubs and users can be seen in appendix 2.

## **Administration of Pitches**

There are currently many ways of hiring sports pitches in Winchester, and it is recognised that accessibility would be more fully served if booking were to become co-ordinated and simplified. Coupled with this is the opportunity to introduce a consistent pricing structure for all city council pitches, irrespective of which department manages them.

## **Equalities**

The aim of this study is to provide good quality facilities which are accessible to all citizens. Later in this document, the concept of hub sites is more extensively explained, but a key element of these multi-sport, multi-activity sites is the associated changing facilities. Modern design for today's needs will provide changing facilities which are flexible, fit for a variety of purposes and which fully comply with the provisions of the Disability Discrimination Act. Flexible design will provide for a number of different groups to use the facility at the same time, in safety and comfort. So, for example, it would be possible for adult male football to be accommodated at the same time as girl's/women's football, because the changing facility could be compartmentalised. This is currently a barrier to participation, such that only one group type can be accommodated at any one time with the present facilities. It should also be noted that this strategy dovetails with the work of the council's sport services, and in particular, the community sports projects around the district. All of these are managed by the council, but draw together a number of agencies which target, amongst other things, disadvantage, risk of exclusion, health and regeneration, through the wider role of sport and physical activity. Clearly, all aspects of equalities are central to this work and the facilities proposed by the playing pitch strategy will support and enhance these initiatives.

This study recognises the need for a good geographical spread of facilities, and implicit in this is the recognition that a number of minority groups feel unsafe, threatened or uncomfortable in some areas of the district . Consultation on this study highlighted a number of additional issues which are associated with sport and physical activity. Solutions have varying degrees of difficulty, but where practical, the following should be addressed:

- certain faith groups cannot change or shower in front of other people;
- employment hours for many workers in minority ethnic groups are not compatible with regular playing times;
- Sunday is the more common day off among minority ethnic groups;
- certain faith groups cannot play sport when other people can watch them;
- women from minority ethnic groups are more likely to have childcare needs and would need supporting features to allow them to play: nappy changing facilities, separate cubicles, high standards of cleanliness;
- women would need to feel confident that men are excluded;
- improve awareness by use of appropriate languages on notices.

### **Community Use Agreements**

The function of a Community Use Agreement is to ensure a balanced use of a facility by local user groups. It supports Sport England's aspiration of promoting the community use of education sports facilities, whilst working to satisfy their aims of promoting participation in sport, and encouraging the provision of sports facilities. In support of this, Sport England has produced a model template for a Community Use Agreement. In primarily being a tool for promoting the effective operation of a dual-use site, the agreement may be entered into by a council or a school to ensure that a facility's activities are in accordance with agreed requirements and plans. Co-ordination of provision will be based on a programme of usage, type and frequency.

An agreement will provide user groups with allocated times when they will have exclusive use of a facility, whilst allowing for balanced access and protecting the rights of each unique user group. User groups can vary according

to the type of facility, but as a consensus refers to community groups, residents, schools, sports clubs and priority groups (ie young people, veterans, women, people on low income, ethnic minorities, people with disabilities).

In order to protect the quality of a facility and its effective operation, the agreement will establish management responsibilities. The accountability of the various user groups at different times will be identified, along with maintenance issues, in a way that will ensure the shared commitment from all parties to the facility's upkeep. There are various elements that come together to form a Community Use Agreement. A model agreement for a school site would be likely to consist of heads of terms that would include:

- Objectives
- Community targets
- Use of the facility (including allocated hours of use)
  - Management
  - Pricing
  - Sub-letting
  - Review
  - Duration of agreement
  - Termination
  - Dispute resolution procedure

### **Hub Sites**

Sport England has promoted the concept of hub sites as a key element of their strategy in conjunction with a 1% per year increase in activity target. For the purpose of the Playing Pitch Strategy, hub sites are considered primarily as facilities which provide multi-sport and multi-activity opportunities. However, Sport England's concept of hub sites goes way beyond this. They see the facilities as a method for improving the coaching and voluntary workforce. Therefore, the model for a hub site is effectively a campus style facility at which a number of sports take place, and within which there will be benefits from the common elements of organized sport and physical activity. These common elements would include:

- Coaching and coach education
- Admin and facilities
- Changing and social provision

- Training and conditioning
- Child protection
- Club development

It is important to recognise that although the centre of the hub may be a school, university, leisure centre or similar focus, the overall concept embraces neighbouring or "satellite" sites that are able to add value, as additional, complementary opportunities through their being associated with the core facility. Although the hub approach calls for a shift in attitude away from a more sports specific culture, it should not necessarily be seen as a threat to single sport clubs.

The cohesion between each part will be vital, in ensuring that individuals can readily access the activity that attracts them. As their skills develop, individuals will also be better placed to be able to find pathways to the level of participation or performance to which

they aspire. These multi-sport, multi-activity sites will provide opportunities to establish common management structures. They also represent an optimum basis for planning, and the allocation of resources, whilst providing for effective co-ordination of membership, fees, and promotion. In addition to encouraging links between different sports, hub sites are also able to place sport alongside other community services such as GP practices, libraries, ICT suites, and learning and training opportunities. Sport England has set a target to establish 114 hub sites across the south east region over the next ten years and, more immediately, 14 hub sites by 2008. Winchester's Playing Pitch Strategy supports this position because, in addition to hubs' satisfaction of the principles described above, they will provide benefits through:

- satisfying the need for improved quality of pitches that allow greater use (increased carrying capacity);
- improvement of the quality of pitches in a way that meets ever increasing standards required by the governing bodies;
- locating floodlit Artificial Turf Pitches (ATPs) that provide training facilities, resulting in reduced pressure on grass pitches;
- prioritisation of the identified needs of a given Planning Area;
- sustainable provision, as Hubs will enable economies of scale to be realised.

These include:

- changing facilities that service a number of sports,
  - a direct contribution from ATP income,
  - grass pitches that can be more frequently let, due to their improved condition, and
  - improved security, through controlled access and increased presence (where a school, university or leisure centre site is used).
  - alignment of strategies with Sport England increases the likelihood of success in any funding applications;
  - significant satisfaction of demand freeing up opportunities for rationalisation of playing pitches in parks.
- Resources are inadequate to maintain the current level of provision in parks, and a better use of limited resources will arise from investment and management in more sustainable sites;

### **Hub Site identification technique**

Sport England indicates that hub sites should be within 3000 metres of major population centres, and be strategically located to provide an even geographical spread across the district.

To identify potential sites, the playing pitch analysis was used, in conjunction with Geographical Information System (GIS) electronic digital mapping, to identify locations that had the capacity and capability of accommodating a hub site.

Super Output Area-based census data was then applied to enable GIS mapping to demonstrate the significance of population-related factors visually. In this way, it became possible to illustrate patterns of major population densities throughout Winchester. Arising from this was the identification of a number of sites that had the potential to serve large numbers of Winchester's population whilst having the capacity and capability to become a Hub. These sites were then tested in relation to a number of factors, in order to establish suitability, or eliminating as inappropriate. Criteria included: transport links, access, existing facilities, planning restrictions, BSF

programme, and potential cost. Using GIS mapping, a 3,000-metre radius was then applied to the remaining potential sites to identify those that provided optimum coverage in relation to the centres of major population concentrations.

The resultant analysis demonstrated that Winchester required \*\* sites across the district in order to meet Sport England's requirements: this is illustrated in Appendix 3. The facilities within each hub site should also address the issues raised in the demand analysis within each planning area. Hub sites will provide vital core facilities for users; given the demand for such facilities within Winchester, the potential centres will create high levels of use. The methodology for locating these facilities must be balanced against environmental factors and the immediate surrounding residents' views. Hub sites may cause problems in the form of floodlighting, noise and increased traffic. These issues must be taken into account when deciding on their location. There are various methods for identifying potential hub sites, such as isochrone mapping. All have their merits and have been carefully evaluated. Many of the techniques follow established transport routes, which ultimately leave areas of the district isolated. The current approach, which has been endorsed by Sport England, will enable the district to establish core facilities evenly across the district.

### **Artificial Turf Pitches (ATPs)**

Advances in technology have resulted in a significant rise in the quality of synthetic sports pitches. As a result of this, Sport England's *Planning Bulletin 14 – Intensive Use Sports Facilities Revisited*, advocates the use of synthetic pitches in encouraging participation in sport. The bulletin highlights that half of the Euro 2008 and World Cup 2010 games are due to be played on synthetic turf, and asserts a firm belief that club level matches will follow. Similarly, an official statement from UEFA in November 2004 confirmed that UEFA competition matches may be played on artificial turf from the 2005/06 season. This increasing acceptability is likely to lead to further research and development, and continuing improvement of the product.

Given the increasing pressure on land throughout the district, synthetic pitches could be seen as key contributors to realisation of the Playing Pitch Study. With their ability to sustain a high degree of usage, ATPs can be utilised

for both training and competitive play, easing the pressure on grass pitches. Traditional grass pitches are unable to match this level of use, with the highest quality pitch only capable of sustaining, on average, three games per week. Winchester has very few existing ATPs compared to neighbouring local authorities, so the use of grass pitches for training continues to put pressure on the stock. Until an adequate supply of ATPs can be achieved, the ones that already exist will be working to capacity, with the resultant effect being considerable frustration in demand. Generally, users will be eager to make use of allocated high quality facilities, and in future, this may help to reduce the effect of informal play in parks and on open spaces.

The financial case for ATPs is attractive and it is generally accepted that if an ATP is used for at least 50% of the available time, it will pay for its running costs, whilst providing for replacement. However, ATPs are large structures and, together with associated floodlighting, it is recognised that they need to be sited sensitively. Sport England acknowledge that "...to meet sustainable development objectives, where there is irreconcilable conflict, the conservation of the natural environment must take precedence".

In summary, ATPs provide a considerable opportunity for improvement in terms of sporting and physical activity gains and can relieve the pressure upon natural grass playing areas. Provided that this is weighed against the potential environmental threat, and then tested by the planning process, ATPs should be provided where appropriate.

- **Floodlights and Training Areas**

The use of floodlighting is a contentious environmental issue, although it brings many advantages to the provision of sport: increasing the use of facilities in terms of type of usage options and programming flexibility, with the additional benefit of creating extra income. Floodlighting technology has also advanced considerably in the last five years, seeking to provide higher qualities of

lighting for sport and reducing light spillage onto adjacent properties and into the night skies. As highlighted in *Planning Bulletin 14* (Sport England), "*floodlights that are properly planned and installed are unlikely to result in any adverse impact on the surrounding areas*".

The main requirement for floodlighting at the majority of clubs is for training purposes only. More often than not, clubs find themselves training under inadequate spotlights attached to the side of the clubhouse. This is potentially dangerous for coaching activities and drills, and can contribute to avoidable injuries and collisions. Also, if the illuminated training area is too small, and in regular use, the training surface tends to become poor, reducing the effect of quality

coaching. It is therefore important that the training area is of adequate size to cope with usage levels in order for it to be available throughout the season. Following on from this, it is important that adequate lighting is supplied to the whole area to prevent wear in specific areas and to offer sufficient space for training opportunities in a safe manner. Significantly, floodlighting for match playing areas tends to encourage overuse and consequently has a detrimental effect on the quality and life span of the playing surface.

The main requirement (whichever system is used) is that the lighting supply provides adequate luminance, brightness and contrast and offers uniform light distribution with minimal glare, in order to undertake the training or matches in a safe environment. Sport England provides guidelines for playing sport under floodlights and has separated them into three classes.

These include:

- Class 1: Top level competition such as national and international events.
- Class 2: Medium level competition such as regional, county or local club events.
- Class 3: Low level competition such as local or small club events and/or general training or recreational activities.

The majority of clubs will therefore only require Class 3 levels of lighting for training. If matches are to be played it is advisable that Class 2 levels should be considered.

#### • **Light Spill and Pollution**

An important consideration for virtually all floodlighting and one that needs to be considered in the design and requirements, is the impact that any floodlighting is going to have on the local environment. Whilst it is almost

impossible when floodlighting any sports facility to prevent light spillage and pollution into surrounding areas, these are important considerations in relation to the planning, installation and commissioning of lighting. In general the following guidelines tend to apply:

- Residential areas will usually impose the most stringent requirements.
- The amount of spill can be controlled by careful design of the floodlights.
- Generally, the greater the height and numbers of columns the easier to control the spill; however this can affect capital costs and daytime appearance.
- Operating hours may need to be varied to suit local circumstances.
- Although there is no specific legislation regarding spill it is a sensitive issue with local planning and environmental authorities.
- Whilst there are no specific guidelines on levels of spill, a general rule of thumb is that it should not exceed normal residential street lighting levels.

- **Planning Permission**

In the majority of cases, the provision of floodlighting will require planning permission from the local planning authority. There are some exceptions to this when certain types of temporary floodlights are to be erected. The majority of applications for floodlighting are not refused planning permission as most are considered not to have an adverse effect on the surrounding area. However, in addition to the environmental effects of light spill and pollution, it is important for the sustainability of sites that floodlights are appropriately located. Lighting may be considered inappropriate because of close proximity to housing or for reasons to do with traffic generation, noise, or visual intrusion.

### **Funding**

There are a number of funding sources that enable strategy delivery, and to a large extent, priorities will be dictated by funding opportunities. Potential sources include:

- **Land disposal**

This may be applicable:

- where surplus land can be identified at Hub or multi pitch sites, funding can be generated within a single project, as the income can be reinvested on site;
- where disposal of other sports pitch land can be identified as surplus in relation to the strategy;

- where other land disposals, particularly open space, are identified.

However, in all cases, land can only be disposed of after a series of tests have been satisfied in relation to alternative use. The PPG 17 Study will determine if land has any alternative value to the community in terms of use or appreciation. Beyond this, assessment will be the subject of consideration through policies in the local plan and subsequently the Local Development Framework. In the case of playing fields, Sport England, as statutory consultee, will be minded to object to disposal, unless convinced by the strategy that a site is no longer needed, and that compensatory measures are adequate.

The *PPG17 Study* will be the overarching strategy for green spaces in the Winchester, embracing the respective recommendations and proposals which result from the strategies for playing pitches and outdoor playgrounds, plus those for trees, woodlands and wildlife. The strategy will influence green space usage across all council departments. The completed document will set out clear policy for all functions encompassed within green space, setting out a clear planning framework, management structure and future investment framework.

This project will also inform the business strategy for the parks service, based on a clear and robust framework of service standards, which should direct new investment from within the council, from external funding sources including Section 106 agreements, and where appropriate, to facilitate the disposal of assets which are not required to meet existing and future need, in line with the Corporate Land Policy.

Any playing pitches that are identified as surplus to requirements within the Playing Pitch Strategy will be evaluated through the Green Space Study.

- **Section 106 Contributions**

Contributions towards off- or on-site provision of playing pitches will be sought under Section 106 of the Town and Country Planning Act 1990 from all housing developments in proposals of 1 or more units. Provision will also be sought for subsequent maintenance costs

for a period of fifteen years. However, certain types of dwelling will not be subject to obligations in respect of playing pitch provision: replacement dwellings, extensions and very sheltered housing.

- **Capital Funders**

Lottery distributors such as the Football Foundation, Sport England and the *Big Lottery Fund* are potential sources of external funding, as are a number of governing bodies such as RFU and LTA. In each case, such funding bodies will require a robust, strategically founded assessment of need that supports any application for funding. The Playing Pitch Model provides projected data on supply and demand in a way that will substantiate why a facility is needed. It will also demonstrate that a proposal is sustainable. Such information presented will give the funder a confident basis for assessing a bid for investment.

The present lottery licence for Sport England lasts until 2009–10, and a diminishing spending profile has been set for the remaining years. This has the effect that the Regional Sports Board is unlikely to award more than £250k to a single project, and an applicant will have to provide two thirds of the total cost as partnership funding. Similarly, the Football Foundation and other lottery distributors are adjusting their funding criteria.

As previously stated, other funding opportunities present themselves at different times. As a general theme, however, central government is keen to provide funding initiatives which address disadvantage, improve quality of life and stimulate community participation in all forms of physical activity.

- **Commercial Investment**

There is market interest in five-a-side football complex developments and, elsewhere in the UK, these have been installed on school sites. It is customary for the host school and Local Authority to be offered free access during school hours. Indications from developers are that large financial contributions can be realised, and that there is market demand for three or four such complexes in Winchester. Preferred locations would be those which are closely linked to the hub site developments, where sporting benefit can be maximised through the multi-sport cluster of high quality facilities. Any site proposal would be subject to normal Town and Country Planning examination, but early consideration of issues such as environmental sensitivity, noise and neighbourhood nuisance would be beneficial.

The opportunity to realise high quality, managed and maintained outdoor sports facilities is attractive and should be considered, but sporting and physical activity benefit needs to be balanced with the commercial practices and motives of the provider.

### **Developments and updates**

This Playing Pitch Study provides a framework in which decisions can be made and, as stated previously, is based upon statistical analysis of the current position. This analysis needs to be updated to maintain its validity, since every outdoor sports facility development alters the supply position. Examples of this would be: more pitches becoming accessible on school sites, disposals, additional ATPs etc. In addition to this, the effect of shifts in sporting trends and developments needs to be recognised. Hockey, for example, is now almost all played on artificial pitches and the potential for sports such as netball and tennis to move towards indoor play could be envisaged. In this latter case, the provision of indoor sports facilities would influence outdoor policy.

It is recognised that the Playing Pitch Model will need updating, particularly due to the fact that the current methodology does not recognise use outside the district boundary. Although the information on supply and demand outside the boundary is held, cross border facility planning is not possible at this stage as the surrounding authorities are not in the position to enter strategic consultation. Sport England are revising the playing pitch model and expect to allow for cross border issues in the next revision of the PPM. This, along with the newly established County Sports Partnership, should provide the basis for strategic planning for the greater Winchester area.

The general need therefore, is for this strategy to remain an active document for all those who need its guidance. Thus, it needs to recognise all forms of change: supply, demand, trends and new developments.

## **Formulating the strategy**

The study has been developed from the preceding analysis of statistical data, which, together with the additional considerations, has revealed the following key issues:

1. Winchester has the potential to **secure an adequate supply of pitches** to meet current and future demand. When school sites are secured for community access through Community-Use Agreements, the City could meet predicted demand.
2. **Quality of pitches** is the main concern of both suppliers and users. It follows from the above, that after securing community access, those pitches which best fit the requirements of both the users and providers should receive more concentration of resources to improve quality.
3. Provision of **sustainable sports facilities**. Parks-based, open access facilities are vulnerable to vandalism and misuse. Resources are wasted in attempting to maintain large numbers of historical sites.
4. Provision of **appropriate changing facilities**. In order to provide for a range of users, changing facilities need to be fit for purpose. The need for segregation and flexibility to accommodate young children, girls and women, and disabled users cannot be achieved in outdated changing facilities which were designed for a former age.
5. **Insufficient junior pitches**. This generally relates to the need to provide more small pitches, the dimensions of which must be appropriate for the age of users. Most of this can be achieved by reducing the number of senior pitches and reconfiguring them as juniors.

6. **Insufficient hockey pitches** within the Winchester boundary. Current requirement of this sport also points to the need for hockey to be played on artificial turf pitches.
7. Provision of **floodlit ATPs for training**. In order to take the pressure off of grass pitches and to allow them time to recover after use, it is essential to provide an alternative for training purposes.
8. Ensure strategy **maximises funding potential**. The adopted study needs to be logically and objectively formulated, reflecting the aims of all stakeholders and demonstrating their support for it. If this is achieved it will encourage external investment, increase the likely success rate of funding applications and direct compensatory payments through planning conditions (Section 106 agreements).
10. Ensure that sports facilities are **accessible**. Although point 2 above refers to a concentration of facilities, careful detailed planning needs to ensure that a good geographical spread is achieved.
11. Appropriate **use of green space**. Although the general theme of the study is one of fewer sites and higher quality, this does not necessarily result in loss of green space. Any site which is identified as surplus to sporting need must be assessed within the wider context of the Open Space, Sport and Recreational Facilities Study as required by PPG17.
12. Consistency in **administration** of pitches. The fragmented nature of supply leads to inconsistency in administration and pricing.
13. Establish a **quality standard** for pitches. A good pitch can sustain three games per week, and a fully drained, well maintained pitch may be able to take five. Selection of the best pitches, together with appropriate ground works will produce a stock of efficient pitches.

## **Strategic Framework**

The strategic framework for the development of playing pitches and ancillary facilities falls into five main categories:

- The planning context
- The development of new facilities
- The improvement of quality and capacity of current facilities
- Marketing and development
- Administration and access

### **Planning**

- P1** Existing playing fields are protected with consideration only given to disposal where alternative high quality provision is made available or demand has been satisfied.
- P2** Contributions towards off-site or on-site provision of playing pitches will be sought under Section 106 of the Town and Country Planning Act 1990 from all housing developments in

proposals of 1 or more units. Provision will also be sought for subsequent maintenance costs for a period of twelve years. The following types of dwelling will not be subject to obligations in respect of playing pitch provision: replacement dwellings, extensions and very sheltered housing.

- P3** If after working through all options for playing pitch development in Winchester a surplus remains, it is recommended that careful considerations should be given to the disposal of pitches in appropriate locations, giving thought to both Winchester as a whole and the locality. The playing pitch methodology calculations by ward will help to inform this judgement. Strong evidence is required to justify the sale of any sports pitch, which will be supported through the *Green Space Study* recognising, among other things, informal use.

### **The development of new facilities**

- D1** Influence the design and specification of school facilities to ensure their suitability for school and community use, securing formal community use agreements at each site.
- D2** Develop new multi pitch/multi sport “hub” sites which can provide facilities for a range of training, development and performance sport. Hub sites should provide an artificial turf pitch (ATP), floodlit multi use games courts, grass pitches and adequate changing facilities.
- D3** Develop and enhance existing multi pitch sites.
- D4** Provide new junior pitches across the district, providing a minimum of one multi pitch junior soccer site in each Sub Area.
- D5** Develop tennis within the district. Tennis provision should be provided on a large scale to a minimum of four

courts on managed sites with particular consideration given to surfaces that can accommodate other sports for training and informal use. Netball should be developed to sustain league requirements.

### **Quality and Capacity**

**Q1** Improve the quality of pitches and ancillary facilities in accordance with the Sport England quality assessment, prioritising improvements that increase capacity in areas and sports that are currently most deficient.

**Q2** Increase the use of synthetic pitches for training and where difficulty in pitch quality unduly limits carrying capacity.

### **Marketing and Development**

**M1** Seek to attract commercial investment to deliver high quality training and performance sports facilities.

**M2** Support development of facilities that provide for growing mid week sports demand, such as five a- side soccer and floodlit cricket.

**M3** Ensure that "hub" or integrated facility developments are reflective of the needs identified within Governing Body Whole Sport Plans and contribute to the achievement of locally determined sports development targets and priorities.

**M4** Enable and support self management of facilities by voluntary sports clubs and other organisations where applicable.

### **Administration**

**A1** Improve access to facilities through:

- Providing a central booking system (including both Council and school facilities). Internet booking and feedback should be a long-term goal.
- Reviewing and rationalising pricing policy including the presumption of a hierarchy of pricing reflecting a hierarchy of facilities.

- Reviewing the Playing Pitch Methodology annually, to ensure that statistical analysis is continually accurate.

### **The PPS and GSS relationship.**

The Playing Pitch Strategy has progressed in parallel with the Council's Green Space Study. The study will be a planning and parks document that is designed primarily as a Parks Management tool and not as part of the Local Development Framework package of documents. It will contain information relating to the assessments of green space undertaken by the Council as required by PPG17, and will contain detailed justifications behind the setting of the Green Space Standard for Winchester. The study will enable strategic decisions to be made regarding the quality, accessibility and quantity of publicly available green space, taking account of the existing levels, and the amount required to cater for the current and projected population of East Hampshire. The future growth sought by the draft Regional Spatial Strategy is for in the region of \*\* new homes in Winchester by 2026 and population projections anticipate an additional \*\* people living in the district by this date. The analysis within the Playing Pitch Strategy, and the Green Space Study must be used to enable a consistent approach to be taken in assessing whether it is appropriate to allow development on existing publicly

available green space in any given location across the District.

The playing pitch strategy does not cover the use of planning obligations to secure the provision of on-site green space, or financial contributions to improvements to existing off-site green space, as these matters are covered in the districts contributions guidance. The analysis does provide the framework for informing the decision making process within the planning system when considering development proposals on green space.

### **Green Space Study**

The Green Space Study highlights the need for the availability of high quality green space, be it children's play areas, formal parks and gardens, sports space or natural green space, is of great importance in enhancing the quality of life of Winchester's residents. Well located and maintained green space is a valuable asset to the East Hampshire, and in order to preserve this asset, the Council has a number of planning policies to protect valuable green space.

However, green space does occasionally become the subject of development proposals. This might happen where, for example, green space is in private ownership, or is publicly owned but poorly located for its purpose and may be better suited to alternative uses. The green space study, and the playing pitch strategy will help to minimise the risk of losing valuable publicly available green space, by setting out a consistent and transparent process to be followed in assessing applications for development on such green space in East Hampshire.

Assessments of proposals for development on publicly available green space will be based on the quality,

accessibility and quantity of the green space in the area, and will be undertaken against the criteria set out in the Green Space Standard for East Hampshire. The playing pitch strategy analysis should be used in conjunction with this information to ensure a joint approach to green space and sports provision is taken.

### **Assessment to inform the Development Control Process**

The Green Space Standard for Winchester will be used to support Local Plan Policies in assessing proposals for development on green space in the District. Developers considering submitting planning applications for development on publicly available green space are strongly recommended to seek early advice from the Council's Planning Services Division as to whether the loss of the relevant area of green space may be acceptable.

An assessment will be undertaken by the Parks Operations Team, on behalf of the Planning Services Division, based on the Green Space Standard for Winchester as set out above. Winchester's green space has been divided into five categories in order to cover the types of publicly available green spaces that exist across the District.

These are as follows:

#### Parks, Sports & Recreation Grounds

Formally designed parks and gardens that have been the subject of a consciously organised layout. They are likely to include ornamental planting and a network of formal paths and sports pitches. This category also includes formal civic spaces such as squares and greens.

#### Informal Open Space

Spaces that are less formal than parks and gardens where the emphasis is more on informal recreation and where the network of paths will be more casual in nature.

#### Natural Green Space

Sites where the predominant function is to provide people with access to and experience of nature. They are likely to be of ecological significance and may contain more than one type of habitat, the most common being woodland, grassland, scrub, hedgerows and wetland.

#### Equipped Children and Young Peoples Space

Formally defined children's play areas or youth facilities such as wheels parks. The sites may form part of a larger area of green space or they may be stand alone sites.

#### Outdoor Sports Provision

This can be either fixed sports space (tennis courts / bowling greens etc) or seasonal sports space (football / cricket pitches). The sites are usually areas within formal or informal green spaces, which are permanently provided for sports use.

The assessment consist of the following sequential tests;

The quality (and potential quality) of the green space

There will be a presumption against allowing development on publicly available green space of good or excellent quality, or publicly available green space which could reasonably be improved to enable it to become good or excellent quality. In this instance, reasonably is defined as publicly available green space that currently has an overall score of 2 using the quality assessment but which has a potential score of 3 or more.

The impact of its loss on the accessibility of publicly available green space in the area

There will be a presumption against allowing development on publicly available green space (irrespective of its quality) if its loss would result in the surrounding areas not being within the maximum distance / walk time accessibility thresholds for publicly available green space.

The impact of its loss on the ability of the Council to meet the minimum standard of \*\*\*\*m<sup>2</sup> of publicly available green space per person, taking into account the predicted population changes to 2026

There will be a presumption against allowing development on publicly available green space (irrespective of its quality or accessibility) if its loss would result in the Council not being able to meet its minimum standard of \*\*\*m<sup>2</sup> of publicly available green space per person across the local area (defined as a \*\*\* metre radius from the site).

Loss of publicly available green space would be considered acceptable as measured against the Green Space Standard for East Hampshire if the assessment identifies it as complying with all of the following criteria:

- it is of poor or moderate quality with little practical chance of being improved, it is in an area where there is sufficient alternative good or excellent (or potentially good or excellent) quality publicly available green space, and
- its loss would not adversely impact on the Council's minimum standard.

In each case the tool kit analysis from public, private and education pitches should be consulted. Development should not take place unless it is clear from

the supply and demand analysis that current and future needs have been addressed. There should be a presumption against development on former or existing playing pitches if a deficit in current or future needs is identified, unless equivalent provision can be made within the vicinity.

The acceptability for alternative uses of any site that complies with the above tests, will require assessment against further policies of the Local Plan, relating to the nature of the proposal. Should proposals include residential development they would also become subject to the sequential test as set out in the Consultation on Planning Policy

Statement 3 (PPS3) - Housing, issued by the Government in December 2005. This states that "The priority for development is developable brownfield land." Therefore a planning proposal for housing on publicly available green space that was deemed acceptable for alternative uses by the green space assessment, would still have to demonstrate that there was not a sufficient supply of brownfield sites that were capable of and likely to be brought forward for housing.

The following flow diagram identifies the process in which the Green space study and the Playing Pitch Strategy (PPS) should determine applications on green space;

