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# Craven Local Plan Examination

## Matter 13

### Statement by Craven District Council

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**Matter 13** – Community Facilities (policies INF2 and INF3)

**Hearing Day 7** – Friday 19th October 2018 (Week 2)

September 2018

## Issue 1 – Community Facilities and Social Spaces – Policy INF2

**Q1. Would a proposal involving the loss of a community facility have to meet Policy INF2 e)-h) inclusive? As submitted is this clear to decision- makers, developers and local communities?**

### Council's Response

1. Policy INF2 requires that where a proposal involves the loss of a community facility, criteria e, f and g or h would have to be met. In order to make this clear to decision- makers, developers and local communities the following modification is proposed:

<b>Proposed Modification</b>
<p>The second part of policy INF2 set out on page 215 of the local plan will be reworded as follows:</p> <p>‘Existing community facilities and social spaces that are used and valued by local communities will be safeguarded wherever possible from unnecessary and avoidable loss. Development proposals that would result in the loss of such community facilities will need to be fully justified on grounds that:</p> <p>e)The facility is not suitable or needed for any alternative community use <u>and</u></p> <p>f) The facility and its use are no longer viable in financial or functional terms and all reasonable efforts have been made to retain the facility and to continue its use <u>and</u></p> <p>g) Rigorous and realistic marketing of the facility has been carried out recently, but has been unsuccessful, with little or no genuine interest being shown <u>or</u></p> <p>h) The facility to be lost will be replaced by an equivalent facility of equal or greater value to the same local community and arrangements for this replacement will be secured by a planning obligation or other acceptable means.’</p>

**Q2. How does Policy INF2 allow for the appropriate re-use of specialist community buildings which are no longer required for their original purpose, such as buildings used for healthcare?**

### Council's Response

1. The second part of this policy aims to safeguard existing community facilities and

social spaces, wherever possible from unnecessary and avoidable loss. Paragraph 8.7 of the supporting text to policy INF2 sets out what comprises community facilities and social spaces, which includes health services. The policy (including the proposed modification as set out in the answer to question 1 above) states that development proposals that would result in the loss of such community facilities will need to be fully justified on the grounds set out at criterion e) to g) i.e., the facility is not suitable or needed for any alternative use; the facility and its use are no longer viable in financial or functional terms and all reasonable efforts have been made to retain the facility and to continue its use; rigorous marketing of the facility has been carried out recently, but has been unsuccessful or criterion h) would be met which is where the facility to be lost will be replaced by an equivalent facility or equal or greater value to the same local community.

2. Proposals for the re use of specialist community buildings, such as buildings used for healthcare would therefore have to demonstrate that they meet criteria e) to g) or criterion h) of the policy.

### **Q3. Is it clear what community facilities would be considered against Policy INF2?**

#### **Council's Response**

1. Paragraph 8.7 on page 212 of the submission draft Craven Local Plan (March 2018) states that community facilities and social spaces include civic spaces, community centres, town and village halls, other cultural venues, schools, colleges, nurseries, church halls, places of worship, health services, care homes and extra care facilities, libraries, public houses, village/community shops and hubs or Post Offices. Para 8.8 sets out what facilities Policy INF2 does not apply to. It is considered therefore that the supporting text to policy INF2 clearly sets out what community facilities would be considered against Policy INF2.

## **Issue 2 – Sport, Open Space and Recreation – Policy INF3**

### **Q1. What criteria would a development proposal for a new sports facility be assessed against?**

#### **Council's Response**

1. Development proposals for new sports facilities would be assessed against criterion a) of policy INF3, which would assess whether proposals are of a scale in keeping with the location, are well located and accessible and accord with all relevant local plan and neighbourhood plan policies. Criterion a) would apply to proposals for new sports facilities identified within the Playing Pitch Strategy, Open Space Assessment and Built Sports Facilities Strategy 2016 (In012) or proposals that are not been identified within the assessment.

2. Criterion C sets out the Council's requirement in circumstances where quantity and quality deficiencies exist in an area. Areas of deficiencies and surplus are identified in the Open Space Assessment (In012), Playing Pitch Strategy (In013), and Built Sports Facilities Strategy 2016 (In014) and any subsequent updates when compared against minimum standards. Proposals for a new sports facility would be assessed against the needs and opportunities for new provision as set out in the 2016 assessment and subsequent updates, making recommendations as to where facilities could be improved or redeveloped, or where new facilities could be provided to address localised quantitative and accessibility deficiencies.

**Q2. Is it clear to decision-makers, developers and local communities whether a site is “well located” for the purposes of Policy INF3? Is the policy effective?**

**Council's Response**

1. Policy INF3, criterion a) states that proposals will be supported for the provision of new sport, open space and built sports facilities or improvement to existing spaces and facilities 'provided the proposals are of a scale in keeping with the location, are well located and accessible...' This means that proposals should be well located so that they are accessible by different modes of transport, including walking, cycling and public transport as well as the private car to ensure that all sport, open space and built sports facilities are accessible to all. In order to ensure that the term 'well located' is clear within criterion a) of the policy the following modification is proposed:

<b>Proposed Modification</b>
<p>Page 221 of the Submission Draft Local Plan : Policy INF3, Criterion a) will be reworded as follows:</p> <p>a) Supporting proposals for the provision of new sport, open space and built sports facilities, or for the improvement of existing sport, open space and built sports facilities, including facilities for temporary events, provided the proposals are of a scale in keeping with the location, are well located and accessible <u>by different modes of transport including walking, cycling and public transport</u> and accord with all relevant local plan policies and any relevant neighbourhood plan policies.</p>

**Q3. What is the justification for requiring all new housing and mixed-use developments to provide or contribute towards open space and sports provision? Is this appropriate and viable for all types of housing, such as specialist housing for older people?**

**Council's Response**

1. Developer contributions towards open space and sports provision are in accordance with paragraphs 203 & 204 of the Framework and in particular the

tests set out in paragraph 204 due to the fact that:

- New residents from new developments will increase the demand for, and pressures on existing open space, sport and recreation facilities. Paragraph 4.2 of Appendix A sets out that where a quantity and or quality deficiency exists the Council will use standards and formula (as set out in Appendix A) to negotiate for provision and/or contribution to ensure that adequate quantity and quality of open space and sports facilities are provided in order to meet the need generated by the development.
  - The provision of open space and sports facilities and/or developer contributions will be sought where it directly relates to the development, as set out paragraph 4.1 of Appendix A.
  - The provision of new or improvements to existing open space and sports facilities and/or developer contributions will be fairly and reasonably related in scale and kind to the development as the impact on the existing open spaces and sports facilities will be based on the number of people that the development is likely to generate (demand) and reasonable costs to provide the necessary open spaces or facilities. (sections 7 & 13 of Appendix A).
2. Section 2 of Appendix A to Draft Policy INF3: Sport, Open Space & Built Sports Facilities sets out the type of proposals policy INF3 will be applied to. The Council's standards will be applied to all applications for new residential development that will result in a net gain in residential units, including sheltered and extra care housing, which are considered to generate a demand for open spaces and sports facilities. The aim of this approach is to facilitate healthy living for all age ranges including older people by not only providing high quality housing but also a high-quality natural environment where communities have access to open space, sport and built sports facilities, including the types of open space and sports facilities likely to be utilised by older people. This approach is in line with the vision for Craven 2032 and Plan objective PO1 which aims to achieve patterns of development supported by adequate and appropriate infrastructure which promotes health, well-being and equality. Within Craven the over 80s age group is forecast to be the fastest growing of all age groups over the next fifteen years, therefore it is appropriate for specialist housing for older people to contribute towards open space and sports provision. Paragraph 2.2 of Appendix A lists the forms of development that will not be subject to policy INF3, which includes rest homes and nursing homes.
3. The Local Plan Viability Assessment Addendum Report (November 2017) Ec005 provides evidence, at section ES 11, paragraphs I to iii, Appendix 4 - Residential Typologies and Appendix 5 - Residential Appraisals and Sensitivities to state that open space, sport and built sports facilities together

with other proposed developer contributions, in combination, do not threaten the viability of non specialist market housing.

4. Appendix 4 - Residential Typologies and Appendix 5 - Residential Appraisals and Sensitivities of document Ec005 provides the evidence that open space, sport and built sports facilities and a recommended variation in level of affordable housing is viable for Sheltered Housing and Extra Care Housing.

**Q4. How would the proposed redevelopment of an area of publically inaccessible amenity open space be considered under Policy INF3 d)?**

**Council's Response**

1. Policy INF3 is based on the evidence set out in the Open Space Assessment (In012), Playing Pitch Strategy (In013) and Built Sports Facilities Strategy 2016 (In014), which assesses the quality, quantity and accessibility of existing provision and identifies areas of deficiency and surplus, making recommendations as to where facilities could be improved or redeveloped or where new open spaces, pitches and facilities could be provided to address localised quantitative and qualitative deficiencies. Criterion d) aims to safeguard existing sport, open space and built facilities that have been identified and assessed within evidence base documents In012, In013 and In014. A proposal for the redevelopment of an area of publically inaccessible amenity open space which has been included and assessed within the Open Space Assessment 2016 (IN012) or subsequent updates would be considered under criterion d) of Policy INF3. A proposal for the redevelopment of an area of publicly inaccessible amenity open space not identified and assessed within the Open Space Assessment 2016 (IN012) or subsequent updates could not be considered under Policy INF3. A proposal of this nature would be considered against any other relevant local plan policies.

**Q5. How were the Open Spaces, Civic Spaces and Sport and Recreation Facilities shown on the Policies Map determined? How were sites considered for inclusion?**

**Council's Response**

1. Annex B (from page 92) of the Open Space Assessment 2016 (In012) sets out the categories of open spaces that were assessed, which is based on Planning Policy Guidance 17: Planning for Open space, Sport and Recreation (2002) and Assessing needs and opportunities: a companion guide to PPG17 (published in 2002 and with drawn in 2014). The guidelines were not replicated in succeeding enactments and guidelines, and are therefore still relevant as an evidence base.

2. Sites falling into the PPG17 typologies of open space were identified from sites designated in the Craven Local Plan (1999) as Existing Recreation/Amenity Space (policy SCR1) and Important Open Space (policy BE1). This designation includes open spaces, civic spaces and sport and recreation facilities. The first assessment of these sites was carried out in 2004 via the Craven Open Space, Sport & Recreation Assessment 2004. A second assessment was carried out in 2016 via an Open Space Assessment (In012), Playing Pitch Strategy (In013) and the Built Sports Facilities Strategy (In014), which reviewed sites designated in the 1999 local plan as existing recreation/amenity spaces and important open spaces, and updated the 2004 Craven Open Space, Sport & Recreation Assessment. Craven District Council Planning Policy and Sports Development Officers worked in conjunction with Strategic Leisure, the consultants commissioned to prepare the 2016 assessment and strategies, to review sites to be included within the 2016 assessment and strategies. The 2016 assessment and strategies has been prepared in line with Sport England guidance: Assessing needs and opportunities guide for indoor and outdoor sports facilities (July 2014) and incorporate national open space standards as set out by the Fields in Trust Guidance for Outdoor Sport and Play – Beyond the Six Acre Standard for England (Nov 2015). Details of this standard are set out on pages 7-10 and section 7 on pages 19 to 30 of the Open Space Assessment (In012). Any new areas of open space that had been created since adoption of the Craven Local Plan in 1999 were also identified for inclusion in the 2016 assessment.

**Q6. Was the site selection process robust? Was an appropriate selection of criteria taken into account?**

**Council's Response**

1. The site selection process, as described in the answer to question 5 above, is considered to be robust as the selection of sites was based on the open space typologies set out in the Assessing needs and opportunities: a companion guide to PPG17 (2002), Sport England guidance: Assessing needs and opportunities guide for indoor and outdoor sports facilities (July 2014) and incorporate national open space standards as set out by the Fields in Trust Guidance for Outdoor Sport and Play – Beyond the Six Acre Standard for England (Nov 2015). Details of this standard are set out on pages 7-10 and section 7 on pages 19 to 30 of the Open Space Assessment (In012).
2. Section 5.1 of the Open Space Assessment (In012) sets out the constraints to the study, including that sites located within the part of Craven district that is within the Yorkshire Dales National Park were not been included within the 2016 assessment and that sites of less than 0.2 ha and of little amenity value were generally excluded in line with PPG17 methodology guidelines.

**Q7. Are there any factors which indicate that a site(s) should not have been designated as an Open Space, Civic Space or Sport and Recreation Facility?**

**Council's Response**

1. Sites that do not fall into the PPG17 typologies (set out on page 1 of document Ino12) were not designated as an Open Space, Civic Space or Sport and Recreation Facility. Spaces and facilities included within the 2016 assessment and strategies (In012, In013 & In014) have been assessed in line with the Fields In Trust guidelines for formal open space (Oct 2015), which are set out in table 4.3 of the 2016 Open Space Assessment (In012). Details of this standard are set out on pages 7-10 and section 7 on pages 19 to 30 of the Open Space Assessment (In012).

**Q8. The Open Space, Sport and Recreation Facilities Assessment (In012) includes scores highlighted in yellow for certain sites, and some sites which have no scores. Is this the most up-to-date assessment of open spaces for the purposes of Policy INF3?**

**Council's Response**

1. The Open Space Assessment (In012), Playing Pitch Strategy (In013), and Built Sports Facilities Strategy 2016 (In014) are the most up to date assessment of open spaces for the purposes of Policy INF3. Some scores set out in annex E to the Open Space Quality Assessment (On012) are highlighted as sites that require some update within the subsequent update of the assessment. There is only one site (War Memorial, West Marton) with no score, which is an oversight in the assessment. This site is identified as an INF3 site on Inset Map No 16. Any proposal relating to development on this site would be assessed against policy INF3 and any other relevant local plan policy. The site will be fully assessed within an update to the Open Space Assessment 2016 (IN012).
2. The Sport England guidance for both Playing Pitches and Sports Facilities clearly set out that there should be an annual progress of delivery and a review of the evidence base every 3 years. The Open Space Assessment (In012) states that the plan must be actively implemented and regularly reviewed.
3. In order to show progress of delivery Craven District Council published Open Space, Playing Pitch & Sports Facility Progress Report in 2017 (In010), which sets out an update to the 3 action plans relating to built sports facilities, open spaces and playing pitches. A total of 57 actions are included in these plans along with a short, medium or long term timeframe. These actions relate are both site and project specific.
4. In line with PPG17 and Sport England guidance: Assessing needs and opportunities guide for indoor and outdoor sports facilities (July 2014) Sport

England a full review of the 2016 assessment and strategies will be carried out every three years i.e., during 2019/20.

**Q9. What is the justification for designating land at Beech House, Thornton in Craven as open space?**

**Council's Response**

1. Land at Beech House, Thornton in Craven is identified as Important Open Space in the Craven Local Plan (1999) and was included in the Open Space Assessment (In012) within the PPG17 category of amenity green space.
2. A requested has been submitted to the Council via a representation to the submitted Craven Local Plan (PD001) that this site be removed as a site protected under policy INF3. Information submitted by the representor states that the area of land in his ownership has been removed from a larger parcel of land which has village green status. The information submitted includes a decision made by the Commons Commissioner in 1980.
3. Given the fact that the area of land in Mr Brigg's ownership has been removed from the area of land registered as village green it is considered that it is not used as public open space, sports or recreational activities and should be removed from the INF3 designation.
4. It is proposed, therefore that inset map 18 relating to Thornton In Craven will be amended to remove the area of open space within the representor's ownership identified in the submission draft Craven Local Plan (PD001). The update to the Open Space Assessment (2016) will not include the area of land within the representor's ownership as an area of amenity green space.

**Q10. What is the justification for designating land at Giggleswick School as open space?**

**Council's Response**

1. This site forms part of the larger Lords Close Giggleswick School playing field, which has been assessed in the Playing Pitch Strategy (IN013) and recommended that it should be protected as a playing pitch in the local plan. This site is therefore identified as an INF3 site.

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## Craven District Council

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