

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

<b>CONTENTS</b>	<b>Page</b>
Introduction	2
Research methodology	2
Key issues from the Open Space Assessment and Strategy	4
Key issues from the Playing Pitch and Outdoor Sports Facilities Assessment and Strategy	8
Key issues from the Built Facilities Assessment and Strategy	15

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

## **INTRODUCTION**

This document is the executive summary to the Open Space, Sport and Recreation Assessment produce for Craven District Council (CDC). Research, analysis and strategy development was carried out by Knight, Kavanagh & Page, Leisure Management Consultancy (KKP) between December 2003 and March 2004. The specific objective of this study was to provide a comprehensive analysis of open space, sport/recreation facilities and village halls in the Craven District. An assessment of sport/recreation facilities and village halls was carried out across the whole of the district, however the part of Craven District outside the Yorkshire Dales National Park was assessed in terms of open space.

The assessment of these facilities and the subsequent strategy and action plan will be used to:

- ❑ Inform the development of appropriate planning policy within the Craven District Council (outside the Yorkshire Dales National Park) Local Development Framework.
- ❑ Prioritise investment through the development control process in terms of provision of new and improvement of existing facilities.
- ❑ Establish a strategy for open space, sport and recreation facilities at the local level.
- ❑ Establish a strategy for community facilities at the local level to prioritise work programmes with local groups and allocation of funding.

## **RESEARCH METHODOLOGY**

Each section of the project used a different methodology to assess demand for the various typologies of provision. The methodology used to carry out the assessment and develop the strategy, for the pitch and non-pitch provision, is outlined in the Sport England publication 'Towards A Level Playing Field' (2003). It involves a quantitative and qualitative analysis of playing pitch provision across all sites in Craven regardless of ownership or levels of access.

A site database was created by KKP and CDC in order to assess open space, pitch and village hall provision. This database was used to create existing local standards, for the open space and pitch provision, catchment mapping and inform the assessment report.

In addition to this a number of methods were used to collect the data used in each section of the report, which is inclusive of:

- ❑ Parish Council Questionnaire
- ❑ Database and GIS analysis
- ❑ Qualitative interviews
- ❑ Site visits

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

- Street survey

In order that the documents and recommendations produced have specific local context, the District was divided up into five analysis areas. The analysis areas were defined/chosen to match those used previously in other CDC studies such as the Urban Capacity Study for Craven District outside the Yorkshire Dales National Park.

- North Craven sub area
- Settle sub area
- Skipton sub area
- South Craven sub area
- Yorkshire Dales National Park (pitch, non-pitch provision and built facilities only)

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

## **KEY ISSUES FROM THE OPEN SPACE ASSESSMENT AND STRATEGY**

The research processes detailed above have been used in the creation of the Open Space Assessment report and following Strategy and Action Plan.

The results of consultation, site visits and quantitative assessment have been used to create the following objectives.

### **Objectives**

1. Provide safe facilities for the public's use:
2. Increase access to open sites:
3. Improve communications and marketing regarding open space sites.
4. Work in partnership.
5. Evaluate the current use of sites in relation to population demographics.
6. An ageing population should be recognised within the creation and improvement of open space.
7. Areas for teenage provision should be identified across the District.
8. Efforts should be made to increase the number of community groups/ friends of groups connected to open space sites.
9. The quality of provision in the District should be sustained and improved where appropriate.
10. The District's biodiversity should be evaluated in line with the regions forthcoming Biodiversity Action Plan.
11. Aim to increasing the quality of life and health of Craven residents through open space improvements.
12. To create formal arrangements between CDC and parish councils/meetings with regards to land management and maintenance.
13. To secure provision through legal agreements and the delivery of commuted sums for new recreational provision or upgrading of existing facilities and maintenance of open space, when housing developments occur in the District.

# CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

Detailed planning objectives relating to the collection of financial contributions from housing developers and delivery of those contributions have been provided in within the report.

## Open Space Provision

The following table demonstrates how the typologies outlined in PPG17 have been grouped to provide relevant analysis. Local standards have been created for these groups allowing the examination of provision in relation to surplus and deficiency.

<b>Group</b>	<b>Formal</b>	<b>Informal</b>	<b>Play provision</b>	<b>Outdoor sports pitches</b>
<b>Typologies</b>	Parks and gardens	Natural and semi natural greenspaces.	Provision for children and young people	Outdoor playing pitches.
	Allotments, community gardens and city farms.	Green corridors		
	Civic spaces	Amenity greenspaces		
	Cemeteries, churchyards and other burial grounds			
<b>Local Standards</b>	1.6ha/1000 Source: Other LAs.	2.1ha/1000 Source: Other LAs and NPFA.	0.3ha/1000 Source: NPFA.	2.7ha/1000 Source NPFA.

## Key Findings

The local standards have demonstrated a deficiency of formal provision and a surplus of informal provision throughout Craven outside the Yorkshire Dales National Park. However, this surplus is needed to sustain and increase current levels of tourism and must therefore be protected and maintained.

There is a deficiency in children's and young people's play provision in North and South Craven. However, site visits have uncovered the need to increase safety surfacing and replace old equipment across the study area..

Catchment mapping has also been used to demonstrate access to provision. Increasing access to provision must be considered in analysis areas demonstrating

# CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

either a surplus or deficiency of provision. Access to provision is highlighted in the strategy and action plan for each analysis area and in the assessment report for each typology.

Further key findings relevant to specific typologies can be found in the open space assessment report. The strategy and action plan outlines typology/sub area targets and a settlement hierarchy on which the creation of new provision should be based.

## **Action Plan**

The action plan highlights a number of specific sites throughout the study area, which are recommended for further development. The action plan has been created to be undertaken over a five year timescale (2004- 2009). Each site has been categorised into short, medium or long timescale in terms of recommended development. Justification for the inclusion of these sites is included within the strategy. The prioritisation of the development of specific sites is expressed through the inclusion of an indicative timescale. The following table sets out those sites, which should be prioritised for short term development. The action plan contained within the Strategy provides details of each site identified and recommended action.

Further sites with medium and long term priorities are included within the strategy and action plan.

<i><b>Analysis area</b></i>	<i><b>Development</b></i>
North Craven	The development of play areas in High Bentham (2), Ingleton and Low Bentham.
Settle sub area	The evaluation of the Castleberg site.  Supporting the development of St Alkelda's churchyard.
Skipton sub area	The evaluation of signs and access - Skipton Woods.  The creation of a play area on a site waiting development. – Rombalds Drive.  Evaluation of the entrance to Shortbank Close play area.  Supporting Holy Trinity church to create disabled access through the churchyard.  Waller Hill - add lighting and handrails at the site and consult with young people to tackle current issues.
South Craven	The consultation of the community over the use of an amenity greenspace site in Lothersdale.  Support development work at St Andrews Church, Kildwick.

## **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

	<p>Several play areas need replacing and additional equipment should be added.</p> <p>The development of a facility for older children and teenagers in Cowling should be encouraged.</p>
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The open space database, created in order to conduct the open space assessment, must be updated when new developments occur or land is sold. This will allow the surplus and deficiency of provision to be updated, providing CDC with a running analysis allowing easy prioritisation of sites for development.

## CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

### KEY ISSUES FROM THE PLAYING PITCH AND OUTDOOR SPORTS FACILITIES ASSESSMENT AND STRATEGY

#### Adequacy of provision

The following sites have been identified as having poor quality pitches and/or ancillary facilities:

Sites	No. of inadequate pitch and non-pitch provision
Bentham Sports Field – North Craven	2 tennis courts
Harrison Playing field – Settle	2 senior football 1 junior football
Hellifield Playing Field – Settle	1 junior football
Rathmell and Wigglesworth CC – Settle	1 senior cricket
North Parade Recreation ground – Skipton	1 junior football
Middle Green – Skipton sub	1 senior football
Raikeswood Road Recreation Ground	2 senior football
Sackville Street Recreation Ground	1 junior rugby
Sutton in Craven P. S. – South Craven	1 junior football
Keighley Road Rec Ground – South Craven	2 junior rugby 1 junior football
Lothersdale Recreation Ground – South Craven	1 tennis court
Cononley Playing Fields – South Craven	1 mini football 1 mini football
South Craven School	2 tennis courts 1 senior cricket 6 netball courts 1 MACA
Bradley Playing Fields	1 senior cricket
Kettlewell Playing Fields	1 senior football



# CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

## Latent demand

Through consultation with sports clubs and groups in Craven, levels of latent demand have been identified. This is where clubs and teams have indicated that if more and/or better pitches/ancillary facilities were available in their area, additional teams could be fielded.

Area	Latent demand expressed	Available pitches not being played to capacity	Can latent demand/overplay be accommodated by existing pitch stock
North Craven sub area	3 mini football	3 senior football 2 junior football 1 junior rugby	Mini football – pitch being developed at Bentham Sports Field
Settle sub area	1 junior football	4 senior football 1 junior football 4 senior rugby	Yes
Skipton sub area	1 senior football 1 junior football 1 junior rugby	10 senior football 4 junior football 1 mini football 1 junior rugby	Yes
South Craven sub area	0	5 senior football 2 junior football 3 mini football 3 senior rugby	N/a
YDNP sub area	1 junior football 1 senior cricket 1 junior rugby	4 senior football	Require improvement of a number of pitches to increase the capacity to cater for the latent demand expressed

## Local standards

Within the accompanying Assessment Report, local standards (in hectares per thousand of population) for playing pitch provision are calculated based on the 1991 Sport England Playing Pitch Strategy methodology.

# CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

## *Summary of local standards*

<b>Area</b>	<b>Population</b>	<b>Required improvements to existing playing pitch space (ha)</b>	<b>Required additional playing pitch space (ha)</b>	<b>Playing pitch and non-pitch local standard (ha per 1,000)</b>
North Craven sub area	6, 279	0	0.14	2.82
Settle sub area	4, 895	1.25	0.17	4.78
Skipton sub area	18, 921	0.31	0.16	2.52
South Craven sub area	12, 938	0.55	0	2.31
YDNP sub area	10, 561	0.28	0.31	2.55
<b>Craven</b>	<b>53, 621</b>	<b>0.41</b>	<b>0.15</b>	<b>2.71</b>

It is recommended that CDC update the qualitative local standards on a regular basis to take into account improvements to existing sites, instatement of new sites and subsequent fluctuations in localised latent demand.

### **Strategic objectives**

The results of consultation, site visits and quantitative assessment have been used to create the following objectives.

1. Provide usable, accessible and sustainable pitches and ancillary facilities within the District.
2. Seek to ensure that this provision is of an appropriate distribution, quantity and quality.
3. This should support the implementation of related policies and strategies.
4. Meet identified shortfall as outlined in the Assessment Report through improvements to the current pitch stock and ancillaries.
5. The capacity of the current pitch stock to accommodate future shortfall/latent demand will be monitored on an ongoing and regular basis.

## **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

6. At a corporate level advocacy work to be undertaken with the Yorkshire Dales National Park to identify possible routes of development particularly where shortfall has been identified in this particular analysis area.
7. Take into account the needs and aspirations of NGBs, leagues, clubs, the wider community and CDC.
8. Encourage, support and develop out-of-hours learning linked to SSCO programme, and partnerships with local schools, which do not have formal community use arrangements to develop structured use of existing pitches.
9. Proactive use of planning powers to quantify and secure appropriate developer contributions for new or enhanced facilities.
10. Work in tandem with the parish councils, PFAs and private/voluntary sector clubs, with regards to securing and developing pitch and non-pitch provision for the use of sport and recreation.
11. Ensure that existing and future provision complies with DDA legislation and is fully accessible for all residents (including juniors and girls).

A number of management objectives have been outlined to enable the above strategic objectives to be delivered, which are detailed in the main strategy and action plan.

### **Targets**

Within the Pitch and Non-Pitch Strategy & Action Plan a number of targets have been identified. One of the key targets is outlined below:

#### **TARGET 1**

Outline a development route of provision, which enables resources to be targeted at sites of strategic importance on a local and district-wide level.

A number of characteristics for each development route are identified. These apply either to site elements that are already in place or, in some instances, are not in place but have the potential to be developed:

## CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

Development route 1	Development route 2	Development route 3
<p>Strategically placed in the <b>District</b> context.</p> <p>Accessible for <b>all</b> residents in Craven e.g. <b>Coulthurst Craven Sports Centre</b>.</p>	<p>Strategically placed in the <b>local analysis area and town</b> context.</p> <p>Accessible for residents within local analysis/settlement area e.g. Bentham Playing Fields Association.</p>	<p>Strategically placed in the <b>local village</b> context</p> <p>Accessible for residents in the immediate locality e.g. Austwick Tennis Club.</p>
15 minute drive-time.	10 minute drive-time.	5 minutes or under drive-time
Services multi sports e.g. Football, rugby, tennis.	Often services two sports, e.g. football, tennis.	Often services one pitch sport and one or two clubs use as a home ground e.g. football.
High quality ancillary facilities with changing room/showers (men's and women's)/toilet/officials room/kitchen/social facilities/car parking. Fully compliant with DDA requirements.	Good quality ancillary facilities with changing rooms/shower (men's and women's)/toilets. Making reasonable adjustments to comply with DDA requirements.	Ideally include good quality ancillary facilities with changing rooms/showers/toilets. Making reasonable adjustments to comply with DDA requirements.
<p>Linked to NGB facilities strategies.</p> <p>Clubs have achieved Charter Standard or equivalent accreditation.</p>	<p>Linked to NGB facilities strategies.</p> <p>Clubs have/are working towards achieving Charter Standard or equivalent accreditation.</p>	<p>Clubs currently working towards achieving Charter Standard or equivalent accreditation.</p>

Reference has been made to the above routes in the action plan where each site has been classified into one of the three development routes.

This target provides an overall framework within which playing pitches and ancillary facilities are provided. Within the Strategy & Action Plan a number of targets have also been identified for specific sports and for primary/junior schools and secondary schools.

## CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

### Action Plan

An action plan for 2004-2009 has been outlined which highlights priority sites for improvement/investment. Not all sites contained in the action plan are included in the executive summary. Please refer to the Strategy document for the full list. An example of some sites for action include the following:

Site	Recommendation
Bentham Sports Field, High Bentham	Support Bentham PFA in completing the developments.  Work in tandem with the Association to identify additional sources of funding to complete the drainage work and re-surface the tennis courts.
Hellfield Recreation Field, Hellfield	Support Hellfield FC in the development of the Football Foundation bid to improve the quality of pitches and ancillary facilities.
Harrison Playing Field and Lords Playing Field, Giggleswick	Further investigation into the reasons for no formal sports clubs using the facilities. Opportunities do exist for these sites to be used in order to release pressure off some sites that are being overplayed in the area. There is also the opportunity to convert one site into a mini soccer centre.
Hellfield Playing Field, Hellfield	Further investigation into the reasons for no formal sports clubs using the facility. Opportunities do exist for this site to be used in order to release pressure off some sites that are being overplayed in the area.
Settle High and Middle School, Giggleswick	Identify certain teams that could be transferred to sites that are being played under capacity.  The School to identify funding sources to improve the MACA for curriculum delivery.
Burnside Crescent Recreation Ground, Skipton	Consideration should be given to converting this pitch into a rugby pitch to cater for latent demand expressed by Skipton RUFC.  Further consultation to be carried out with local residents to determine the feasibility of this.
South Craven School, Crosshills	The School to identify funding sources to improve the drainage of the site and the quality of the MACA.
Wharfedale RUFC, Threshfield	Work in tandem with the Club to improve the quality of the pitches i.e. improve the drainage.

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

## **Future updating of the Strategy**

The provision of the Playing Pitch and Non-Pitch Database enables CDC to keep records on sites, individual pitches and ancillary facilities, teams and leagues up to date. It is recommended that the analysis which has been carried out in the Assessment Report is re-run every two years as well as a review of the action plan. In line with Government Planning Policy Guidance, this will enable CDC to have a continuous up to date assessment of playing pitch provision, adequacy and demand.

# **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

## **KEY ISSUES FROM THE BUILT FACILITIES ASSESSMENT REPORT AND STRATEGY.**

The Assessment Report and Strategy and Action Plan have been developed from research and analysis of the provision and use of built facilities for sport and active recreation within Craven.

A number of key issues were highlighted as a result of the consultation and site visits that were undertaken. These include the following:

- ❑ Lack of volunteers to continue development of certain facilities.
- ❑ A number of facilities are in close proximity to each other hence planned developments would have negative impact of usage levels.
- ❑ Management concerns regarding ongoing revenue costs.
- ❑ A number of facilities require renovating to meet DDA legislation.

As a result of the above and other issues, a number of objectives have been outlined which the Council will have more of a facilitative role in implementing:

1. Residents should have access to facilities which meet the current industry good practice guidelines. This should support the implementation of related policies and strategies.
2. Increase access to built facilities.
3. Increase the quality of life and health of Craven residents by developing facilities that function as a catalyst for community participation in a range of activities that contribute to the social life and well being of the community.
4. Rationalise over provision within an analysis area.
5. Improve communications and marketing regarding community buildings and any new developments.
6. Provide support to those facilities that have yet to meet DDA (particularly from October 1<sup>st</sup> 2004 – see Appendix I) requirements.
7. Encourage, support and develop partnerships, where appropriate, with local schools, which do not have formal community use agreements to develop structured use of existing and in particular of new facilities.
8. The quality of provision in the District should be sustained.
9. Investigate the feasibility of offering 100% non-domestic rate relief to those organisations providing facilities which meet industry approved accreditation mark.

# CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

## Key findings

### *Sports halls*

The consultation process and mapping exercise highlights that there is a need for a four-court sports hall facility in the north of Craven. There are a number of proposed developments in this area which would cater for this need. It is vital, however, that where facilities are developed they are appropriately marketed and promoted to attract a wide catchment as possible.

A feasibility study has been undertaken into the development of an eight-court sports hall at Aireville School in conjunction with Craven College. It is unlikely, however, that such a facility would be sustainable in Skipton particularly with the extent of existing provision.

### *Village halls*

The mapping exercise highlights that there is a good strategic spread of village halls within the District. The management of the buildings is generally effective with a number of committees applying for external funding to upgrade the facilities. Generally the halls are in good condition although a number require renovation or additional assistance in attracting users. In addition several village halls are struggling with the ongoing revenue costs and recruiting volunteers to assist with the administration of the buildings.

## Development route of provision

CDC should consider a 'development route built facility provision model' that can be applied to all types of sites in the District. This approach should facilitate the delivery of appropriately specified provision, servicing all levels of demand. It must recognise demand and supply issues within specific catchment areas.

	<b>Development route 1</b>	<b>Development route 2</b>	<b>Development route 3</b>
<b>Strategic relevance</b>	Strategically placed in the <b>District</b> context.	Strategically placed in the <b>local analysis area and District</b> context.	Strategically placed in the <b>local</b> context
<b>Type of facility</b>	Four badminton court sports hall. (Including those located at schools)	One badminton court sports hall and larger village halls.	Village halls.
<b>Ancillary facilities</b>	High quality ancillary facilities with changing room/showers/toilet/officials room/car parking.	Good quality ancillary facilities with changing rooms/shower/toilets/ kitchen facilities.	Good quality ancillary facilities with changing rooms/showers/toilets/ kitchen facilities.



## CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY

<b>Accessibility</b>	Fully accessible to all members of the community.	Fully accessible to all members of the community.	Fully accessible to all members of the community.
<b>Class of use</b>	N/a	Larger village halls – cater for all five of the ACRE classes.	Average sized village halls – caters for at least 3 of ACRE classes.  Small village halls – cater for at least two ACRE classes.
<b>Specialisation</b>	N/a	The need for larger facilities to specialise and become the recognised area facility for Stage/Dance/Art performances.	N/a
<b>Standards</b>	N/a	Should meet the 'VISIBLE' model of standards.	Should meet the 'VISIBLE' model of standards.

### **'VISIBLE' Model**

Community Matters, the national federation for community associations and similar organisations, has developed a model of seven standards for community associations. This 'VISIBLE' model has been adapted in order for it to be relevant to the present study and a set of standards describing the sort of practice that would uphold the VISIBLE principles have been outlined.

The VISIBLE model consists of the following seven principles:

- ❑ A **V**oice to represent issues of local concern.
- ❑ An **I**ndependent and politically neutral organisation.
- ❑ A **S**ervice provider for local people.
- ❑ An **I**niiator of projects to meet locally identified needs.
- ❑ A strong **L**ocal network of people and organisations.
- ❑ A way to **E**ngage local people to become active in their communities.

CDC should adopt the use of the 'VISIBLE' model of seven principles for management committees. Those community buildings and management committees that meet the principles and standards outlined below should be given priority in terms of allocating funding and resources in line with the action plan.

In addition to the above a number of further targets have been outlined relating to the standards of management committees, and the facilities meeting DDA criteria, as

## **CRAVEN OPEN SPACE, SPORT & RECREATION ASSESSMENT: EXECUTIVE SUMMARY**

well as recommendations which are specific to each analysis area. These are detailed in the strategy and action plan.

### **Action plan**

The action plan outlines a number of buildings which have been recommended for further development or support. These have been derived through the qualitative analysis as well as via the scoring criteria. This has been developed as a mathematical tool to underpin the qualitative information that has been gathered during the course of the study. The action plan has been created to be undertaken over a five year timescale (2004- 2009).

Not all sites contained in the action plan are included in the executive summary. Please refer to the Strategy document for the full list. An example of some sites for action are as follows:

<b>Site</b>	<b>Recommendation</b>
Ingleton Community Centre	Provide support to the management committee in terms of funding applications to improve or develop facilities, increase volunteer recruitment, and improve marketing of the hall.
Giggleswick Parish Rooms	Investigate the feasibility of renovating the barn area into a young people's room i.e. further investigation into whether there is a clear need for this, survey of the structures of the building, and identifying potential sources of funding.
Skipton Little Theatre	Facilitate the management committee of the theatre in applying for funding to improve the facilities, particularly the leaking roof and to meet with DDA legislation.
Glusburn Institute	Liase closely with the development officer at Glusburn Institute to increase the awareness of the facility and the services available.
Lothersdale Village Hall and Clubhouse	Further investigation into the feasibility of merging the two facilities to form one average sized facility to cater for the residents of the village.
Airton Methodist Church The Ibbotson Institute	Consideration should be given to rationalising the community facilities at these sites due to the decreased usage of them and the difficulty both sites are experiencing in meeting revenue costs.
Appletreewick Village Hall	CDC should provide support to the management committee to improve access to the building.