



# Spatial Planning and the Provision of Cultural and Sporting Infrastructure in the PUSH area

Report for Living Places and the PUSH Quality of Life Delivery Panel

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## **Acknowledgment**

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# Cultural and Sports Infrastructure in PUSH

## Key findings and recommendations

### **1. A creative sub-region is a successful one**

The importance of culture and sport to the quality of life, and as a contributor to community coherence is expressed in many spatial planning policies in the sub region. The links between general aspirations in sustainable community strategies and specific proposals in local development frameworks however could be more clearly made.

There is additionally a need to promote the importance of good quality cultural and sporting infrastructure for the economy of the sub-region. Culture and sport provide jobs; the presence of clusters of creative activity employment will help retain skilled graduates in the area, and add to its vitality and success. Good quality culture and sport opportunities help make communities resilient in tough times. They can also help the sub region emerge from the recession in better shape.

*PUSH should publish a brochure promoting the culture and sport agenda, showing some of the best examples of where culture and sport is helping the economy as well as the community.*

### **2. A fuller range of cultural and sport infrastructure should be covered in plans**

The spatial planning system deals adequately with outdoor sport and community halls as these have been traditional concerns of authorities for a number of years. There has been less progress on defining needs for built sports facilities. More recently the County Council has resolved to adopt the MLA public library tariff, and is carrying out work to define library catchments and implement a standard charge approach.

However wider issues of arts buildings provision, museums and galleries and public realm are less well covered, if at all, in plans.

There is a need to publicise the new ACE/MLA standard charges for museums, archives, arts buildings and archives, and the need to incorporate analysis of needs in this area into systematic infrastructure planning.

*PUSH should publish a document with a brief description of the various types of cultural infrastructure across the culture-sport spectrum, and the types of work needed to fit them into plans. A training seminar should also be run for spatial planning and cultural services staff in local authorities in PUSH.*

### **3. A strategic view of sports needs should be established**

A number of sports facilities attract visitors from across local authority boundaries. A number of sports governing bodies would like to develop strategic provisions within the PUSH area. There is a need to establish strategic priorities for the sub region. These may be relevant to any assessment of infrastructure needs and allocation of Community Infrastructure Levy [CIL] resources to strategic projects, as well as to the development and use of standard charges generally.

*A study of strategic sports needs should be carried out for the PUSH area. This could use the Facilities Planning Model and Active Places to cover swimming pools, sports halls, indoor bowls and artificial turf pitches.*

### **4. A strategic view of cultural facility needs should be established**

As yet there is no systematic assessment of cultural facility needs in PUSH. The GIS work carried out by SEEDA can form a basis for this, together with the standard charge/benchmark proposals from ACE/MLA (and the background work done to develop them) and evidence from the *Active People* survey on participation and satisfaction with arts and other cultural facilities. The need is to introduce standard charges into discussions on cultural needs at sub regional level.

*A study should be carried out of strategic needs for cultural facilities in the context of growth in the PUSH area.*

### **5. PUSH should be an exemplar area for culture and sport in community use schemes on school sites through the Building Schools for the Future [BSF] initiative**

The BSF initiative has been taken up in Southampton and Portsmouth. The scheme is now moving into Hampshire, with work in Havant and Horndean. This represents an opportunity to plan community hubs on secondary school sites as part of remodelling and rebuilding plans. There is a need for a spatial planning approach here looking at physical accessibility of school sites in comparison to alternative town or neighbourhood centre sites for example, in order to decide where facilities may best be located. A BSF Toolkit giving guidance on culture was published in July 2009.

*PUSH should seek to be an exemplar of how community uses can be incorporated onto school sites to the benefit of the general population. The Quality Places Delivery Manager should employ the resources of MLA and ACE nationally to help deliver this outcome.*

## **6. The needs for culture and sport infrastructure in Strategic Development Areas and other major development areas should be established and advice given to those master planning such sites**

The two SDAs represent an opportunity to plan high quality cultural and sports facilities which will help raise the quality profile of the new developments and assist in creating early community coherence. The scenario developed in Annex 2 illustrates the scale of provision that would be appropriate for the Fareham SDA and outlines where provisions might be located.

*The Quality Place Delivery Manager should be involved at an early stage in scoping the options for cultural and sports infrastructure on the SDA sites, using experience from the Living Places Cultural Toolkit and elsewhere.*

## **7. The benefits of co-location should be demonstrated**

The benefits of the co-location of cultural facilities are well rehearsed nationally and are increasingly recognised in PUSH. The County Library and Information Plan suggests that all new public library provisions will be combined with other service uses. Planners are less aware however of current developments in this area. There is the opportunity to create exemplar co-located cultural attractions in the SDAs, in other green field sites, and in some of the suburban centre redevelopments proposed in Local Development Frameworks. A number of local planning authorities would like to see the benefits of this approach demonstrated.

*Examples of good quality co-located cultural schemes should be publicised to PUSH authorities.*

## **8. Improve the funding situation for new and refurbished facilities**

The funding situation is tight with cut backs of capital budgets, and reductions in lottery and other funding. New ways will need to be found to fund new and upgraded cultural and sports facilities. Wider attempts to tackle this are being made with PUSH, by applying for Tax Increment Funding pilot project status, for example.

*A study of possible funding sources for culture and sport should be carried out. This would assess the typical profile of funding for different types of scheme in different geographical locations.*

*This study could be combined with an investigation of possible methods of securing effective revenue funding for culture and sports facilities and services.*

## **9. A pilot study to encourage adoption of standard charge/tariff approaches to cultural facilities**

A number of local planning authorities are seeking to develop a tariff/standard charge approach which would help to pay for facilities associated with growth. It is important that culture and sport are fully incorporated into these processes at local level.

*PUSH should promote the implementation of the library standard charge with local authorities, and then work to introduce the other charges as suitable supporting information is collected. A local collaborative pilot study with a selected local authority could be an effective starting point.*

## **10. Culture and sport in the rural areas**

The needs of culture and sport in villages and rural service centres are also an issue within PUSH. There is a well known scheme to help fund sport in villages in Winchester, and the PUSH area has nearly 40 village halls in various states of repair. The County Council is currently carrying out a rural study and further information and support may be available from this.

*A study should be carried out of the types of sport and cultural facility that can continue to improve the quality of life in rural settlements and how these might be paid for.*

## **11. A checklist of actions for local authorities**

In order to assist in the promotion of the culture and sport agenda to PUSH authorities, a checklist of actions would prove a useful way forward.

*Annex 3 gives a preliminary checklist of actions for local authorities and others in the area of spatial planning for culture and sport.*

# 1. The PUSH Partnership and Living Places

## Aims of the study

1.1. The aim of this study is to help ensure that the spatial planning process supports the development of appropriate cultural and sporting infrastructure in the PUSH area. The work, using a desk study and interviews with selected planning officers:

- Assesses the current position of spatial planning policy relating to culture and sport in PUSH at strategic and local levels;
- Shows how some of the tools developed in the Living Places *Culture and Sport Planning Toolkit* can be used to assess the general scale of needs and requirements; and
- Aims to demonstrate how more systematic planning for culture and sport can contribute to improved quality of life and quality places, and can help local authorities pass the soundness test for effective infrastructure planning in their local development frameworks.

The work was carried out over the period June - August 2009.

## Cultural and sports infrastructure

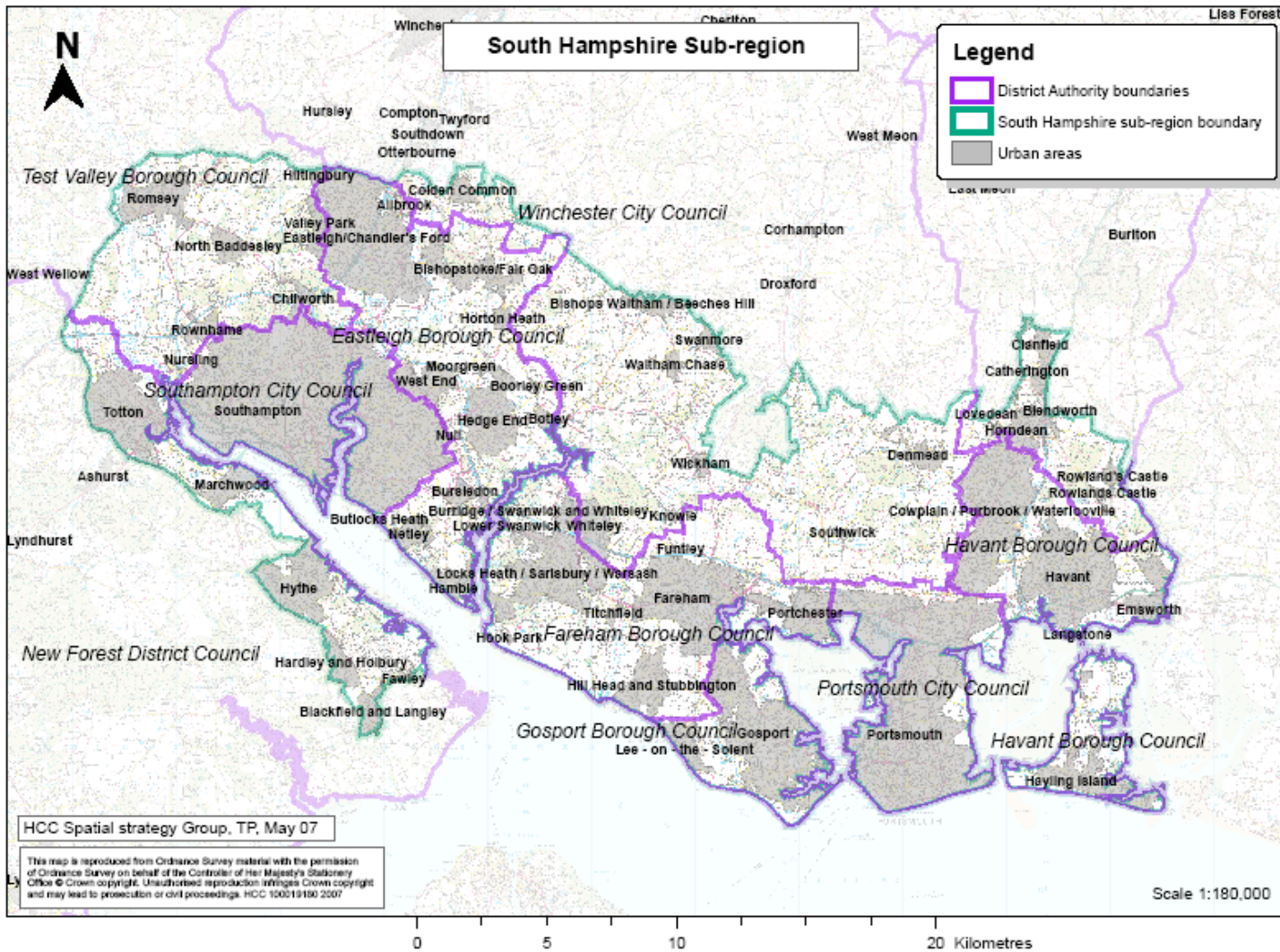
1.2. The definition of culture and sport used for this study is broad, including the arts (theatres, community arts centres, and work space for artists), sport and physical activity (including playing fields, other outdoor playing space, sports centres and swimming pools) and the public realm in urban areas. It also includes libraries and archive facilities, museums and galleries, and the built heritage (including historic buildings, landscapes and sites) [see South East Plan; 2009].

## The Partnership

1.3. The Partnership for Urban South Hampshire [PUSH] comprises 11 local authorities and key external partners. The local authorities are:

- Hampshire County Council;
- Southampton and Portsmouth City Councils;
- East Hampshire, Eastleigh, Fareham, Gosport, Havant, New Forest and Test Valley Borough Councils and Winchester City Council.

**1.4. In 2006, the area was made a 'New Growth Point' by DCLG, allowing it to claim for Growth Area Funding [GAF]. The area is also a 'Diamond for Investment and Growth' in the SEEDA Regional Economic Strategy.**



**Figure 1 - South Hampshire Local Authority Boundaries**

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Planning Leisure Culture

1.5. The Partnership makes decisions through a Joint Committee, on which the 11 Councils are represented, and where the Government Office for the South East, the South East Leaders Board and SEEDA are observers.

1.6. A number of themed Delivery Panels serve the Joint Committee. The Quality Places Delivery Panel covers culture and sport, co-operating also with the relevant NDPBs. PUSH has recently appointed a full time Quality Places Delivery Manager to expedite the culture and sport agenda.

1.7. PUSH has produced a *Business Plan* which defines priorities in each themed area, and a *Programme of Development*, which lists costed schemes and priorities in developing the area [PUSH, 2009; PUSH, 2008].

### **Living Places and Priority Places**

1.8. *Living Places* is a programme based on the agreement between the cultural agencies; Arts Council England, the Commission for Architecture and the Built Environment [CABE], English Heritage, the Museums, Libraries and Archives Council and Sport England. The sponsoring Departments are the Department for Culture Media and Sport [DCMS] and the Department for Communities and Local Government [DCLG]. The aim of the programme is to ensure that all communities, particularly those experiencing housing-led growth and regeneration, can benefit from improved cultural and sporting opportunities. The programme has three objectives;

- To provide those people who are shaping communities with information, advice and support on the use of culture and sport to create better places;
- To align investment from the sporting and cultural sector with sustainable communities funding across organisational boundaries so it works harder for people; and
- To empower communities to make culture and sporting activity and infrastructure a part of their lives.

1.9. The PUSH area is one of five 'priority places' selected by the partners in order to:

- Help understand the role of culture within communities at varying scales; and
- Gain a greater understanding of the barriers that prevent culture being built into communities, and the policy solutions that can be developed to break down these barriers.

The aim is to add value through use of this collective voice for culture [see the web site [www.living-places.org.uk](http://www.living-places.org.uk)].

### **The Living Places Toolkit and what it offers**

1.10. Launched in April 2009, the Toolkit draws together information in one place to help integrate the arts, sport, heritage, libraries and good design into the planning system. It offers advice, and gives good practice examples, structured as:

- A five step process for integrating culture and sport into planning;
- Advice on delivery, including likely costs and viability; and
- Evidence of good practice in the co-location of facilities.

### **The five step process**

1.11. The five step process covers the following broad stages:

- Leadership and Coordination; using a champion and/or co-ordinator to make sure that the spatial planning process supports the development of cultural and sporting infrastructure, maximising existing assets and setting a clear vision for new facilities;
- Visioning; defining a shared future for culture and sport through procedures which involve local people;
- Making effective needs and provision assessments for the area;
- Delivering effective projects which have identified up-front funding, and sufficient revenue resources; and
- Use of a monitoring and review process which is transparent and inclusive.

### **New benchmarks for culture**

1.12. Arts Council England and MLA have developed a number of new benchmark figures for arts and cultural provision in the context of sustainable development [ACE/MLA 2009]. Background research has developed advisory standard charges as shown in more detail in Annex 1. These figures do not dictate that additional cultural provisions are made in any particular form. Local assessments will need to be made to justify facility improvements or new facilities.

### **Public libraries**

1.13. Modern public libraries are no longer only places of function; storing or lending. They are places of information, free and shared exploration and learning, using all forms of media. Modern library facilities should be;

- Located in highly accessible locations, such as town and neighbourhood centres;
- Located in close proximity to, or jointly with, other community facilities, retail centres and services such as health and education; and
- Integrated with the design of an overall development, in mixed use schemes; providing an active frontage to public areas, and clearly defined and attractive entrances, accessible to all users including those with a disability.

1.14. Hampshire County Council has pioneered the highly successful Discovery Centre format in Gosport and Winchester. These combine a library with aspects of arts, museum, local studies, learning and other services. Another format is the 'Ideas Store', promoted by Tower Hamlets Borough Council.

*Following a national survey and opinions from library and planning professionals, MLA recommends a benchmark figure for provision of 30 sq m of library space per 1,000 population in new development at a construction and initial fit out cost of £3,000 per sq m. This is £90 per person in new housing.*

## Archives

1.15. Local authorities have important duties to store and maintain archives, and to provide access to them under the Local Government Act 1972 and the Freedom of Information Act 2000. Archive services are the duty of county and unitary authorities. In areas experiencing growth and regeneration, existing archive buildings and services will need to be upgraded to cope with increased visits and use.

1.16. Provision will normally be through the refurbishment, extension or replacement of buildings and associated services. Archives may be co-located with other cultural activities, most often museums and libraries. An example here is the recently completed Treasure House scheme in Beverley, East Yorkshire where all heritage services for the Council are under one roof; archives, library, museum and gallery space [see [research.mla.gov.uk/case studies](http://research.mla.gov.uk/case-studies)].

*National research on recent archive provisions suggests an appropriate benchmark of six sq m of archive space per 1,000 population at an initial; construction and fit out cost of £3,600 per sq m in association with new development. This is £22 per person in new housing.*

## Museums

1.17. Museums are vital community capital, inspiring people to interpret and understand the world around them better. Museums are at the heart of communities capturing local experience and history, fostering shared community identity and understanding. As with archives, they have a role in economic development through links to tourism and recreation day trips, providing unique experiences and insights for visitors and helping to generate income locally.

1.18. In addition to their core commitment of maintaining collections to professional standards, museum provision now typically includes more flexible space used for community activities, education work with schools and for talks and workshops. Most requirements in planning terms will be for the refurbishment and extension of existing museum facilities to allow for improved access and greater use [ACE/MLA 2009].

*A national survey of a sample of local authorities has resulted in an MLA recommended benchmark for museums of 28 sq m per 1,000 population at a cost of £3,250 per sq m. This is £91 per person in new housing.*

## Arts buildings

1.19. Arts activities create opportunities for community interaction and build a sense of place; they inspire learning and personal development and improve health and well being. Spaces for the arts play a vital part in social and economic regeneration.

1.20. There is a growing trend towards shared or multi use facilities. These include flexible multi-use arts venues and arts space within educational establishments, wider civic complexes or local community facilities. There has also been a growth of education, production and rehearsal spaces; these are focussed on artistic production, but have public access and benefits through education programmes, exhibitions or public performances.

1.21. The arts facility typology developed by Arts Council England [ACE] reflects building, spatial and functional cost concerns. Each local authority area will have its own mix of arts spaces, and precise needs will depend on the outcome of local assessments and audits.

*ACE suggests a benchmark of 45 sq m of provision per 1,000 population, made up of some or all of the following elements;*

- *Galleries;*
- *Multi use arts venues and theatres; and*
- *Production, rehearsal and education space for arts.*

*National survey evidence suggests the average across the three types of provision is £141 per person in new housing.*

## Sport

1.22. Standards for outdoor provision such as playing fields are normally derived from local PPG 17 audits, or the Fields in Trust [formerly NPFA] national standards. Local cost figures are then added to this to give standard charges. Local standards tend to be around 1.6-1.8 hectares per 1,000 populations, and include the costs of ancillary pavilions and car parking. Local authorities are increasingly developing standards for artificial turf pitches, and facilities such as tennis courts and bowling greens.

1.23. For indoor swimming pools and sports centres, Sport England's *Facilities Planning Model* and *Sports Facility Calculator* allow for local socio economic data to be fed into a development scenario for a selected area which predicts usage and floor space/pool space needs. These can then be costed into standard charges. These tools can be accessed on the *Planning Contributions Kitbag* of Sport England [see [www.sportengland.gov.uk/getresources](http://www.sportengland.gov.uk/getresources)]

## 2. Spatial planning and cultural infrastructure; the strategic level

### **Spatial planning**

2.1. This can be seen as made up of two complementary strands; policy making and implementation.

2.2. In terms of policy making, this comprises regional, sub regional and local elements. The regional plan [the *South East Plan*] includes policies and principles for such aspects as culture, sport and recreation, and for areas such as town centres and growth areas.

2.3. The PUSH area is a sub-region for which there are additional policies in the *South East Plan*. All of these policies, which have now been approved, form part of the development plan for individual local authorities in PUSH who are preparing their own local development frameworks. The Local Development Frameworks contain Core Strategies covering the main elements of the spatial strategy, as well as Area Action Plans for areas of change. Supplementary Planning Documents cover detailed matters which elaborate on the policies in the core strategy. These may relate to matters such as planning obligations/contributions or design.

2.4. In terms of implementation, project-based development or regeneration teams will also exist at local authority level. These will be progressing urban redevelopment projects, devising and implementing programmes for the provision and the refurbishment of facilities, and helping produce master plans for large sites, for example.

### **Regional policy for culture and sport**

2.5. The *South East Plan* (2009) contains a policy and supporting statement on culture and sport which establishes the desired approach. Policy S5 states: ‘...Increased and sustainable participation in sport, recreation and cultural activity should be encouraged by local authorities, public agencies and their partners through local development documents and other measures in order to improve the overall standard of fitness, enhance cultural diversity and enrich the overall quality of life. Provision for cultural and sporting activity should:

- Be based on an up to date strategy for the selected provision which should cover aspects such as the arts, heritage, the museums, libraries and archive sectors and sporting activity;
- Be based on an audit of current supply and an assessment of this supply against estimated demand/growth. The audits should cover the quantitative, qualitative and accessible nature of provision.

2.6. The Plan states that joint service provisions are to be made where appropriate, and special attention should be given to cultural provision in supporting economic growth and urban regeneration.

2.7. The supporting text suggests that local authorities should develop supplementary planning documents for providing cultural and sporting infrastructure to meet existing needs and those arising from new development. Local development frameworks should also:

- Encourage participation across the whole population; and
- Use locations where access can be obtained from a variety of modes of transport.

### **Where will the growth take place?**

2.8. Proposals for the South Hampshire sub-region to 2026 indicate the following;

- A need for 80,000 additional dwellings [approximately 4,000 dwellings per year] in the area; and
- An additional two million sq m of business floor space.

Until 2016 development will be concentrated within existing allocated land and other sites in urban areas, together with a number of urban extensions. Only following 2016 is it envisaged that growth will be within two Strategic Development Areas [SDA], as well as within urban areas.

2.9. The two SDAs are;

- in Fareham Borough, north of the M27 (10,000 dwellings); and
- north and north east of Hedge End (6,000 dwellings).

The SDAs will have a full range of local social, community, sport and leisure facilities, and further details of these will be given in the local development frameworks. A master planning approach will be taken, and these will identify on and off-site infrastructure requirements. There will be district level centres in the two SDAs [see PUSH 2006].

2.10. The *Plan* distributes the housing growth over the 20 year period by local authority area as shown in Table 2.1. Apart from the SDAs, major provision will be in Southampton, Portsmouth (on brown field sites), and in

Eastleigh, Havant and parts of Winchester District (on largely green field sites).

Table 2.1: Proposed distribution of housing growth in PUSH area to 2026

<b>District</b>	<b>Annual average</b>	<b>Total</b>
East Hampshire (part)	60	1,200
Eastleigh	354	7,080
Fareham	186	3,720
Fareham SDA	500	10,000
Gosport	125	2,500
Havant	315	6,300
New Forest (part)	77	1,540
North East/North of Hedge End SDA	300	6,000
Portsmouth	735	14,700
Southampton	815	16,300
Test Valley (part)	196	3,920
Winchester (part)	337	6,740
<b>Sub regional total</b>	<b>4,000</b>	<b>80,000</b>

Source: South East Plan – Policy SH5 (2009)

2.11. Improvements to leisure facilities are envisaged for town and city centres, and actions to improve conditions in areas of deprivation are planned. This scale and rate of development will be carried out in a way which respects the sub region’s high environmental quality.

2.12. The *Plan* also states that where new development creates a need or additional infrastructure a programme of delivery should be agreed before development begins.

### **Infrastructure needed for growth**

2.13. It is important that if growth of this scale is to occur then the necessary infrastructure should be provided. This applies to cultural infrastructure as much as to better known provisions such as transport and schools. The DCLG has recently placed greater emphasis on local authorities demonstrating that the proposals in their Plan have a reasonable chance of early implementation. In order to demonstrate this, a

more systematic process of infrastructure planning is recommended. This should;

- establish the base line in terms of what cultural facilities there are now and how adequate they are;
- carry out an assessment of needs in the context of growth and modernisation;
- establish benchmarks and standards for provision; and
- assess likely sources of funding.

2.14. A full infrastructure programme forms an essential part of the evidence base of the LDF. This should be a schedule of projects for implementation, including answers to ‘where’, ‘when’ and ‘by what means’. The Planning Advisory Service has produced a workbook and workshop information document on how this should be done [DCLG 2008; Planning Advisory Service 2009].

### **Infrastructure planning in PUSH**

2.15. As part of the work on the *South East Plan* in 2006, a study on critical infrastructure for PUSH was undertaken, and this has been up-dated to 2009 [PUSH 2006; Hampshire County Council 2009]. The latest work contains statements on the position for public libraries and archives, community centres and sports centres/swimming pools, based on responses from the relevant authorities. The study does not cover other aspects of arts and culture provision.

2.16. The predicted costs of the selected cultural and sports provisions, amounting to some £46 million, are listed in Table 2.2.

Table 2.2: Predicted costs of selected cultural and sporting infrastructure

Type	Cost [£ million]
Community centres/village halls	5.6
Public libraries and archives	19.4
Sports centres	13.6
Swimming pools	7.2

Source: Hampshire County Council 2009b

The study suggests increases in public library provision are most likely to be needed in Eastleigh, Fareham, Havant, rural Winchester and Test Valley. A major heritage facility is proposed for completion before 2012 to replace existing museums in Southampton.

2.17. The County Council proposes that one new small community centre is required for every 3,000 new dwellings. This will typically have one hall, a meeting room, committee room, kitchen and possibly changing rooms. In addition there will need to be start up funding for community development purposes for the first three years. In some situations a large community hall, with a youth centre, limited sports facilities and playschool may be required.

The study suggests a need for two large and three new small centres, and additions to some other centres in Winchester district area.

2.18. The data for sports centre and swimming pool requirements, amounting to £20 million, are taken from a 2006 study by Roger Tym and SQW for SEERA. These estimates do not however take account of existing provision, and are probably dated given changes to Sport England strategy and information.

### **Multi area agreement**

2.19. The Multi Area Agreement for PUSH contains a proposal to establish an Infrastructure Delivery Partnership for South Hampshire to manage the provision of infrastructure to support growth. This has yet to be agreed by partners.

### **The Programme of Development**

2.20. PUSH has made bids to the DCLG for growth funding. The 2008 *Programme of Development* covers a period of two years. In the culture and sport area funding was sought for:

- planning work on the Guildhall Master Plan in central Portsmouth [to include a museum];
- an urban design initiative, working with the Solent Centre for Architecture and Design; and
- assistance with master planning for the SDAs and for large new housing developments in Whiteley and Test Valley.

### **The Quality Places Delivery Panel**

2.21. The Panel's work programme has been revised and added to for 2009. The 2009 draft programme includes five main areas of work of particular relevance to this study. These are; a cultural strategy; work to support the creative economy in practical ways; cultural mapping; the promotion of green infrastructure and a comprehensive approach to design and design quality.

## Cultural strategy

This was produced in early 2009, and has led to the identification of a number of work streams for the Quality Places Panel and the Quality Places Delivery Manager [PUSH 2009a].

## Culture mapping

This was carried out through Audience South East in 2008, and has identified and mapped a wide range of cultural and sports facilities in the PUSH area. The provision covers public, private and third sector with a wide variety of categories; for example eight categories of arts provision, five categories of informal sports and 11 categories of specialist sports. Table 2.3 gives an idea of the numbers of facilities mapped for selected headings

Table 2.3: Existing cultural provisions in the PUSH area - 2008

Category	Number
Public libraries	75
Community centres	75
Village halls	37
Museums (local)	14
Art galleries	13
Performing arts venues	18
Arts production and rehearsal space	11
Visitor attractions	12

Source: Cultural mapping 2008 [AMH 2008]

## The creative economy

Work is underway to design a business-centred approach to support the creative and cultural industries, addressing such issues as workspace provision and the provision of a web-based brokerage service for creative workspace. This involves cooperative working with the four Universities in the area.

## Green infrastructure

A study *Towards a Green Infrastructure Strategy for South Hampshire* was carried out in 2007 [PUSH 2007]. This covers aspects of the cultural and historic environment, as well as traditional elements such as semi natural green space and informal open spaces. A second stage of this project is currently being completed.

## Design initiative

This is producing PUSH wide design guidance on quality of places for use in the development process, and support for training for officers and councillors in design skills and the promotion of annual PUSH design awards. An initial stocktaking study on design resources in PUSH authorities has been carried out by Tibbalds [PUSH 2009a].

The full design work stream is shown in Table 2.3 [below].

Table 2.3: The design work stream for the PUSH area-2009

topic	work
Diagnostic workshop	Analysed the need and the social and economic business case; including sign up from local political leaders and other stakeholders
Capacity review	How limited staff resources across the sub-region can best be used. A design practitioners sub group has been set up.
Process review	Looking at design and access statements, pre application discussion, and developers forums and setting protocols
Training	A subscription-based programme of training for members and officers has been designed and run by the Solent Centre for Architecture
Guidance	The collaborative production of local design guidance for each PUSH authority based on the principles of 'Building for Life' and 'By Design'.
Assessment of design review	Developing a consistent approach to design review and coverage of schemes
Sub regional design awards	Award scheme designed by a sub-group of the Practitioners Group
Understanding the 'brand' of the PUSH area	Means are being identified to address this theme
Protocol for wider support [eg HCA,PAS,CABE etc]	This is being co-ordinated by SEEDA's Making Places Network

## Funding

2.22. The *Community Infrastructure Study*, carried out by Hampshire County Council, notes the major shortfall between infrastructure needs and the scale of potential funding. Cultural and sports interests are in a weak position as there are no dedicated central government funding arrangements for provision as in the case of areas such as health, schools or police.

2.23. As a result, funds come from local government capital budgets, borrowing, the sale of land for development or redevelopment, and the Lottery Funds. Also PFI and BSF for larger schemes remain of importance. As a growth point, PUSH can bid for Growth Area and Community Infrastructure Fund monies from central government. However, developer contributions in some form will remain an important element of the picture, despite the recent problems of the credit crunch.

2.24. HM Government has approved provisions to set up a Community Infrastructure Levy, which will be a system of standard charges on developments of all types. This will allow for contributions to strategic infrastructure as well as for local facilities. It will be complemented by a scaled-back system of section 106 site level contributions.

2.25. The draft regulations for this scheme were published in July 2009, and their implications for culture and sports provisions in PUSH require to be studied [DCLG 2009].

2.26. The rate of construction of new dwellings in PUSH to April 2009, was just over the 4,000 envisaged in plans. However information from new starts suggests a rapid slow down to around half of this total for the April 2009- April 2010 period. A number of developers have stopped building on sites, and new schemes have been put on hold. Some developers would like to renegotiate the terms of recently agreed section 106 deals, claiming that they no longer allow sites to be viable.

### **Concluding remarks**

2.27. This section is structured around the five step process in the Living Places Toolkit [see para 1.11].

2.28. The leadership for the culture and sport agenda in PUSH is in place, with a Delivery Panel and a Quality Places Delivery Manager. There is a strategic vision for culture and sport in the sub region in the cultural strategy.

2.29. Those working on infrastructure needs at strategic level should adopt a wider definition of culture and sports infrastructure than has been used so far. In particular arts and arts buildings (including galleries and multi use arts venues and theatres), museums and indoor sports need to be covered.

2.30. There is not yet any comprehensive assessment of strategic needs for culture and sport in PUSH. Additional justification will be needed for making effective bids for resources, satisfying community needs and avoiding duplication of provision in the future, and therefore this type of work needs to take place.

2.31. PUSH has not yet carried out detailed work to establish a tariff for development in the area, although this would help reduce uncertainty and fit with emerging trends towards such processes in other [competing?] sub regions. A number of other sub regions are creating tariffs at the present time.

2.32. The implication of the introduction of the CIL for culture and sport needs to be further assessed. Any assessment should include study of how far resources will be created by the scheme, how pooling for strategic facilities will occur and what local areas can do to direct funds to cultural facilities.

2.33. There is a need to think creatively about the revenue costs of culture and sports infrastructure and how these can be funded in the future.

### 3: Spatial planning and cultural infrastructure: the local level

#### The analysis

3.1. This analysis is based on a desk study of the relevant Local Development Framework [LDF] documents, in some cases supported by questionnaire responses and interviews. These include submitted and draft core strategies and 'issues and options' papers (both forming part of the LDF preparation process), and supplementary planning documents as well as, in some cases, local plans from the 2006 period. The core strategies and some of the Local Development Schemes give further details on background evidence used to support policies, and information from these has also been used. The main documents consulted are shown in Table 3.1.

Table 3.1: Main LDF Documents Covered

Authority	Plan document
Southampton	Submitted Core Strategy DPD, November 2008
Portsmouth	Draft Core Strategy, May 2008
East Hampshire DC	Core Strategy: Issues and Options, Spring 2008
Eastleigh	Issues and Options Consultation, 2008; Local Plan Review, 2006
Fareham	Core Strategy Issues and Options, 2008
Gosport	Core Strategy Issues and Options, Dec 2006; Local Plan Review, 2006
Havant	Draft Core Strategy, June 2009
New Forest DC	Core Strategy DPD, February 2009
Test Valley	Core Strategy Pre-Consultation Draft, Nov 2008
Winchester	Core Strategy, Preferred Option, July 2009

3.2. The analysis is presented systematically under a number of headings covering the cultural and sports agenda as follows:

- LDF and Sustainable Community Strategy;
- Main development situations/locations;

- Infrastructure planning;
- Supplementary planning documents;
- Outdoor sport;
- Indoor sport;
- Public art;
- Libraries and archives;
- Museums, galleries and arts buildings;
- Historic heritage; and
- Public realm.

Material on public libraries is also taken from the Hampshire County Council Library and Information Strategy of 2009.

## **Southampton City Council**

### **LDF and Sustainable Community Strategy**

3.3. The *City of Southampton Strategy* [the Sustainable Community Strategy] has as one of its six objectives ‘...provision of imaginative arts and cultural opportunities’. The LDF Core Strategy DPD was submitted in November 2008 and is being examined in summer 2009.

### **Main development situations/locations**

3.4. These are:

- Strengthening the City Centre; with 5,400 additional dwellings, mainly in high density developments; and major office and retail space increases;
- Plans for a cultural quarter in the Northern Above Bar area, and public realm improvements throughout the City Centre and on transport corridors radiating from the centre;
- Improvements to district centres which will contain a mix of uses, with community hubs proposed, within or close to such centres;

- Strengthening of the identity of neighbourhoods generally, where 6,400 new dwellings are proposed, mainly on brownfield sites to 2026;
- Industrial development in the Port area.

At least five secondary schools will be rebuilt under the *Building Schools for the Future* scheme.

## Community hubs

3.5. These are defined in the LDF (para 4.5.9) as follows

### Community Hub

A network of community facilities and services provided either on one site or in very close proximity. The aim is to group together services in a modern and sustainable way that suits local people's needs, making services more accessible and enhancing community cohesion. Developing a link may typically involve replacing an existing range of separate buildings. Services should ideally share one building and related facilities such as reception.

The location in a hub of statutory and commercial organisations can help to subsidise the cost of co-located community provision, removing for community associations the sometimes considerable problems around maintaining stand alone community buildings. Community hubs can, where appropriate, be managed through community trusts providing local stakeholders with the opportunity to influence how such a valuable community asset is used.

## Infrastructure planning

3.6. A *Background Paper* on infrastructure delivery discusses social infrastructure, but this does not include sport and culture.

3.7. The City has received £13 millions of developer contributions over the 2003-7 period. Contributions towards heritage for 2005-7 were £42,000; for public realm (including public art, CCTV and tree planting) £670,000, and for playing fields, play space and open space £1,362,000.

## Supplementary planning documents

3.8. The City Council has an *SPG on Planning Obligations*, published in 2006. Further details are given in the sections below.

### Outdoor sport

The standard for playing fields, courts and greens is one hectare per 1,000 people. At £11.95 per sq m provision cost, the standard charge per person in new housing is £129. A Playing Pitch Strategy identifies areas where

there are shortfalls in the City. The Council also requires a commuted sum to cover 10 years maintenance for off-site schemes.

#### Indoor sport

Not covered in the SPG. The City Council is working with the Facilities Improvement Service of Sport England to assess needs for sport, including indoor sport.

#### Public art

The SPG states that public art contributions will be sought on ‘...all key developments’. The *Public Art Strategy* of 2004 gives a list of key projects by area of the City where public art could be negotiated.

#### Libraries and archives

Not covered in the SPG. The Council’s strategy for libraries suggests all libraries in the City are to be replaced or refurbished through planning gain or the sale of existing library premises [see Hampshire County Council 2009].

#### Museums, galleries and arts buildings

Not covered in the SPG.

#### Historic heritage

English Heritage has identified sites in the City where heritage issues are particularly important. A *City Centre Characterisation study* has been carried out, and this will inform a City Centre Action Plan.

#### Public realm

All new developments within the City Centre Inset Map area [2005 Local Plan map]; and fronting the ‘north-south spine’ will be expected to contribute. The cut-off point is five or more dwellings, and 200 sq m gross for commercial space. The contribution is £600 per dwelling. The *Development Design Guide SPG* (2004) has a section on public realm quality. This work is also informed by the *City Centre Urban Design Strategy*.

#### Other

Developer contributions for community facilities will be negotiated on a case by case basis.

### **Portsmouth City Council**

## **LDF and sustainable community strategy**

3.9. The Draft LDF was published in May 2008 and lists the priorities in the City [Portsmouth City Council 2008a]. The Sustainable Community Strategy has as one of its aims ‘...to enhance Portsmouth’s reputation as a City of culture, energy and passion offering access to all to arts, sport and leisure’. The *Vision for Portsmouth* seeks to increase the number, variety and quality of workshop, performance and exhibition spaces and sporting venues [Portsmouth LSP 2008].

## **Main development situations/locations**

3.10. These are a range of urban regeneration situations across the City which include:

- Tipner; a ‘gateway’ site ; to be redeveloped as a mixed use waterfront development, with 1,600 new dwellings, a community centre and new public realm and public art elements;
- Port Solent/North Harbour: also to be a mixed use area, with a football, stadium [Portsmouth FC], community facilities, public realm and public art;
- Somerston and North Southsea; a local authority housing estate in a deprived area; regeneration will be managed through an Area Action Plan. There will be improved community and youth facilities;
- Fratton Park; redeveloped football stadium area, medium density housing and employment will be the theme;
- Portsmouth City centre; this has eight sub divisions including Gunwharf Quays, the Historic Dockyard, Portsea, the Hard and Guildhall Walk. The three main areas for cultural purposes are;
  - The civic area/guildhall square; where an options study is being prepared; and where change will be governed by an SPD. Proposals will cover enhancement of the square, design and public realm proposals, redevelopment of the Central Library, accommodation for the City Museum, and for the records office;
  - The primary shopping area; where cultural facilities will be particularly encouraged; and
  - The Historic Dockyard.
- Support for improvements to other centres in the City such as Southsea, Fratton, Cosham and North End, where public realm and public art improvements will be sought as part of any development or redevelopment.

## **Infrastructure planning**

3.11. The City Council is currently undertaking an infrastructure study to assess and cost the requirements in the LDF. The preferred approach for planning contributions is to develop a set of standard charges, which will form a tariff for most forms of community infrastructure. This will be laid out in SPDs on different topics.

### **Supplementary planning documents**

3.12. The City Council published an SPD on *Developer Contributions* in 2006, subsequently updated in 2008 and 2009 [Portsmouth City Council 2008b]. Further details are given below.

#### **Outdoor sport**

The current standard is one hectare per 1,000 population; this includes open space, playing pitches and recreation provision. Because of shortages of space in the City, the focus is on enhancement and improvement of the quality of existing provision. Examples of improvements related to sport are given as providing all weather pitches, or pitch drainage. A PPG 17 compliant study of open space was carried out in 2008 and this recommended some new standards. However these are not being incorporated in the LDF at the present time.

Sports pitches are considered to have a City wide catchment; funds are therefore spent where they will have the greatest community benefit within the City boundary. Contributions for off-site provision are £533 (2009 figure) per person in new housing.

#### **Indoor sport**

Not covered in the SPD.

#### **Public art**

This is referred to as a requirement of major redevelopment schemes in the City (see above). Contributions are negotiated on a case by case basis.

#### **Libraries and archives**

Where new major developments are proposed, applications will be assessed for their impact on existing community facilities. Libraries are mentioned in this regard. The Core Strategy refers to the need for a new library in the Drayton/Farlington area; and an expanded or new library in connection with the Tipner and Port Solent proposed development sites.

#### **Museums, galleries and arts buildings**

Proposals for the City museum, library and records office will be included in the proposed Civic Area redevelopment (see above).

### Historic heritage

The protection of historic townscape and cultural/historic heritage; and the encouragement of public art is covered in policy PCS 10 in the *Draft Core Strategy*. This will be achieved by negotiations surrounding development control.

### Public realm

The SPD seeks contributions towards environmental improvements in the City Centre and other centres. These cover public realm improvements, landscaping, and measures to enhance biodiversity. The standard charge is £1,969 per person in new housing and £9.30 per sq m for non-residential development (both 2009 figures).

### Community buildings

These may be provided on large sites where need has been established.

## **East Hampshire District Council**

### **LDF and Sustainable Community Strategy**

3.13. Only a very small part of the District, with Horndean and Clanfield as the main settlements, is within the PUSH area. The area borders Havant to the south.

3.14. The *Core Strategy Issues and Options* paper contains a section on 'healthy living'. This has a narrow view of what is community infrastructure. It discusses facilities such as sport, play and allotments, but makes no reference to arts, libraries or museums. The Theatres Trust response to this document makes the point that culture, more widely defined, is also a part of the healthy living agenda.

### **Main development situations/locations**

3.15. There are proposals for 1,200 new dwellings in the southern part of the District in the Horndean area over the 2006-26 period. The Core Strategy gives three options for growth, mainly focussed on development around Horndean. Horndean is among the first wave of non-City BSF schemes in PUSH together with Waterlooville, Hayling and Cowplain.

### **Supplementary planning documents**

3.16. The *Guide to Developers Contributions and Other Planning Requirements* was published in revised form in July 2009.

#### Outdoor sport

A District wide study of sport and recreation needs was completed in 2008. The standard for playing fields is 1.67 ha per 1,000 population, giving a requirement of 41.6 sq m per new dwelling. The standard charge per new dwelling for playing fields is £647.

#### Indoor sport

A *Built Facilities Study* was carried out in 2008, but the standards have not yet been incorporated into the *Developers Guide*. The *Guide* suggests that contributions towards sports centres may be justified in some circumstances. One proposal is for 'buying in' to a replacement Havant Leisure Centre, a facility likely to be used by some East Hants residents. This facility would be related to the west of Waterlooville major development area.

#### Public art

This is referred to under environmental improvements.

#### Libraries and archives

Libraries are referred to under 'public services' in the *Guide*, but no further advice is given.

#### Museums, galleries and arts buildings

No reference is made to these in the *Guide*.

#### Historic heritage

Contributions will be sought where improvements to a historic building or area are made necessary by a development.

#### Community centres

These are defined as meeting halls, community centres, pavilions, youth clubs and public toilets. The broad guide is for 80-160 sq m of space per 1,000 people depending on local conditions. The *Guide* proposes that for housing sites of over 60 dwellings there may be a need for a community worker to help integrate new residents. A standard charge of £250 per dwelling is suggested as appropriate for this.

### **Eastleigh Borough Council**

## **LDF and Sustainable Community Strategy**

3.17. The *Local Plan Review* was approved in 2006. The SCS was produced in 2004 and is being revised in 2009. An Issues and options paper was produced as part of the local development framework process in 2008. The formal public consultation version of the core strategy is planned for June-July 2011. The aim is to take forward many of the *Local Plan Review* policies into the Core Strategy.

### **Main development situations/locations**

3.18. The Core Strategy *Issues Consultation Paper* (2008) suggests these include:

- North and north east of Hedge End SDA [6,000 new homes]; approved in the *South East Plan* 2009, but still subject to further feasibility studies by the local authorities, which are due for completion in June 2010;
- The Riverside Employment Zone; a strategic employment zone for South Hampshire;
- Eastleigh Town centre; where regeneration is needed; and
- Refurbishment and redevelopment in local shopping centres.

Some 7,000 new homes will be required in the remainder of the Borough [outside the SDA] over the period to 2026.

### **Infrastructure planning**

3.19. Eastleigh Borough operates a tariff system for developer contributions. These include one payment for a widely defined set of community facilities (see below). In terms of background audit and needs work:

- A study of the supply and demand for sports pitches is underway, for completion in 2010;
- There is no plan to review the *Recreation, Tourism and Arts Strategy* of 2002.

### **Supplementary planning documents**

3.20. A *Planning Obligations SPD* was published in July 2008. Further details are given below. In terms of design, there will be a *Quality of Places SPD* published for consultation in February-March 2010.

Supplementary Planning Documents will also be produced for the North/North East of Hedge End SDA and the Riverside Employment Zone.

### Outdoor sport

The standard for playing fields and district green space (not differentiated) is one hectare per 1,000 population. A map showing contribution zones is also given. There are sufficient adult pitches in Eastleigh, but a large shortage of junior pitches. Sports pavilions are one possible use of contributions for community infrastructure (see below). Maintenance commuted sums are for 25 years [£75,600 per hectare]. The planning contribution level for playing fields and district green space is £907 per person in new housing.

### Indoor sport

Not covered in the SPD.

### Public art

There is a *Public Arts Strategy 2008-2011*, and the contributions sought for sites of 10 dwellings or more are £300 per unit. For hotels they are £200 per hotel bedroom. For retail uses they are £360 per 100 sq m and for offices £300, industrial and warehouse uses £250 and for commercial leisure uses £220.

### Libraries and archives

The Council seek to collect £900 per person in new housing for 'community infrastructure'. This is widely defined and includes the provision of community centres and other community buildings, sports clubhouses and pavilions, other recreational and sporting facilities, play areas, youth clubs, community safety projects, libraries, lifelong learning projects, museums, cultural activities, emergency services, health facilities, art projects, and a number of other categories. In some cases revenue support for community worker initiatives in association with new development will be sought.

Priorities are defined in the *Community Plan (2004)*, *Eastleigh Local Area Action Plans* and in the *Local Plan Review*.

### Museums, galleries and arts buildings

See above

### Historic heritage

Not covered in the SPD, but the Borough has policies to protect historic assets in the *Local Plan Review*, which it is planned should be taken forward to the Core Strategy.

#### Public realm

Not covered separately in the SPD; the *Public Art Strategy 2008-2011* sees public art provisions as a key way of improving the public realm.

#### Other

The Core Strategy Issues Paper notes a shortage of cultural facilities in the south of the Borough, and a proposal for theatre provision in Hedge End.

### **Fareham Borough Council**

#### **LDF and Sustainable Community Strategy**

3.21. The *Core Strategy Issues and Options Paper* was published in January 2008. Together with the Town Centre AAP and the Site Allocations DPDs. Network Fareham produced the *Sustainable Community Strategy* in 2008.

#### **Main development situations/locations**

3.22. These, using the information in the *Issues Paper*, include;

- Development of housing sites allocated in the local plan and brownfield sites, early in the plan period avoiding over intensification in the existing urban areas;
- Implementation of a Strategic Development Area for 10,000 new homes north of the M27, in the later part of the plan period;
- Improvements to the quality of urban centres; and
- Securing high design quality in new development.

#### **Infrastructure planning**

3.23. The intention is to prepare a developer contributions SPD covering all aspects of infrastructure. A *Community Infrastructure Study* was carried out in 2005.

The *Corporate Priority Improvement Plan* sees a priority as rationalising the pattern of community facilities. It states that the Borough will ‘...review the use of community centres, youth centres, and sports pavilions, rationalise the provision and then modernise the buildings as appropriate by 2012’.

#### **Supplementary planning documents**

See below.

### Outdoor sport

The existing *Open Space SPG* (revised 2008) has a standard for outdoor pitches of 1.2 ha per 1,000 population, and a standard of 0.4 ha per 1,000 for other outdoor sports facilities. A map shows wards with shortfalls where requests will be made. Pitches include ATPs where necessary, pavilions and ancillary car parking. Contribution levels are £34 per sq m for pitches; £61 per sq m for other outdoor sports and £14 per sq m for pitch maintenance.

A more recent *Greenspace Study* gives a standard of one hectare per 1,000 for pitches, but this has not yet been incorporated in guidance.

### Indoor sport

An indoor sport and recreation needs assessment was published in 2007. A need has been identified for a swimming pool in the western part of the Borough. Pitches and sports halls may be provided/improved by dual use on school sites.

### Public art

This is likely to be covered in polices on design in the relevant DPD.

### Libraries and archives

No comments

### Museums, galleries and arts buildings

No comments

### Historic heritage

Conservation area Character Assessments have been carried out in the Borough. Historic buildings and their sites and settings will be protected through polices in a *Development Control Policies DPD*.

### Public realm

This will be covered by polices on design in the *Development Control Policies DPD*.

## **The Strategic Development Area**

Preliminary work suggests the SDA will have a centre with a range of facilities. Those referred to, and related to culture, are listed as;

- Community centre;
- Health centre;
- Library;
- Leisure facilities;
- Children's centre;
- Nursery/pre-school provision; and
- Local government offices.

The exact requirements will be outlined in an Area Action Plan. How far facilities should be planned to benefit a wider area is also a topic for discussion.

## **Gosport Borough Council**

### **LDF and Sustainable Community Strategy**

3.24. Gosport Borough Council has a *Local Plan Review* (2006) and produced an *LDF Issues and Options Consultation* in December 2006. The LDF programme has been delayed by the need to carry out a greater amount of background survey work to back proposals.

### **Main development allocations/situations**

3.25. The approved *South East Plan* (2009) requirement for Gosport is relatively low at 2,500 dwellings to 2026; some 125 homes per year. A *Draft Strategic Housing Land Assessment* has been produced in July 2009.

The main development situations are housing /mixed use schemes on brown field sites. They are:

- Daedalus; an ex MOD site owned by SEEDA, with proposals being developed for a mixed use scheme; an SPD is being prepared for this scheme to be published in 2009;
- Gosport Waterfront; a mixed use scheme with a large residential component; the site has flooding issues. A Master Plan is being prepared;
- Remodelling of part of the Towner Estate, with 500 new dwellings replacing 700 which are being demolished;

- Royal Haslar Hospital; master planning work is underway following recent closure of the Hospital.

## **Infrastructure planning/supplementary planning documents**

### Outdoor sport

The standard for playing pitches is 1.2 ha per 1,000, and for other outdoor sport is 0.4 ha per 1,000. The evidence base is an *Open Space Monitoring Report*, which is regularly updated. Developer contributions are governed by a calculation based on numbers of bedrooms. This is a non-statutory advice note.

### Indoor sport

Not covered

### Public art

Not covered

### Libraries and archives

Not covered

### Museums, galleries and arts buildings

Not covered

### Historic buildings

There is a policy related to this in the *Local Plan Review 2006*.

### Public realm

Not covered

## **Community buildings**

The *Local Plan Review* contains a policy supporting developer contributions for on and off-site community buildings [policy R/CF3]. The scheme covers new buildings and refurbishment.

## **Havant Borough Council**

### **LDF and Sustainable Community Strategy**

3.26. The draft *Core Strategy* was published for consultation in June 2009. The format parallels the sustainable community strategy *Forward Together*. The strategy seeks, *inter alia*, to locate the proposed 6,300 new dwellings by 2026, provide for high quality design across the Borough, maintain the historic environment, and ensure effective infrastructure planning.

### **Main development situations/locations**

3.27. These are as follows:

- Havant Town Centre: a Public Services Village within the redevelopment, with an emphasis on services, housing, culture, recreation and high quality design; this is seen as a priority by the Council;
- Leigh Park: remodelling of this housing area with new housing and employment sites;
- Redesign and redevelopment of the Leigh Park district centre;
- Tourism and recreation development at Hayling Island seafront; and
- Additional new housing west of Waterlooville.

The LDF preference for the Havant Service Village is to include a multi use arts centre. The Havant document lists ‘...dance and drama studios, radio, film and photography workshops, rehearsal and recording spaces, a 300-500 seat theatre and conference rooms, a gallery, arts shop and café bar’ [para 2.35 refers]. [This is similar to the model put forward by ACE/MLA in their recently published standard charge document [see ACE/MLA 2009: page 13].

### **Supplementary planning documents**

3.28. There is an SPG covering outdoor sports and open space, published in 2004. Work is underway to produce an SPD for the Public Services Village scheme. Workshops with local people to discuss possible scenarios for the area have taken place [Havant BC and Urban Practitioners 2009]. A *Havant Town Centre Urban Design Guide Framework SPD* has been published.

### **Infrastructure planning**

3.29. The Council has carried out a background study of all infrastructure schemes known and likely to be needed in the context of the Plan. This is the *Infrastructure Background Paper 2007*.

3.30. The list of infrastructure seen as relevant to spatial planning, and for which SPD guidance will be prepared, includes;

- Community and leisure facilities;
- Public art;
- Public realm; and
- Libraries.

The SPD will cover developer contribution mechanisms, types and priorities. The issue of priorities has been introduced in response to the credit crunch.

The proposed developer contributions policy states *inter alia*, ‘... where new or improved infrastructure is essential the council will require the on-site provision and/or contributions through planning obligations, agreements or tariffs in accordance with the relevant legislation for off site infrastructure provision. These contributions will depend on information and advice from infrastructure providers on the expected impacts on the high way network, public utilities, emergency services, schools, health services, green infrastructure, community centres and libraries’ [Policy CS17].

#### Outdoor sport

The Borough Council currently use a standard of 1.7 ha per 1,000 population for developer contributions, stemming from the 2004 SPG on *Playing Space*. On site provision of playing pitches will be sought on developments of 420 homes or more.

The 2006 *Open Spaces Plan and PPG 17 Assessment* lists a number of qualitative and quantitative standards for playing space. The standards proposed are; ATP 0.25 sq m per person; bowling greens 0.16 ha per person; tennis 0.26 ha per person and pitches, playing fields and recreation grounds 5.4 sq m per person.

#### Indoor sport

The *Open Spaces Plan* suggests a standard of 0.01 sq m of pool per person for swimming pools, but no standard for sports halls.

#### Public art

The *Cultural Strategy Action Plan* lists the development of a public art policy in 2006, but this is not a formal SPD. Planning agreements for the major development west of Waterlooville contain contributions relating to per cent for art [December 2007 agreement].

#### Libraries and archives

Four libraries in the Borough are being improved with Lottery Funding. Learning zones are being added to Havant, Waterlooville, Hayling Island, and Leigh Park libraries.

Museums, galleries and arts buildings

See the Service Village proposals.

Historic heritage

Section 7 of the Core Strategy contains policies for protecting the historic heritage. The Borough has carried out a townscape, landscape and seascape character assessment.

Public realm

Havant has a *Public Realm Design Framework* (2000).

## **New Forest District Council**

### **LDF and Sustainable Community Strategy**

3.31. The submitted Core Strategy was produced in February 2009. The area relevant to PUSH is the Totton and Waterside area, with a population of 70,000.

### **Main Development situations/locations**

3.32. The aim is to retain the gaps between settlements in the Waterside (Marchwood/Hythe) area and to limit growth. In addition:

- There is likely to be some peripheral development around Totton, and
- There are proposals for the redevelopment of Totton Town centre.

### **Infrastructure planning/supplementary planning documents**

3.33. The Core Strategy has a *Draft Infrastructure Delivery Plan 2009*, with a long listing of schemes for the early part of the plan period. There is reference to small scale library improvements being paid for by Hampshire County Council, and there are some improvements to individual community facilities listed, but no large schemes in this sector.

The core strategy policy on developer contributions states that standard charges will be used for establishing the reasonable cost of on site and off site infrastructure. Public realm (including public art), sports facilities and community facilities are listed as possible headings for contributions. There is no SPD on developer contributions.

There is an SPD on *Housing Design, Density and Character*, published in 2006.

A PPG 17-style study of open space, sport and recreation and community facilities was carried out in 2007. This established an overall open space standard of 3.5 ha per 1,000 people; with 1.25 hectares per 1,000 being for formal sports facilities.

## **Test Valley Borough Council**

### **LDF and Sustainable Community Strategy**

3.34. The *Core Strategy Pre-Consultation Draft* was published in November 2008. The policy on infrastructure provision in new development states: ‘...Development should make appropriate provision for infrastructure and community facilities directly related to and necessary for the development, having regard to the type, location, scale, and cumulative impact of the proposed development’ [policy ESN 30].

The *Corporate Strategy 2007-11* has improving cultural opportunities as one of its six themes. The Borough Council is seeking an improved offer of venues and facilities for sport, recreational and cultural activities, and would like to see new facilities provided in the major housing development areas in the district [Test Valley BC 2007a]. The Sustainable Community Strategy *Your Test Valley* also has a section on culture, but does not make any specific proposals for the south of the Borough [Test Valley BC 2007b].

### **Main development situations/locations**

3.35. The main proposed areas of housing growth are 3,100 units in green field sites as follows:

- 1600 dwellings south of Romsey; including formal sports provision and a multi purpose community building;
- 800 dwellings north of Romsey; including formal sports provision and a multi purpose community building;
- 400 units on the south western edge of North Baddesley; with improvements to local community facilities; and
- 300 units near Nursling and Rownhams; with improvements to local facilities.

The present population of Romsey is 17,400. This could rise to 23,000 with the additional planned housing. Adding 7,700 persons in an expanded North Baddesley, the population of the area could be around 30,000 by 2026.

The two current secondary schools in the area already have community use. Also relevant are possible improvements to cultural facilities in the centre of Romsey, given the large scale of growth planned for the town, and some expected increases in town centre retail floorspace [see Test Valley Borough Council 2008, paras 15.51 and 15.52 ].

Further details of plans for the southern part of Test Valley, including any proposals for sport and cultural provision, will be given in an *Area Action Plan*, listed as going to public consultation in September 2010.

### **Infrastructure planning/supplementary planning documents**

3.36. The Borough has an approved SPD on *Infrastructure and Developer Contributions* [Test Valley Borough Council 2009]. Further details are given below.

#### **Outdoor sport**

The standard for sports grounds/playing fields is one hectare per 1,000 population, based on a PPG 17 study dated 2004. The contributions sought are £693 per person in new housing (2009 figures). On larger sites a maintenance contribution for 20 years is also sought.

#### **Indoor sport**

It is envisaged that no contributions will be sought in the PUSH part of the Borough, although there are proposals for re-locating sports facilities in Romsey.

#### **Public art**

Developers will be encouraged to contribute a percentage of total development costs towards commissioning, providing and maintaining relevant feature(s). To be negotiated on a case by case basis on residential schemes over 100 units, and commercial schemes over 1,000 sq m.

#### **Libraries and archives**

The Romsey library has recently been refurbished.

#### **Museums, galleries and arts buildings**

Not covered in the SPD.

#### **Historic heritage**

Polices in the proposed core strategy cover issues of the protection of historic sites and landscapes, but heritage issues are not included in the SPD.

Public realm

Not covered in the SPD.

Other

For schemes of over 10 units, the Council will seek contributions of £625 per dwelling towards the provision, and/or improvement of, community facilities. This is costed as for a 450 sq m community hall [described as a multi purpose facility that can be used by the whole community for a range of leisure and cultural interests; the example of arts and crafts is given].

For schemes of 500 units or more consideration will be on a case by case basis, but additionally a part time community worker for a period of five years per 2,000 people will be costed in, with a remit to help generate community spirit, encourage active participation, and support community groups. This type of contribution has been negotiated in the Borough.

## **Winchester City Council**

### **LDF and Sustainable Community Strategy**

3.37. The *Preferred Option* consultation on the Core Strategy was completed in July 2009. This outlined major development proposals in the south of the district in the PUSH area.

The section on 'Health and Well Being' makes reference to the need to increase participation in sport, recreation and cultural activity, including facilities that can be accessed by the elderly.

### **Main development situations/locations**

3.38. There are two major proposed housing developments:

- North of Whiteley; where land has been identified for up to 3,000 homes; and
- West of Waterlooville, where a site for 1,000 homes is identified, to complement the existing permission for c 2,500 homes.

### **Supplementary planning documents**

3.39. The *Open Spaces Strategy* (annually updated) lists standards and deficiencies of open space at parish and ward level, and is used for negotiations with developers.

### **Infrastructure planning**

3.40. The City Council sees the preferred approach as one of continuing to seek developer contributions, but with substantial improvements on the methods currently used, in order to allow the funding of a wider range of essential facilities and services. The Council envisage using standard charges where possible, allowing all types and sizes of development to contribute to the improvements required.

The policy in the Plan states ‘...Development proposals in the District will be required to provide or contribute towards the infrastructure and services needed to support them. Where appropriate, improvements should be provided on site as an integral part of a proposal. Where off site provision is required it should be provided through developer contributions, to meet the reasonable costs of provision to support the development’ [Policy CP 23].

Winchester is working on a *Local Infrastructure Plan* which will form part of the evidence base for the LDF. Infrastructure is defined as including ‘community and recreation provision’, but does not refer separately to cultural provision, sports or libraries.

The *Core Strategy Delivery Plan* suggests the two main development areas will need local centre and community facilities as well as sport and recreation provision. The Whiteley scheme is expected to have two new primary schools and one secondary school, and the Waterlooville scheme, one new primary school.

### **Outdoor sport**

A recent PPG 17 study [*Open Space, Sport and Recreation Study, 2008*] gives a standard of 0.75 ha per 1,000 population for playing pitches, and a space standard for outdoor tennis. These will be incorporated in a new SPD at a later stage later in LDF preparation.

### **Indoor sport**

The PPG 17 study has proposed standards for sports halls, swimming pools, fitness gyms, synthetic turf pitches, and indoor bowls. Consideration will be given to including these in the SPD also.

### **Public art**

The 2006 *Arts Strategy Action Plan* states that a protocol for public art contributions was completed in 2007. It also contains a proposal to create

an 'Arts Fund' from developer contributions to be used for commissioning art in conjunction with new developments.

Libraries and archives

Not covered

Museums, galleries and arts buildings

Not covered

Historic heritage

The core strategy contains a policy which covers the protection of cultural heritage including natural and man made elements associated with existing landscape character, conservation areas, scheduled ancient monuments, historic parks and gardens, listed buildings and historic battlefields [policy CP 8 refers].

Public realm

Policies for this are included within design issues in policy CP 11. This states that new development must make a positive contribution to the local environment and create an individual place with distinct character. Design statements accompanying applications should state how the public realm has been designed to ensure that it is attractive, accessible and well connected to its surroundings.

### **Concluding remarks**

3.41. This section is structured around the five step process outlined in the Living Places Toolkit [para 1.11].

3.42. The spatial planning agenda at local level has kept to traditional preoccupations of open space provision, playing fields and public art. Only occasionally do matters of wider cultural provision such as libraries, galleries and museums occur, often in the context of town and city centre redevelopments.

3.43. Sustainable Community Strategies have general aims relating to quality of life and aspects such as community coherence. There are however weak links between these intentions and spatial planning proposals. There are some signs that the most recent Core Strategies [for example that for Havant] are now making a more effective bridge between the two types of policy.

3.44. There are a variety of development situations across PUSH in which actions regarding sport and culture are planned to take place. Town

centre redevelopments should include cultural provision and are in accessible locations, but the time scales for their realisation will be long. On school sites subject to BSF proposals, outcomes may more speedily secured. Table 3.2 gives a listing of the types of location emerging from the analysis of LDFs

**Table 3.2: Spatial development situations for culture and sport in PUSH**

Development situation	Location	Tasks
Major city 'quarter' for culture	Centre of Southampton, [Northern Above Bar] Portsmouth [Civic area]; Historic Dockyard	Commercial leisure, theatres, galleries, museums  One off negotiations; not amenable to standard charge approach  Area Action Plans
Urban centre regeneration	Havant, Eastleigh Totton, Waterlooville	Multi-use arts facilities; co located with other civic uses.
Urban mixed use	Port Solent, Haslar Hospital, Tipner, Daedalus	Neighbourhood scale cultural provision
New or redeveloped suburban centres and small town centres	See in Southampton and Portsmouth LDFs	Co located facilities in community hub Negotiations with other providers; PCT, County Council
Remodelling older housing estates	Leigh Park, Somerston and North Southsea, Towner Gosport	BSF, enhancements to local centres
Large green field sites	Whiteley, Romsey, west of Waterlooville	Co-located facilities; master plans, negotiation with other service providers
Strategic Development Areas	Fareham, Hedge End	Visioning; master planning Use of standard charges; Area Action Plans
Secondary school sites	Havant, Hayling, Waterlooville, Cowplain,	Community hub through BSF

	<p>Horndean</p> <p>Fareham, Gosport, Hamble</p> <p>Totton, Waterside</p>	
Villages and rural service centres	Village halls, rural hubs	Analyse needs; collect through standard charges; local management

3.45. Local Development Frameworks are not sufficiently advanced to have generated lists of culture and sports projects which are needed to implement plans and therefore cater for growth. Local studies of implementation needs again take a traditional approach. It will be important for local authorities to produce project listings as speedily as possible given the requirements of PPS 12 regarding the soundness of plans.

3.46. An indication of progress across sport and leisure is given by an analysis of the contents of SPDs and developer guides, as shown in Table 3.3. The findings are:

- All authorities have standards for playing fields; but only one authority covers indoor sports;
- The library standard charge has yet to be introduced in the PUSH area;
- Only Eastleigh Borough Council refers to museums in its SPD, and this is in the context of competing within a long list of other community facilities;
- There is no reference to archives, galleries and arts buildings;
- In terms of heritage, local authorities have policies for protection of identified assets in their plans, but only rarely do these have proactive policies to collect developer contributions;
- Public art contributions are only collected by a minority of authorities; and no per cent of actual project cost (such as one per cent) is literally collected;
- Public realm proposals and contributions are increasingly incorporated in design SPDs and frameworks. They can overlap with public art.

Table 3.3: Culture and sport in Supplementary Planning Documents

Organisation	Outdoor Sport	Indoor Sport	Public Art	Libraries	Museums & Archives	Heritage	Public Realm	Community Centres
Southampton	✓		✓				✓	
Portsmouth	✓		Poss				✓	
Eastleigh	✓		✓	Poss	Poss			Poss.
Fareham	✓							
Gosport	✓							
Havant	✓		Poss					✓
Test Valley	✓	✓	✓					✓
Winchester	✓							Poss

Source: analysis of SPDs and Developers Guides

Note; Poss = possibly; on a case by case basis

3.47. Reference is made to re-modelling secondary school sites in some areas using BSF monies; and this represents a significant opportunity.

3.48. The need for co-location of facilities is mentioned in a number of documents, and Southampton particularly refer to community hubs. Further details and examples [apart from the Discovery Centre format] are not however given to support these thoughts.

3.49. Section 106 funding is seen as important in most plans, and a number of authorities are working to develop tariffs and standard charges. It is important that culture and sport are not left out of the process of creating such tariffs.

#### Revenue

3.50. The issue of revenue funding for culture and sport facilities has been referred to frequently during discussions and interviews.

3.51. A number of alternative models of service delivery exist. For example community development trusts have successfully run community/cultural facilities in urban and rural areas. There may be a need to transfer assets to help such organisations to pay for management and maintenance. The Milton Keynes Park Trust is a conspicuously successful model for this, but others exist at small town and village level.

3.52. The possibility of charitable status could also be investigated. The Wigan Library Service has done this, releasing one third of a million pounds of additional funds pa for the library service. This type of arrangement has been used for sports facilities for a number of years, and more could be learned on how this has been done [MLA 2009].



## Annex 1: Proposed cultural benchmarks/standard charges

Type of provision	Space per 1,000 population [sq m]	Cost of building and fit out	Cost per person in housing****
Public libraries	30	£3,068*	£92
Museums	28	£3,250**	£91
Archives	6	£3,600	£21.60
Gallery	45 sq m across the three categories of galleries, multi use arts centres etc and production and rehearsal space	£3,400	£153***
Multi use arts venues and theatres		£3,700	£166.50
Production, rehearsal and education space		£2,280	£102.60
Total for all, taking average of £141 per person for the three types of arts provision	109 sq m		£324.60

Note: \* 2007 figures; regionally adjusted figure

\*\* 2008 cost figures

\*\*\* the average across the three arts categories is £141 per person in new housing.

\*\*\*\* assumes occupancy of 2.4 persons

Sources: MLA 2008 and ACE/MLA 2009

### Notes

The following points should be noted when interpreting these figures:

- The standard charges do not dictate the form taken by any cultural provision, or the combination of activities on site in any particular situation
- The figures should be seen as estimates based on averages across a systematic sample of local authorities. They should be refined by analysis of local needs, which will be required to back any requests for developer contributions
- The figures are not appropriate for estimating the scale of major one off 'iconic' facilities.

## Annex 2: Fareham Strategic Development Area; Cultural offer using Living Places standard charges

Total number of planned new homes is 10,000

Total population, assuming 2.3 persons per dwelling as an average, is 23,000

Space benchmarks and estimated costs for cultural provision are related to extra demand placed on services. The assumption here is that existing facilities in the vicinity are at capacity. A secondary school site is provisionally planned for the area. The *Initial Feasibility Study* [2006] suggests there would be a 'district centre'.

Public library	Space: 690 sq m Cost: £92 x 2.3 x 10,000	£2.12 millions
Archive	Space: 138 sq m Cost: £21.60 x 2.3 x 10,000	£0.50 millions
Museums	Space: 644 sq m Cost £91 x 2.3 x 10,000	£2.09 millions
Arts buildings	Space: 1035 sq m Cost £141.00 x 2.3 x 10,000	£3.24 millions

Total = £7.95 millions

### Locations - a scenario

- Public library provision would on a site in the district retailing centre, on land donated by the developer, and within a co-located facility (with arts and health);
- Archives; a developer contribution to improvements to archive service in Portsmouth and/or in Hampshire would be required;
- Museum; improvements to MLA accredited museums in Fareham and /or Portsmouth would be required;
- A multi use arts venue in the district centre (co-located with the library); and some production, rehearsal and education space,

- The relationship between cultural and sports provision should be considered

### **Other Issues**

- Would all the cultural facilities be in the centre? This would maximise local accessibility
- The secondary school site looks less promising for a community hub, given its programming post-2021
- Could any cultural facilities be provided on primary school sites?
- What elements could be combined? Could health and cultural facilities be combined?
- What type of phasing should be involved? Would a high quality cultural facility in the district centre at the start/early in the development set a tone of high aspiration and excellent 'quality of life' in a new environment?
- How far would a high quality project add to the desirability of the area for living? The new co-located facility could be branded a Discovery Centre or a Healthy Living Centre for example.

### Annex 3: Checklist of actions for local authorities

Action	Outcome
Is there clear leadership and responsibilities for the culture and sport agenda within the authority, and where does this lie?	
Are there clear and regular lines of communication between spatial planning and culture and sport professionals, so that information from one sector feeds into the other?	
Does your authority have a vision for culture and sport shared with, and developed through, consultation and other interactions with local residents and other relevant stakeholders?	
Does the Sustainable Community Strategy clearly link actions in the area of sport and culture to the aims of the strategy?	
Does the Local Development Framework fully interpret the objectives of the SCS in relation to culture and sport?	
Does the LDF fully support the development of culture and sport infrastructure through the spatial planning process?	
Is there a systematic and up-to-date evidence base assessing culture and sport needs in the area?	
Has your Authority carried out an analysis of future culture and sports needs in the context of housing growth and population change?	
Has your authority established benchmarks and standards for culture and sports provision?	
Have culture and sports needs been fully detailed in the LDF Delivery Plan?	
Have the sources of funding for culture and sport been realistically assessed and acted upon, including assessment of the costs and benefits of projects through their lifespan?	
Have the priorities for culture and sport delivery been established given likely forward predictions of funding in the context of expenditure restraint?	

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