

# APPENDIX 1



**DRAFT**

## **Leisure Needs Assessment for Redcar and Cleveland Borough Council**

### **Part 3 – Policy and Action Plan Framework**

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## Part 3

This part of the Leisure Needs Assessment draws together key information from Parts 1 and 2. It is intended as a stand alone document that identifies the key issues and conclusions from the analysis of leisure needs in the Borough and provides a range of actions that are considered to be appropriate.

### 1. Application of draft standards for major built facilities

#### 1.2 Sports halls

##### *Summary of suggested standards*

- **Quantity:** A minimum of a 4-court sports hall per 15,000 people (which converts to 38.4 m<sup>2</sup> of hall space per 1000 persons).
- **Accessibility:** No more than 20 minutes, but with encouragement for an increase in non-motorised trips and the use of public transport as much as possible.
- **Quality:** Consideration should also be given to provision of associated facilities that are found within leisure centres including reception areas, refreshment areas, health and fitness suites, and appropriate changing, storage and viewing areas.
- Facilities should be available for genuine community use on a largely pay-and-play basis for a minimum of 40 hours a week including times of peak demand for the community (generally weekday evenings and weekends).

##### **Application of standards for sports halls**

**Quantity:** Actual provision for pay and play is 2 – 8 court sports halls plus 2 – 6 court sports halls which is equivalent to 7 standard sports halls for Redcar and Cleveland. This is against a standard of 9 sports halls i.e. a slight under provision when taking into account population statistics. Provision is equivalent to 19,800 people per 4 – court sports hall as opposed to 15,000 people per 4 – court sports hall suggested by the standard.

There are, however, another 9 school sports halls that although not available for pay and play activities are currently available to clubs and groups after school hours. When this is taken into account there is not a problem with

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supply/demand issues on a general basis across the Borough, although there is under provision in the Loftus area.

This situation could change if a mainstream sports hall is closed or school sports hall provision via community use agreements changes.

**Accessibility:** based on drive times of 20 minutes no part of the Borough is outside easy reach of a sports hall.

However, there are many parts of the Borough that are not within easy reach of a major leisure centre when there is reliance on walking, cycling and public transport. In such cases the solution may be to improve access to existing or proposed venues on school sites (see below) as it would be unrealistic to base provision solely on, say, a 20 minute walk time as this would be financially impossible to achieve.

**Quality:** other than the Council venues, there are no sports halls that can claim to be available largely on a pay and play basis for a minimum of 40 hours a week and at times of peak demand. There are existing and proposed facilities on school sites that could meet this criterion if their availability during the weekday evenings and at the weekends could be assured. Physical improvements of facilities, including dedicated public receptions and changing facilities would also greatly help in this regard.

Saltburn and Redcar sports halls have significant backlog maintenance problems as can be seen from the summary table given in 1.3.

### 1.3 Swimming Pools

#### *Summary of suggested standards*

- **Quantity:** The recommended standard is 1 - 4 lane pool of minimum 22 metre length per 20,000 population. (which converts to 10.11 m<sup>2</sup> per 1000 persons).
- **Accessibility:** No more than 20 minutes drive time, but with encouragement for use of non-motorised trips and public transport as much as possible to ensure that the maximum number of people can access facilities within 20 minutes walk time in urban areas.
- **Quality:** Consideration should also be given to provision of associated facilities that are found within swimming pools including reception areas, refreshment areas, health and fitness suites, and appropriate changing, storage and viewing areas.

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- Facilities should be available for genuine community use on a largely pay-and-swim basis for a minimum of 40 hours a week including times of peak demand for the community (generally weekday evenings and weekends).

### Application of standards for swimming pools

**Quantity:** Actual provision for Redcar and Cleveland is 2 x 25 metre by 6 lane pools plus 2 x 25 metre by 4 lane pools which equates in terms of water space to 5.7 standard size pools when population figures are taken into account. This is slightly below Sport England's standard of 6.9 standard size pools for Redcar and Cleveland's population and a lower level of provision than other similar authorities. Provision equates to 27,800 people per standard pool against a standard of 20,000.

**Accessibility:** Based on drive times of 20 minutes no part of the Borough is outside easy reach of a swimming pool of a good size.

**Quality:** All swimming pools in the Borough are of an age where maintenance problems become significant in relation to plant and equipment and the building fabric. Without continued, timely investment they will continue to deteriorate and their poor appearance will act as a disincentive to users.

**Table 1 Leisure Centre Backlog Maintenance Costs**

Leisure Centre	Facility Type	Backlog Maintenance Cost 2002	Backlog Maintenance Cost 2004*
Eston	Pool and Sports Hall	£342,890	£545,245
Loftus	Pool	£574,620	£140,264
Guisborough	Pool	£307,376	£380,860
Saltburn	Pool and Sports Hall	£395,041	£780,030
Redcar	Sports Hall	£568,577	£517,400
<b>Total</b>		<b>£2,188,509</b>	<b>£2,363,799</b>

\* Backlog maintenance costs represent the expenditure required to bring a facility up to a good standard of repair. As the latest figures relate to 2004 costs they should be regarded as conservative estimates.

### Main Issues from Application of Standards for Swimming Pools

In terms of quantity there is a small under provision with respect to swimming pool water space in the Borough. However, when accessibility standards are applied (i.e. consideration of facilities in adjoining boroughs is taken into account) provision slightly exceeds the standard. All residents have access to at least one pool within the 20 minute drive time and some have access to up to 4 and 5 when Redcar Pool is completed. From mapping exercises it appears that even

with only 3 pools in the Borough all residents would be within 20 minutes drive time of at least one.

The main problem with the Council's pools lies in their age and condition requiring expenditure totalling some £2.4m (including the costs for 2 sports halls)

In relation to the provision of water space for school swimming lessons with 4 pools the space required can be accommodated but this would be more difficult to achieve if there was one less.

### 1.4 Synthetic Turf Pitches (STPs)

#### *Summary of suggested standards*

- **Quantity:** 1 full-size floodlit STP per 35,000 persons (current provision 1 full size STP per 69550 people).
- **Accessibility:** No more than 20 minutes drive time, but with encouragement for use of non-motorised trips and public transport as much as possible.
- **Quality:** The Borough Council should provide guidance on the appropriate type of surface and floodlighting as this can vary depending on which sport is anticipated to be the main user.
- Facilities should be available for genuine community use for a minimum of 40 hours a week including times of peak demand for the community (generally weekday evenings and weekends).

#### **Application of standards for STPs**

**Quantity:** the standard should be applied to new populations arising out of (qualifying) new housing development, given the popularity of and demand for this type of facility. Strict interpretation of actual provision against the standard suggests there is an under provision of STPs. However, there is a reasonable level of provision within the Borough compared with many other parts of the country. Precise needs are more appropriately assessed through dialogue with existing and potential stakeholders. There is no reason to believe the Borough could not sustain additional STPs of an appropriate specification, as there is certainly no evidence to the contrary.

**Quality:** The Council should seek to ensure that an appropriate balance is struck between the provision of different surfaces, especially in terms of sand-based pitches and 3<sup>rd</sup> Generation pitches. At the basic level of community provision (on

which this study is largely focused) it is important that facilities should be available to and suitable for a wide range of activities, unless compelling reasons for providing 'specialist' surfaces exist.

It is doubtful whether all existing facilities meet the criterion of 40 hours a week community availability including at times of peak demand. The facilities at Ryehills School and Middlesbrough FC Football Academy may not meet this criterion.

**Accessibility:** All the Borough is within easy reach by car of an STP, but not necessarily by foot, bike or public transport. Undersized provision at Saltburn and Guisborough could help meet local demand for some of the activities that might otherwise seek access to a full size STP.

If additional pitches are to be provided in urban areas, care should be taken to ensure that access by foot and bike is optimised.

It is important that the use of existing STPs in the Borough is maximized through community use agreements. This will have beneficial effects particularly for current hockey teams and provide stimulus for new teams as virtually no hockey is played on grass pitches any longer.

The use of STPs for football coaching will also affect supply/demand patterns particularly for grass junior football pitches.

## 1.5 Community Buildings

### *Summary of suggested standards*

- **Quantity:** there is no national standard for provision of community buildings within local authorities. However, previous studies have suggested that 1 small community venue per 1000 population is a realistic aspiration.\*
- **Accessibility:** An appropriate standard of around 15 minutes walk time or a 10 minute drive time.

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\* Studies comparable to this exercise in other parts of the country indicate that many villages with no more than 3 or 4 hundred residents can sustain attractive and well used village halls.

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- **Quality:** Guidance from other studies suggests a minimum provision of around 400 sq metres of space for a community building which should, ideally, include the following:
  - A small hall
  - A small meeting room
  - A kitchen
  - Storage space
  - Toilets
  - Provision for disabled access and use
  - Car parking

### Application of standards for Community Buildings

**Quantity and accessibility:** there are approximately 60 community centres/village halls across the Borough of which 22 are Council owned. A strict interpretation of the standard against actual provision suggests there needs to be double the number of venues. However, when the accessibility standard is applied the Borough seems to have adequate provision. Certainly all rural villages and settlements in the Borough have a community centre or village hall and the community group and resident surveys indicate there is not a shortfall in provision. Whilst in urban areas there may be a shortfall, there is an adequate supply of other larger buildings and facilities to compensate. The one area of concern is Guisborough.

**Quality:** It is estimated that most of the community centres in the Borough would meet the quality amenity standards i.e. all having meeting rooms, kitchens etc. There is evidence, particularly concerning the Council owned stock, which suggests that some of the buildings have an aged appearance and have backlog maintenance issues (£150,000 at 2004).

### 1.5 Playing Pitches

#### *Summary of standards*

- **Quantity:** following the revised playing pitch assessment and examination of the local plan standard for playing pitches, a standard lower than the NPFA guidance of 1.2 ha per 1000 population has been adopted. There is now a recommended standard for the Borough's playing pitches with respect to each of the environmental committee areas which are as follows:

Sub Area	Suggested Standard (ha/00)
Redcar	0.9
Grangetown, South Bank	0.9
Guisborough, Boosbeck	1.0
Saltburn, Marske, New Marske, Skelton	1.0

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Eston, Normanby, Ormesby	0.9
Loftus, Lingdale, Brotton	0.8

These local area standards should meet any long term changes in demand as well as any short term fluctuations.

- **Quality and accessibility:** there are no definitive standards for quality and accessibility in relation to playing pitches. More important is the feedback from local teams that play on pitch sports which currently suggests that the quality of existing pitches and related changing facilities is often poor,

### Application of standards for Playing Pitches

**Quantity:** When compared against the above standards and when the nationally recognized method of supply and demand is applied to Redcar and Cleveland playing pitches, there are no apparent shortages of pitches within the Borough. This conclusion is based on the present inclusion of pitches that are currently not in secured use. However, supply and demand differs from area to area within the Borough and also for different types of provision i.e. for adult, junior and mini soccer football pitches. There is evidence to suggest that there are particular shortages of facilities for junior football.

**Quality:** The main problems in this area are associated with the quality of pitches and ancillary provision such as changing rooms etc and this is a concern in most areas of the Borough.

### 1.7 Children's Play

#### *Summary of suggested standards*

- **Quantity and accessibility:** The current local plan suggests that for children's play a standard of 0.3 ha per 1000 population should be applied. The standard consists of 2 components. The first covers equipped play areas categorized into 3 types i.e.
  - LAP (Local Area for Play) – an area of open space for children up to 7 years old with a minimum of a 100 sq metres of space and a minimum walking distance of 5 minutes from home.
  - LEAP (Local Equipped Area of Play) – is a large area for children up to 10 years old which should be a minimum of 400 sq metres and be within 5 minutes walking distance from home.
  - NEAP (Neighbourhood Equipped Area for Play) – this is aimed at children between 8 and 12 years and should have a minimum of a 1000 sq metres and be a 15 minute walk from home.

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The second component, which makes up the standard, relates to small areas of open space that can be used and are available to children. This will include areas for ball games etc, mainly close to housing.

- **Quality:** All equipped play sites undergo a rigorous quality inspection programme in relation to nationally approved quality assurance standards.

#### Application of standards for Children's Play

**Quantity:** The table below shows existing provision for children's play against the standard of 0.3 ha per 1000 population for each area of the Borough. It also indicates the under provision for each area and the total deficit in the Borough.

Area	Standard ha/1000	Existing provision ha	Required provision ha	Over/under ha
Redcar	0.3	1.53	10.91	- 9.38
GATES	0.3	1.88	5.28	- 3.94
Guisborough	0.3	0.77	5.99	- 5.22
Saltburn	0.3	1.87	7.84	- 5.97
ONE	0.3	1.98	6.16	- 4.18
Loftus	0.3	1.34	4.87	- 3.52
<b>Totals</b>		<b>9.37</b>	<b>41.05</b>	<b>- 32.21</b>

Also shown below are the numbers of equipped play areas across the Borough categorised into LAPS, LEAPS and NEAPS.

No of LAPS = 12  
No of LEAPS = 41  
No of NEAPS = 11

**Total no = 64**

If actual provision is compared against the local plan standard of 0.3 ha per 1000 population, the Borough has an under provision amounting to nearly 5 times less than the standard i.e. 9.37 ha against required standard provision of 41.05 ha. However, in terms of actual numbers of equipped play sites the Council has a total of 64 which in terms of accessibility and need is, in most areas, adequate and compares favourably with the provision made by other similar authorities. There is a grey area as to what is informal children's green space and Amenity space (see later) and it is probable that in some cases space that is classed as amenity space may also be able to be used by children. This may account for the possible overall under provision in the Borough with respect to children's play.

**Accessibility:** Most of the equipped play sites in the Borough will meet the standard walking times for each of the LAPS, LEAPS and NEAPS.

**Quality:** All the Council's equipped play areas undergo routine inspections and adhere to the industry quality assurance standards for equipped play.

## 1.8 Teenage Provision

### *Summary of suggested standards*

**Quantity:** The local plan recommends a standard for teenage provision of 0.5 ha per 1000 population which is a derivative of the NPFA 6 acre standard. The standard includes spaces which are primarily suitable for playing games on an informal basis typically by older children and teenagers. Some of the larger sites included in the standard may even contain a sports pitch but have been classified as kick-about areas if they have not been included in the playing pitch assessment.

- **Accessibility and Quality:** No formal standards as such.

### **Application of standards for Teenage Provision**

**Quantity:** The table below shows existing and required provision for teenagers in the various areas of the Borough.

Area	Standard ha/1000	Existing provision ha	Required provision ha	Over/under ha
Redcar	0.5	14.12	18.18	- 4.06
GATES	0.5	17.92	9.70	+ 8.22
Guisborough	0.5	11.43	9.98	+ 1.45
Saltburn	0.5	0.34	13.07	- 12.74
ONE	0.5	16.04	10.27	+ 5.77
Loftus	0.5	4.60	8.11	- 3.51
<b>Totals</b>		<b>64.55</b>	<b>69.31</b>	<b>- 4.76</b>

No of kick-about areas = 15

- Existing provision for teenagers in terms of suitable open space and kick-about areas is slightly below the standard provision.
- The Redcar and Saltburn areas have existing provision for teenagers that is significantly below the standard whilst GATES and ONE areas have provision well above the standard of 0.5 ha per 1000 population.

## 1.9 Amenity Space

### *Summary of suggested standards*

**Quantity:** The local plan recommends a standard for amenity space (including parks) of 0.4 ha per 1,000 pop. This has been derived from the NPFA national six acre standard.

**Accessibility and quality:** No formal standard as such.

### **Application of standards for amenity space**

The table below shows existing and required provision for amenity space in the various areas of the Borough.

Area	Standard ha/1000	Existing provision ha	Required provision ha	Over/under ha
Redcar	0.4	72.14	14.15	+ 57.6
GATES	0.4	27.44	7.76	+ 19.68
Guisborough	0.4	11.68	7.98	+ 3.70
Saltburn	0.4	27.84	10.48	+ 17.38
ONE	0.4	21.37	8.21	+ 13.15
Loftus	0.4	7.54	6.49	- 1.10
<b>Totals</b>		<b>168.01</b>	<b>55.07</b>	<b>+ 112.94</b>

**Quantity:** The open space provision in the Borough is 1.2 ha per 1,000 pop against the local plan standard of 0.4 ha per 1,000 population. In areas such as Redcar, GATES and Saltburn, amenity space is very well provided for and only Loftus has provision less than the standard.

**Accessibility and quality :** The main problem regarding amenity space in the Borough is that of inferior quality. Some recommendations regarding accessibility and quality have been made in the green space strategy and is summarised in the relevant parts of the following table.

## 1.10 Summary

The following table provides an overview of the various standards for built facilities and open spaces and identifies priorities for action.

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### Borough Wide Standards

	National Guidelines			Local Provision			Suggested Standards			Key Priorities for Action
	Quantity	Quality	Access	Quantity	Quality	Access	Quantity	Quality	Access	
<b>Swim Pools</b>	1 - 4 lane pool (22m) per <b>21,000</b> pop.  From Sport England facilities calculator	Good quality associated facilities i.e. recep area, H&F suite, changing, view areas plus pay play 40 hours per week min.	A pool within 20 minute drive time.	1 – 4 lane pool (22m) per <b>27,800</b> pop.	All pools comply with national standard. Guis, Eston and Saltburn have backlog maintenance problems.	All parts of the Borough are within a 20 minute drive time.	Adopt national standards. Add 20 minute walk time for people who live in conurbation and 20 minute drive time for people outside conurbation.			Quality problems indicated by high backlog maintenance costs. Guisborough replacement pool needed? Improved participation through Sports Development.
<b>Sports Halls</b>	Min of 4 court hall per <b>15,000</b> pop.  From Sport England facilities calculator	Good quality associated facilities i.e. recep area, H&F suite, changing, view areas plus pay play 40 hours per week min.	A sports hall within 20 minute drive time.	1 – 4 court hall per <b>19,800</b> pop. Enough spatial provision if school sports halls adopt Community Use Agreements	Only sports halls currently within standard are Saltburn, Redcar, Guis and Eston.	All parts of the Borough are within a 20 minute drive time.	Adopt national standards. Add 20 minute walk time for people who live in conurbation and 20 minute drive time for people outside conurbation.			Securing on-going community access at school sites. Address backlog maintenance issues at specific sports halls.
<b>STP's</b>	1 full size STP per <b>35,000</b> pop.	Facilities should be suitable for wide range of activities and available for 40 hours per week pay and play use.	1 STP facility within 20 minute drive time.	1 full size STP per <b>69,550</b> pop.	Current STP facilities probably do not meet 40 hours pay and play community use.	All parts of the Borough are within a 20 minute drive time.	Adopt national standards.			Secure genuine community use of existing STPs. Investigate external funding for another public STP.

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### Borough Wide Standards

	National Guidelines			Local Provision			Suggested Standards			Key Priorities for Action
	Quantity	Quality	Access	Quantity	Quality	Access	Quantity	Quality	Access	
<b>Commtty Buildings Including Village Halls</b>	1 small community building per 1,000 pop.	400 sq metres of space (min) that should include: a small hall, meeting room, kitchen, toilets, disabled provision, car parking.	A 15 minute walk time/10 minute drive time.	1 small community building per 2,300 pop.	Council community buildings will meet quality standard. Estimated 80% of private owned halls/ buildings will meet standard.	All community buildings will be within accessibility standard.	1 small commtty building per 1,000 pop. Local needs suggest no extra provision needed.	Adopt national stds.	Adopt standards of 15 minute walk and 10 minute drive times. Local needs suggest no additional buildings needed.	Review management arrangements of community buildings. Quality of some buildings is poor with backlog maintenance problems to be overcome.
<b>Indoor Tennis</b>	No recognised industry standards			No dedicated indoor tennis centre within the Borough. Some infrequent ad hoc indoor provision at leisure centres.			Not applicable. Need for indoor tennis centre – private facility recommended.			Investigate possibility of private indoor facility.
<b>Indoor Bowls</b>	No recognised industry standards			3 indoor bowls rinks at Saltburn, Eston, Redcar.	Good quality rinks with associated facilities.	Evenly distributed through the Borough.	Not applicable.			No apparent issues at present.
<b>Ice Rinks</b>	No recognised industry standards			None in the Borough.			Not applicable.			None
<b>Children's Play</b>	0.8 ha per 1,000 pop for children's play and teenage provision (derived from NPFA) 0.3 ha	LAP, LEAP, NEAP, NPFA standards on quality and maintenance.	LAP – 5 min walk LEAP – 5 min walk NEAP – 15 min walk (NPFA recommended)	0.07 ha per 1,000 pop – 64 play equipment sites in Borough.	NPFA standards of quality and maintenance are met in Borough.	NPFA standards for LAP, LEAP, NEAP are met.	Adopt local plan standard of 0.3 ha per 1,000 pop (from NPFA overall standard).	Adopt NPFA std.	Adopt NPFA standard.	Review informal open space provision in relation to demand. Maintain quality provision of play sites. A more detailed

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Borough Wide Standards

	National Guidelines			Local Provision			Suggested Standards			Key Priorities for Action
	Quantity	Quality	Access	Quantity	Quality	Access	Quantity	Quality	Access	
	per <b>1,000</b> pop (local plan).		standards).							area by area review of provision is needed.
<b>Youth/ Teenage Provision</b>	<b>0.8</b> ha per <b>1,000</b> pop for children's play and teenage provision (derived from NPFA). <b>0.5</b> ha per <b>1,000</b> pop (Local Plan)	No formal standard.	No formal standard.	<b>0.46</b> ha per <b>1,000</b> pop.	Variable quality, most MUGAs regarded as good.	Variable across the Borough.	Adopt local standard of <b>0.5</b> ha per <b>1,000</b> pop.	Formal MUGAs need to meet Sport England g/lines.	MUGAs and informal kickabout areas to be within a 10 min walk (similar to NEAP).	Address shortfall of formal provision for teenagers i.e. MUGAs shelters etc.
<b>Playing Pitches</b>	NPFA guidance is <b>1.2</b> ha per <b>1,000</b> pop.	No definitive standard. Should have good drainage, well marked and good changing facilities.	No definitive standards. Should meet local needs.	<b>1.1</b> ha per <b>1,000</b> pop.	Many pitches are of less than good quality (from teams survey).	No problems with access by (from play pitch survey).	Reduced standard varying from <b>1.0</b> ha to <b>0.8</b> ha per <b>1,000</b> pop.	Adopt playing pitch survey quality stds.	Current provision seems adequate	Need to improve quality of pitches and changing rooms. Adopt rec quantity standards particular to each Borough sub area.
<b>Parks and Amenity Space</b>	<b>0.4</b> ha per <b>1,000</b> pop based on NPFA and local plan standard	No formal standard.	No formal standard.	<b>1.24</b> ha per <b>1,000</b> pop.	Majority of sites rated fair to poor.	Access classed as very good. But some parts of the Borough have poor access with regards to urban parks	<b>0.4</b> ha per <b>1,000</b> pop but exceed by at least 15% (from Green Space Strategy).	As rec 9 in Green Space Strategy i.e. well lit, clear entrances well maintd grassed areas etc,	As in rec 1 in Green Space Strat - larger grass spaces 2 ha within 10 min walk, at least 1 sml grassed space (<1.9 ha) within 5 min walk.	Improve quality of amenity space through section 106 agreements.

## 2. Conclusions from the Area Profiles

### a. Redcar

- The area is well provided for in terms of built leisure facilities but has deficiencies in publicly accessible playing fields, children's play and teenage provision.
- A number of the built facilities are not generally available to the public on a pay and play basis.
- The proposed new development at Coatham Enclosure will replace the ageing and unattractive existing leisure centre and provide a new pool which will improve the range and quality of leisure provision in the area for residents and visitors
- Removal of the existing Leisure Centre will result in the removal of a large well equipped events space.
- The rebuilding of two secondary schools, the provision of a sports hall and gym at a third and the likely provision of a sports hall at Redcar College has significantly increased the range and nature of built facilities and raises issues of availability, pricing, access and comprehensive management.
- The provision of new and planned outdoor facilities at new or improved schools will also change the landscape of provision and could address the current shortages of play, accessible playing pitches and youth facilities.
- The quality of playing pitches and related changing facilities at sites such as Lakes Estate is poor and may act as barrier to increased participation.
- Through careful planning the former, currently vacant, school sites off Mersey Road and Haweswater Road could be used to deal with current shortages of play and playing fields and provide space for development. Development income could be used to support the provision of any new facilities on those sites and to contribute to a general improvement in leisure provision across the Borough.
- There is a particular shortage of facilities for Junior Football.
- There is a specific shortage of play facilities in the Newcomen area and dissatisfaction levels with the provision of play are high across the area.
- There is a general lack of facilities available for young people.

### b. South Bank, Grangetown, Teesville

- The area is well served with sport, recreation and leisure facilities.
- The quality of open spaces is the worst in the Borough and some suffer from extreme vandalism and misuse.

- The planned new developments in the area provide opportunities to raise the profile and improve the quality of provision.
- The quantity of existing provision is adequate but genuine community use needs to be secured.
- Planned new developments on school sites may duplicate existing provision and better, management and coordination will be required to maximise potential use.
- Provision of facilities in Middlesbrough overlaps the provision at Eston, particularly in relation to swimming pools.
- A considerable amount of investment has been made into the provision at Eston and this needs to be capitalised on.
- The external appearance of the pool area and its internal arrangements detracts from the overall quality of provision at Eston.
- Usage of the Eston Sports Academy is declining.
- There is inadequate management information about use at Eston available to plan effectively for the future.
- The condition of the Eston recreation ground and its related playing pitches is very poor but the area provides tremendous potential for rationalisation and revitalisation.
- A number of playing pitches serving the area have been lost in recent years and, no shortage of pitches is evident from team demand, there may be an element of latent unsatisfied demand.
- The former Stayplton school site offers the potential, through the release of some land for housing, to improve the quality and supply of publicly accessible pitches and changing facilities, the availability of play areas and the landscape quality of informal open space areas.

#### **c. Guisborough**

- The area has very good access to natural and semi natural areas but has a shortage of a good quality park and a lack of play spaces particularly in the western part.
- Guisborough Pool is an outdated facility with continuing maintenance problems but is well used and thought of. There is pressure to see the pool replaced within Guisborough and it has been suggested that this should be at Laurence Jackson school
- All sports hall provision is at education sites meaning that there are no publicly accessible sports halls available during weekdays in school term time.
- Three leisure facilities and three other swimming pools available to the general public are within less than 20 minutes drive time of the town.
- The ATP at Laurence Jackson is not full size which limits the range of activities it can be used for.
- The quality of changing facilities at King George V playing fields is poor.
- There is a general shortage of MUGA's, play and teenage provision.

- There is no specific community/village hall but a range of venues exists.
- There is a shortage of pitches for junior rugby.

### **d. Saltburn**

- Although the area has good access to informal open space the provision of publicly accessible playing fields, children's play areas and space for teenagers is inadequate.
- The quality of playing pitches and related changing facilities is poor.
- The backlog maintenance costs for Saltburn Leisure Centre, at £780,000 are high.
- There is a new sports hall at Bydales School and one due to be completed at Huntcliffe, next to the Saltburn Leisure centre, in 2008. Both have or will have community use agreements allowing public access out of school hours.
- The gym at the former de Brus School is being retained and refurbished as part of an extended youth provision on the site.
- There is an over supply of built facilities if fully public and part publicly accessible buildings are taken into account.
- The co-ordination of use and availability of all the built facilities available to the public is required.
- Better management information for current leisure centre usage is required to monitor use and users and to help match provision with need more effectively.
- There is shortage of public open space in the Skelton area.
- There is a general lack of facilities available for young people.
- There is generally an under provision of children's play.
- There is a shortage of provision for junior football and rugby.
- There is dissatisfaction with the provision of parks in the St Germain's and Skelton wards.
- The playing fields at the former de Brus School offer the opportunity to provide improved publicly accessible playing fields in the area and to address junior sport and general youth needs.

### **e. Eston, Normanby, Ormesby, Nunthorpe**

- The area has good provision for informal open space but is short of accessible playing fields and children's play areas.
- The only sports hall available in the area is at Nunthorpe School which has limited public access.
- There is access to built leisure facilities, including swimming pools within and just outside the Borough within less than 20 minute drive time.

- The reduced availability of playing pitches through closure or changed use does not appear to have caused a problem with teams but may be repressing sporting activity.
- Play provision is inadequate and there is concern about the quality of provision.
- The lack of a park and the perceived shortage and quality of open space areas is of concern to residents.
- Finegans Hall has almost £300,000 worth of outstanding maintenance required and there are concerns that it may be closed,

#### **f. Loftus**

- Against minimum standards the area has a slight shortfall in relation to informal open space and playing pitches and a greater shortfall for children's play and teenage provision.
- The shortfall in playing field could be alleviated by improving public access to the provision on education sites.
- There is no publicly accessible sports hall available for daytime use.
- The sports hall at Freeborough School Brotton is only available to the public outside school hours.
- Whilst Freeborough has a good range of sports and recreation facilities they are not available during the day and are not easily accessible from outside Brotton by public transport.
- The quality of playing pitches and related changing facilities in the area is very poor.
- Young people's provision is inadequate.
- There are no parks in the area.
- There is a shortage of provision for junior football.
- The former Rosecroft School playing field have the potential to provide improved and publicly accessible playing fields and could include an adult football pitch with related changing facilities. The site could also provide play/youth facilities and still have some land available to release for development. Any income generated by such development could be used to improve the range and quality of playing field and play provision locally.

### 3. General Conclusions and key issues

#### 3.1 General Conclusions

- The existing policy framework for Sport, Recreation and Leisure is weak.
- The landscape of facility provision has changed significantly with the provision of new/improved schools but this has not been matched by a more co-ordinated approach to availability and use.
- Decisions about the development of some facilities seem to have been taken without any reference to actual need.
- The backlog maintenance expenditure requirements for existing facilities are significant and have increased over the last few years.
- There has been a failure in the past to capitalise on the potential for section 106 to help fund improved sports and leisure facilities.
- Rationalisation of schools and the availability of new facilities provides an ideal opportunity to address local needs for sport and recreation provision.
- Attendances at Leisure centres are declining.
- The number of publicly owned sports halls available (including those on school sites) means that Borough has an over provision of such facilities.
- Governing bodies for sport are concerned about the quality of facilities and the inadequate use of school facilities.
- Leisure activities are considered to be an important component of people's lives with walking and outdoor activities being the most popular.
- Whilst the quantity of open space provision meets minimum standards its quality is an issue.
- Similarly whilst the provision of playing pitches broadly matches needs there are inconsistencies across the Borough with shortages in some areas. The quality of pitches and their related facilities is barely adequate.
- The Borough benefits from significant and well distributed natural and semi natural areas which are important for prime informal recreational activities and need to be maintained and enhanced.
- The huge investment in play has secured the provision of excellent facilities but there are still parts of the borough without sufficient play areas.
- The provision for young people is generally considered to be inadequate and the space available for youth activities is just below the suggested minimum standard.
- The structure of the areas population will change over the next 20 years with increasing numbers of older people and decreasing numbers of young people and the changing demands for leisure will need to be continually reviewed.

- The Borough has a generally aging stock of community buildings with some backlog maintenance issues to be resolved.
- The community buildings are evenly spread demographically throughout the Borough although there is a shortage of community facilities in Guisborough.
- Leisure centre customers are generally satisfied with the service provided by Tees Valley Leisure who manage the centres.
- The majority of users travel to mainstream leisure facilities by car with very few customers using public transport.

### 3.2 Key issues, general

These include the need:

- For better co-ordination in relation to the facilities available and potentially available to the community.
- To look carefully at the location of existing provision in relation to new and emerging opportunities and the age, condition and usage of the existing stock.
- To secure genuine and realistic community use of new publicly funded facilities, particularly schools.
- To secure sports, recreation and leisure as a key component of corporate and strategic plans to match the community needs, expectations and aspirations.
- To improve the management information available at Leisure centres and the collection of customer satisfaction data to facilitate planning for the future.
- To recognise the importance of and to maintain and enhance the access to, quality and quantity of semi natural and natural sites.
- To improve the quality of public open spaces and playing pitches.
- To provide a more even spread of play facilities within the borough.
- To maximise the potential of sites released from the school building programme.
- To secure investment into the quality and range of provision by capitalising on the potential through s106.
- To assess the ageing stock of the Council's community buildings in order to maximise potential use and reduce revenue and maintenance costs.

### 3.3 Typology based conclusions and issues

#### 3.3.1 Built Facilities

### a. Sports Halls

- Sport England's recommended standard for sports hall provision indicates that theoretically that there is a slight under provision in the Borough at peak times. However this assumes that school sports halls are generally available for "pay and play" activities at peak times. This is not always the case.
- Some Council owned sports halls have significant backlog maintenance costs i.e. Redcar and Saltburn.
- Eston Sports Academy sports hall is probably the only facility that would meet current building standards.
- School based sports halls do not currently allow for "pay and play" activities but there is some use for clubs and groups.
- As part of the New Build/PFI school provision there is an opportunity to secure effective community use agreements for sports halls and playing fields/STPs at school sites to maximise their benefit to the community.
- Professional management arrangements need to be put in place in community use agreement schools to capitalise on the opportunities available.
- The Council could look at the provision of sports halls on a more comprehensive basis across the Borough, including school/college provision, with a view to rationalisation.
- There has been a general decline in usage at Council sports halls over the last 3 years.
- Past customer surveys indicate a general level satisfaction with the management and customer service. However this needs to be compared with other leisure centres in other Local Authorities and it is recommended that a recognised quality assurance benchmarking process be adopted.
- Approximately one third of leisure centre users are not in work (i.e. retired, house persons, students etc).
- Past surveys have indicated that the nearer a person lives to a facility the more likely that person is to use it (two thirds of users live within 3 miles of the leisure centre).
- Approximately three quarters of leisure centre users have their own transport with only a small proportion using public transport.
- More information is needed on usage patterns at peak and non peak times.

### b, Swimming pools

- Applying Sport England standards to the provision of pools there is, with 4 pools available a slight under provision of water space available to cater for the populations needs.
- School swimming lessons can currently be accommodated with the available water space.
- All areas of the Borough are within 20 minutes drive time of at least one pool, the recommended standard.
- Approximately 75% of pool and leisure centre users use their own transport to get there with only 6% using public transport.
- On average 72% of users take less than 16 mins to travel to a pool/leisure centre.
- The Councils stock of pools is aging and has backlog maintenance costs of £ 2.4m
- The provision of a new pool at Redcar and retention of the other four pools will result in an oversupply of water space when using Sport England standards see 6.4.
- Once the Redcar pool is built more people will have to travel shorter distances to use the boroughs pools.
- Provision of a new pool at Redcar will allow the Council an opportunity to consider the number and quality of pools provided in the Borough. Rationalisation of pool provision would have an impact on backlog maintenance costs and could provide an opportunity to improve the quality and accessibility of facilities available.

#### **c. Synthetic Turf Pitches (STPs)**

- There is an under provision of full sized STPs in relation to the recommended current standards. However all residents have access to an STP within 20 mins drive time.
- The use of the current full sized STPs could be maximised through more realistic pricing and better interpretation and management of community use agreements.
- The Borough could sustain another full sized STP if appropriate external funding can be secured. This would be beneficial, in terms of provision, to the supply and quality of youth soccer grassed pitches and hockey pitches.

#### **d. Schools and Colleges**

- The rebuilding of a number of schools and the addition of extra sports facilities through other funding regimes has the potential to change the pattern of overall provision across the Borough.

- Effective community use agreements need to be put in place to ensure that meaningful use for the community can be secured outside school hours.
- A more comprehensive view of sports provision in schools needs to be taken in the future to ensure that there is no duplication and that the maximum use is made of existing investment.
- The management arrangements, for community use of school facilities, vary from school to school and a more consistent and transparent approach would be beneficial.
- Consideration could be given to using school facilities more for dedicated club usage, where appropriate, (as also suggested by some of the Governing bodies for sport) rather than opening them on a pay and play basis.

### **e. Community Buildings**

- The Councils stock of community buildings, excluding James Finegan Hall, has a backlog maintenance cost of just over £150,000 and steps should be taken to carry out the necessary works before they become too much of a burden.
- Levels of satisfaction with the existing council owned facilities are high but almost a third of halls have difficulty meeting their running costs.
- The management arrangements for each hall should be reviewed to ensure they are appropriate to the facility and the users.
- James Finegan Hall has a backlog maintenance cost of almost £300,000.
- Finegans Hall provides a sprung dance floor, a good sized stage, catering facilities and separate office facilities and is home to a Wurlitzer Organ but it is seriously under used by the local community.
- There are no recognised standards for the provision of community halls.
- Provision of Community buildings is, however, with the exception of Guisborough, fairly evenly spread across the Borough and there is no apparent demand for additional facilities at present.

### **3.3.2 Open Space and Recreation**

#### **a. Children's Play**

- The Council has a good range of equipped sites that are well maintained and generally meet local needs.
- In overall space terms there would appear to be a shortage of provision in certain areas, in particular in Redcar(Newcomen), Eston, Brotton, Loftus and east Guisborough.

- Provision against standards indicates a substantial shortfall of informal play areas for children.
- Usage patterns and the location of existing facilities needs to be reviewed as some provision e.g. Eston Rec and New Marske appear to be inappropriately sited for the population they serve.

#### **b. Youth Facilities**

- The space available for teenage use exceeds the suggested minimum standards.
- The availability of facilities for young people is considered to be a significant issue across the Borough.
- If the space available is more than adequate then issue is probably more concerned with measures to secure engagement in activity and the provision of more activity specific multi use spaces, shelters and meeting places as opposed to informal kick about areas.

#### **c. Amenity Space (Parks and Open spaces)**

- In available space terms the general provision across the borough for parks and informal open spaces is good and exceeds the minimum standards.
- Few formal parks exist with a consequence that satisfaction for the provision of parks is low in the Guisborough and Saltburn zones (mainly Skelton)
- Access to open space areas is generally very good and the proximity of open countryside, beaches and cliffs provides a added dimension to choice, availability and access.
- The quality of some open spaces, particularly in the Eston is of concern and consideration needs to be given to the establishment of management and maintenance standards for all the types of open space areas available. These need then to be publicised.
- As part of the Green Space Strategy some 200 open space sites were evaluated. Around 50 of these were visited as part of this study to verify the methodology used and the qualitative findings. The approach was found to be consistent and reliable therefore the findings of the Strategy, matched with consultation data, should be used to prioritise action in terms of improving the quality and range of open space available.
- Action to improve quality and range should be prioritised to deal with the poorest quality sites and those of greatest concern to the community first.

#### **d. Playing Fields**

- Numerically there is no apparent shortage of playing pitches within the Borough but this is based on the inclusion of pitches that are not currently in secured use. If pitches not in secured community use are not fully available there will be a shortage of overall provision.
- Supply and demand differs from area to area within the Borough and for the level of sport i.e. adult, junior and, for football, mini soccer.
- Surplus school sites at Rosecroft (Loftus), De Brus (Skelton), Stayplton (Eston) and Sacred Heart (Redcar) offer an opportunity to improve pitch availability and quality and the potential to release funding for other related improvements.

#### **e. Allotments**

- The Green Space Strategy suggested that a separate review of allotments was required which would feed into the Local Development Framework.
- Allotments have not been raised as an issue in the consultation process and it would seem appropriate that a separate review is carried out of this specialised area, as suggested above.

#### **f. Cemeteries**

- These do not provide spaces, within this Borough, that are recognised as forming an integral part of open space provision.

### **3.4 Future Needs**

- There are more than sufficient built facilities to deal with future needs and a decline in the number of young people will reduce the pressure on play areas and informal open spaces.
- The redistribution of the boroughs population through new development will make it important to ensure that minimum standards for open space and play are built in to any new provision and that s106 is used constructively to secure an improvement in the quality of existing leisure and recreation facilities.

## 4. Options and Suggested Actions

### 4.1 Options

In relation to open space, sport and recreation options tend to revolve around the level, management and quality of provision and depend on the priority given to them as part of wider corporate activity.

At present, whilst increasing participation levels in physical activity is a national and regional target there is no clear strategic focus for this in the corporate or community strategy.

The first issue to resolve, therefore, is the level of policy commitment for open space, sport and recreation in relation to people's perceptions that such components are important in the Borough.

It is in relation to the major built facilities in the Borough that the most significant options for future action occur and the suggestions made in this report have been informed by the following key points:

- A slight surplus of swimming pool space that will be increased when the Redcar pool is built.
- An adequate supply of sports halls that depends on the availability of school facilities to meet peak time demand.
- An ageing stock of leisure centres/pools with a significant backlog of maintenance requirements that are comparatively more expensive to run than newer, energy efficient facilities.
- An impressive range of new facilities provided on school sites through rebuilding, refurbishment and grants that have changed the landscape of provision and potential usage patterns.
- A past failure, compared to many other authorities, to use the opportunity afforded by s106 agreements to support improvements to the quality and supply of open space and leisure facilities

Options that could be considered include:

- A rationalisation of sports hall provision by capitalising on the availability, for community use, of new facilities in schools to reduce revenue costs and reduce the backlog maintenance requirement.
- A reduction in the current number of pools when the new pool in Redcar is opened.
- Improved co-ordination of the management of sports facilities to maximise use and improve choice and availability. Such an improvement could

include the use of TVLL's systems and expertise to manage bookings and the spaces available.

- The use of money generated by the sale of land and through s106 agreements to improve the quality of provision by addressing backlog maintenance issues or by looking at the potential for providing replacement facilities.
- Improving usage of built facilities by reinforcing sports development programmes.
- Using new/improved school provision for dedicated club use releasing space in 'publicly' owned leisure facilities for pay and play.

### 4.2 Actions

Irrespective of the options chosen a range of specific actions have been identified. These have been set out in the following table and cover general and area specific actions for each typology, where appropriate.

#### General Actions

ACTION	PRIORITY	RESPONSIBILITY
Clarify and strengthen the strategic policy priority for open space, sport, recreation		
Review community use agreements for schools		
Establish comprehensive management and usage arrangements to cover all built facilities		
Review existing stock of buildings and facilities		
Capitalise on funding potentially available through the sale of surplus playing fields and s106 to radically improve the quality of built and open space based leisure provision.		
Ensure that the conclusions of the Leisure Needs assessment are incorporated into the Local Development Framework		
Draw up a programme of improvements for open space and play areas to match local priorities and reflect the quality assessments, with a view to all sites being rated as good within 3 yrs, and maintained at that level and all parks achieving and maintaining Green Flag status		
Maintain a continuous dialogue with local clubs and teams to ensure that provision continues to match need.		
Secure the views of all the sport's Governing bodies on a regular basis.		
Draw up a programme of improvements for playing pitches, STPs and related facilities in relation to the findings of the playing pitch study		
Secure grant and/or other appropriate funding to deliver the programme of improvements		
Establish a transparent maintenance regime for all open space and recreation areas.		

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Carry out further research on an area by area basis to more clearly establish the need for enhanced youth/teenager provision		
Carry out a detailed review of the supply and demand for allotments		
Carry out a review, at least annually, of all open space/play sites to monitor changes, review standards and identify the need for further improvements.		
Review the effectiveness of current sports development provision to achieve higher levels of engagement and participation		
Incorporate semi natural and natural sites into the quality review process and evaluate them on a comprehensive borough wide and management zone basis		
Monitor more effectively current usage patterns at leisure centres and pools		
Benchmark leisure centre and pool performance data through a recognised system e.g. QUEST or APSE		
Review the management arrangements at the 22 council owned community halls		
Review the backlog maintenance costs for the community halls and running costs		
Continually review, on an area basis the number and location of play facilities		
Review transport arrangements to improve accessibility to facilities		
Review leisure needs on a regular basis to ensure that any effects of demographic changes are taken fully into account.		

### Area Specific Actions - REDCAR

<b>ACTION</b>	<b>PRIORITY</b>	<b>RESPONSIBILITY</b>
Review the effectiveness of current community use agreements and ensure that any new provision adequately accommodates community needs		
Review the management arrangements for the provision and coordination of community use in schools out of school hours		
Look at sports hall and facility provision comprehensively to maximise potential use		
Support local teams and clubs in securing access to facilities		
Capitalise on the potential to generate funding from the reuse the former school sites on Mersey Road and Haweswater Road for securing significant improvements in the range and quality of playing pitches and changing facilities, improved play and youth facilities, and opportunities for junior football		
Ensure that any new/planned facilities complement rather than duplicate any existing provision		
Improve the provision of play facilities particularly in the Newcomen Ward		
Evaluate the specific local needs for young people		

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**Area Specific Actions – SOUTH BANK, GRANGETOWN, TEESVILLE (GATES)**

<b>ACTION</b>	<b>PRIORITY</b>	<b>RESPONSIBILITY</b>
Secure effective community use of facilities at Eston Park, Gilbrook and the Football Academy to address playing pitch availability issues.		
Ensure that an effective community use agreement is in place for the proposed new ATP development at St Peters school		
Review the management arrangements of all the existing and proposed facilities to reduce duplication and maximise potential use.		
Improve the provision of play facilities		
Improve the quality of open spaces		
Use the potential release of land for development (former Stayplton school) to secure improvements to the provision for playing fields, children’s play and teenagers and for improving the quality of existing open spaces		
Evaluate the specific local needs for young people		

**Area Specific Actions - GUISBOROUGH**

<b>ACTION</b>	<b>PRIORITY</b>	<b>RESPONSIBILITY</b>
Work with Laurence Jackson School re the provision of a replacement swimming pool		
Work with Prior Pursglove College and Laurence Jackson School in relation to the provision of leisure facilities out of school hours		
Secure improvements to pitches and changing facilities		
Assess the practicality and potential benefits of making the current ATP at Laurence Jackson full size		
Secure additional provision for junior rugby		
Evaluate the specific local needs for young people		
Review children’s play and park provision and address shortfall and quality issues		
Assess whether the shortage of community facilities in Guisborough needs to be addressed		

**Area Specific Actions - SALTBURN**

<b>ACTION</b>	<b>PRIORITY</b>	<b>RESPONSIBILITY</b>
Review the effectiveness of current community use agreements Bydales and Huntcliffe Schools and ensure that any new provision adequately accommodates community needs		
Review the management arrangements for the provision and co ordination of community use in schools out of school hours		
Ensure that the Sports Hall at the former De Brus school is brought into effective community use		
Evaluate the specific local needs for young people		
Review the provision of parks in the area		
Secure improvements to playing fields and changing facilities		
Improve provision for junior football and rugby		
Retain the former De Brus school playing fields for community use and secure improvements to playing field, play, youth and open space provision by releasing some land for development.		

**Area Specific Actions – ESTON, NORMANBY, ORMESBY, NUNTHORPE (ONE)**

<b>ACTION</b>	<b>PRIORITY</b>	<b>RESPONSIBILITY</b>
Secure improvements to the accessibility of playing fields in the area		
Review the use of Finegan’s Hall and explore the potential for increased use or relocation to other facilities in the area		
Ensure that community use at Nunthorpe School is maintained		
Review play area location and provision and secure improvements		
Review open space availability and secure improvements in to the quantity if required		
Improve the quality of current open space provision in line with established priorities		
Evaluate the specific local needs for young people		

**Area Specific Actions - LOFTUS**

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ACTION	PRIORITY	RESPONSIBILITY
Secure an effective community use agreement for the sports facilities at Freeborough College		
Secure improvements to the playing pitches and changing facilities in the area		
Review the location of current play provision and provide additional facilities where required		
Improve the quality of current open space provision in line with established priorities		
Evaluate the specific local needs for young people		
Improve the provision for junior football		
Evaluate the potential for improving and using the former Rosecroft School playing for community use and, through the release of some land for development, secure any necessary playing field, changing facility, play and youth provision improvements		

**Redcar and Cleveland Borough Council Leisure Needs Assessment Part 3**