



Torbay Sports Facilities Strategy – Summary Document

Pengelly Consulting

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Introduction

The purpose of this Strategy is to assess the current provision of indoor and outdoor sport and leisure facilities in Torbay, consider the current and projected demands on the service, and recommend changes.

This includes:

- Considering national, regional and local agendas and the corporate priorities of Torbay Council, including the Mayor’s Vision, and those of its key partners
- Taking account of projected demographic changes to 2026 and planning for these
- Considering the views of key stakeholders
- Focusing on core priorities
- Presenting a prioritised set of policy options and identifying projects for delivery.



It is intended that the Strategy will provide a foundation of information that enables key decisions to be made about the future investment in indoor and outdoor leisure facilities. In addition, it will place the operation of leisure facilities in a rational performance framework. The Strategy:

- Identifies current supply and demand issues, and provides an evidence base for internal investment and delivery of developer contributions
- Places leisure facilities in the national, regional, and local context
- Informs strategic planning for sport in Torbay
- Articulates and delivers Local Area Agreement and Sustainable Community Strategy targets
- Provides a basis for investment planning
- Informs land use planning policy and the Local Development Framework
- Informs education planning (Building Schools for the Future)

The key aim of the Strategy is to improve the overall supply, quality and accessibility of sport facilities throughout Torbay to meet current and future demand, and as such, is an important part of the overall improvement plan for sports services. It is expected to improve both participation and satisfaction levels, whilst assisting the Council in delivering on many of its broad strategic aims, particularly in the field of engaging young people in positive activity and improving health outcomes.



Review of Core Strategies and Plans

Regional issues

The South West Regional Spatial Strategy (RSS) will provide the long-term planning framework for development across the South West for the next 20 years.

The 'Torbay' Planning Area for Culture (PAC) includes significant areas in Teignbridge and South Hams. Work sub-regionally has been considered in this context, in particular the major proposed sports development at Kingsteignton.

Torbay is identified as a Strategically Significant City and Town (SSCT), as one of the most important areas for future development, inward investment and economic growth in the South West. The only comment specific to Torbay in this chapter reads *“Concerted efforts to stimulate economic activity and regeneration will continue to be needed in the western peninsula, and particularly to uplift the economy of Cornwall, Plymouth and Torbay, which will require an integrated approach to stimulate local markets, promote economic investment and improve connectivity with main markets”* (para 3.6.4 page 40).

“Torbay will regenerate its roles as a tourism, employment and service centre, tackling concentrations of multiple deprivation, by providing for:

- *Tourism development in Torquay, Paignton and Brixham*
- *Enhancement of Torquay, Paignton and Brixham town centres for retail and other services*
- *Land and premises to support diversification of the economy*
- *Re-use of previously developed land and buildings.*

Provision for sustainable housing growth will comprise:

- *7,200 new homes within the existing urban area of Torbay (Torbay)*
- *7,800 new homes at Area of Search 5A to the west of Torbay (Torbay).”*

As an integral part of the development of the Regional Spatial Strategy (RSS), the South West Regional Development Agency, through Culture South West, commissioned a separate and distinct study to determine the cultural infrastructure requirements arising at the regional and

sub-regional level in the South West. Significantly the study did not consider cultural infrastructure development at the local level. This study and the report are titled *People, Places and Spaces – A Cultural Infrastructure Development Strategy for the South West of England* (September 2008).

People, Places and Spaces (PPS) is about:

“A ‘joined up’ approach to developing regional cultural infrastructure. It concentrates on those cultural projects that are of a scale and ambition that lie beyond the reach of any one agency, and which therefore provide opportunities for inter-agency collaboration. The strategy is about ‘collective’ identification of cultural infrastructure need and investment at a regional and sub-regional level. By working together now to establish the process for cultural infrastructure development, cultural life in the region can be transformed for generations to come”.

On implementation of the PPS, a process and timetable for each of the 12 cultural areas identified at a sub-regional level will be developed. A lead group of local authorities, agencies and key organisations will also be identified. Culture South West will act as the co-ordinating point for implementing PPS. It will also manage the annual reviews, and the monitoring process to ensure that processes are effective and new priorities identified during the strategy’s life time. It is important to see the development of sports facilities in this cultural context.

Developments should be located within town centres or, if suitable sites are unavailable, on the edge of town centres – developments elsewhere will only be permitted where more central sites are unavailable and where they do not conflict with countryside, landscape and nature conservation policies.



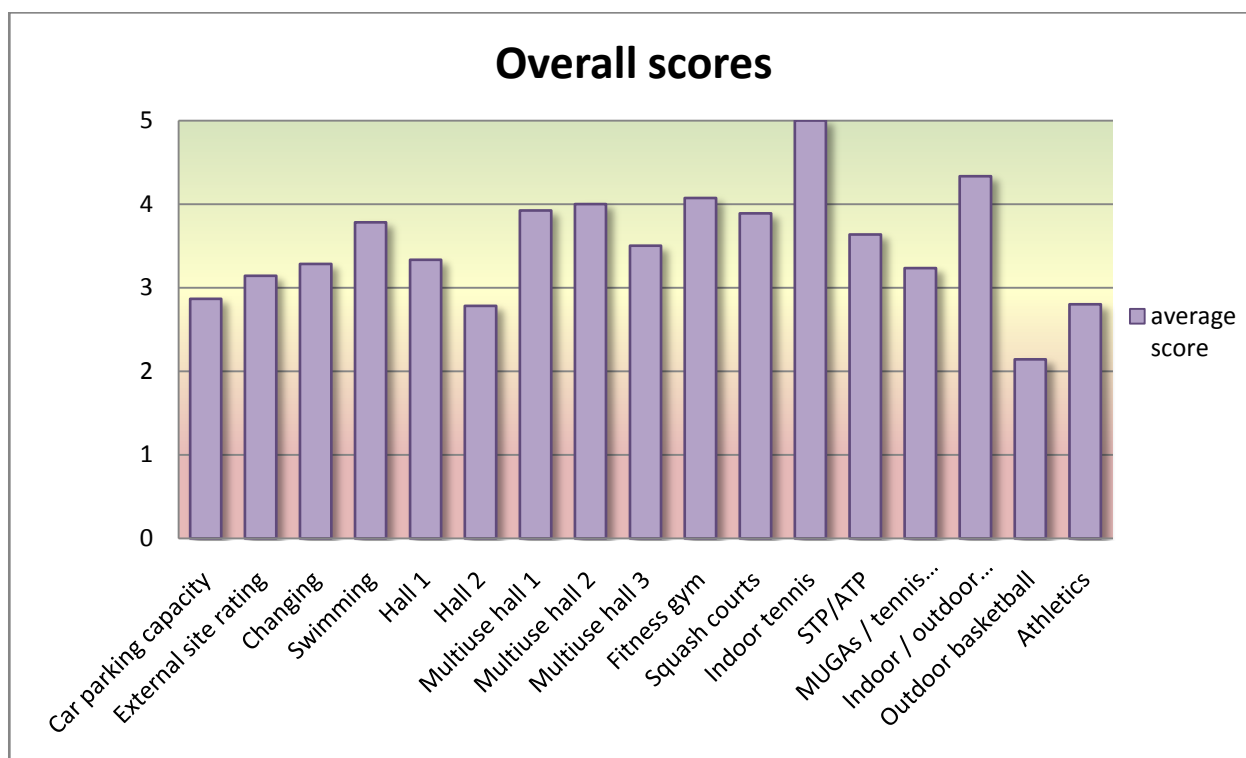
Facilities Assessment

The key stakeholders who own and manage facilities in Torbay are: Torbay Council (Children Services and Residents & Visitor Services); the education sector (schools and colleges); Primary Care Trust; commercial health and fitness providers; and private clubs. Whilst the Council owns a large proportion of the overall supply of playing pitches and built facilities, many are operated through Trust arrangements including Swim Torquay, the Riviera Centre, and Admiral Swimming Centre, Brixham. All other indoor sports facilities are either on education sites, sports colleges, commercially owned (e.g. Torquay Squash Club) or run through clubs e.g. Royal Torbay Yacht Club. Outdoor facilities similarly are split between a variety of owners: private clubs, the Council, trust arrangements and education.

Supply v demand – all facilities

	Current available provision	Current demand (pop 129,747)	Current supply (under or over)	Projected supply 2026 (pop 162,747)
Sports halls	9	10	-1	-4
Swimming pools	5	6	-1	-3
Floodlit all-weather courts	20	43	-23	-34
Football pitches (senior)	30	23	7	-2
Football pitches (junior)	14	33	-19	-33
Rugby pitches (senior)	8	7	1	-3
Rugby pitches (junior)	3	16	-13	-22
Hockey pitches	2	3	-1	-3
Cricket pitches	9	11	-2	-7

We undertook a survey of the main publicly accessible built facilities in Torbay and the detailed results of this are available on a separate spreadsheet. The survey looked at the nature and range of facilities provided on each site and scored these for quality and ‘fit for purpose’. A summary of the overall quality of facilities on all sites is given below.



Sports halls

According to the Sports Facility Calculator (SFC) used by Sport England for new developments, an acceptable level of provision is around 1 x 4-court hall per 14,000 inhabitants; with a population of 129,747 (February 2008) this would equal a requirement of around 10 x 4-court halls for Torbay. The findings show that Torbay needs at least one additional 4-court sports hall to meet current demand. This assumes that there will be no loss of courts from the redevelopment of Torbay Town Hall.

Sports Facility Calculator assessment for Torbay

	Population	SFC recommended		Actual	
		Courts*	4 court halls	Courts	4 court halls
Torquay	59,990	16	5	19	4
Paignton	41,481	11	3	22	4
Brixham	28,276	8	2	5	1
All	129,747	34	10	46	9

* rounded up, calculated on basis of 36 courts for 138,227 population (Sport England FPM 2008)

The quality of sports halls was found to be variable across the Bay, and significant investment is needed to ensure that the current stock is fit for purpose into 2026.

Swimming pools

Swimming pools have a key role to play in accommodating a range of users, which include those of all ages and abilities wishing to swim for social, fun, fitness, health or competitive reasons, as well as use for lifesaving, canoeing and scuba diving activities.

The aim of the Strategy is to:

- Provide Torbay with the right number of swimming pools, of the right quality, in the right place.
- See a clear, coherent and equitable approach to facility development, enhancement, maintenance and management.
- Provide an adopted local standard for Torbay in relation to the swimming facilities it should seek to provide for its local residents.

Sports Facility Calculator assessment for Torbay

	Population	SFC recommended		Actual	
		Water space*	25m pools ⁺ (>200m ²)	Water space	25m pools (>200m ²)
Torquay	59,990	549	3	893	2
Paignton	41,481	379	2	417	2
Brixham	28,276	259	2	213	1
All	129,747	1,186	6	1,522	5
Projected 2026	162,747	1,487	8	1,222	5

* rounded up, calculated on basis of 1,263m² water space for 138,227 population (Sport England FPM 2008)

+ number of pools required of at least 200m² to meet recommended water space provision

The recommendation of the Strategy is that future swimming pool provision in Torbay should concentrate on the following:

- Provision of improved facilities in Swim Torquay, Plainmoor. The project incorporating a 25m pool and trainer pool would improve the current facilities but would only marginally increase the district's net pool area. Whilst it would offer the opportunity to address social issues and longstanding aspirations to improve facilities in this part of Torquay, it would not address current shortfalls in provision, and is not well located to replace the loss of the Riviera Centre and a district-wide facility.

- Provision of an additional pool at Clennon Valley as part of a major improvement to the Torbay Leisure Centre. This would provide an additional training pool, but again, would not address current shortfalls, or make up for the loss of recreational swimming at the Riviera Centre. The closure of Quay West could be seen as an opportunity to provide water-based recreation on this site.
- Provision of 2 new sites to be identified to serve the need for both recreational and sport-based swimming.



Playing pitches

Provision of playing pitches has been assessed by looking at the number of teams, and how often and when they play, to determine the peak demand for pitch availability. Given the actual number of pitches in each area of the district, it is then possible to determine whether each sport is under- or overprovided for. We have rounded these figures to whole pitches.

Calculations:

Playing pitch demand:

Peak demand is expressed as the number of pitches required to accommodate the maximum number of teams wanting to play at any one time. This is calculated using the number of teams, the number of games played per week, and the most popular time-slot for kick-off.

For example, Torquay has 32 junior football teams, 89% of which play on a Sunday morning. They only play at home every other week (or 0.5 games per week), giving a peak demand of $32 \times 89\% \times 0.5 = 14.24$ pitches. As a game cannot be played on 0.24 of a pitch, this is rounded up to a peak demand for 15 pitches.

Supply:

Torquay currently has 9 junior football pitches, and a peak demand for 15 pitches, giving an undersupply of 6 pitches.

The sports examined in this way, using the Sport England *Towards a Level Playing Field* methodology, are football, rugby, hockey, and cricket. As a guide to participation levels in Torbay, overall there are 122 football teams (52 senior, 70 junior), 46 rugby teams (14 senior, 32 junior), 34 cricket teams (21 senior, 13 junior), and 8 hockey teams (6 senior, 2 junior).

Football

	A		B		A - B		C		A - C	
	Number of pitches		Peak demand (current)		Supply (current)		Peak demand (projected 2026)		Supply (projected 2026)	
	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior
Brixham	5	1	5	7	0	-6	8	10	-3	-9
Paignton	8	4	7	11	1	-7	9	16	-1	-12
Torquay	17	9	11	15	6	-6	15	21	2	-12
Total	30	14	23	33	7	-19	32	47	-2	-33

Rugby

	A Number of pitches		B Peak demand (current)		A - B Supply (current)		C Peak demand (projected 2026)		A - C Supply (projected 2026)	
	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior
Brixham	4	0	2	5	2	-5	3	8	1	-8
Paignton	2	1	3	6	-1	-5	5	9	-3	-8
Torquay	2	2	2	5	0	-3	3	8	-1	-6
Total	8	3	7	16	1	-13	11	25	-3	-22

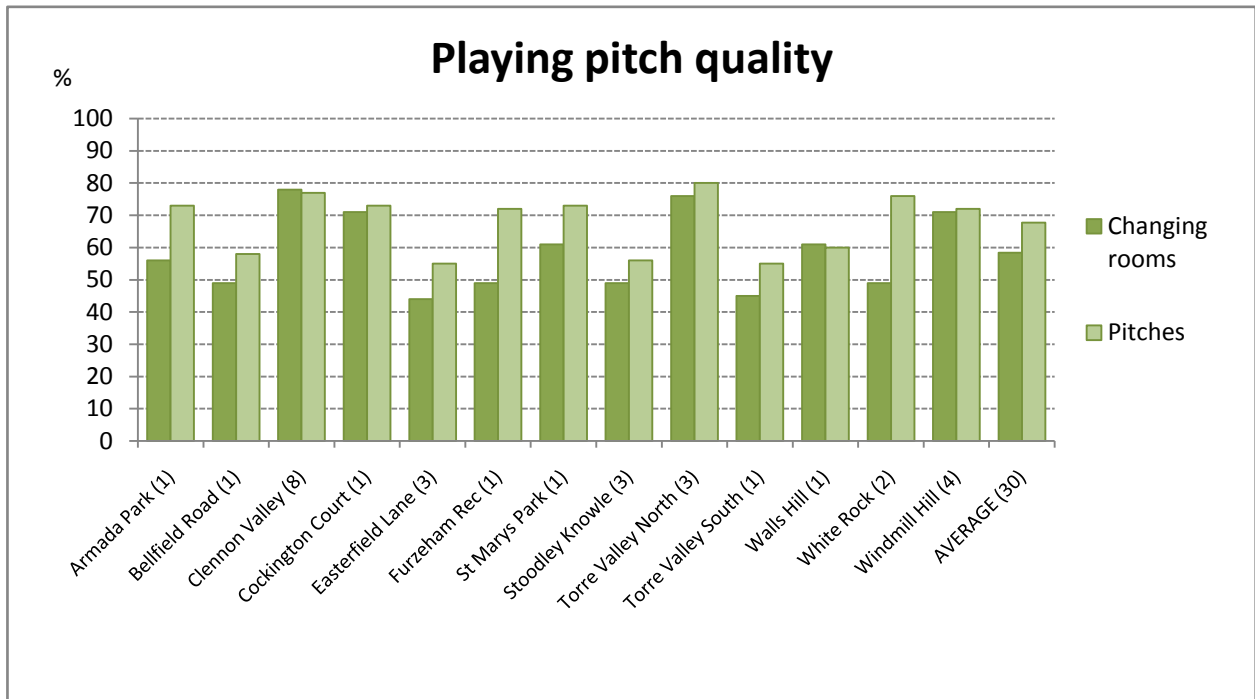
Hockey

	A Number of pitches		B Peak demand (current)		A - B Supply (current)		C Peak demand (projected 2026)		A - C Supply (projected 2026)	
	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior
Brixham	0		0	0	0	0	0	0	0	0
Paignton	0		0	0	0	0	0	0	0	0
Torquay	2		3	1	-1	1	5	2	-3	0
Total	2		3	1	-1	1	5	2	-3	0

Cricket

	A Number of pitches		B Peak demand (current)		A - B Supply (current)		C Peak demand (projected 2026)		A - C Supply (projected 2026)	
	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior	Senior	Junior
Brixham	1		2	3	-1	-2	3	5	-2	-4
Paignton	1		2	0	-1	1	3	0	-2	1
Torquay	7		7	7	0	0	10	10	-3	-3
Total	9		11	10	-2	-1	16	15	-7	-6

As part of the survey work for this report we undertook a pitch and changing facilities quality survey using the standard Sport England quality assessment tool. All pitches owned and managed by Torbay Council were visited and scored against a range of criteria. The chart below gives a summary of our findings and reveals that the quality of both pitches and changing rooms is poor, with an average quality score of around 68% (pitches) and 58% (changing).



Summary of issues arising from findings

From the findings outlined in Section 3, this section summarises the key issues around supply and demand in the context of current proposals that affect the provision of sports facilities in Torbay. The following broad issues have been identified from this work:

- The need to negotiate community use agreements for facilities that are not currently publicly accessible, to reduce the requirement for duplication.
- The need to consider the implications of major development on the provision for sport and to ensure that suitable and appropriate accommodation is made available when these proposals impact on sporting activities.
- The need to work toward the improvement in the quality of strategically located facilities in line with the findings of the built facilities audit and the playing pitch strategy.
- The need to address the serious under-provision of junior pitches for football and rugby, and to this end provide support for the hub site concept that Torbay is adopting in respect of The Willows and Bridge Road, Churston.
- The need for a good geographical spread of facilities to ensure local access, and in particular to prioritise the issue of accessibility to built facilities, especially sports halls and swimming, over and above issues of total supply per head.
- The need to provide adequate facilities to encourage young people into sport.

Implementation

To address the wide range of issues facing built facilities and pitches in Torbay, a number of key projects, some of which have been pending for many years, now need to be pursued. The Strategy provides sufficient evidence to prove the need and benefits of the projects and will be a useful tool in obtaining joint funding for these.

Changes in the Sport England funding regime now mean that this funding will be channelled through National Governing Bodies with no direct funding to local authorities. It will therefore be necessary for Torbay to invest in discussions with these national bodies to secure external funding for these projects. As each will have their own priorities, it may be that there will need to be extensive negotiation with them which, in some cases, may not produce the desired results.

Many of the recommendations in this Strategy depend on joint working with Children's Services and with individual educational premises. Given the limited scope for new facility developments and the significant increase in future demand for nearly all sports, it is essential to secure a long-term commitment to dual use of publicly funded facilities if the aims of the Strategy are to be achieved.

Cross-boundary working will also be needed to secure a future for many sports, and to this end establishing links with Teignbridge will be vital. It is recommended that, if and when approved, Torbay's Facility Strategy should be combined with Teignbridge's new facilities strategy (emerging) to provide a single strategic approach to the provision of sports facilities across both authorities.

Strategic investment needs to be made in both strategic and local facilities in accordance with the recommendations in the Strategy, and depending upon the results of individual feasibility studies and business cases. It is likely that the scale of investment will be influenced by the availability of support funding, nevertheless there are some vital projects that should be supported if it is feasible to do so. The priorities for investment are outlined in Section 4 – Summary of Issues Arising from Findings.

Summary of issues and recommendations

Options	Recommendations
Shortage of sports halls	
<ul style="list-style-type: none"> • Support Project Pisces, dual use of sports facilities developed at Westlands School • Support the development at Paignton Community & Sports College, negotiate dual use of indoor facilities • Redevelop Torbay Leisure Centre to include an additional 4-court hall with sufficient public viewing to accommodate events 	<p>Subject to agreeing robust dual use arrangements to secure public access:</p> <ul style="list-style-type: none"> • Support Project Pisces at Westland School • Support Paignton Community & Sports College proposals • Ensure that the facilities at Paignton Community & Sports College have sufficient public viewing to accommodate events
Shortage of swimming facilities	
<ul style="list-style-type: none"> • Support Project Pisces, dual use of enhanced swimming facilities developed at Westlands School • Develop a training pool at Torbay Leisure Centre • Identify sites for 2 more 25m local pools • Work with Devon County Council to ensure that the proposals at Kingsteignton are suitable to meet swimming needs for Torbay 	<ul style="list-style-type: none"> • Support Project Pisces • Develop a training pool at Torbay Leisure Centre • Identify sites for 2 more 25m local pools. • Work with Devon County Council on Kingsteignton proposals

Options	Recommendations
Athletics – addressing shortfall in provision	
<ul style="list-style-type: none"> • Develop Torre Valley North to accommodate the needs of athletics in the short term, to include: <ul style="list-style-type: none"> – a 60m 6-lane indoor sprint facility with run off areas – field sport facilities – javelin, shot put, long jump etc – improved changing and club house facilities • Move athletics facility to an alternative site at The Willows and develop facilities to meet the full short and long term requirements for the sport • Undertake a longer term joint development with Teignbridge Council at a site to be identified, possibly Decoy Country Park 	<ul style="list-style-type: none"> • Develop Torre Valley North to accommodate the needs of athletics in the short term, to include: <ul style="list-style-type: none"> – a 60m 6-lane indoor sprint facility with run off areas – field sport facilities – javelin, shot put, long jump etc – improved changing and club house facilities • Undertake a longer term joint development with Teignbridge Council at a site to be identified, possibly Decoy Country Park
Outdoor courts	
<ul style="list-style-type: none"> • Embark on a programme of direct investment to bring outdoor courts up to a higher standard. • Establish a pump priming fund to assist clubs in securing external funding to develop their own programme of investment in their courts • Provide a new 6-court dedicated netball competition site • Identify a site from current or planned future provision that would act as a dual use 6-court netball competition site 	<ul style="list-style-type: none"> • The Council should continue to invest in improvements to floodlighting and the surface of tennis courts through support to clubs running these facilities • The Council should identify a single site to develop a multi-use 6-court venue that can be used for netball competitions

Options	Recommendations
Indoor courts	
<ul style="list-style-type: none"> • Develop new indoor tennis courts at Torbay Leisure Centre • Support the development of dual use indoor tennis at Paignton Community & Sports College • Provide dual use indoor tennis at the redevelopment at Plainmoor / Westlands School • Support the development of dual use indoor tennis courts at Brixham Community College • Provide a 4-court indoor tennis facility at The Willows sports hub 	<ul style="list-style-type: none"> • The Council should support the proposed development for 4 dual use indoor courts at Paignton Community & Sports College • The Council should support dual use Indoor tennis provision at Brixham Community College • Undertake further work to establish the potential to develop a 4/6-court indoor tennis centre at The Willows sports hub
Synthetic grass pitches	
<ul style="list-style-type: none"> • As an issue of policy, develop an investment programme to ensure that every school has at least 1 half-size, preferably full-size, sand or 3G STP with dual use public access arrangements • Through the above programme and through support for other 3G and STPs ensure a balance of provision of sand and 3G pitches throughout the district • The proposal to develop hub facilities at The Willows, and at Churston, should both include for the provision of 3G STPs suitable for football and rugby • Support the development of a dual use STP at Paignton Community & Sports College • Support the development of a replacement (full-size) STP at Torbay Community College • Support the development of an STP at Brixham Rugby Club with dual use arrangements 	<ul style="list-style-type: none"> • Develop an investment programme for 3G STPs in schools with dual use public access arrangements • Ensure a balance of provision of sand and 3G pitches throughout the district • Include for the provision of 2 new 3G public use STPs suitable for football and rugby in the proposal to develop hub facilities at The Willows, and at the hub facilities at Churston • Support the development of 3 new dual use 3G pitches at the development at Paignton Community & Sports College, in the development of a replacement dual use (full-size) STP at Torbay Community College and through the development of a dual use STP at Brixham Rugby Club

Options	Recommendations
Football provision – Torquay	
<ul style="list-style-type: none"> • Accelerate the proposed development of The Willows sports hub to accommodate this shortfall in junior football pitches through developing grass pitches and a 3G pitch suitable for rugby and football • Bring those pitches on education premises which are currently unavailable for public use into play 	<ul style="list-style-type: none"> • Accelerate the proposed development of The Willows sports hub to accommodate this shortfall in junior football and junior rugby pitches through developing grass pitches and a 3G pitch suitable for rugby and football
Rugby provision – Torquay	
<ul style="list-style-type: none"> • Accelerate the proposed development of The Willows sports hub to accommodate part of the shortfall in junior rugby pitches through grass and the development of a 3G pitch suitable for rugby and football • Through a dependency link in investment of new 3G pitches bring those pitches on education premises which are currently unavailable for public use into play 	<ul style="list-style-type: none"> • Bring the new 3G pitches suitable for rugby and those grass pitches on education premises which are currently unavailable for public use into play
Hockey provision – Torquay, Brixham and Paignton	
<ul style="list-style-type: none"> • Develop new all-weather 3G pitches suitable for hockey at The Willows • Through a dependency link in investment of new 3G pitches bring these new pitches into play for team hockey 	<ul style="list-style-type: none"> • Bring the new 3G pitches suitable for hockey on education premises into play for public use
Cricket provision – Torquay, Brixham and Paignton	
<ul style="list-style-type: none"> • Embark on a programme of direct investment to bring ancillary facilities in cricket up to a higher standard • Establish a pump priming fund to assist clubs in securing external funding to develop their own programme of investment in their facilities 	<ul style="list-style-type: none"> • Establish a pump priming fund to assist clubs in securing external funding to develop their own programme of investment in their facilities

Options	Recommendations
Football provision – Paignton and Brixham	
<ul style="list-style-type: none"> • The Council immediately pursue outline proposals for a hub development at Bridge Road, Churston, to accommodate football (including the development of a 3G pitch) • Through a dependency link in investment of new 3G pitches bring those pitches on education premises which are currently unavailable for public use into play • Resist any development that may lead to a net loss of existing pitches at Clennon Valley 	<ul style="list-style-type: none"> • The Council immediately pursue outline proposals for a hub development at Churston to accommodate football (including the development of a 3G pitch) • Through a dependency link in investment of new 3G pitches bring those pitches on education premises which are currently unavailable for public use into play • Resist any development that may lead to a net loss of existing pitches at Clennon Valley
Rugby provision –Brixham and Paignton	
<ul style="list-style-type: none"> • Develop a 3G pitch at Brixham Rugby Club • Develop a 3G pitch at Paignton Community & Sports College • Through a dependency link in investment of new 3G pitches bring those pitches on education premises which are currently unavailable for public use into play 	<ul style="list-style-type: none"> • Develop a 3G pitch at Brixham Rugby Club • Develop a 3G pitch at Paignton Community & Sports College • Bring the new 3G pitches suitable for rugby and those grass pitches on education premises which are currently unavailable for public use into play
Paignton Harbour development	
<ul style="list-style-type: none"> • Develop separate alternative facilities for Paignton Sailing Club and Paignton Amateur Rowing Club • Develop joint facilities at Broadsands in partnership with Paignton Sailing Club and Paignton Amateur Rowing Club 	<ul style="list-style-type: none"> • Develop joint facilities at Broadsands in partnership with Paignton Sailing Club and Paignton Amateur Rowing Club
Development of health centre at Clennon Valley – relocation of Paignton (Torbay) Rifle and Pistol club	
<ul style="list-style-type: none"> • Relocate rifle club in new changing facilities at proposed hub development at Churston Paignton (Torbay) Rifle & Pistol Club 	<ul style="list-style-type: none"> • Relocate rifle club in new changing facilities at proposed hub development at Churston
Lack of alternative sports facilities for young people	
<ul style="list-style-type: none"> • Pursue Project ‘My Space’ – undertake feasibility study to develop Parkfield youth facility 	<ul style="list-style-type: none"> • Pursue Project ‘My Space’ – undertake feasibility study to develop Parkfield youth facility

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Options	Recommendations
Redevelopment of Oldway – closure of the rotunda, loss of venue for South Devon School of Gymnastics	
<ul style="list-style-type: none"> • Relocate gymnastics club in refurbished Torbay Leisure Centre • Grant planning permission for change of use of industrial premises to allow gymnastics use • Develop purpose-built gymnastics facilities as part of the development at Paignton Community & Sports College 	<ul style="list-style-type: none"> • Enter into discussions with South Devon School of Gymnastics to establish which of the three alternatives is the most viable
Redevelopment of Oldway Mansion – Loss of croquet, 7 grass & 6 hard surface tennis, and 2 bowling greens (indoor & outdoor)	
<ul style="list-style-type: none"> • Replace all tennis courts and outdoor bowling green at Victoria Park, Paignton • Replace indoor bowling green as part of redevelopment of Torbay Leisure Centre 	<ul style="list-style-type: none"> • Replace indoor bowling green as part of redevelopment of Torbay Leisure Centre



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