

### Indoor facilities

#### Introduction

- 7.1 This section considers the provision of indoor facilities across Ryedale in terms of sports halls and swimming pools and indoor community centres.
- 7.2 The methodology for the assessment of swimming pools and sports halls is slightly different to other PPG 17 typologies in that specific demand modelling can be undertaken in line with Sport England parameters.

#### Strategic context and consultation

- 7.3 Despite the explosion of local authority provision during the 1970's and recent private health and fitness boom, participation has remained static at about 33% of the adult population. There has been increased pressure on local authority budgets and there is an ageing stock of expensive facilities that are not suited to meet the needs of new activities and participants.
- 7.4 Game Plan is the key national document that sets out the strategy for addressing these issues and delivering Government's sport and physical activity objectives. It is the Government's long-term vision for increasing participation and high performance in sport. It:
- provides facts about sport and physical activity in the UK and where problems lie
  - provides evidence of the benefits of sport and physical activity
  - explores a vision of sport and physical activity in 2020
  - gives recommendations and sets targets for participation, high performance sport and mega sporting events.
- 7.5 Game Plan recognises the link between physical activity and improving health and the importance of focussing on young people. The report also highlights the need to target resources in particular towards those who live in economically-disadvantaged areas in order to encourage participation and calls for greater emphasis to be placed on partnership working for the funding and delivery of sport and physical activity at a local and regional level.
- 7.6 The long-term vision of Game Plan is to significantly increase levels of sport and physical activity, particularly among disadvantaged groups, and to achieve sustained levels of success in international competition. It is important that the provision of indoor facilities in Ryedale is set within this national context.
- 7.7 The Yorkshire Plan for Sport has a regional context based on the key objectives formulated through Game Plan. The main regional priorities outlined are to: -
- improve health and wellbeing
  - increase participation
  - improve levels of performance
  - widen access
  - create stronger and safer communities
  - improve education.

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- 7.8 As a consequence of this plan, Ryedale District Council will have the responsibility of becoming a partner agency in the delivery of these priorities, ensuring that the framework of the Yorkshire Plan for Sport filters through into local sport and leisure strategy planning and delivery.
- 7.9 The provision of indoor sports facilities that meet local and national standards will be key to the delivery of the above objectives. These objectives are also central to local policy, with the community plan highlighting the promotion and encouragement of physical activity and healthy lifestyles as a key priority over the strategy period. Long term planning for the delivery of indoor sports facilities is vital to ensure the successful achievement of increased participation.
- 7.10 PPG17 identifies community and village halls in rural areas as a highly important community resource. Statistics from the national General Household Survey indicate that nine per cent of women take part in sport in an indoor venue such as a church hall, community centre or village hall. Local population characteristics indicate that there is demand for local access to indoor provision in community halls.
- 7.11 There are over 9,000 village halls and community centres recognised as charities in England and Wales. RS9 - Village Halls and Community Centres, Charity Commission for England and Wales (December 2004), presents the findings of research into the way in which these charities are changing. Best practice examples are used to illustrate how charities are adapting to meet the needs of their local communities.
- 7.12 The report identified a number of issues affecting the viability of some rural village halls and community centres:
- falling demand for services due to:
    - ageing rural populations
    - lack of interest among younger people or new residents in commuter villages
    - competition from nearby towns and cities due to improved accessibility and transport links
  - financial constraints leading to:
    - decreasing revenue streams
    - difficulties in funding building repairs and maintenance
    - difficulties in financing modernisation programmes in line with regulatory changes in relation to disability access and health and safety.
- 7.13 It was emphasised that village hall charities, in particular, were faced with the need to adapt their services and facilities. There was evidence of a move away from the traditional village hall concept to a community based ethos of charities combining to provide a broad service – the creation of a “community hub”. All of these issues will form key challenges for Ryedale District.
- 7.14 North Yorkshire Sport, the County Sports Partnership has a key role to play in the delivery of sports and active recreation across North Yorkshire and specifically, in partnership with others, more locally in Ryedale. Ryedale Sport, a charitable trust, was established during 1997 to manage and operate leisure facilities in Ryedale with the aim of providing, maintaining and improving leisure opportunities for residents of and visitors to, the district. This arrangement is currently being reviewed by the Council.

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- 7.15 The Ryedale Sport and Recreation Strategy emphasises the importance of empowering and involving local communities in the provision, operation and development of sport and recreation facilities and opportunities. It sets out the intentions of Ryedale District Council and its' partners for the development of sport and recreation over the next five years.
- 7.16 Activeplaces.com provides a key resource for the District Council in the long-term management and resource planning for indoor sports. 19.7% of the population of Ryedale currently participate in active sport and recreation at least 3 times per week, a proportion slightly below the national average of 20.1%. Open spaces can play a key role in facilitating future increases in participation in formal and informal activity.
- 7.17 The Local Plan also recognises the importance of local leisure facilities and in particular highlights the need for a central leisure facility within the Malton and Norton local area. The importance of community facilities is also emphasised, with the district council stating the intention to where possible, create new facilities that would benefit the local community.
- 7.18 Policy L10 highlights that the construction of village halls will be permitted, amongst other criteria, if it would provide for a wide range of recreational and community uses and it would be well related to the village. Policy L11 protects existing community facilities, stating that conversion of community facilities to other uses will only be permitted where the facility is no longer financially viable, there is no demand for the facility within that locality or equivalent facilities will be provided nearby.

### **Consultation**

- 7.19 Consultation specific to indoor sports provision and community halls provides an indication of public opinion. Key findings from consultation, which have informed the development of the recommended local standards, include:
- village halls are perceived to be of high importance and value to local residents and are considered to be central to the local community
  - while 32% of respondents to the household survey indicated that use indoor sports facilities once a month or more frequently, 50% of all those questioned indicated that they never use these facilities. 8% of all respondents used indoor facilities more frequently than any other type of open space or facility.
  - 27% of respondents to the household survey felt that the quality of indoor sport facilities across the district was good, and 34% suggested that the quality was poor - of this group of regular users, the highest rated aspirations were clean and litter free, parking facilities, toilets and facilities for the young. The three most significant problems were poor maintenance and vandalism. Previous consultations also reinforced the importance of maintaining and improving existing facilities.
  - comments at drop in sessions stated that Ampleforth College facilities were particularly well used, and that more generally facilities are of higher quality in the North of Ryedale. Drop in session comments in the rural areas of Sinnington and Sheriff Hutton state that whilst village halls could potential cater for indoor sport in rural areas, many are of inadequate size, as they are not primarily intended for indoor sports. Furthermore, ensuring wide access to these facilities can often be a problem, with a variety of other social events dominating the schedule (and also playgroups). Consultation highlighted that many residents travel outside of the Ryedale to York in search of larger indoor facilities.

### Current position

- 7.20 A broad review of indoor sport and recreation facilities has been undertaken to guide future planning across Ryedale. An audit of all indoor sports provision was undertaken by Gillespies.
- 7.21 A full listing of facilities and supporting data is shown in Appendix H. Provision of sports halls, swimming pools and village halls has been considered in terms of quality, quantity and accessibility. An overarching quality standard has been set for indoor facilities. Local standards for quantity and accessibility are specific to each type of facility and are detailed in the sections that follow.
- 7.22 There are no facilities within Ryedale at the current time that have achieved Quest accreditation, a benchmark of quality.

### Quality

- 7.23 The PPG17 Companion Guide reinforces that design and management are factors integral to the successful delivery of a network of high quality sport and recreation, stating that:

*“Quality depends on two things: the needs and expectations of users, on the one hand, and design, management and maintenance on the other.”*

- 7.24 The quality vision should reflect the views and aspirations of the local community and should be linked to the national benchmark and design criteria. The views and aspirations of the community were highlighted earlier in this section and the suggested quality vision for indoor sports is therefore:

***A clean and well-maintained indoor sports facility that is of sufficient size to provide for a wide range of sports facilities and activities that are accessible to all. The facility should be located close by well lit, safe access routes and provide value for money, adequate changing facilities and cycle / car-parking.***

### Benchmarking and design specifications

- 7.25 In line with PPG17 recommendations, in addition to establishing a quality vision for sports facilities based on local community needs, a quality standard for indoor sport and recreation facilities has been set using national benchmarks, Sport England Technical Design Guidance Notes and Quest Best Practice Standards. Key objectives underpinning this quality standard is:
- to provide clear guidance relating to facility specifications, ensuring suitability of design for the targeted range of sports and standards of play as well as individual requirements for specialist sports and uses
  - to ensure high standards of management and customer service are attained, which meet or exceed customer expectation and lead to a quality leisure experience for all users of facilities.
- 7.26 The quality standard is therefore split into two components:
- QS1 – design and technical
  - QS2 – Management and operational.

- 7.27 It can be seen that some elements of the quality vision derived from local needs and aspirations are linked to the specifications detailed in QS1 and QS2.

### **QS1: Quality standard (design and technical)**

**QS1: All new build and refurbishment schemes to be designed in accordance with Sport England Guidance Notes, which provide detailed technical advice and standards for the design and development of sports facilities.**

- 7.28 A full list of Sport England Design Guidance Notes can be found on and are available to download free from the Sport England website.

[http://www.sportengland.org/index/get\\_resources/resource\\_downloads/design\\_guidelines.htm](http://www.sportengland.org/index/get_resources/resource_downloads/design_guidelines.htm)

- 7.29 The space requirement for most sports depends on the standard of play – generally the higher the standard, the larger the area required. Although the playing area is usually of the same dimensions, there is a need to build in provision for increased safety margins, increased clearance height, spectator seating, etc. Similarly, design specification varies according to level of competition with respect to flooring type and lighting lux levels, for example.
- 7.30 Sport England Design Guidance Notes are based on eight standards of play. Consideration should be given to the desired specification of the facility in question at the outset.

### **QS2: Quality standard (facility operation and management)**

**QS2: All leisure providers to follow industry best practice principles in relation to a) Facilities Operation, b) Customer Relations, c) Staffing and d) Service Development and Review. The detail of the internal systems, policies and practices underpinning implementation of these principles will correlate directly to the scale of facility, varying according to the position of the facility within the levels of the established hierarchy.**

### **Supply and demand analysis – developing quantity standards**

- 7.31 The level of supply is compared to an estimated demand for each type of facility. The foundations of all demand assessments are based on an analysis of the demographic nature of the resident population within an accurate catchment area of site. Demand models are also used in the development of provision standards, set out later in this section. The application of these provision standards will be critical in meeting the needs of the local community in light of the significant anticipated population growth.
- 7.32 For each type of provision, the current facilities are set out in tables that follow. Local standards for quantity and accessibility are then set and applied to enable conclusions to be drawn about future developments within Ryedale.

## **Sport halls**

### **Supply**

7.33 The profile of existing sports hall provision within Ryedale is provided in the table below. The distribution of these facilities will be considered later, in the context of village halls.

7.34 The breakdown of the facilities within Ryedale has been summarised in the table below:

<b>Type of sports hall</b>	<b>Sports halls in Ryedale (Number of badminton courts fed into the model)</b>
Sports halls with full public access	Northern Ryedale Leisure Centre (6) St Alban Sport Centre (4)
Sports halls on school sites with dual-use access	Norton College (0) Ryedale School (0)
Club use facility	St Martins Ampleforth

7.35 Facility size and accessibility for public use are key factors taken into consideration when assessing the current level of supply. Sports hall facilities that are below 3 badminton courts in size are not included within the model calculations due to the restrictions this puts on the mix of sports that can be played in the hall.

7.36 Supply at dual use leisure centres that only allow public access during out of school hours and holidays is reduced by 25% when inserted into demand models to reflect these restrictions. Both of the dual use centres within Ryedale are too small for inclusion within the demand model.

7.37 The demand modelling has therefore been calculated on the basis of a current supply of 10 badminton courts across Ryedale. This is equivalent to 0.17 courts per 1000 population. The Sport England Facility Calculator indicates that based on the demographics of the population and historic participation trends, demand in Ryedale is equivalent to 3.45 halls (13.82 courts). This equates to 0.27 courts per 2000 population. This provides a national standard.

7.38 The supply of formal sports hall provision is complemented by the distribution of community halls across the rural settlements, which provide localised facilities suitable for some sports and physical activities.

7.39 Consultation regarding the quantity of sports halls available within Ryedale suggests that there is an emphasis on provision being insufficient. Common reasons cited include specific reference to lack of provision in Malton suggesting that there are localised deficiencies within the district.

## **Swimming Pools**

7.40 There are three swimming pools within Ryedale, specifically;

- St Alban Sport Centre
- Derwent Swimming Pool
- Ryedale Swimming Pool

- 7.41 This amounts to a total of 11.33m<sup>2</sup> per 1000 population. All of the pools were considered to be publicly accessible.
- 7.42 Consultation regarding the quantity of swimming pools across the district suggests that there is an overall perception that the level of provision is about right. Despite this, residents in some areas feel that there are insufficient pools, and many people indicated that they regularly travel outside of the district to reach facilities.
- 7.43 When asked to justify why they feel like the level of provision is inadequate, the most commonly cited reasons are linked to difficulties in accessing local pools.

### **Village and Community Halls**

- 7.44 There are 70 village halls sporadically distributed across the rural settlements of Ryedale. Almost all village halls are multi functional, providing local space for public meetings, private functions and community activities. Some of the larger facilities also offer sport and recreation opportunities.
- 7.45 Site assessments indicate that the majority of village halls in Ryedale are in good condition, with only 12 halls perceived to be poor. Despite the good quality of provision, research indicates that almost 20% of halls have low usage.
- 7.46 Qualitative consultation regarding the provision of village halls highlights the value placed on these facilities by the local community, with many residents indicating that these are the only facilities in the vicinity and that they serve a variety of functions.
- 7.47 Respondents to the household survey indicated that there is an overriding perception that the provision of village halls is about right in quantitative terms. Perhaps more surprisingly, whilst 65% of residents would expect to walk to the hall, reinforcing the overall perception that these facilities should be available locally, 35% suggested that they would travel to village halls by car, indicating that residents in villages without amenities are willing to travel to ensure they use some facility.

### **Setting and applying standards**

#### **Quantity**

- 7.48 The level of quantitative demand for facilities can be determined by applying accepted sports participation rate standards (by age and gender) and peak usage parameters to the catchment population. The number of total visits during peak times is used to calculate the size of a sports hall (in badminton court units) and swimming pools (in m<sup>2</sup>) needed to serve this demand at any one time.
- 7.49 Sport England has published a good practice tool kit on their website to assist Local Authorities in devising appropriate contributions to open space and sport/leisure provision. A facility calculator has been set up, providing an indication of the expected level of provision based on the population within the local authority boundary.
- 7.50 When formulating local standards there is a need to take into account any national or existing local standards, current provision, other Local Authority standards for appropriate comparison and consultation on local needs.
- 7.51 A full assessment of local needs both district wide and within each area has been undertaken across Ryedale, and the key messages emerging from this assessment, coupled with an evaluation of the existing audit have been used to determine provision standards required to meet local needs. A summary of local needs and expectations

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and the key issues emerging from the analysis of current provision has been summarised in previous sections.

- 7.52 The process for setting each type of standard is outlined in section two. The rationale for each recommendation, including assessment of local need, existing provision and consultation is provided in Appendix E, F and G. The recommended local standards and the associated justifications have been summarised in brief below.
- 7.53 Following the justification for each standard, the standards are applied across the district of Ryedale in order to determine shortfalls, surpluses and areas of priority.

### Quantity Standard (see appendix E – standards and justification, worksheet and calculator)

<b>Sports Halls</b>	
<b>Existing level of provision</b>	<b>Recommended standard</b>
<b>0.17 courts per 1000 population</b>	<b>0.27 courts per 1000 population</b>
<b>Justification</b>	
The recommended standard is reflective of the national standard. Current provision is less than the recommended national standard and the perception that there is insufficient quantity is recognised across the district, particularly in Malton and the Rural South analysis areas. Setting the standard in such a way will ensure that locational deficiencies - picked out in the application of the accessibility catchments – can be addressed and the additional provision required to meet the local standard will ensure that increased participation can be accommodated.	

### Quantity Standard (see appendix E – standards and justification, worksheet and calculator)

<b>Swimming Pools</b>	
<b>Existing level of provision</b>	<b>Recommended standard</b>
<b>11.83m<sup>2</sup> per 1000 population</b>	<b>11.83m<sup>2</sup> per 1000 population</b>
<b>Justification</b>	
There is a strong emphasis that the level of provision in the district is about right and the majority of reasons why quantity is considered to be poor relate to accessibility rather than quantity. As provision is currently above the recommended national standard, it is recommended that the standard is set at the current level of provision. Setting the standard in such a way will ensure that locational deficiencies - picked out in the application of the accessibility catchments – can be addressed but without unduly onerous requirements for new provision in all areas of Ryedale. It will also ensure an ongoing focus on quality.	



<b>Village Halls</b>	
<b>Existing level of provision</b>	<b>Recommended standard</b>
<b>1 hall for per 535 people</b>	<b>1 hall per 535 people</b> (not to be treated cumulatively, but as a minimum standard where the population exceeds 535)
<b>Justification</b>	
Set at current provision to enable a focus on improving the quality of provision in villages. Although the council should explore opportunities to redress the deficiencies of provision as highlighted when applying the accessibility standards.	

**Accessibility Standard (see appendix G – standards and justification, worksheet and calculator)**

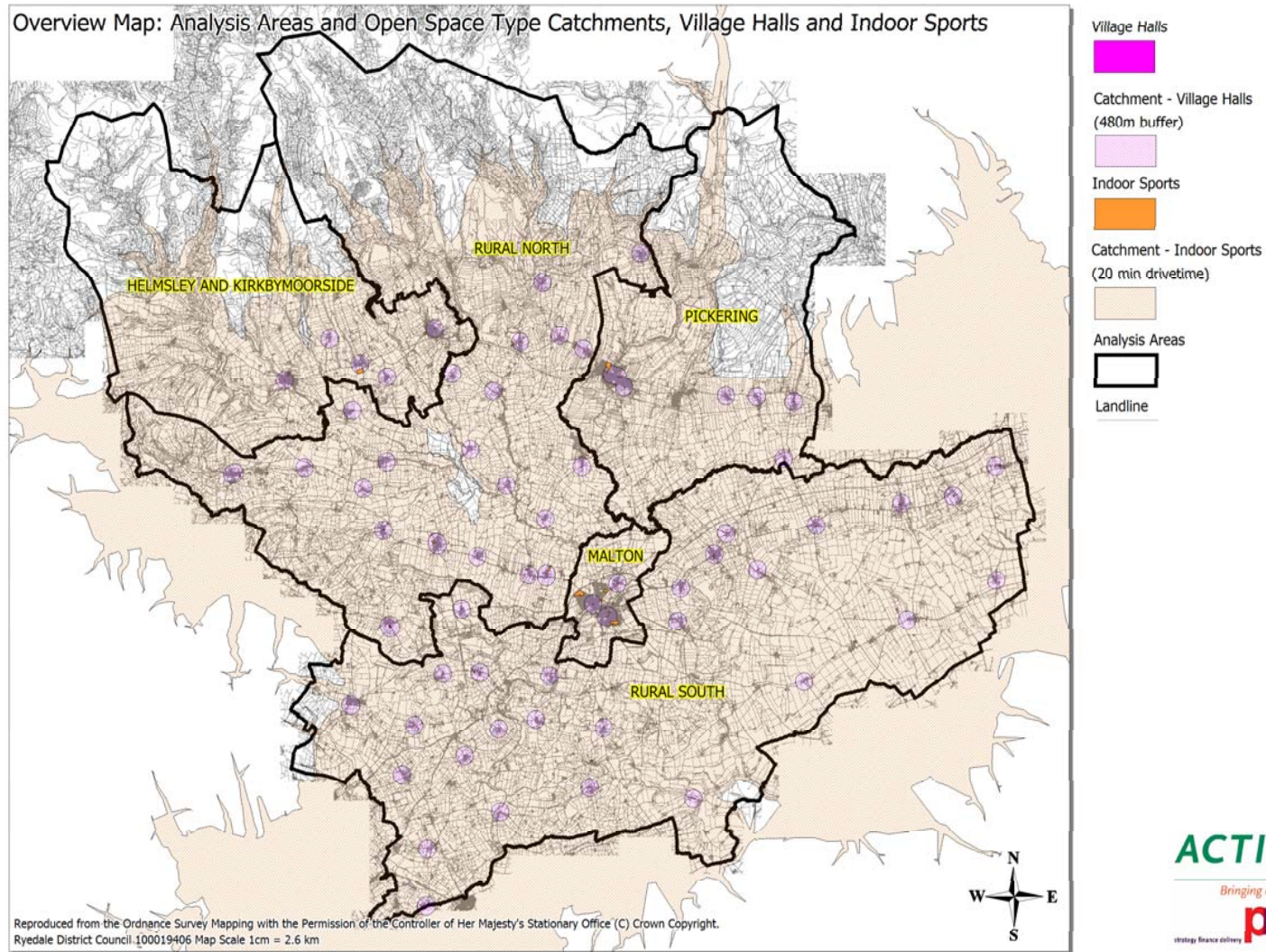
<b>Swimming Pools and Sports Halls</b>
<b>Recommended Accessibility Catchment – 20 minutes drive</b>
<b>Justification</b>
A 20-minute drive time is in line with the 75% threshold level for access to sports halls. Although across the analysis areas this ranges from 20 minutes to 30 minutes, this has to be considered in the context of the modal response with ranged for 10 minutes to 20 minutes, with no analysis areas above 20 minutes for this figure. This standard is reflective of the rural nature of the district.
In line with the 75% threshold level, the standard is set at 20 minutes drive for swimming pools. This is also in accordance with the Sport England standard of 20 minutes.

<b>Village Halls</b>
<b>Recommended Accessibility Catchment – 10 minutes walk</b>
<b>Justification</b>
Although the modal response is 5 minutes walk, highlighting that people expect local village halls, the 75% level is equivalent to 10 minutes walk. This is perhaps reflective of the local situation within some of the larger villages, where a 10-minute walk may be required to reach the central village hall.
It is therefore recommended that in line with PPG17 recommendations and the 75% threshold, a local standard of 10 minutes walk is set.

**Assessing the Geographical Distribution of Indoor Facilities**

- 7.54 The geographical distribution of indoor sports facilities can be seen in figure 7. 1 overleaf. Consideration is given to the distribution of village halls in the context of sports halls and swimming pools.

Figure 7.1: Distribution of Indoor Sports Facilities in Ryedale



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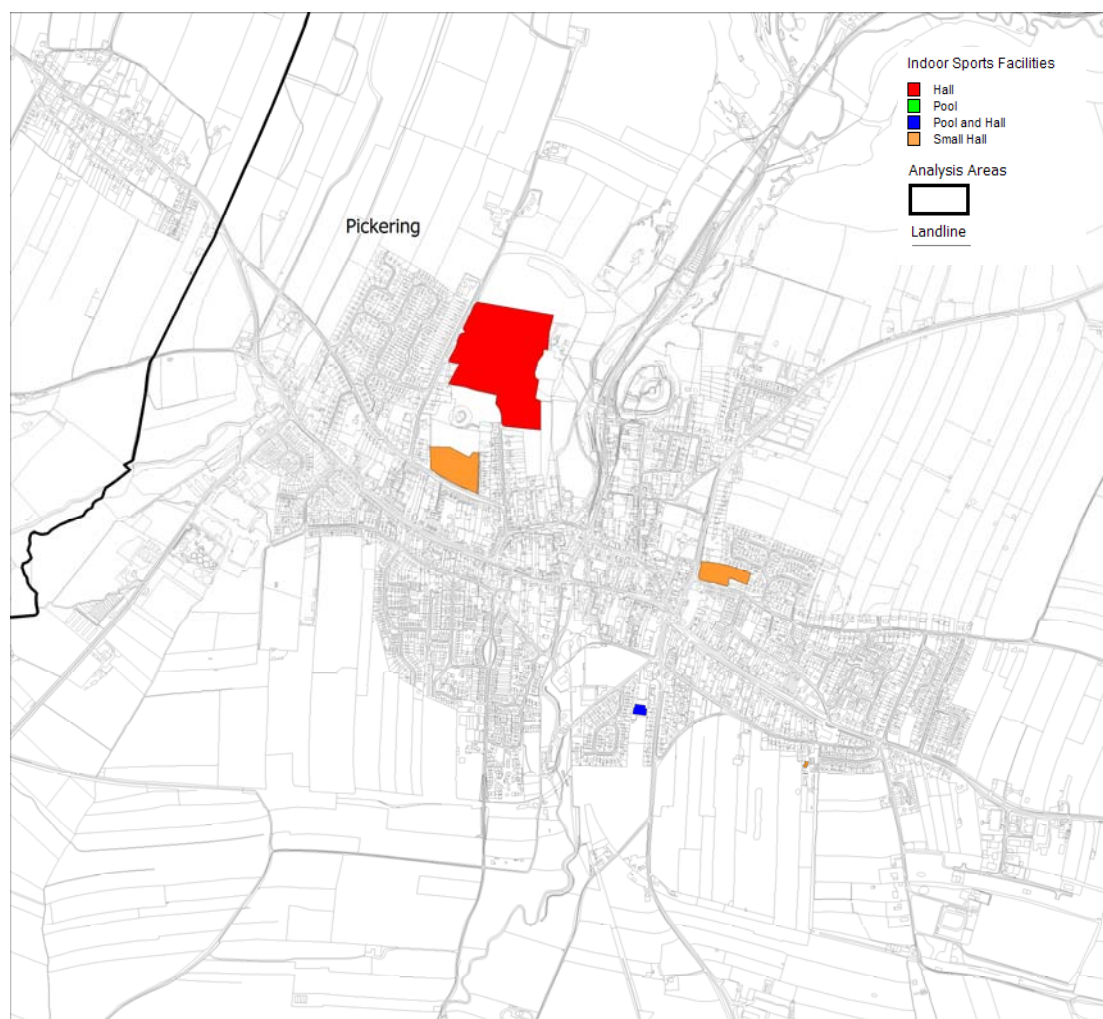
- 7.55 As can be seen on figure 7.2 overleaf, all residents are able to access either a sports hall or swimming pool (or both) within the recommended distance threshold. Additionally, the majority of rural residents are within a ten-minute walk of a village hall - many of which provide local sports and recreation opportunities. This suggests that residents of most villages living in the rural villages have sufficient access to indoor sports facilities in general to meet their expectations. It should be ensured that all villages where the population exceeds 500 have village halls.

<b>IND 1</b>	Provide support to Parish Councils to maintain and manage village halls. Consideration should be given to supporting Parishes in larger settlements to provide facilities where there are currently none available. Prior to the development of any new facilities, local demand should be investigated and the facilities should meet local needs.
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<b>IND 2</b>	<p>Where appropriate, support should be provided to owners of existing village halls in order to enhance the quality and value of these amenities to residents.</p> <p>Further investigation should be given to the value of the facilities perceived to be poorly used, and consideration to a strategy for increasing usage should be developed.</p>
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- 7.56 Despite the apparent good access to indoor sport facilities across the district, consultation highlighted that many residents perceive there to be locational deficiencies. This was particularly apparent in the towns, where residents perhaps expect to have facilities within closer proximity to where they live.
- 7.57 Consideration of the distribution of swimming pools and sports halls as individual facilities is therefore essential. This is examined in more detail in figures 7.2 – 7.5 on the following pages.

**Figure 7.2: Provision of Indoor Sports Facilities in Pickering**



- 7.58 As can be seen, there is a good supply of both pools and halls in Pickering, as a result of the presence of Northern Ryedale Leisure Centre and Ryedale Swimming Pool. All of these facilities are publicly accessible. Analysis of access to facilities in Pickering is therefore sufficient to meet local standards and expectations.
- 7.59 Figure 7.3 overleaf illustrates provision of indoor sports facilities in Kirkbymoorside. It can be seen that there is only one small hall located on the western edge of the town and there are no swimming pools or large sports halls. There are therefore no locally accessible large facilities, although all residents are within an appropriate drive time catchment of each type of facility. This emphasises the important role that the village hall plays in offering local sports as well as providing space for public meetings.

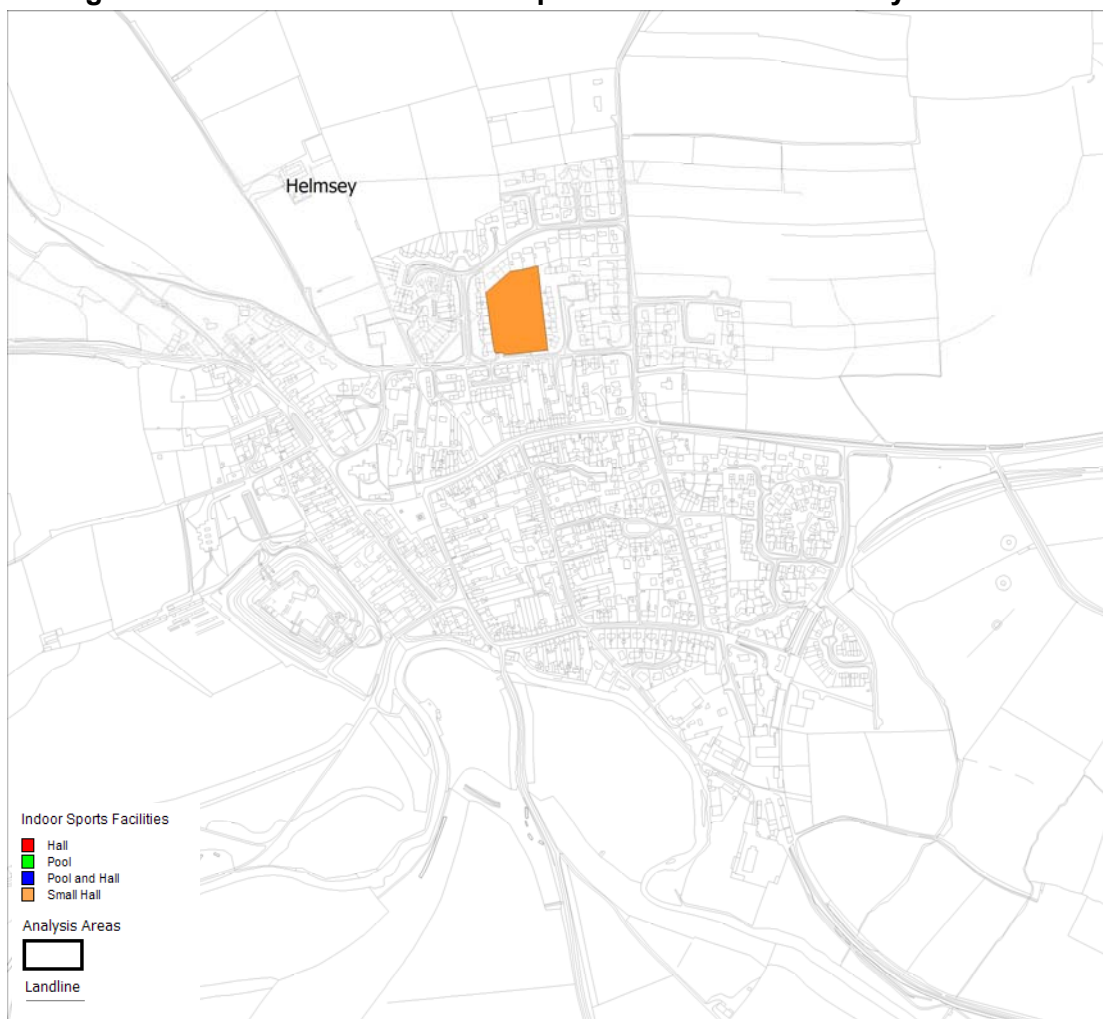


**Figure 7.3: Indoor sports facilities in Kirkbymoorside**



7.60 Analysis of facilities in Helmsley illustrates a similar situation to that in Kirkbymoorside, with just one small hall to serve the resident population (Helmsley Town Hall). This facility offers minimal sporting opportunities, although current activities include short mat bowls. Despite a lack of facilities within the town, all residents are within the appropriate drivetime catchment of larger scale formal indoor sports provision. Provision of indoor sports in Helmsley is illustrated in Figure 7.4

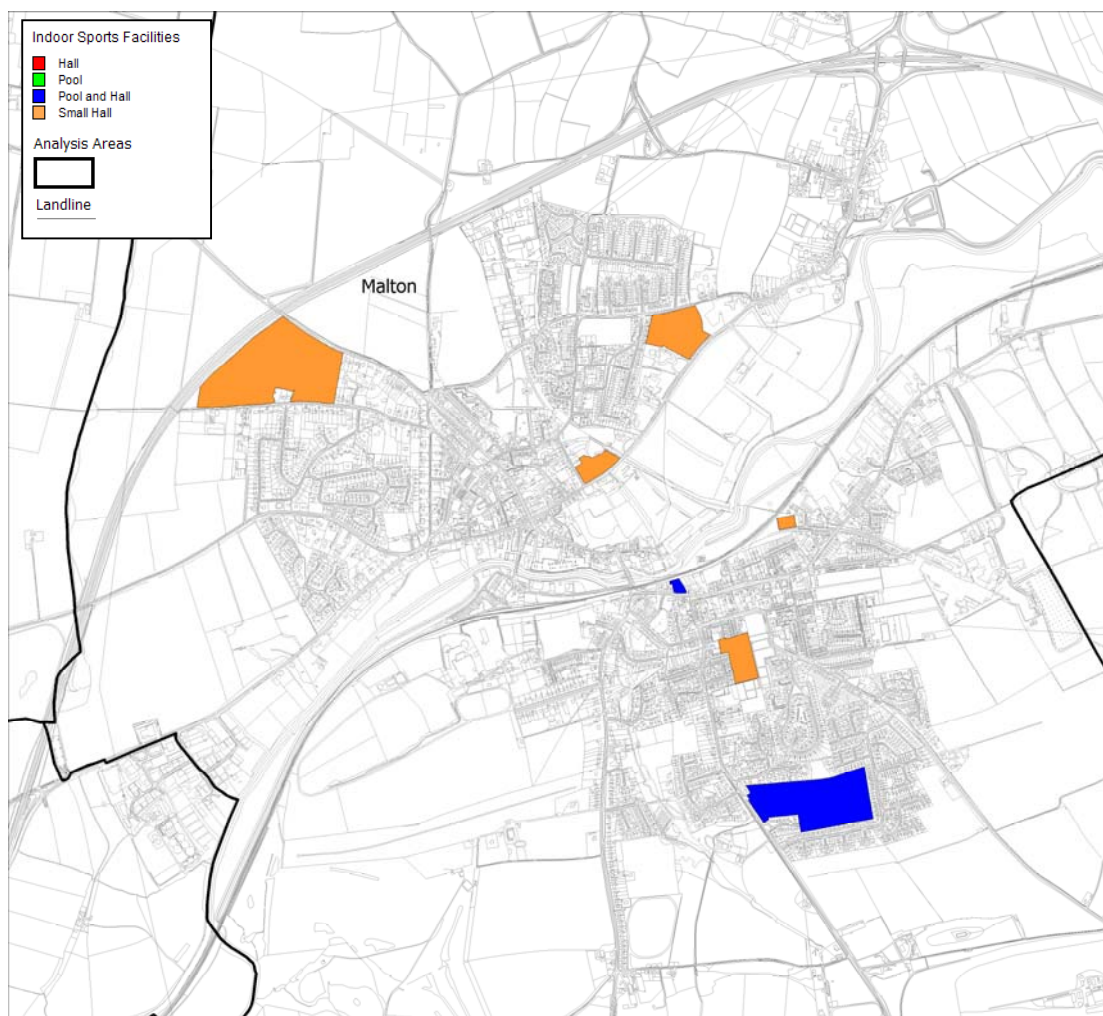
**Figure 7.4: Provision of outdoor sports facilities in Helmsley**



- 7.61 Analysis of the distribution of indoor facilities highlights that there are fewer facilities serving residents in the south of the district. As highlighted in figures 7.2 – 7.4, residents in the north of the district are served by facilities in Pickering. Consultation highlights that provision in the southern areas of the district is perceived to be poorer in terms of both quality and quantity. The main settlement in this area is Malton and Norton, the principal service centre for the district. Provision of indoor sports facilities is exhibited in Malton and Norton on Figure 7.5 overleaf.
- 7.62 As can be seen, there are two sites in Norton containing both a pool and a hall, although access to these facilities is restricted as they are located on dual use sites. Despite a vast array of small halls, there is however no publicly accessible sports hall, and no swimming pool in Malton. This was also highlighted as a key issue throughout consultation. In light of planned future growth in this area, consideration should be given to placing any new facilities within Malton / Norton.

<b>IND3</b>	Any new facility developed should be placed in Malton. Any new facility should comply with Sport England and National Governing Body design guidelines.
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**Figure 7.5: Provision of indoor facilities in Malton and Norton.**



7.63 In addition to considering the location of indoor facilities across the district, it is also important to ensure that sites meet the recommended quality visions and therefore meet expectations of local residents.

<b>IND4</b>	Strive to achieve the recommended quality visions at all indoor facility sites and village halls. For larger venues, consideration should be given to working towards a quality assurance award.
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7.64 It should be ensured that all new developments contribute towards the provision of (and/or improvement of existing facilities) and that local policies and standards are included within the Local Development Framework.

**Summary**

7.65 Provision of indoor sports facilities in Ryedale has been considered separately to outdoor sports facilities. Consultation highlighted that while the quantity of swimming pools was perceived to be sufficient, many residents felt that there were insufficient sports halls to cater for the population.

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- 7.66 Provision of larger sports halls is complemented by the location of village halls within the smaller settlements, many of which offer sporting opportunities in addition to facilities for private functions and public meetings.
- 7.67 Analysis of the quality of village halls suggests that most of these facilities are good quality and are highly valued by the local community. In particular, the importance of these resources as a focal point of village life was reinforced by numerous residents and other stakeholders.
- 7.68 Local standards have been set for the quantity of both sports halls and swimming pools, with the standard for swimming pools set at the existing level (reflecting the emphasis of consultation) and that for sports halls requiring a small amount of additional provision to meet local needs). It is also suggested that as a minimum, all villages exceeding 500 residents should have a local village hall.
- 7.69 Analysis of the distribution of indoor facilities in Ryedale indicates that all residents are able to access facilities within the recommended drivetime distance threshold. Residents of the majority of larger village settlements are also able to access village halls within a local 10 minute walk time.
- 7.70 It is important that policies and standards for the provision of indoor sports facilities in Ryedale are set out as part of the Local Development Framework.