

Daventry District Council

**Sports Facilities Investment
Strategy
2019-2023**



Contents

A. Introduction	3
B. OSSR Study.....	3
C. Scope of the Strategy	4
D. Purpose of the Strategy	4
E. District Profile.....	5
F. Current participation in sport	6
G. Policy Background	7
H. Overall Approach	10
Sports Facilities Priorities in Daventry District.....	11
I. Evidence	12
J. Existing Provision	13
K. Future Prioritisation	13
1. Leisure Centre East	13
2. Stefen Hill Athletics Track, Daventry.....	14
3. Sports Hall Development in Daventry.....	14
4. Tennis in Daventry	15
5. Multi-use Games Pitch in Daventry	16
6. Sport Hall Development in Guilsborough	16
9. Daventry Leisure Centre	16
10. Tennis in the Guilsborough area	16
11. Outdoor Bowls, Daventry.....	17
L. Other facilities	17
1. Development of traffic free walking and running routes, and outdoor fitness equipment 17	
2. Health and Fitness.....	17
3. Squash	18

A. Introduction

The Council recognises the importance of sport in contributing to healthy and fulfilled lives for the residents of the District. As such, sport contributes to the achievement of a number of the Council's corporate objectives, currently as set out in its Corporate Strategic Plan. Sport also contributes to public health goals and thereby to the objectives of Northamptonshire County Council and those of any forthcoming unitary council with public health responsibilities.

The Council has to make choices about where resources it controls or influences are deployed. This includes its own capital and revenue budgets, Community Infrastructure Levy (CIL) funds and planning obligation (S106) funds. It can also include funds of other bodies where the Council's opinion on priorities may be influential. Additionally, over the years the Council has often been approached to support the building or renovation of sports facilities of various kinds.

The Council's CIL Regulation 123 list (the list of items on which CIL monies may be spent) includes indoor sports and also those outdoor sports which are not 'directly serving the needs of a development site' (which the list takes to mean "if, irrespective of whether it is located outside the formal (red line) site boundary, it is close to the site and reasonably forms an integral part of the site-specific infrastructure.")

It is therefore important that the Council has a clear view of priorities for sporting provision both for the existing residents of the District and those who will live in it as a result of development.

B. OSSR Study

In 2015 the Council, in conjunction with Northampton Borough Council (NBC) and South Northamptonshire Council (SNC), commissioned an Open Space, Sport and Recreation ("OSSR") Study covering their combined area ('West Northamptonshire'). This produced an individual strategy for each district and an umbrella report setting the findings in the context of West Northamptonshire, including a section outlining the needs of the greater Northampton area (known as the 'Northampton Related Development Area' or NRDA). The NRDA consists of Northampton Borough and the future growth allocated by the sustainable urban extensions (SUE) set out in the West Northamptonshire Joint Core Strategy. The SUE's are located both within the Borough and in adjoining areas of Daventry and South Northants.

The OSSR Study was commissioned to establish the type and amount of indoor and outdoor facilities in the various districts, their user base, condition and size and also to identify the need and demand for future facilities, taking into account predicted population growth. It has provided an evidence base focused on indoor and outdoor sporting facilities, playing pitches and open space assets, illustrating an understanding of sports provision needs now and predicting ones for the future. The OSSR Study is therefore central to the proposals in this Strategy.

C. Scope of the Strategy

This Sports Facilities Investment Strategy takes into account the major sports as covered in the OSSR Study and includes all known formal sports and leisure facility provision within the District:

- **Indoor Sports Facilities:** larger strategic facilities including sports halls, and swimming pools, and local facilities such as squash courts.
- **Outdoor Sports Facilities:** tennis courts, athletics tracks, bowling greens, grass playing fields plus artificial grass pitches, and primarily considers the needs of football, cricket, rugby and hockey.

The Council recognises the importance of informal provision in helping to address physical inactivity and wellbeing within the community including the very significant contribution made by parks, open spaces and public rights of way. However, this Strategy only addresses specifically sporting facilities.

D. Purpose of the Strategy

Whilst it is recognised that the provision of opportunities for sport and recreation are not a statutory obligation, the Council recognises the valuable part that sport has to play in enhancing the lives of its residents.

Affordability and accessibility are major factors to be considered in assessing the provision of and the need for sports facilities. These have therefore been taken into account, as far as practicable, in the identified priorities.

The purpose of this Strategy is to establish a clear framework for the provision and enhancement of sports facilities that the Council may invest in or help direct funding towards, should funding be available. The facilities are prioritised but it should be recognised that if funding becomes available but is limited to a specific geographic area or a particular type of facility then this may mean that the priority order is not adhered to. In such cases the highest priority facility which fits the geographical and type restrictions would be pursued.

This strategy does not provide a commitment to providing the facilities listed, but rather a strategic approach to investing in sports facilities. Location of facilities has been suggested and should be adhered to as far as possible but, as above, the availability or cost of land may influence the location achieved.

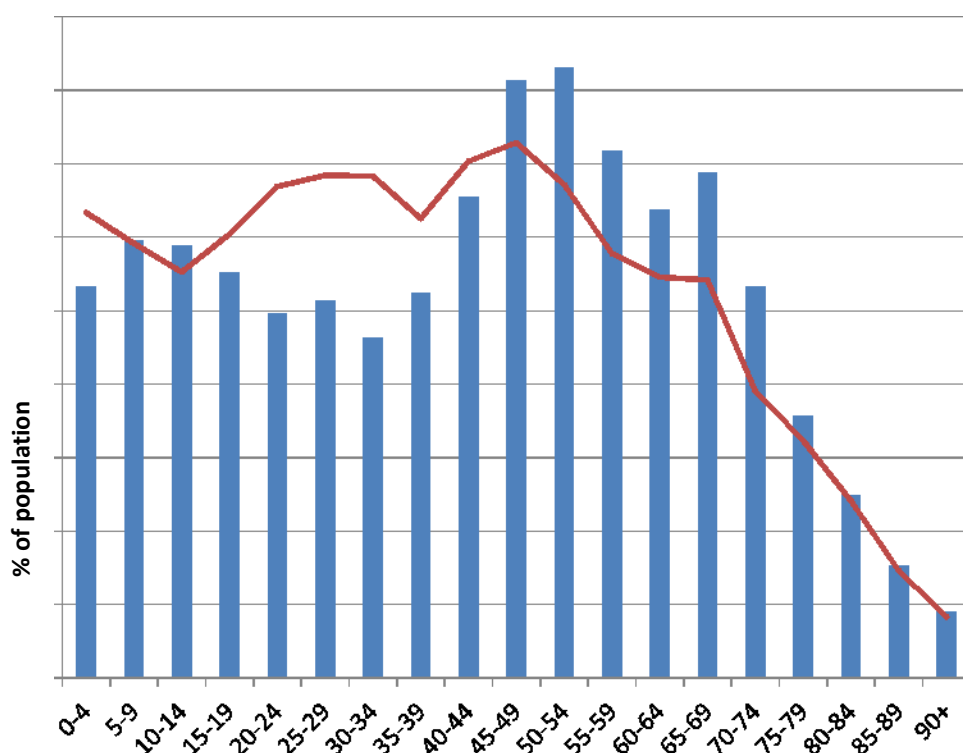
Nor does this Strategy suggest that facilities are feasible in terms of providing a break-even revenue situation for the Council. Further investigation would be needed into the feasibility of providing or enhancing new facilities as funding becomes available. The amount of funding available, the source it derived from and any conditions it places on the building of a facility, will all impact on feasibility of the facility over its lifetime.

E. District Profile

The 2017 ONS mid-year population estimate for the District was 82,638. There is expected to be growth in the period up to 2029 of about 9,200 people close to Daventry town, plus approximately 16,400 people in the NRDA, giving a total population of the district of around 108,200.

The current population structure of Daventry District is slightly different from that of the England average, and this has an impact on the demand for some of the sports facilities. Figure 1 illustrates the current population profile, and the dip in the number of those aged 15 through to 44 years should be noted. This dip is particularly important for the demand for sports halls and in relation to the grass pitch sports of football and rugby. Conversely, the number of people aged 40 and over is higher for each of the 5 year age groups up to about 80+ years, where it is similar to that of England as a whole.

Figure 1: Daventry District current population structure compared to England



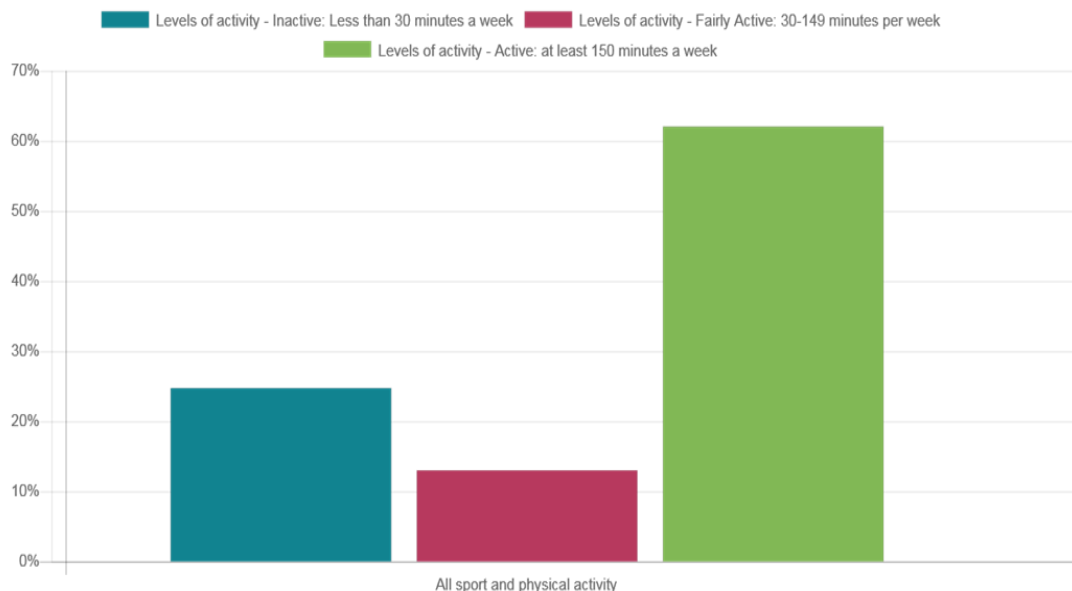
F. Current participation in sport

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

The table below shows the levels of activity of adults (aged 16+ years) in Daventry District according to the following definitions:

- Moderate activity: This is defined as activity where you raise your heart rate and feel a little out of breath.
- Vigorous activity: This is where you are breathing hard and fast and your heart rate has increased significantly (you will not be able to say more than a few words without pausing for breath).
- Moderate intensity equivalent (MIE) minutes: means each 'moderate' minute counts as one minute. Any vigorous activity counts for double, so each vigorous minute counts as two moderate minutes. The 30 MIE minutes can be achieved in one go or in chunks of at least 10 minutes across different days through a combination of physical activities.
- Inactive: someone who, over the course of a week, does not achieve a total of 30 moderate intensity equivalent (MIE) minutes of physical activity.
- Fairly active: someone who is active for 30-149 minutes week. Active: someone who is active for at least 150 minutes a week.

Figure 2: Daventry District activity levels



This suggests the District is in a reasonable place, although around 25% of the population qualify as inactive, which is likely to result in a range of health problems, and health and care needs, as it ages.

G. Policy Background

G1. National Policy Context

Some awareness of the national policy background is helpful in understanding why the Council would consider investing in building or enhancing sports facilities.

G2. HM Government Sporting Future: A New Strategy for an Active Nation

This wide-ranging detailed strategy was launched in December 2015. The most relevant points to the local authority strategies are summarised below. The Government strategy aims to change the way in which sport is considered, from simply how many people take part, to what people get out of participating and what more can be done to encourage everyone to have a physically active lifestyle.

The funding decisions of Government will now be made on the basis of the social good that sport and physical activity can deliver, not simply the number of participants.

The five key outcomes which will define success in sport are:

- Physical well-being.
- Mental well-being.
- Individual development.

- Social and community development.
- Economic development.

The funding will primarily be focusing on those people who tend not to take part in sport including women and girls, disabled people, those in lower socio-economic groups and older people. All new Government funding will go to organisations which can deliver some or all of the five outcomes. Those organisations which show that they can work collaboratively and tailor their work at the local level will be the most likely to receive funding.

The Government strategy also broadened Sport England's remit so that it became responsible for promoting sport outside of school from the age of 5 rather than 14.

G3. Sport England: towards an active nation, strategy 2016-2021

Sport England launched its new five-year national strategy in May 2016. It responds to the Government's Sporting Future strategy, and as such has a stronger focus on reaching those who are least active and helping to deliver the wider Government's strategy's outcomes.

The key changes that Sport England are making to the way that they work are:

- Focusing more money and resources on tackling inactivity.
- Investing more in children and young people from the age of five.
- Helping those who are active now to carry on, but at lower cost to the public purse over time.
- Putting customers at the heart of what they do, responding to how people organise their lives and helping the sector to be more welcoming and inclusive, especially of those groups currently under-represented in sport.
- Helping sport to keep pace with the digital expectations of customers.
- Working nationally where it makes sense to do so (for example on infrastructure and workforce) but encouraging stronger local collaboration to deliver a more joined-up experience of sport and activity for customers.
- Working with a wider range of partners, including the private sector, using their expertise as well as Sport England investment to help others align their resources.
- Working with our sector to encourage innovation and share best practice particularly through applying the principles and practical learning of behaviour change.

G4. Sport England: investment programmes

There are seven investment programmes by Sport England which reflect the policy direction set down in the Government's Sporting Future strategy. These are summarised below:

1. Tackling inactivity

This is the highest priority for investment, and at least 25% of Sport England's total resources (£265m) will be dedicated to this programme. Sport England will set targets for the percentage of inactive people who will benefit from their major investment programmes.

2. Children and young people

Sport England will focus on pre- and post-school activities for children from the age of five years.

3. Volunteering – a dual benefit

Sport England will focus on what the volunteer gets out of volunteering, making it easier to fit volunteering in sport into a modern lifestyle and making volunteers more representative of society.

4. Taking sport and activity into the mass market

Sport England will seek out and back the ideas that can help make sport a mass market activity, including making sport more digitally accessible.

5. Supporting sport's core market

Sport England will work with sporting organisations to improve their sustainability and increase efficiency.

6. Local delivery

Sport England will demonstrate the benefits of working in a more joined-up way in some specific places, a mix of urban and rural, where it will pilot new ways of working locally and build long-term collaborations. There will be at least £130m investment over the next four years in ten places in England. The identification of the locations will involve Public Health England and be places where addressing physical activity is a priority in the local health and wellbeing strategies.

7. Facilities

Sport England will continue to invest in all types of facilities, with a strong presumption in favour of multi-sport for their major strategic investments. Locations where sport is located alongside other services such as schools, libraries or doctors' surgeries are also seen as particular opportunities.

G5. National Planning Policy Framework (2012)

Under Paragraph 156, the NPPF advises that new Local Plans produced by each planning authority should set the strategic priorities for the area which specifically includes leisure development and *"the provision of health, security, community and cultural infrastructure and other local facilities"*. The Open Space Sport and Recreation Strategies will form one part of the evidence base for the emerging Local Plan.

Paragraph 70 of the NPPF reads:

"To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities ... such as sports venues ... to enhance the sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established ... facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of ...community facilities and services.

H. Overall Approach

The overall approach proposed is to:

- a. Encourage investment in projects where the most significant impact can be made on participation levels to address both health and social wellbeing.
- b. Retain all strategically important sports facilities in particular, given the current shortfall, indoor sports hall provision.
- c. Seek to support projects identified as priority projects to refurbish/upgrade existing sites.
- d. Work with partners and stakeholders, including other operators, to develop and deliver new facilities in areas of identified strategic need.
- e. Seek to maximise all funding opportunities including CIL, planning obligations, external grants and sponsorship contributions.
- f. Seek to ensure all sports facilities are fit for purpose, of good quality and with excellent access with the Council's own stock being the exemplar for others to follow (including sports pitches and built facilities).
- g. Work with other sports and leisure providers to seek improvements in sports provision and encourage participation in sport and active leisure.

Sports Facilities Priorities in Daventry District

I. Evidence

The OSSR Study was commissioned for the purpose of providing a strategic analysis of the existing sports facilities in Daventry District and nearby areas and the demand for additional facilities. Given that it amalgamates other existing policies in addition to recent consultation, this has been used as the key evidence for the prioritisation of the investment in sports facilities.

A range of partners and stakeholders were consulted during the compiling of the OSSR including:

- Sport England
- Northamptonshire County Council Public Health
- N-Sport (Northamptonshire County Sports Partnership)
- National Governing Bodies (NGB's) of key sports
- Parish & Town Councils
- Site operators
- Council Officers
- Council Members
- Users
- Clubs
- Regional
- Governing Bodies

It is important to note that in looking at facility investment the building of a new standalone facility is often the most expensive option both to build and to operate. In some cases, it may be possible to increase community use of existing school or private facilities, which may also include enhancement or additions to existing facilities. The Council does not have control over these facilities so any development requires agreement between the affected parties. If a common understanding cannot be agreed then new buildings may be the only alternative.

Grouping facilities that can share car parks, reception areas and multipurpose rooms are also more cost effective in terms of capital build and revenue costs, requiring less staffing and having lower overheads, as well as having the advantage of cross promoting different activities and attracting families by providing a range of opportunities. This does need to be balanced by issues such as land availability, cost, accessibility and transport networks but is the favoured approach where circumstances allow.

Some facilities such as swimming pools and athletics tracks are strategic in nature and have a wide catchment area. For these, organisations need to work together to understand what provision will be required and how it can be delivered. Other sports facilities such as outdoor tennis courts and bowls greens tend to have much more local catchments, so there will be fewer cross-boundary or cross agency issues to address.

J. Existing Provision

The District has a good supply of sports facilities both in terms of number and quality. However, the rural nature and the sheer size of the District, with only one town and large areas of sparse population make access to larger facilities more difficult. Some residents will naturally use facilities in neighbouring districts, particularly in Northampton, Harborough and Rugby. Where this meets their needs this is a suitable position.

The District is fortunate to possess some key sporting assets including Daventry Leisure Centre, Daventry Phoenix Sports Academy (gymnastics facility), Daventry Sports Park and the complex of facilities at Moulton. However, existing facilities are aging as well as catering for increased demand from the population growth. In some cases they are becoming no longer fit for purpose. There is a good range and therefore choice for users from small to large operators spread across the District.

The sports facilities in the District demonstrate variations in provision with some types of facilities over supplied while others are already underrepresented. With the forecast growth in population the gaps in provision will only be exacerbated.

K. Future Prioritisation

With significant housing developments planned in the District indoor sports facilities should be prioritised in order to enhance the quality of life for new communities and to ensure there are sufficient opportunities for people to participate indoors in a range of sports, play and physical activities going forward.

Where secondary school provision is planned this should provide opportunities for co-located education/community access facilities. In particular, the planned housing growth in the District highlights the need for flexible, fit for purpose indoor space to be provided in Moulton. Given the current deficit in provision there is a long term need to retain existing sports hall provision.

Whilst in many cases this may not be possible, where practicable new or enhanced facilities should be located to support access by active modes (walking and cycling) for both users and staff. Where possible, locations accessible by public transport are also preferable.

1. Leisure Centre East

There is only one leisure centre in Daventry catering for those within a 20-minute drive time. The large, rural nature of the area makes it too far away for many of the residents of Daventry District, particularly those in the East of the District. Given the extensive housing developments in the East of the District it has been recognised that there is a need for additional facilities in this area, particularly with regards to swimming. Swimming remains one of the most popular, accessible sports for residents. It fulfils a number of objectives with people participating for social reasons, fun, health, fitness or competition. The ability to swim also reduces the risk of accidental death.

The facility options for the authority as outlined by the OSSR are: to do nothing; to develop an 'East' leisure centre; support the development of a leisure centre elsewhere in the NRDA area (such as Kings Heath in Northampton); or to invest in sport and recreation elsewhere in Daventry District in order to address the strategic facility gaps identified in the OSSR Study.

Given the desirability of locating such a new facility where at least its core users can gain access by active modes, it would be preferable to provide it in the Moulton/Overstone area. There is both a substantial existing population and a large planned population increase to benefit in this area. Additionally, around £2m of planning obligation funds is tied to use within two miles of the Northampton North SUE.

Initial conversations with Moulton School have identified the potential for an enhancement of existing facilities including the provision of a swimming pool and new gym on land within the school site. Given the capital and revenue efficiencies this should generate, the suitable location (which is also adjacent to a cluster of outdoor sports uses) and the potential to benefit both the school's pupils and the wider community this is the preferred option. However, should it not prove possible an alternative site in the general Moulton/Overstone area should be pursued.

2. Stefen Hill Athletics Track, Daventry

In the Athletics Facilities Strategy 2014-2019 UK Athletics recognised a need to make the current network of outdoor tracks more sustainable.

The current facilities at Daventry are incomplete and not of competition standard. Changing provision is also below average standards. It is recommended that the site is developed, improving the standards of the facility overall and completing the track to enable it to be used for competitions. Apart from supporting athletics in Daventry and the surrounding area, it should also bring competitions to Daventry with consequential economic benefits.

3. Sports Hall Development in Daventry

Sports Halls are multi-purpose in nature allowing for a wide range of indoor active, sporting and play activities, including basketball, netball and badminton. Flexibility of

space is important in ensuring long-term viability. Sport England recommends facilities are fit for purpose. The existing network of sports hall facilities across the District needs to be maintained, whilst ensuring their affordability to clubs and individuals.

There are a number of sports halls across Daventry District and they are reasonably well distributed geographically. Everyone with access to a car can reach a four-court hall or larger within about 20 minutes' drive time. However, within the District only Daventry Leisure Centre offers pay and play access. Most people living outside the 20 minute drive time catchment of the Daventry Leisure Centre and with access to a car, can reach a pay and play sports hall of at least three badminton court size outside of the District. There is very limited access to sports hall space across Daventry District for those without access to a car as the walking catchment is also 20 minutes, i.e. 1.6km.

None of the schools in Daventry District currently have formalised community use arrangements. All community use is managed by the schools themselves and there is relatively limited access to most sites.

Priority should therefore be given to assisting schools to open up facilities for greater community use. This may include assisting with the management and operation of bookings through a community use agreement, the production of business plans, help with marketing and promotions, carrying out minor works to section off areas for community use, or simply providing expertise to assist and motivate schools to do this. The priorities for new and improved provision are:

- Improve the quality of the sports hall at Danetre and Southbrook Learning Village and support increased community use.
- Secure community use of the UTC sports hall in Daventry
- If increased and improved access to school facilities in Daventry town is not possible, develop a new four-court hall for community use by 2029.

4. Tennis in Daventry

The tennis court sites across Daventry District should be retained and maintained to provide for club use or informal recreation use.

A new 3-4 court site should be developed in Daventry town. The existing facilities are in poor condition and proposals for development of the town centre facility did not receive planning permission due to concerns about neighbour impacts, suggesting a new location needs to be identified or the planning objections resolved. The facilities should be floodlit and preferably covered, and have ancillary facilities including clubhouse and parking. They should provide both for the club use and act as a coaching centre. The exact site needs to be identified but options should include Stefen Hill and the Daventry North East SUE, the existing Daventry Sports Park, William Parker School or Eastern Way. There is an opportunity here to develop a second sports park in Daventry grouping facilities together or adding them on as part of a new leisure centre complex.

Courts should be designed according to current best practice including the design guidance from the national governing body and Sport England and encourage affordable and accessible use for the community.

5. Multi-use Games Pitch in Daventry

The astroturf pitch at Daventry Sports Park has recently been converted into a 3g pitch as part of a Football Foundation investment. This has restricted its use to association football and tag rugby. It is recommended that a Multi Use Games Area (MUGA) be provided.

6. Sport Hall Development in Guilsborough

Guilsborough is the area with least access to sports facilities. The school has a four-court hall but there is only limited availability, and this is to clubs only. The Council should try to develop use of the sports hall at the school as in item 3 above. It should also support improvements at village and community halls which enable them to be more fully used for a range of sport and active recreation.

9. Daventry Leisure Centre

The existing leisure centre in Daventry town was built in 1996. As with many other aspects of life in a rapidly changing world, design of leisure centres, technology and demand have changed considerably. The leisure centre is already showing signs of serious wear and is not as economical to run as new buildings: utility costs being a major strain on revenue costs. Nor does its design lend itself to the trends of sport today.

It is difficult to put a timescale on the life of the current centre but it is likely to need completely replacing in the next twenty years. A full replacement depending on the size, scale and facility mix could well be in the region of £20 million. It is difficult to say exactly what facilities will be required at that time, but at the very least a replacement 6 – 8 court sports hall, min 25m pool x 6 lanes plus teaching pool, fitness suite and multi-purpose rooms are likely to be essential.

Pressure on the current centre will only increase over the next few years and as it nears capacity a larger replacement may be required sooner rather than later.

Replacing the leisure centre would provide an ideal opportunity to re locate to a larger site and combining a new build with indoor tennis facilities should this have not been achieved earlier.

10. Tennis in the Guilsborough area

An additional two floodlit courts should be developed to support the Crick and West Haddon Tennis Club. This may be at West Haddon, at Crick or at Guilsborough but the

options need to be further explored with the club and potential partners, including funding and deliverability.

11. Outdoor Bowls, Daventry

Bowls is a popular activity within Daventry catering for a wide range of people of all ages and abilities. It is recommended that all existing clubs are supported to help them recruit and retain membership and to manage their sites effectively.

It is recommended that support is given to Daventry Tigers to improve or replace the pavilion at Mayfield Park Sports Club in Daventry.

L. Other facilities

Some facilities do not naturally fit an order of priority for investment, either because they are diffused in nature or because no specific need being identified. These are listed below

1. Development of traffic free walking and running routes, and outdoor fitness equipment

There is a clear demand for more traffic free walking, running and cycling routes across the district. The development of marked walking, running and cycle routes should be considered as a priority and become a required part of new large housing developments.

Such routes should be developed in association with British Cycling and England Athletics, utilising both existing areas of land but also creating new routes as areas are developed. The provision of trim trails and outdoor fitness facilities should also be considered at appropriate places throughout the District.

Exact areas for these developments are not specified as this development should be opportunity led as possible areas are identified, but priority should be given to identifying such areas according to the availability of funds.

2. Health and Fitness

Health and fitness facilities are an important part of the District's sporting offer, both for general health and wellbeing but also for those participating in competitive sport. Equally they can be attractive to commercial developers. However, the profit that they can generate would be of equally beneficial to DDC should it be able to invest in the facilities and health and fitness facilities may be built as standalone or as addition to other facilities to assist with revenue costs, using the surplus to offset other less profitable activities.

The Council's priority should be to further assess the needs for health and fitness facilities using the following planning standards:

Across Daventry District outside the NRDA

- 4.99 fitness stations per 1,000 population (fully available to the community at peak time i.e. weekday evenings and weekends)
- 0.09 studios per 1,000 population (fully available to the community at peak time i.e. weekday evenings and weekends)

NRDA

- 5.80 fitness stations per 1,000 population (fully available to the community at peak time i.e. weekday evenings and weekends)
- 0.10 studios per 1,000 population (fully available to the community at peak time i.e. weekday evenings and weekends)

The quality and design of facilities should reflect current best practice, including design guidance from Sport England. This should apply to both new facilities and refurbishment.

3. Squash

It is expected participation in squash will remain static over the next five years. The existing courts at Daventry Leisure Centre and Stefen Hill should be retained. Positive planning policies to enable the development of commercial squash clubs in the future should be developed.



BIBLIOGRAPHY – Sections of the OSSR Study

Part 1 – Background and Context

Main report

<https://www.dropbox.com/s/m15jimggduxlzw/Daentry%20Part%201%20BAC%20GROUND%20FINAL%20REPORT%20020617.pdf?dl=0>

Appendices

<https://www.dropbox.com/s/mrias6ifh4gl2uw/WN%20OSSRS%20Daentry%20P%20art%201%20BACKGROUND%20%26%20CONTEXT%20APPENDICES%20070716%20COMPRESSED.pdf?dl=0>

Part 2 – Sports Facilities

Main report

<https://www.dropbox.com/s/h54ueb53zbyesk8/Daentry%20PART%202%20FINAL%20REPORT%20021017.pdf?dl=0>

Appendices

<https://www.dropbox.com/s/vvxcdnzvxlnrswu/Daentry%20PART%202%20FINAL%20REPORT%20APPENDICES%20051017.pdf?dl=0>

Part 3 – Playing Pitch Strategy

Main Report

<https://www.dropbox.com/s/x4dmsgtl13awu11/Daentry%20PPS%20FINAL%20Report%20110118.pdf?dl=0>

Appendices

<https://www.dropbox.com/s/va5hnqv9oa1m0gs/Daentry%20PART%203%20PPS%20APPENDICES%20FINAL%20170118.pdf?dl=0>

Part 4 – Open Spaces Strategy

Main report

<https://www.dropbox.com/s/sfhocs21x91s8kb/Daentry%20PART%204%20OPEN%20SPACES%20FINAL%20REPORT%20230217.pdf?dl=0>

Appendices

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