

EAST HERTFORDSHIRE

OPEN SPACES AND SPORTS FACILITIES ASSESSMENT

TECHNICAL STUDY

Part 1:

Background and Context

June 2017



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SECTION 1: THE PURPOSE OF THE STUDY

- 1.1 The East Hertfordshire Open Spaces and Sports Facility Assessment Technical Study will inform the emerging Local Plan and will guide the requirements which will arise from new housing both within the authority and on its edges. The study needs to address the needs of the existing and future communities and has four parts:

Part 1: Background and context

This summarises the policy background, the anticipated population changes, and the activity characteristics for the authority. This part is referenced and used throughout the other parts of the study.

Part 2: Built facilities study

This part looks at each of the following sports facility types in turn:

- Sports halls
- Swimming pools
- Athletics tracks
- Indoor bowls
- Indoor tennis
- Outdoor bowls
- Outdoor tennis courts
- Netball courts
- Health and fitness
- Gymnastics facilities
- Squash courts
- Canoeing facilities
- Community and ancillary halls
- Martial arts facilities

Also considered within this part are other countryside and water activities such as rowing, sailing, cycling and horse riding.

Part 3: Playing pitch strategy

This part considers grass playing fields plus artificial grass pitches, and primarily the needs of football, cricket, rugby and hockey.

Part 4: Open spaces

This part considers the various types of open space across the district such as parks and gardens, amenity green space, provision for children's play and young people and allotments.

- 1.2 The studies for the built facilities and playing pitches follow the formal guidance set down by Sport England. There is currently no national guidance for open space reports, so the approach follows current best practice.
- 1.3 The studies consider the demand and supply of facilities across East Herts and specifically identifies the cross-border issues in relation to the adjacent authorities.
- 1.4 The conclusions and recommendations identify the facility network which will be required within the district to meet the needs of the district as a whole, and each sub-area of the district. Priorities for investment are proposed and the costs of this investment identified. An approach towards assessing the demand arising from further, unanticipated new housing, is also provided.

SECTION 2: THE EAST HERTS POLICY FRAMEWORK

- 2.1 The priorities of East Herts Council are set out in a number of key policy documents and these provide the justification for the authority's and its partners' investment in sport, active recreation and open spaces. These policy documents include national and local planning documents, the Sustainable Community Strategy and the Corporate Strategic Plan. In a wider context, the plans and relevant strategies of all of the authorities around East Herts are also of importance as they will also impact on the future supply and demand for facilities.

NATIONAL POLICIES

- 2.2 These national policies provide the overall structure for planning and wider community policies, which is then developed further within the local context.

National Planning Policy Framework (2012)

- 2.3 The National Planning Policy Framework (NPPF) (Communities and Local Government, 2012) sets out the Government's national planning policies for new development. They aim to create the homes and jobs that the country needs while protecting and enhancing the natural and historic environment. The NPPF requires local assessments to be made of sport, recreation and open space, and key policies for both provision and protection of facilities and spaces, and key paragraphs include (further detail is provided in Appendix 1):
- Paragraph 70: positive planning for the provision and use of shared space including community facilities and sports venues to enhance the sustainability of communities and residential environments.
 - Paragraph 73: justification of provision needs to be set out within up to date assessments.
 - Paragraph 74: the protection of existing open space, sports and recreational buildings including playing fields, with specific policy exceptions.
 - Paragraph 156: setting the strategic priorities for *"the provision of health, security, community and cultural infrastructure and other local facilities"*.
 - Paragraph 178: the duty for authorities to co-operate on planning issues that cross administrative boundaries, including sport and recreation.

National Planning Practice Guidance

- 2.4 National Planning Practice Guidance (NPPG) is a suite of guidance information which is regularly updated, added to and amended. This information is designed to support the interpretation of the NPPF policies. The most important guidance documents for the open space, sport and recreation strategies are summarised below.

Open space, sports and recreation facilities

- 2.5 This guidance (Dept for Communities and Local Government, 2014) reconfirms the need for up to date assessments of sport, recreation and open space as a requirement to justify developers' obligations. It specifically refers to the duty of local authorities to cooperate where open spaces serve a wider area. The open space, sport and recreation strategies meet the requirement for up to date assessments and cooperation across the boundaries of the authorities.
- 2.6 It refers to the use of Sport England Guidance on how to assess the need for sports and recreation facilities and also the requirement of local planning authorities to consult Sport England about developments affecting playing fields, and a recommendation to do so where there are other changes planned to the network of sports facilities. The strategies use the appropriate Sport England Guidance, Assessing Needs and Opportunities for built facilities, and Playing Pitch Guidance for pitches.
- 2.7 The note also provides guidance for the designation of Local Green Space both in Local Plans and in Neighbourhood Plans. Such green spaces need to be in public ownership but may or may not have public access, and are not therefore specifically addressed as a category in the open spaces report.

Health and wellbeing

- 2.8 The Health and Wellbeing guidance (Dept for Communities and Local Government, 2014) recognises the importance of planning to the quality of the built and natural environments, which are a major determinant of health and wellbeing. This link is fundamental to the NPPF and is the main driver for the open space, sport and recreation strategy work. The guidance draws this out in relation to the issues that could be considered through the plan-making processes, and which are a key consideration for the strategy recommendations, as follows:
- development proposals can support strong, vibrant and healthy communities and help create healthy living environments which should, where possible, include making physical activity easy to do and create places and spaces to meet to support community engagement and social capital;
 - the local plan promotes health, social and cultural wellbeing and supports the reduction of health inequalities;
 - the local plan considers the local health and wellbeing strategy and other relevant health improvement strategies in the area;
 - opportunities for healthy lifestyles have been considered (eg planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces, green infrastructure and opportunities for play, sport and recreation);
 - access to the whole community by all sections of the community, whether able-bodied or disabled, has been promoted.

Natural Environment

- 2.9 The Natural Environment guidance (Department for Communities and Local Government, 2016) covers landscape, biodiversity and ecosystems, green infrastructure, brownfield land, soils and agricultural land. In relation to the open space, sport and recreation strategies, the key sections relate to ecosystem services which form part of the open spaces site assessment, and green infrastructure networks.

NATIONAL FRAMEWORK FOR SPORT AND PHYSICAL ACTIVITY

- 2.10 The national sports strategy from Government and the responding Sport England national strategy provides high level justification for the emerging recommendations and the identification of priorities within each of the strategies. A major theme across all of the national guidance is the objective of getting more people more active, and encouraging an active lifestyle from the earliest ages, in large part to improve the health and wellbeing of the communities.

H M Government Sporting Future: A New Strategy for an Active Nation

- 2.11 This wide-ranging detailed strategy (Dept for Culture, Media & Sport, 2015) was launched in December 2015 with the aim to change the way in which sport is considered, from simply how many people take part, to what people get out of participating and what more can be done to encourage everyone to have a physically active lifestyle.
- 2.12 The funding decisions of Government will now be made on the basis of the social good that sport and physical activity can deliver, not simply the number of participants. The five key outcomes which will define success in sport are:
- physical well-being
 - mental well-being
 - individual development
 - social and community development
 - economic development.
- 2.13 The primary funding will be focussing on those people who tend not to take part in sport including women and girls, disabled people, those in lower socio-economic groups and older people. All new government funding will go to organisations which can deliver some or all of the five outcomes, and those organisations which show that they can work collaboratively and tailor their work at the local level will be the most likely to receive funding.
- 2.14 The Government strategy broadens Sport England's remit so that it becomes responsible for sport outside of school from the age of 5 rather than 14.
- 2.15 Policy will support the value of broader engagement in sport, through volunteering, spectating, or the general feel-good factor associated with sporting success.

Government has reaffirmed its commitment to Olympic and Paralympic success but also extending support to non-Olympic sports particularly with grassroots investment.

2.16 The Government's strategy recognises that local government are the biggest public sector investor in sport and physical activity, spending over £1bn per year excluding capital spend. Councils have an important leadership role in forging partnerships, unblocking barriers to participation and improving the local sport delivery system, and local authorities are seen as crucial in delivering sport and physical activity opportunities. As such many councils have integrated physical activity into public health policy with the objective of promoting wellbeing, and have produced Health and Wellbeing Strategies.

2.17 In relation to open spaces, the strategy states:

"Being close to where people live, high quality multi-use local green spaces can play a key role as sporting venues and as alternative settings for sport and healthy activity for communities including new audiences that are less likely to use traditional sports centres. The opportunities to realise the multiple benefits that can be achieved for communities by investing in green spaces and routes as venues for sport and healthy activity should be considered whenever they arise."

2.18 The strategy specifically states that support for sport and physical activity infrastructure is not restricted to pitches, sports halls and buildings. In future it should include all types of places where people take part in activity in both rural and urban environments. Providing people with the freedom to use existing facilities and spaces and keeping them in good repair, is seen as being as important as building new infrastructure.

2.19 The Government strategy is seeking new ways of supporting local physical activity strategies in selected geographical areas, and expects Sport England, Public Health England and Health and Wellbeing Boards to work closely together on pilot projects. Collaborative and innovative approaches are also being encouraged at the very local level involving organisations such as housing associations and the police, and Lottery funding policies will be changed to more easily support such projects.

Sport England: towards an active nation, strategy 2016-2021

2.20 Sport England launched its new five year national strategy in 2016 (Sport England, 2016). It responds to the Government's Sporting Future strategy, and as such has a stronger focus on reaching those who are least active, and helping to deliver the wider Government's strategy's outcomes. The key changes that Sport England are making to the way that they work are:

- Focusing more money and resources on tackling inactivity.
- Investing more in children and young people from the age of five.
- Helping those who are active now to carry on, but at lower cost to the public purse over time.

- Putting customers at the heart of what they do, responding to how people organise their lives and helping the sector to be more welcoming and inclusive, especially of those groups currently under-represented in sport.
 - Helping sport to keep pace with the digital expectations of customers.
 - Working nationally where it makes sense to do so (for example on infrastructure and workforce) but encouraging stronger local collaboration to deliver a more joined-up experience of sport and activity for customers.
 - Working with a wider range of partners, including the private sector, using their expertise as well as Sport England investment to help others align their resources.
 - Working with our sector to encourage innovation and share best practice particularly through applying the principles and practical learning of behaviour change.
- 2.21 There will be 7 investment programmes by Sport England which reflect the policy direction set down in the Government strategy Sporting Future. There will also be a Community Asset Fund to support local infrastructure which will replace the Inspired Facilities and Protecting Playing Fields schemes. Sport England will continue to support the football facility investment strategy developed in association with the Football Association, the Premier League and the Football Foundation.
- 2.22 The use of existing facilities will be encouraged, particularly the use of schools through the *Use our School* guidance document.
- 2.23 Sport England national guidance for the production of strategies has been used for the relevant report sections:
- Built facilities: Assessing Needs and Opportunities (Sport England, 2014)
 - Playing pitches: Playing Pitch Strategy Guidance (Sport England, 2013).

LOCAL POLICIES

- 2.24 East Herts Council has completed its pre-submission consultation stage for its emerging District Plan 2033 and has now submitted the plan to the Secretary of State. Although this emerging plan (East Herts Council, 2016) has increasing weight in the planning decisions as the plan progresses towards adoption, the Local Plan 2007's policies are currently used by the Council's Development Management Service to determine planning applications. It is therefore necessary to summarise both in order to provide a full policy overview for this study. In terms of the future planning for sport, recreation and open space however, the housing locations and scale as set down in the Pre-Submission District Plan have been used as the starting point.

Local Plan 2007

- 2.25 From 2010 only Saved Policies of the East Herts Local Plan Second Review (April 2007) (East Herts Council, 2017) apply to planning applications. The Leisure, Recreation and Community Facilities chapter has been retained in full, so a copy of this chapter is

attached as Appendix 2. Also retained in full is Appendix IV of the Local Plan, Recreation Requirements in New Residential Developments. This contains the current standards of provision for open space, which includes a generic quantity standard for outdoor sports, and a full copy of the appendix is given in this study's Appendix 3.

- 2.26 The standards of provision were set following the completion of the 2005 PPG17 audit/assessment for the district. The adopted standards for open space are tested in the 2017 open spaces audit and assessment, and recommendations made for change where needed. The generic standard for outdoor sports facilities is now superseded by a requirement on councils to undertake an assessment of both built facility sports facility needs and playing fields, according to the guidance set down by Sport England. The recommendations are included within Part 2 and Part 3 of this study and are sport specific.
- 2.27 The Local Plan 2007 also has a number of chapters relating to specific areas. The relevant extracts are given in Appendix 4. In general, all sites of public or private, outdoor sports, recreation and open space facilities or school playing fields are to be protected where shown on the proposals maps. Where significant new housing is proposed, this is usually associated with new open space provision.
- 2.28 Notable issues and proposals include:
- Bishop Stortford: the general aim is to increase the accessibility of, and use for water sports of the River Stort.
 - Hertford: support to “green fingers” open space areas. Balls Park development to include public access to the open space.
 - Ware: Trinity Centre development is to have open space, community facilities and pedestrian/cycle links. Tumbling Bay has permission for a country park but is not yet developed, in part due to road access issues.
 - Sawbridgeworth: 2005 PPG17 assessment identified a shortfall of pitches in the town. The proposal to develop the southern part of Levensthorpe School grounds and the adjacent football ground at Crofters for housing requires replacement sports pitch provision. Land east of Millfields and Lawrence Avenue should include public open space along the River Stort.
 - Stanstead Abbots and St Margarets: a need has been established for a new children’s play area, bowling green and parish hall. Development at Sanville Gardens is required to have community facilities (not specified) and open space. Lee Valley Regional Park proposals include an expanded marina and landscaped country park.
 - Buntingford: the two housing developments west of St Francis Close and between the London Road and A10 bypass are required to have co-ordinated public open space provision.

District Plan 2033 Pre-submission version (November 2016)

- 2.29 The Pre-Submission District Plan (East Herts Council, 2016) was agreed by the Council in September 2016 and was subject to consultation during November and December 2016. The plan has now been submitted to the Secretary of State with minor modifications and dates for the examination are awaited. It has been developed in accordance with the National Planning Policy Framework. The submission version of District Plan will be given some weight in the determining of planning applications, and this weighting will be increased as the emerging plan goes forward towards adoption. Key relevant points from the plan are summarised below and more detail is given in Appendix 5.

Key issues for the Study

- 2.30 Key issues and challenges for the Study from the District Plan are:

- Proposals for dual use community facilities at school sites. The confirmation of legal security measures, design, and meeting of additional costs need to be confirmed. New secondary schools are proposed at:
 - Bishop's Stortford North – secondary school, indoor and outdoor sports facilities including playing pitches
 - Bishop's Stortford South – secondary school, indoor and outdoor sports facilities including playing pitches – but caveat – “where available for community use) and /or by other means”
 - Buntingford – First School playing fields (currently used by Buntingford Cougars Football Club)
 - Ware
 - Gilston Area (2 secondary schools)
 - East of Welwyn Garden City
- Effective cross-boundary facility planning, particularly in relation to:
 - The Gilston area – Harlow, Epping Forest, Uttlesford (10,000 new homes, 3,000 before 2033, 7,000 after)
 - Welwyn Hatfield Garden City – Land East of Welwyn Garden City (1,350 homes in East Herts, 1,200 in Welwyn Hatfield)
 - Stevenage – 600 homes
- The limited number of community centre facilities proposed, and uncertainty over their design and size. There is a need to check accessibility to the existing network. The only new community centre facilities are proposed at:
 - Bishop's Stortford South
 - North and East of Ware
 - Gilston Area
 - East of Welwyn Garden City
- The deliverability and implications of the open space, sport and recreation policies in relation to:
 - Provision of Accessible Natural Green Space (ANG) meeting Natural England's standards for all residential developments

- Local Areas for Play (LAPs) expected to be provided on site.

2.31 The plan makes the following generic statement under most of the settlement sections and has similar for the sites of Land East of Welwyn Garden City, East of Stevenage, The Gilston Area, and the Villages that:

“As any new residential development in will result in an increased demand for local services and community facilities, including, for instance, healthcare and education, development proposals should therefore contribute to the enhancement of existing provision. This will ensure that both new and existing residents in the town are able to access community facilities and vital services within...thereby reducing the need to travel to other settlements. In this respect, development proposals will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Loss of Community Facilities), CFLR9 (Health and Wellbeing) and CFLR10 (Education).”

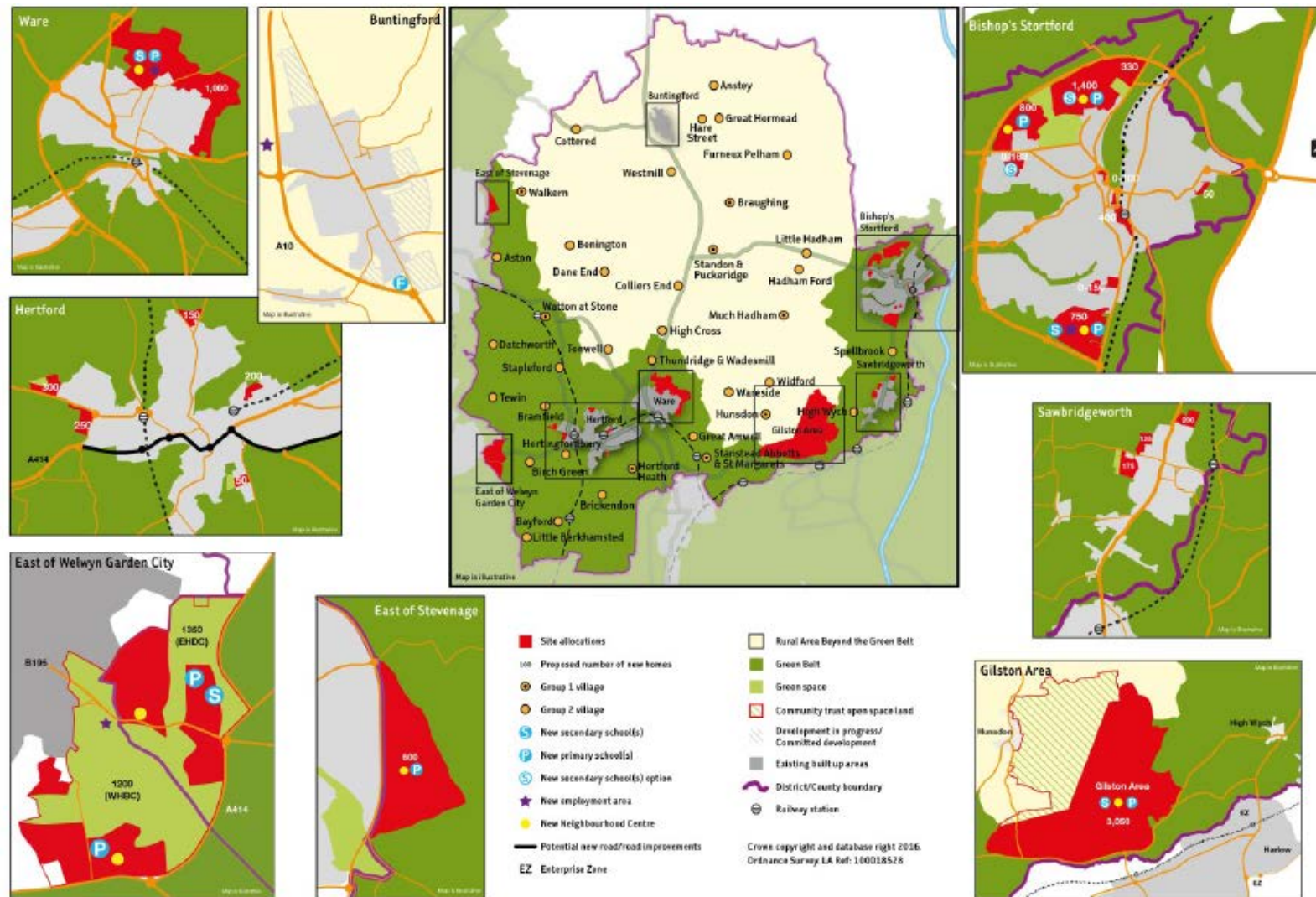
2.32 The major housing proposals adjacent to towns in neighbouring authorities are not therefore included in this generic statement, implying that most of the strategic built sports provision will be outside of the development i.e. reliant on provision in the adjacent authorities.

2.33 Most of the new developments have the same standard policy requirement in relation to open space:

“...public open space across the site, including the provision of play area and opportunities for outdoor health and fitness activities, as well as space for wildlife.”

2.34 The East Herts District Plan Key Diagram showing all of the growth locations is given as Figure 1.

Figure 1: East Herts District Plan: Key Diagram



Justifying contributions under S106

- 2.35 Currently East Herts Council has not started to progress towards CIL adoption. As such funding through the S106 process remains the main route to secured developer contributions.
- 2.36 The NPPF states that “assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area and information gained from the assessments should be used to determine what open space, sports and recreational provision is required”.
- 2.37 The request for developer contributions must meet the three CIL tests:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.
- 2.38 There is therefore a need to assess the scale of the contributions from a specific housing development, which in turn must be based on the amount of anticipated demand for specific sports facilities, playing fields, open space or community facilities which is expected to be generated by the housing scheme.

Planning Obligations Supplementary Planning Document 2009

- 2.39 The Planning Obligations Supplementary Planning Document (SPD) for Open Space, Sport & Recreation of 2009 is currently used to determine developers’ contributions relevant to this strategy (East Herts Council , 2009).
- 2.40 The threshold for contributions is generally set at 10 dwelling houses, but with the exception of the villages where contributions may be sought towards community facilities and play areas down to one residential unit.
- 2.41 Standard charges are a “framework for negotiation”. The level of charges is based upon the number of bedrooms per dwelling and can go towards these items, plus others not covered by this Study:
- Parks and public gardens
 - Outdoor sports facilities
 - Amenity green space
 - Provision for children and young people
 - Community centres and village halls
- 2.42 However, the standard charges will only be applied if the CIL tests are met.
- 2.43 The planning obligations may be met by an in-kind approach, for example where the developer directly provides the required provision. Maintenance payments may be sought where they are for the physical upkeep of facilities which are predominately for

the benefit of the users of the associated development, and the SPD provides an estimated annual cost per sq m for this purpose.

- 2.44 The open space standards used in the SPD are those from the Local Plan 2007 and a standard charge is calculated per person from a combination of the provision per 1,000 population standard and the cost per sq m of making that provision. Contributions towards natural and semi-natural green space, allotments, cemeteries and churchyards and green corridors (including waterways) are negotiated on a case-by-case basis.
- 2.45 The Local Plan 2007 does not have formal standards for indoor sports facilities and therefore the SPD does not have any standard charges for these facilities. Instead the contributions are based on the assessment of need generated by the proposed development.
- 2.46 The provision of new, or improvements to existing community centres and village halls is based on a rate of 0.1 sq m per person requirement. As there is no district-wide survey of village halls, specific proposals in relation to local provision are made on a case-by-case basis in order to determine if the standard charges should be applied.
- 2.47 The appendices to the SPD include:
- Appendix F - detailed breakdown of the open space costs
 - Appendix G – PPG17 definitions for open space typologies
 - Appendix H – justification of the open space standards with extract of PPG17 findings
 - Appendix I – list of community centres and village halls with estimated floor area and population of the ward or parish, with area of provision per person
 - Appendix K – list of contributions options; in-kind contributions and financial contributions
- 2.48 Accompanying the SPD is an excel-based calculator to assist in the calculations of the standard charges for residential development, based on the proposed number of residential units.
- 2.49 The “standards of provision” and standard charges for each open space facility type and community centres/village halls are given in this Study, and will be used to update the 2009 SPD standards once they have been formally adopted or included as part of the District Plan evidence base. It is expected that where there is sufficient accessible capacity in the locality already to absorb the estimated new demand, but there is a need for investment to improve the quality of existing facilities e.g. improvements to a changing pavilion, pitch quality, or the resurfacing of tennis courts, then the developers’ contributions under the s106 arrangements will be expected to be allocated towards these off-site improvements.
- 2.50 The potential need to provide significant suitable areas for sports on site within new developments can have a major impact on both a site’s viability and the options for the masterplanning if not covered by local plan policy and major site design and layout policy. Where a larger site comes forward in packages and/or is a phased delivery, a

viable and robust masterplan must be agreed between the developer(s) of the whole larger site and the council, ahead of any planning permission, so that these larger land requirements can be seen to be deliverable. Such provision must therefore be considered at the very earliest stages of any development.

Neighbourhood Plans

- 2.51 There are two adopted Neighbourhood Plan in East Herts, the Bishop's Stortford Silverleys and Meads Neighbourhood Plan and the Buntingford Community Area Neighbourhood Plan. The only other neighbourhood plan which has progressed beyond the designation of the area is the Bishop's Stortford Central, South, All Saints and part of Thorley Plan.
- 2.52 There are no anticipated timeframes for the neighbourhood plans in the district. It is however noted in the Pre-Submission District Plan 2033, that a number of the draft policies are cross-referenced to the need to develop neighbourhood plans.
- 2.53 As neighbourhood plans can change very significantly up to the time of being adopted or "made", the draft policies of the plans in the earlier stages of the process cannot be given any significant weight in this Study. The key extracts from the two adopted Neighbourhood Plans are provided in Appendix 6.

Bishop's Stortford- Silverleys and Meads Neighbourhood Plan

- 2.54 This Neighbourhood Plan (Bishop's Stortford Town Council, n.d.) covers part but not all of Bishop's Stortford. The plan notes that whilst the town as a whole benefits from a number of high quality sports facilities there is a high demand for additional or enhanced space, both indoor and outdoor, and a relatively low public satisfaction rating for current sports facilities within the town. The competing demands for land use create real challenges in meeting the need. The key objective is to provide for residents' sports needs within a manageable framework while minimising land use.
- 2.55 There are local standards of provision included in the plan for; "outdoor sports", sports halls, swimming pools and gyms. These standards and the approach towards them will need revisiting following the adoption of this strategy report.

Buntingford Community Area Neighbourhood Plan

- 2.56 The plan area (East Herts Council , 2017) covers both the parish of Buntingford (population of 4,948), and the adjacent parishes of Aspenden (population of 242), Buckland & Chipping (population of 274), Cottered (population of 659), Hornead (population of 743), and Wyddial (population of 156).
- 2.57 The plan was subject to a referendum on 23rd March 2017 and was adopted (made) in May 2017. Key points from the Plan are summarised in Appendix 6.

CORPORATE DOCUMENTS

Sustainable Community Strategy 2009-2024

- 2.58 This document of the East Herts Local Strategic Partnership (East Herts Council , 2009) sets out the vision and ambitions for East Herts and is the over-arching framework for all key services in the district up to 2024. The strategy notes that:
- The voluntary sector manages and runs many of the 60 community centres and rural village halls but that many of these buildings are ageing assets and need careful management.
 - Hertfordshire Sports Partnership estimates that there are 4,000 volunteers countywide.
 - There is a greater need for teenage play and teenage play facilities.
 - A major leisure challenge is to support and collectively market the leisure offer so that people are aware of the opportunities available to them.
 - In 2009 there were 60 community centres and village halls, of which nine are owned by East Herts District Council. Many of the buildings are ageing.
 - The community centres and village halls mainly provide for children under 11 years and older people, and teenagers are unwelcome due to issues of potential vandalism and anti-social behaviour.
 - Many church buildings are also used as community buildings, and pubs can be the only social facility in a village.

Corporate Strategic Plan 2016/17-2019/20

- 2.59 This plan sets out what the Council (East Herts Council, 2017) plans to do over the next four years. It is a rolling document so is updated annually. The Vision of East Herts Council is “to preserve the unique character of East Herts and ensure it remains one of the best places to live and work”. The Corporate Strategic Plan sets out how the Council will contribute towards achieving the vision, and the priorities that underpin it.
- 2.60 There are three priorities, each with a sub-theme and actions, and the relevant ones are extracted below.

Priority 1: Improve the health and wellbeing of our communities

Residents living active and healthy lives

Provide sport activities for over 50s in our towns and villages through the 'Forever Active' East Herts programme.	Timescales 2016/17
Invest in our parks and open spaces to encourage health, fitness and biodiversity including improvements to Grange Paddocks, Hartham Common and Presdales Recreation Ground.	2016/17 2017/18 2018/19
Undertake a pilot on tackling obesity in conjunction with the County Council and Leeds Beckett University.	2016/17
Implement the Wellbeing Dementia Project in order to increase the quality of life for those diagnosed with dementia and their carers.	2016/17
Produce a leisure strategy to determine future direction and planning for the council's two Leisure Centres and three joint use swimming pools.	2016/17 2017/18
How will the performance be measured?	

To be developed around public health.

Priority 2: Enhance the quality of people's lives

Attractive places

Deliver successful Heritage Lottery Fund Stage 1 bid for Waytemore Castle (Bishop's Stortford) and deliver management plan for Hertford Castle Grounds (in partnership with the Town Council).	2016/17 2017/18
Secure Local Nature Reserve Status for Pishiobury Park, Sawbridgeworth.	2016/17 2017/18

Priority 3: Enable a flourishing local economy

No relevant objectives.

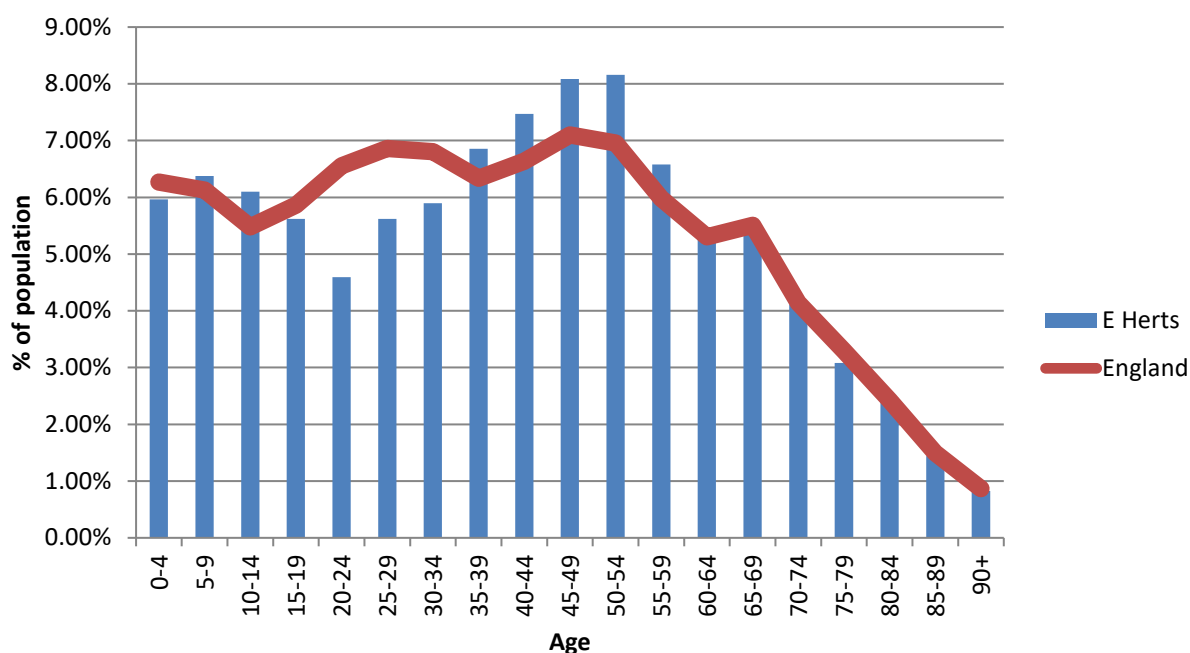
SECTION 3: CHARACTER OF EAST HERTFORDSHIRE

POPULATION CHARACTERISTICS AND CHANGE

Current population

- 3.1 The total population in 2016 was estimated by the ONS to be 145,872. The following graph (Figure 2) is based on the ONS Table 2, sub-national population projections based on 2014 (Office for National Statistics, 2016). This shows that the current population structure of East Herts District overall is slightly different from that of the England average, and this has an impact on the demand for some of the sports facilities. This figure also illustrates the current population profile, and the dip in the number of those aged around 20 through to 34 years. This dip is particularly important for the demand for sports halls and in relation to the pitch sports of football, rugby and hockey. Conversely, the number of people aged 40 to 55 years is slightly above the England average.

Figure 2: East Herts current population structure compared to England



Future population projections

- 3.2 The growth in East Herts will be primarily via the sustainable urban extensions (SUEs); around Bishop's Stortford, Ware, East of Welwyn Garden City, Hertford, Sawbridgeworth, Stevenage, and the Gilston Area. There will be a total of around 16,309 homes by 2033, with more required after the end of the District Plan period. Most of these additional homes are planned for the Gilston Area (6,950 homes) and East of Ware (500 homes).

- 3.3 The latest population forecast for East Herts is from the work undertaken by Opinion Research Services (ORS) which produced the 2016 population forecasts for West Essex and East Herts as part of the Overall Housing Needs Assessment. This suggests that the population of East Herts will grow up to 166,452 by 2033 from the current 145,872 (Figure 3). The housing multiplier (the average number of persons per household) was estimated by ORS to be currently 2.402 but this is expected to fall to 2.32 by 2033.

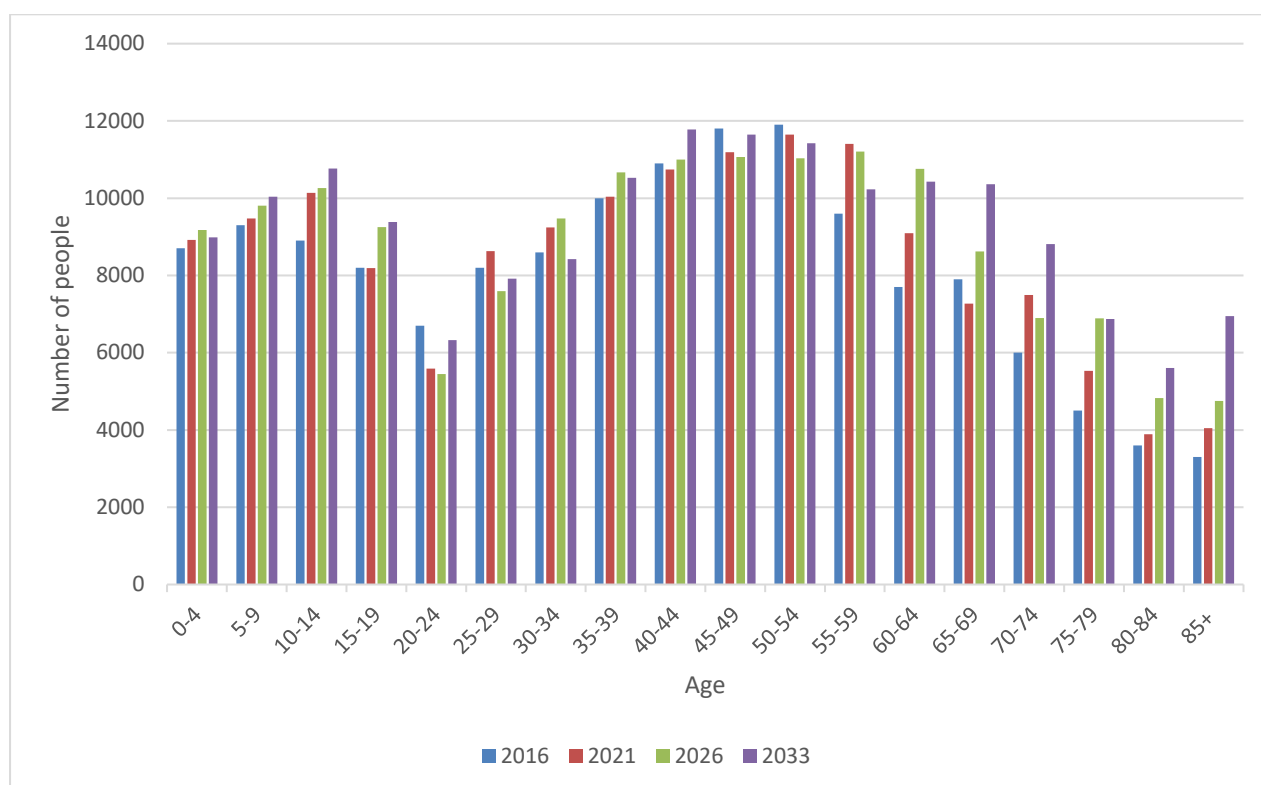
Figure 3: Population forecasts up to 2033
(sources: 2016 ONS, 2021-2033 ORS Housing Needs Assessment 2016)

Age	2016	2021	2026	2033
0-4	8700	8917	9177	8984
5-9	9300	9477	9802	10041
10-14	8900	10134	10264	10766
15-19	8200	8192	9254	9381
20-24	6700	5592	5445	6324
25-29	8200	8629	7596	7919
30-34	8600	9242	9472	8422
35-39	10000	10037	10664	10527
40-44	10900	10746	11002	11777
45-49	11800	11187	11068	11648
50-54	11900	11642	11029	11418
55-59	9600	11409	11203	10230
60-64	7700	9092	10760	10425
65-69	7900	7267	8622	10360
70-74	6000	7498	6900	8810
75-79	4500	5530	6890	6869
80-84	3600	3886	4830	5603
85+	3300	4045	4754	6946
Total	145800*	152525	158730	166452

* Note: figures in this column are rounded

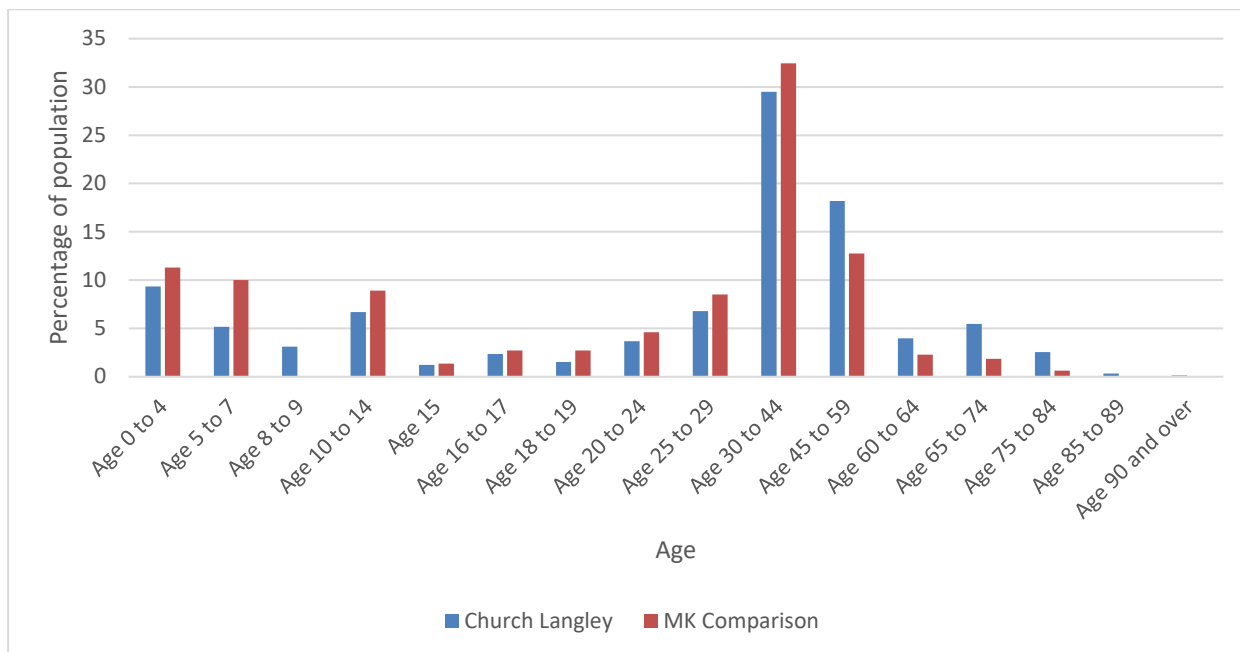
- 3.4 The graph in Figure 4 shows that the overall pattern in age structure across the authority is unlikely to change significantly up to 2033, but that there will be some growth in all of the younger age groups up to about the age of 20. Notably those aged 60 and over will increase very markedly, including more than doubling of the very old, aged 85 years and over. There is only limited change in the age groups from 25-59 years.

Figure 4: Population change up to 2033



- 3.5 This average population change for the authority as a whole is likely to be masking very real differences between parts of the authority. Those areas with established populations, particularly the rural areas, are likely to see little change in their populations, and the overall trends here will be ageing.
- 3.6 This compares to the areas of the authority which are planned for new growth. Modelling work to assess the impact of major new housing growth has been undertaken elsewhere, and it has demonstrated that there is a very different age profile for sustainable urban extensions (SUEs) than the well-established areas. This has been confirmed by work undertaken by the West Northamptonshire authorities, by Milton Keynes Council, and by Harlow Council in relation to the Church Langley area. Opinion Research Services has incorporated a similar younger age profile for the East Herts SUEs into their whole authority population forecast.
- 3.7 Figure 5 illustrates this point. It compares a new growth area in Milton Keynes with Church Langley in Harlow. The Church Langley site has aged a little, but the influx of those aged 30-49 is very clear, with a corresponding growth in young children. Conversely, the relative numbers of people aged about 50 years and over are much fewer than the average for the district, and those reaching the older ages within the period have probably been amongst the first to arrive in the new developments.

Figure 5: Population profile across SUEs: Milton Keynes and Harlow



3.8 The population age structure of an area is important, as many sports primarily attract those aged under 45 years, particularly the pitch based sports. In terms of open spaces, the high numbers of children and young people in the SUEs confirm the need for good provision in relation to children’s play and youth facilities.

3.9 ORS who provided the whole authority forecasts have not been commissioned to consider the demographic changes at a more local level across the authority. The approach agreed with the East Herts officers towards the modelling which underpins the strategy reports is therefore:

- Forecast demand using the current population age structure for the whole plan period (up to 2033)

The existing population will age and the demand for sport will decrease as the population ages but new growth in the new SUEs will have a younger age profile, and the two are likely to roughly balance out in the towns. The ORS population forecast is not usable for the more detailed work because it averages the growth across the whole district.

- For facilities with a 20 minute approximate drive time catchment area

Consider the amount of demand for sports facilities which will be generated by the combined new developments around a town plus The Gilston Area – using the Pre-Submission housing proposals. Compare the existing supply of facilities (within and outside of the authority area), including the estimated “spare capacity” to the

amount of demand likely to generated in order to determine if new facility provision is required.

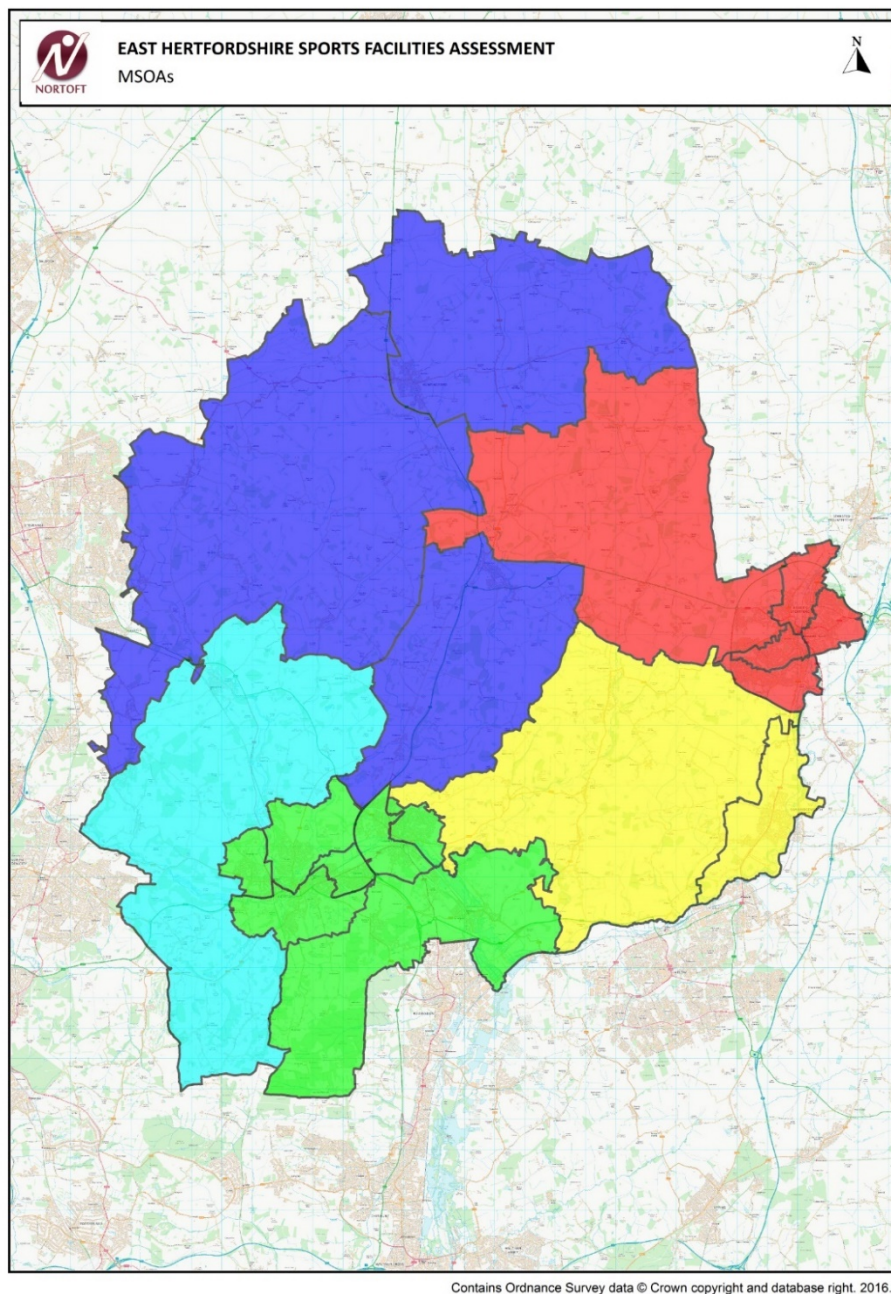
- For facilities with larger catchment areas

Consider the authority area as a whole, then as above.

- For facilities with smaller catchment areas

The starting point is the map in Figure 6, which is based on Middle Super Output Areas (MSOAs). The new demand from the new housing is added to the relevant MSOA sub-area, again using the current population structures.

Figure 6: MSOA based sub areas



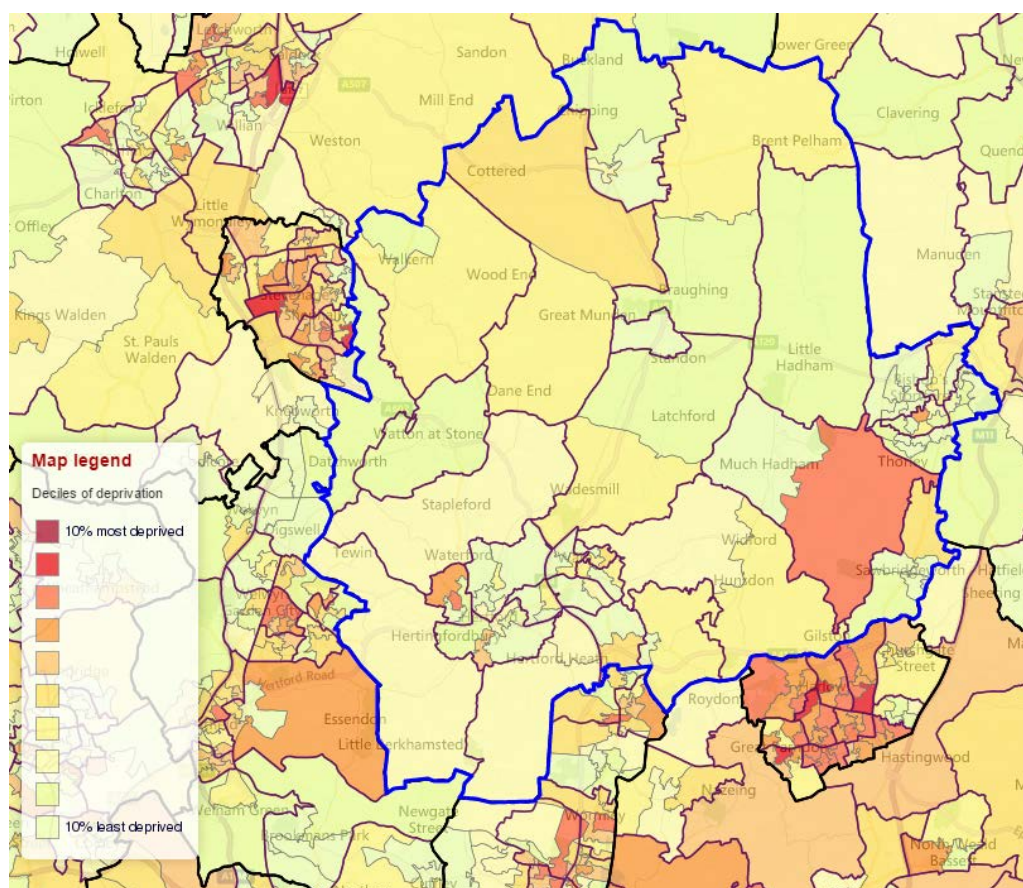
SOCIO-ECONOMIC FACTORS

Deprivation

- 3.10 Whilst East Herts is generally a relatively affluent area, the Allens Green area between Gilston and Bishop's Stortford and East Hertford are the most deprived Lower Super Output Areas (LSOAs) in the district, but even these two are only within the top 30% most deprived LSOAs areas of the country. Figure 7 maps this information (Dept for Communities and Local Government, 2017).

Figure 7: Multiple deprivation in 2015

Key: Deprivation by IMD 2015 national decile:
Decile 1 is the most deprived and Decile 10 is the least deprived



Black and Minority Ethnic

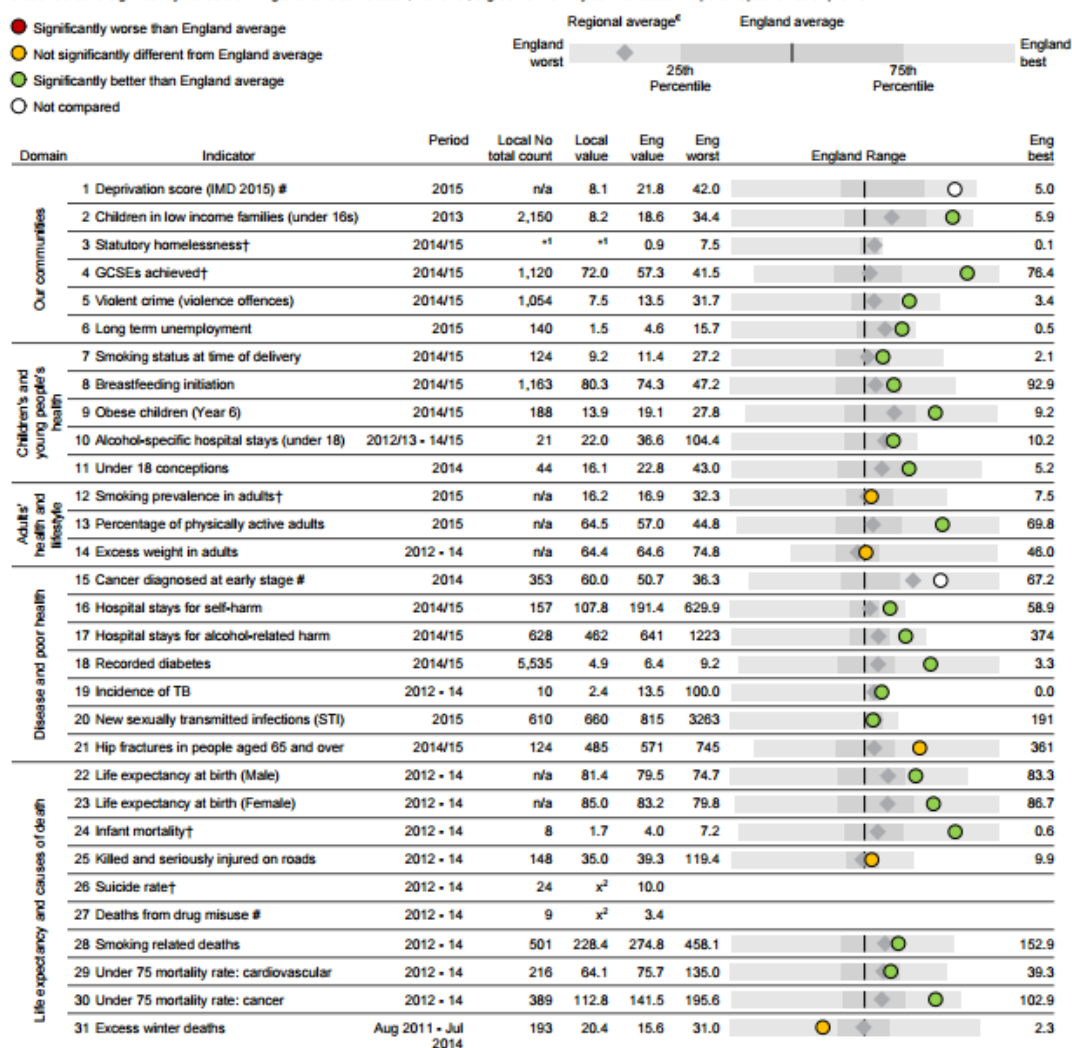
- 3.11 The 2011 Census (ONS, 2012) provides information on the ethnic mix across the district. In 2011 the proportion of the total population that were in a minority ethnic group (i.e. not white British) was 9.75%. The largest group within this minority were White Irish, at 1.14%. There were lower levels of all the other ethnic and minority groups in the district than the county of Hertfordshire, the region or England as a whole.

Health

3.12 Public Health England's Health Profile for 2015 (Figure 8) (Public Health England, 2015) concludes that generally the population is relatively healthy and life expectancy for both men and women is higher than the England average. The main priorities for action are to reduce excess weight in adults, reducing smoking and helping those growing older to maintain their health.

Figure 8: Health Profile for East Hertfordshire

The chart below shows how the health of people in this area compares with the rest of England. This area's result for each indicator is shown as a circle. The average rate for England is shown by the black line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that this area is significantly worse than England for that indicator; however, a green circle may still indicate an important public health problem.



Indicator notes

1 Index of Multiple Deprivation (IMD) 2015 2 % children (under 16) in low income families 3 Eligible homeless people not in priority need, crude rate per 1,000 households
4 5 A*-C including English & Maths, % pupils at end of key stage 4 resident in local authority 5 Recorded violence against the person crimes, crude rate per 1,000 population
6 Crude rate per 1,000 population aged 16-64 7 % of women who smoke at time of delivery 8 % of all mothers who breastfeed their babies in the first 48hrs after delivery
9 % school children in Year 6 (age 10-11) 10 Persons under 18 admitted to hospital due to alcohol-specific conditions, crude rate per 100,000 population 11 Under-18
conception rate per 1,000 females aged 15-17 (crude rate) 12 Current smokers, Annual Population Survey (APS) 13 % adults achieving at least 150 mins physical activity per
week 14 % adults classified as overweight or obese, Active People Survey 15 Experimental statistics - % of cancers diagnosed at stage 1 or 2 16 Directly age sex
standardised rate per 100,000 population 17 The number of admissions involving an alcohol-related primary diagnosis or an alcohol-related external cause (narrow definition),
directly age standardised rate per 100,000 population 18 % people on GP registers with a recorded diagnosis of diabetes 19 Crude rate per 100,000 population 20 All new
diagnoses (excluding Chlamydia under age 25), crude rate per 100,000 population 21 Directly age and sex standardised rate of emergency admissions, per 100,000
population aged 65 and over 22, 23 The average number of years a person would expect to live based on contemporary mortality rates 24 Rate of deaths in infants aged <1
year per 1,000 live births 25 Rate per 100,000 population 26 Directly age standardised mortality rate from suicide and injury of undetermined intent per 100,000 population
(aged 10+) 27 Directly age standardised rate per 100,000 population 28 Directly age standardised rate per 100,000 population aged 35 and over 29 Directly age standardised
rate per 100,000 population aged under 75 30 Directly age standardised rate per 100,000 population aged under 75 31 Ratio of excess winter deaths (observed winter deaths
minus expected deaths based on non-winter deaths) to average non-winter deaths (three years)

† Indicator has had methodological changes so is not directly comparable with previously released values.

£ "Regional" refers to the former government regions.

* Value suppressed for disclosure control due to small count

x² Value cannot be calculated as number of cases is too small

More information is available at www.healthprofiles.info and <http://fingertips.phe.org.uk/profile/health-profiles>

Please send any enquiries to healthprofiles@phe.gov.uk

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- 3.13 The cost of physical inactivity in East Herts per 100,000 people per year based on estimates by the British Heart Foundation (source: Sport England Local Profile Tool, November 2016) in 2009/10 was £1,457,383. This is lower than both the East of England average of £1,785,966 and the national average of £1,817,285.

Economic development

- 3.14 Sport and recreation facilities and green infrastructure can both support employment opportunities directly and indirectly. Sport England estimates that the value of sport and active recreation based on their Economic Value of Sport research (Sport England, 2017) for East Hertfordshire is:

- Gross Value Added (GVA) wages and operating profits in 2013:
 - GVA from people participating in sport: £31.8m
 - GVA from wider non participation interests: £7.5m
 - Total (£m) £39.3m
- Total sports related jobs (both participation and wider non-participation interests) in 2013
 - 1,093
- Economic value of health benefits of participating in sport and active recreation in 2013
 - £59.4m
- Total sporting business stock (sports businesses) in 2015
 - 110 businesses
 - Equates to 1.31% of East Hertfordshire's local economy – which is higher the national average of 1.04%, at the regional average of 1.13%.
- Economic value of sports volunteering in 2013
 - £14.6m

- 3.15 The positive effects sport, recreation and open space use has on mental health and well-being could be capitalised upon to support people back to work through volunteer programmes, which in turn could boost self-confidence and self-esteem in support of a full time employment opportunity.

PARTICIPATION IN SPORT AND ACTIVE RECREATION

3.16 Sport England released its first report called Active Lives in January 2017 (Sport England, 2017). Active Lives is broader than the previous Active People Survey as it includes walking and cycling for both leisure and travel, dance and gardening, in addition to the sporting and fitness activities included in the previous Active People Survey.

3.17 Figure 9 shows the levels of activity of adults aged 16+ years in the authority and its CIPFA benchmark comparator authorities. The definitions are:

Moderate activity: This is defined as activity where you raise your heart rate and feel a little out of breath.

Vigorous activity: This is where you are breathing hard and fast and your heart rate has increased significantly (you will not be able to say more than a few words without pausing for breath).

Moderate intensity equivalent (MIE) minutes: means each 'moderate' minute counts as one minute. Any vigorous activity counts for double, so each vigorous minute counts as two moderate minutes. The 30 MIE minutes can be achieved in one go or in chunks of at least 10 minutes across different days through a combination of physical activities.

Inactive: someone who, over the course of a week, does not achieve a total of 30 moderate intensity equivalent (MIE) minutes of physical activity.

Fairly active: someone who is active for 30-149 minutes a week.

Active: someone who is active for at least 150 minutes a week.

3.18 The data in Figure 9 shows that East Hertfordshire has more regularly active residents than all of the CIPFA comparators and both the national and regional averages. The number of people who are inactive is about in line with the CIPFA comparators, and much lower than the national and regional averages.

Figure 9: Sport and physical activity levels for adults

Authority	Inactive (<30 minutes a week)	Fairly active (30-149 minute a week)	Active (150+ minutes a week)
East Hertfordshire	15.5%	11.5%	73.0%
Sevenoaks	16.0%	15.5%	68.6%
South Oxfordshire	18.2%	10.9%	70.9%
St Albans	14.0%	12.0%	74.0%
Vale of White Horse	14.0%	15.6%	70.4%
East of England	21.0%	13.5%	65.4%
England	22.0%	12.6%	65.4%

3.19 The Active Lives Survey report shows that:

- more males are active than females
- participation in sport and physical activity declines with age
- activity levels for people with a disability decreases as the number of impairments increase
- the higher the socio-economic group, the more active
- the difference between the number of men and women taking part is greatest for sporting activities
- several of the new activities that form Sport England's extended remit are more popular with women than with men.

3.20 These trends suggest that the priorities for East Hertfordshire are to retain the high level of existing activities, but also to encourage and support those people who are inactive or only fairly active to become more so. The investment priorities should be towards opportunities which are /can be made available to both young children and to older people, those in the lower socio-economic groups, and activities that attract women and girls. These opportunities relate to both built facilities for sport and recreation and open spaces, including walking and cycling routes.

3.21 The Key Performance Indicators which back the Government's strategy, *Sporting Future, A New Strategy for an Active Nation* (Dept for Culture, Media & Sport, 2015) and which are measured in Active Lives are:

KPI 1 – Increase in percentage of the population taking part in sport and physical activity at least twice in the last month

KPI 2 – Decrease in percentage of people physically inactive

KPI 3 – Increase in the percentage of adults utilising outdoor space for exercise/ health reasons

KPI 4 – Increase in the percentage of children achieving physical literacy standards

KPI 5 – Increase in the percentage of children achieving swimming proficiency and Bikeability Levels 1-3

KPI 6 – Increase in the percentage of young people (11-18) with a positive attitude towards sport and being active.

Participation in sports in East Hertfordshire

3.22 Figure 10 shows the level of participation in the four sports of gym sessions, athletics, cycling and swimming extracted from the Sport England Local Profile Tool for East Hertfordshire (Sport England, 2017). All of the sports have higher rates of participation in East Herts than either the regional or national averages. This is particularly important in estimating future demand for swimming as the national rate for swimming is lower than that of East Herts.

Figure 10: Top sports in East Herts with regional and national comparison

Sport	East Hertfordshire	East of England	England
Gym Sessions	13.3%	10.6%	11.2%
Athletics	13.0%	6.9%	7.1%
Cycling	12.0%	9.0%	8.3%
Swimming	10.6%	9.3%	9.5%

Market Segmentation

- 3.23 Sport England has developed nineteen sporting segments to help understand individuals' attitudes and motivations to sports and physical activity and this tool is a useful extension of the other socio-economic mapping available from elsewhere (Sport England , 2017). The information used to develop these segments is derived from information sourced primarily from the Active People Survey, but also from the census, and supplemented with information from other market research surveys.
- 3.24 The intelligence provided by the Market Segmentation tool helps in the understanding of why particular sports have more demand than others in an authority, and highlights any significant differences in areas across the authority. In turn this will help to identify which facility types should be the highest priority in each area. The nineteen segments are as follows (Figure 11).

Figure 11: Market Segments

Segment	Type of person	Name
1	Competitive Male Urbanites	Ben
2	Sports Team Lads	Jamie
3	Fitness Class Friends	Chloe
4	Supportive Singles	Leanne
5	Career Focused Females	Helena
6	Settling Down Males	Tim
7	Stay at Home Mums	Alison
8	Middle England Mums	Jackie
9	Pub League Team Mates	Kiev
10	Stretched Single Mums	Paula
11	Comfortable Mid-Life Males	Philip
12	Empty Nest Career Ladies	Elaine
13	Early Retirement Couples	Roger & Joy
14	Older Working Women	Brenda
15	Local 'Old Boys'	Terry
16	Later Life Ladies	Norma
17	Comfortable Retired Couples	Ralph & Phyllis
18	Twilight Year Gents	Frank
19	Retirement Home Singles	Elsie & Arnold

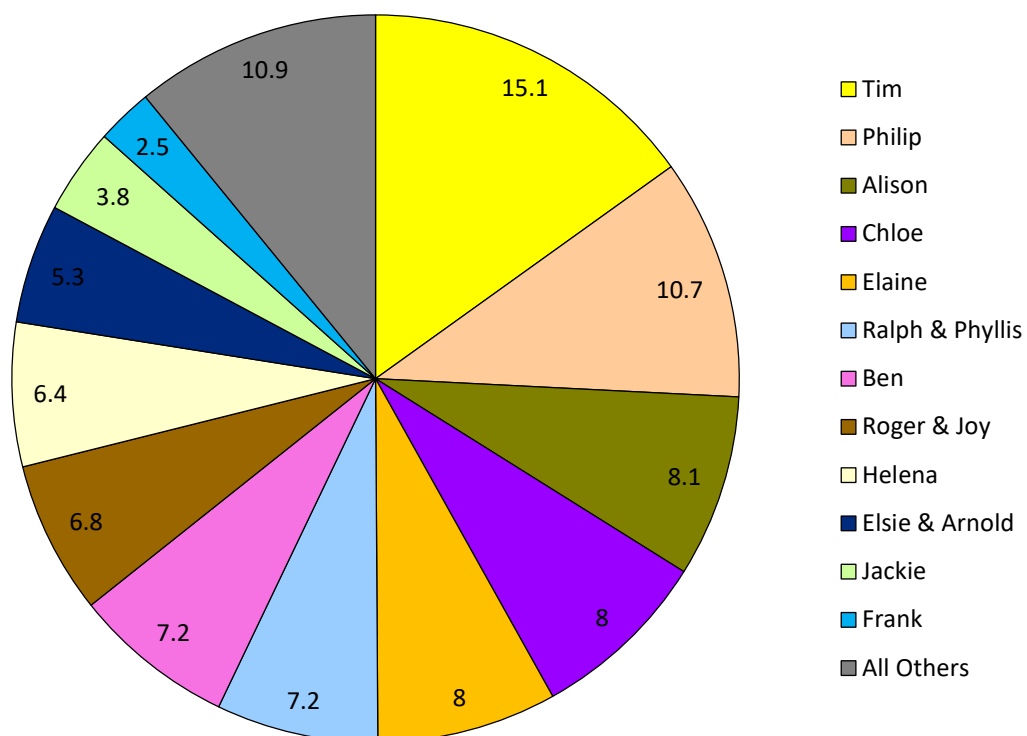
- 3.25 Each of the nineteen segments is identified as having different characteristics in relation to patterns of physical activity. Appendix 7 provides more detail on the types of activities which appeal to each, and their motivation for participating in sport. The market segmentation data is available at local authority level as well as lower and middle super output areas.

3.26 Sport England expects the use of the Market Segmentation tool as part of the assessment process for all sports strategies, and the information has been used in three ways:

- An authority-wide overview of the total population as a pie-chart (Figure 12);
- The geographical distribution of dominant market segments by Middle Super Output Area (MSOA) and Lower Super Output Area illustrated by the maps at Figure 13 and Figure 14;
- Identification of key sports for the area (Figure 15).

3.27 It is important to note from the pie chart in Figure 12 that there are several market segments which do not appear on either of the maps in Figure 13 and Figure 14. This is because they do not dominate in any one area. In the planning for sport and recreation however, it is clear that account needs to be taken of all ages and backgrounds.

*Figure 12: Largest market segments (whole authority)
(And percentage of residents)*



3.28 Figure 13 maps the dominant market segments in each Middle Super Output Area (MSOA) across the district. It is clear that the “Settling down Males” group (Tim) dominates all of the district when considered at this MSOA level. However, if the dominant market segment maps are considered at the Lower Super Output Area (LSOA) level, see Figure 14, then some more detail emerges. The most obvious are the several areas with a higher number of older people; the light blue, brown and dark blue areas of the map.

Figure 13: Market Segmentation map- MSOA level

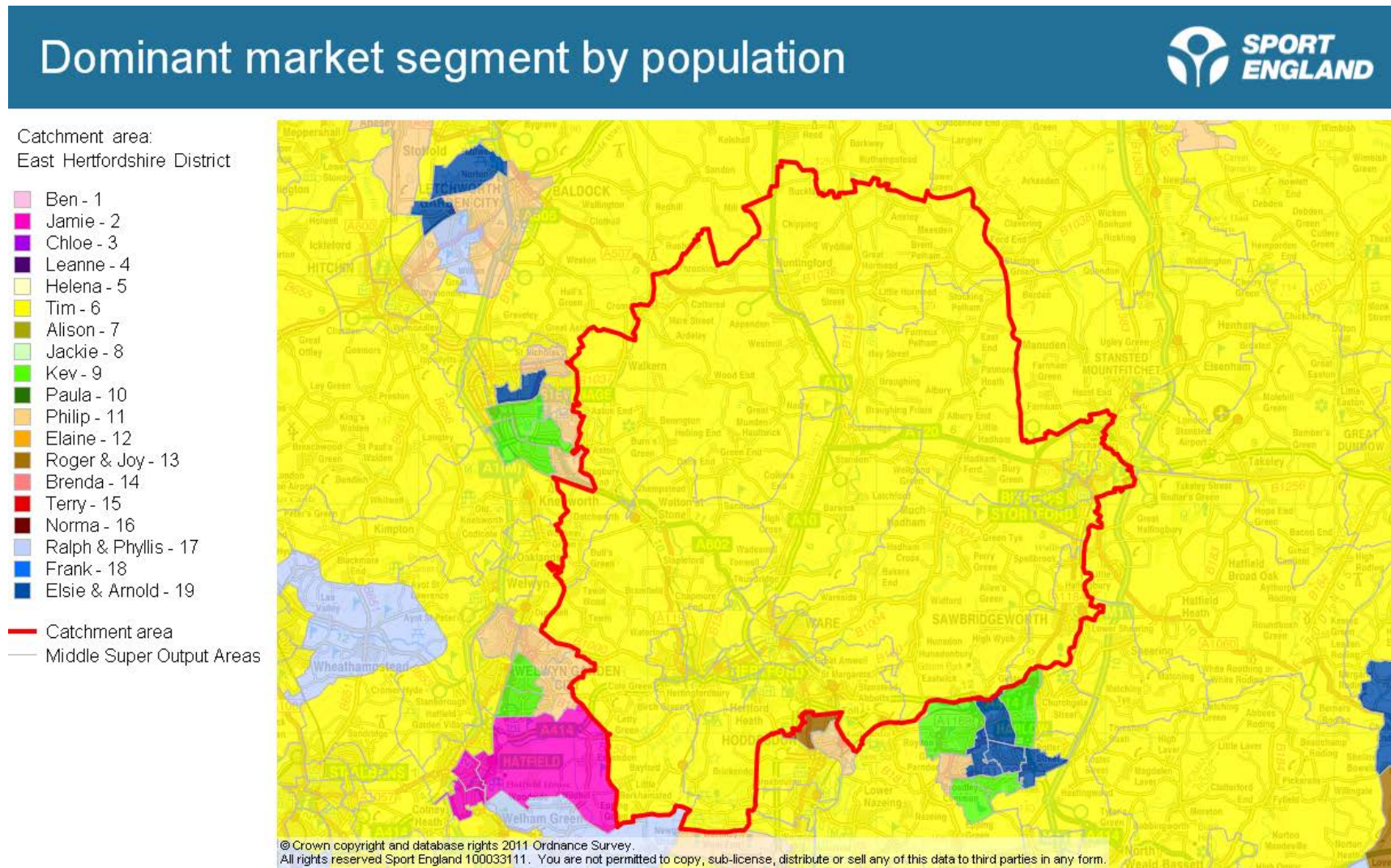
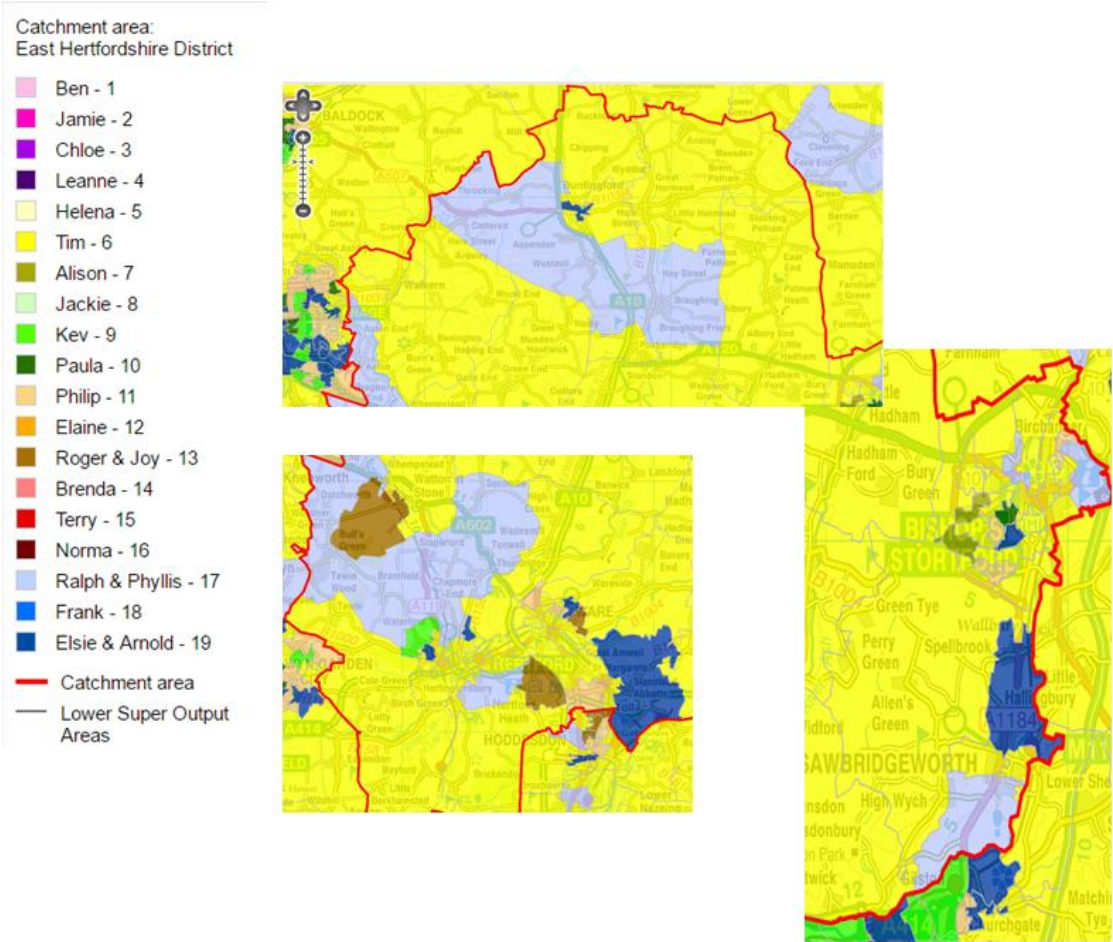


Figure 14: Market Segmentation map- LSOA level



- 3.29 The sports which each market segment group currently take part in, and what they would be attracted to, are given in Figure 15. This figure illustrates the importance of swimming, keep fit/gym and cycling to many of the residents of East Hertfordshire. Also of note are athletics (which includes jogging), tennis and golf.
- 3.30 It should be noted that the Market Segmentation tool is a snap-shot of the current picture, and unfortunately is not available for forecasting. However, it is likely that the general picture presented by this map will remain largely valid, although the groups will age in many areas.
- 3.31 The characteristics of the market segments that will take up the housing within the SUEs will largely depend on the nature of the homes provided. However, for a typical mix of homes in a SUE, the market segments are likely to be primarily the “Tim” group, of professional settling down families.
- 3.32 In summary, the Market Segmentation tool provides useful background information on the demographics of an area, and the activities which different communities in different places are likely to be interested in. The tool is referred to within each of the sports strategy sections, as it gives a guide to the relative importance of different activities at a local and district level.

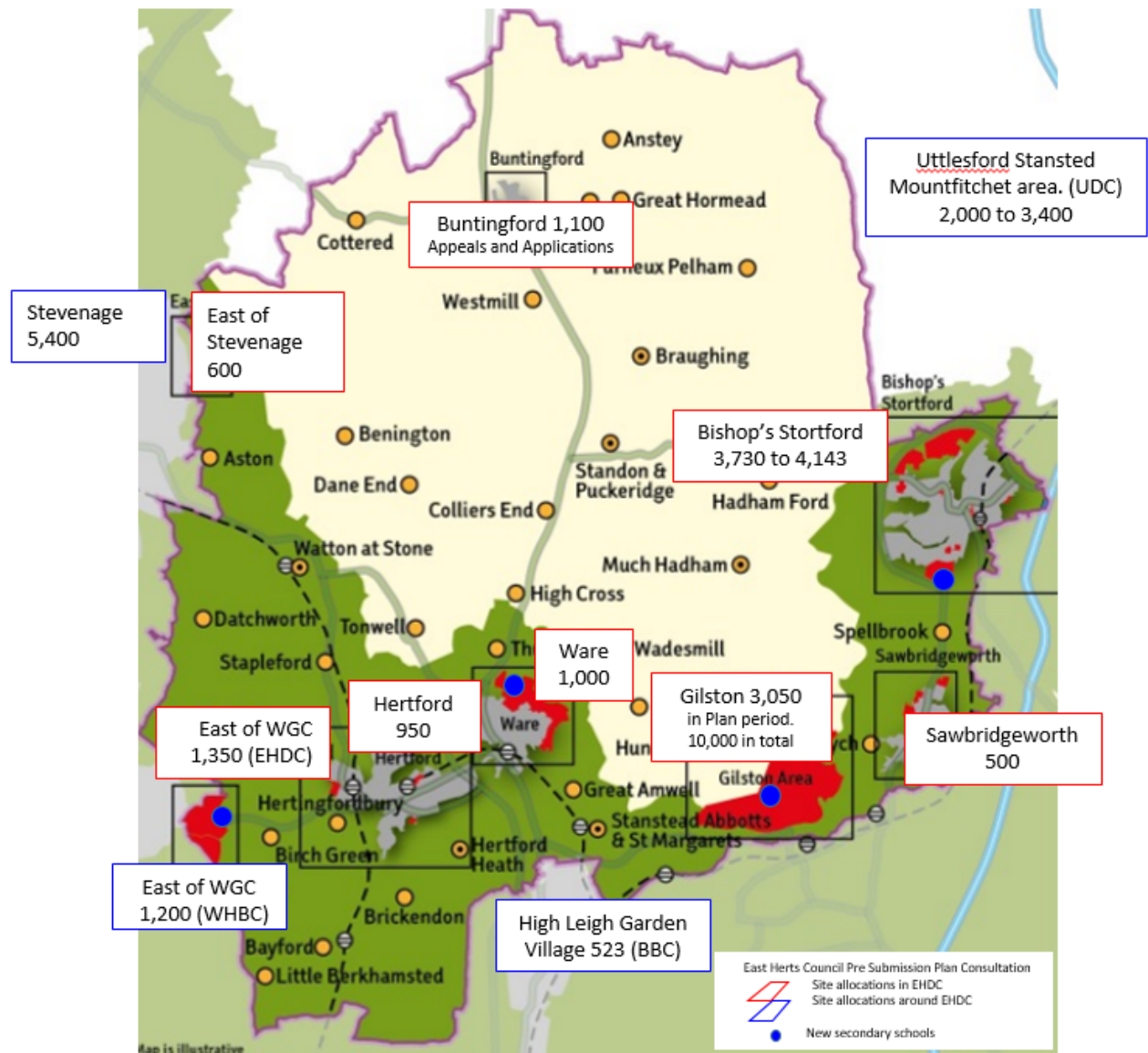
Figure 15: Market segmentation and interest in sport

Segment	Characteristic	Age	Marital status	Work type	Sports do now, decreasing order top 5					Sports would like to do more of, decreasing order top 5				
					1st	2nd	3rd	4th	5th	1st	2nd	3rd	4th	5th
Tim	Settling Down Male	26-45	Married or single. May have children	Professional	Cycling	Keep fit/gym	Swimming	Football	Athletics	Cycling	Swimming	Keep fit/gym	Athletics	Golf
Philip	Comfortable Mid Life Male	45-55	Married with children	Full time employment and owner occupier	Cycling	Keep fit/gym	Swimming	Football	Golf	Swimming	Cycling	Keep fit/gym	Golf	Athletics
Alison	Stay-at-home mum	36-45	Married with children	Stay-at-home mum	Keep fit/gym	Swimming	Cycling	Athletics	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Chloe	Fitness Class Friends	18-25	Single	Graduate professional	Keep fit/gym	Swimming	Athletics	Cycling	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Elaine	Empty Nest Career Ladies	46-55	Married	Full time employment and owner occupier	Keep fit/gym	Swimming	Cycling	Athletics	Tennis	Swimming	Keep fit/gym	Cycling	Badminton	Tennis
Ralph & Phyllis	Comfortable Retired Couples	66+	Married/ single	Retired	Keep fit/gym	Swimming	Golf	Bowls	Cycling	Swimming	Keep fit/gym	Golf	Cycling	Tennis
Ben	Competitive Male Urbanites	18-25	Single	Graduate professional	Football	Keep fit/gym	Cycling	Athletics	Swimming	Swimming	Football	Cycling	Tennis	Athletics
Roger & Joy	Early Retirement Couples	56-65	Married	Full time employment or retired	Keep fit/gym	Swimming	Cycling	Golf	Angling	Swimming	Keep fit/gym	Cycling	Golf	Athletics
Helena	Career Focussed Females	26-45	Single	Full time professional	Keep fit/gym	Swimming	Cycling	Athletics	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Elsie & Arnold	Retirement Home Singles	66+	Widowed	Retired	Keep fit/gym	Swimming	Bowls	Golf	Cycling	Swimming	Keep fit/gym	Cycling	Tennis	Bowls
Jackie	Middle England Mum	36-45	Married	Part time skilled worker or stay-at-home mum	Keep fit/gym	Swimming	Cycling	Athletics	Badminton	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Frank	Twilight Year Gents	66+	Married/ single	Retired	Golf	Keep fit/gym	Bowls	Swimming	Cycling	Swimming	Cycling	Golf	Keep fit/gym	Bowls

SECTION 4: ADJACENT AUTHORITY HOUSING GROWTH AND STRATEGIES

- 4.1 Figure 21 shows the East Herts pre-submission housing allocations in red boxes and the relevant housing allocations for adjacent authorities in blue boxes.

Figure 21: East Herts and adjacent authority's housing allocations



- 4.2 East Herts has now submitted its District Plan to the Secretary of State and adoption is expected in late 2017.
- 4.3 The Broxbourne Local Plan has completed its consultation stage with adoption expected in June 2018. There are new site allocations of up to 7,000 homes by 2031, with the main growth in the south of the borough at Cheshunt (circa 3,000 dwellings), but 523 at High Leigh Garden City, just over 2 miles from Hertford.

- 4.4 The Welwyn Hatfield Local Plan consultation has been completed, with 12,000 houses proposed between 2013-2032.
- 4.5 Stevenage has a total of 7,600 homes for the plan period of which 4,700 are in the following urban extensions: North of Stevenage (800); South East of Stevenage (550); Stevenage West (1,350); town centre and neighbourhood centres (2,000). Excluding existing commitments and windfalls there are still some allocations yet to be determined.
- 4.6 The sport and recreation strategies of each of the adjacent authorities have been reviewed, and the key extracts are provided within the relevant sections of the report.

SECTION 5: SUMMARY

- 5.1 This background and context is referenced and used throughout the other parts of the strategy as it applies to all sports, facilities, and open space. Where relevant further detail is provided within the appropriate section.

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GLOSSARY

ANG	Accessible Natural Greenspace
CIL	Community Infrastructure Levy
CIPFA	Chartered Institute of Public Finance and Accountancy
GVA	Gross Value Added
IMD	Index of Multiple Deprivation
KPI	Key Performance Indicator
LAP	Local Areas for Play
LSOA	Lower Super Output Area
MIE	Moderate Intensity Equivalent for exercise
MSOA	Middle Super Output Area
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
ONS	Office for National Statistics
SPD	Supplementary Planning Document
SUE	Sustainable Urban Extension



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