

Circular No : URA/PB/2012/01-PPG  
Our Ref : DC/ADMIN/CIRCULAR/PB\_12  
Date : 06 Feb 2012

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## **CIRCULAR TO PROFESSIONAL INSTITUTES**

### **REVISED GUIDELINES FOR THE INTEGRATION OF COMMUNITY AND SPORTS FACILITIES IN COMMERCIAL DEVELOPMENTS**

#### **Who should know**

Architects, developers, building owners, community service providers<sup>1</sup> and national sports associations

#### **Effective date**

With effect from 06 February 2012 and to remain valid until 06 February 2015

#### **Existing Guidelines**

- 1 The Community/Sports Facilities Scheme (CSFS) for the integration of community facilities in commercial developments was first introduced on 5 May 2003. The scheme was set up to facilitate the co-location of compatible community uses with commercial uses for mutual benefit. It underwent revisions<sup>2</sup> between 2005 and 2009 to meet various needs.
- 2 To qualify for the CSFS, the community/sports uses should feature non-profit organisations with strong community outreach. Their programmes should have a predominant public outreach component which directly serves the general public. Such non-profit organisations are better enabled to serve their social mission by locating in highly accessible commercial developments.
- 3 Since the scheme was introduced in 2003, many community providers, including eldercare services, childcare services, as well as social services have benefitted from the scheme. Approved uses also include community libraries.

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<sup>1</sup> Community service providers can be government agencies, Voluntary Welfare Organisations (VWOs), and Non-Governmental Organisations (NGOs).

<sup>2</sup> In 2005, the CSFS was revised to better meet the needs of developers and community service providers. In 2008, the scheme was extended to include selected public sports uses. In 2009, the additional GFA allowed under the CSFS was revised.

- 4 While the CSFS has benefitted many community uses, we have received several proposals which are not aligned with the intention of the CSFS. Some examples include programmes which do not have a public or community outreach component or are commercial in nature. To ensure that all parties have a clear understanding of the uses that can be supported under the CSFS, we have refined the guidelines further.

### **Revised guidelines**

- 5 The revision to the CSFS is as follows:
  - a. The predominant use of the CSFS space should be for community outreach: This can include community engagement activities and social services. Other ancillary uses (e.g. supporting office use) should be kept to a maximum of 40% of the total Gross Floor Area (GFA) of the CSFS space.
  - b. CSFS proposals are intended primarily for commercial retail developments which are highly accessible: Proposals in hotel developments are not supported as the resultant synergies with community service providers are limited. The scheme can be extended to office developments if it is clear that the proposed community service provider has clear synergies with the office development and demonstrates that the services cater to the needs of the office workers. Office uses will not be considered under the CSFS.
- 6 To ensure that CSFS users continue to provide community services for the general public for the duration of their lease, the championing government agencies will conduct a review every three years. The review will help to ascertain that the community service providers utilising CSFS spaces are providing meaningful public services.
- 7 For sports uses under the CSFS, the Singapore Sports Council (SSC) will take the head lease for CSFS spaces and ensure that it is operated as a community facility. SSC may appoint a suitable agent to manage the sports facility.
- 8 The additional GFA that the commercial development can put to community and/or sports uses is subject to an overall cap of 2,000 sqm or 10% of the total GFA allowable under the Master Plan<sup>3</sup>, whichever is lower. This cap will be retained. The additional GFA approved for the community and/or sports use will not form the future development potential of the site upon redevelopment. This additional GFA quantum has been sufficient to meet the space requirements of most CSFS users thus far.

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<sup>3</sup> The 'total GFA allowable under the Master Plan' does not include any additional GFA that may be allowed for a site under planning guidelines or incentive schemes approved by the Minister as provided under para 9.1 of the Master Plan Written Statement.

- 9 The commercial development that can be considered for the community and/or sports uses must be in close proximity to transport nodes or Town Centres/Neighbourhood Centres, and must be supported from the planning, land use and traffic points of view.
- 10 The details of the updated guidelines to facilitate the co-location of community and sports uses within commercial developments are summarised in Appendix 1.

### **Implementation**

- 11 The revised guidelines on the integration of community and sports facilities in commercial developments will take effect from 06 Feb 2012. The revised scheme will apply to all new development applications received on or after the effective date. Only formal development applications (which do not include Outline Applications) with a valid Provisional Permission (PP) issued for the proposed community and/or sports facility before the effective date will continue to be evaluated under the previous guidelines (see Circular No.: [URA/PB/2009/07-PPG](#)).
- 12 This circular supersedes the previous Circular: [URA/PB/2009/07-PPG](#) and should be read in conjunction with the overall 10% bonus GFA budget in URA's Circular No: [URA/PB/2009/03-DCG](#) dated 29 April 2009 on "Framework for Managing Bonus Gross Floor Area Incentives".
- 13 I would appreciate it if you could convey the contents of this circular to the relevant members of your organisation. If you or your members have any queries concerning this circular, please do not hesitate to call our Development Control Group (DCG) Enquiry Line at Tel: 6223 4811 or email us at [ura\\_dcd@ura.gov.sg](mailto:ura_dcd@ura.gov.sg). We will be pleased to answer queries on this subject and any other development control matters. For your information, our past circulars to the professional institutes are available from our website <http://www.ura.gov.sg>.

Thank you.

HAN YONG HOE  
GROUP DIRECTOR (DEVELOPMENT CONTROL)  
for CHIEF EXECUTIVE OFFICER  
URBAN REDEVELOPMENT AUTHORITY

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## APPENDIX 1

### PLANNING GUIDELINES TO FACILITATE THE INTEGRATION OF COMMUNITY AND SPORTS FACILITIES IN COMMERCIAL DEVELOPMENTS

1. The commercial sites proposed for the additional Gross Floor Area (GFA) for community and/or sports uses can be supported from the planning, land use and traffic points of view, and are in close proximity to transport nodes or Town Centres/Neighbourhood Centres. A formal application to obtain Provision Permission (PP) is to be submitted to URA for consideration.
2. The detailed guidelines are as follows:

S/No	Item	Guidelines
1	Bonus GFA or additional GFA allowed over and above Master Plan	Additional GFA for the community and sports uses is subject to an overall cap of 10% of total GFA for the site allowed under the Master Plan or 2,000sqm (whichever is lower).
2	Allowable community and sports uses	<p>The proposed community and sports uses should primarily be intended for public or community use and not profit driven. In addition, the space should be predominantly used for community outreach use and any ancillary space (e.g. offices) should be kept to a maximum of 40% of total GFA. The proposed sports facility must be endorsed and supported by the Singapore Sports Council (SSC). For community uses, they are restricted to only the list of social and community services listed below.</p> <p><b><u>Community Uses</u></b></p> <p>Only the following categorisation of social and community services that are compatible in a commercial development can qualify under the Community/Sports Facilities Scheme:</p> <ol style="list-style-type: none"> <li>i. <b><u>Child care services</u></b> Child care services, under the purview of Ministry of Community, Youth and Sports (MCYS), refer to services which provide working parents with reliable and affordable child care services.</li> <li>ii. <b><u>Disability services</u></b> Disability services, under the purview of MCYS, refer to services and programmes in place for people with disabilities to help them integrate into</li> </ol>

S/No	Item	Guidelines
		<p>society with the support from their families and caregivers. Disability services include day activity centres which provide training in daily living skills; social skills development; and vocational abilities development.</p> <p>iii. <u>Family services</u>  Family services, under the purview of MCYS, refer to services to the public on family-related matters. Family services include individual and family counselling; family life education; parenting advice, talks or seminars, family finances or financial counselling, and marriage counselling (non-commercial).</p> <p>iv. <u>Eldercare services</u>  Eldercare services refer to services that:</p> <ul style="list-style-type: none"> <li>a) Facilitate the elderly to continue to live with their family in the community;</li> <li>b) Enrich their lives by engaging the elderly and promoting their continued participation in the community; and</li> <li>c) Provide support to the elderly, their family, and their caregiver.</li> </ul> <p>The services should predominantly provide practical assistance, social engagement, and respite care, not for primarily health or medical care. These services must be endorsed by the MCYS/NCSS to have satisfied their policy objectives and requirements.</p> <p>v. <u>Volunteerism and volunteer-based programmes</u>  These programmes refer to those that:</p> <ul style="list-style-type: none"> <li>a) Reach out, recruit, train, and/or deploy volunteers to serve the social sector (i.e. volunteers in arts and sports, for example would not qualify); and</li> <li>b) Provide services that are long-term and/or on-going basis and not on a project basis.</li> </ul> <p>The need for the space for volunteer-based programmes should be clearly justified and the programme endorsed by MCYS/NCSS.</p>

S/No	Item	Guidelines
		<p>vi. <u>Community Libraries</u> Community libraries, under the purview of National Library Board, provide the public easy access to information to promote a knowledgeable and engaged society.</p> <p>vii. <u>Community Clubs</u> Community Clubs, under the purview of People’s Association, provide a venue where citizens can connect for community bonding, carry out volunteer work, and promote active citizenry and multiracial harmony.</p> <p>viii. <u>Other uses</u> The Competent Authority would evaluate other deserving proposals on a case-by-case basis. The proposal should be endorsed by a supporting government agency before an application is made to URA for evaluation.</p> <p><b><u>Sports Uses</u></b> For sports uses, the CSFS is only applicable to selected sports facilities which are not provided for by the public or private sector (e.g. competition ice-skating rink). Other types of sports facilities, which are currently provided for (e.g. bowling alleys), would not qualify.</p> <p><b><u>Uses That Are Not Supported</u></b> Pure office, religious uses and recreational club are not supported.</p>
3	Replacement of community / sports user	In the event that the original community/sports user ceases to operate in the approved community/sports space, a suitable replacement user <sup>4</sup> for the entire community/sports space would have to be found. If no replacement community/sports user can be found, the community/sports space would not be allowed for conversion to other uses, and the Competent Authority has the option of requiring this space, allowed over and above the Master Plan GPR, to be removed.

<sup>4</sup> The replacement user can be a Community user or Sports user regardless of whether the original user was a Community or Sports user. The replacement user should meet the guidelines stated in this Appendix to qualify for the Community/Sports Facilities Scheme.

S/No	Item	Guidelines
		<p><u>Appendix 2</u> shows the party responsible for ensuring that the use of the community/sports space continues for the approved purpose. The community/sports user and the owner of the community/sports space shall seek approval from the Competent Authority on any change of user and proposed usage of the space.</p>
4	Ancillary Uses	<p>Ancillary office to support the community and sports uses within the same premise can be allowed.</p> <p>Ancillary commercial uses within the community and sports space (e.g. cafes, souvenir or gift shops) will be computed as part of the overall commercial quantum of the entire development.</p>
5	Eligible Commercial Developments	<p>CSFS proposals are intended primarily for commercial retail developments which are highly accessible.</p> <p>Uses would not be supported in hotel developments as the resultant synergies are limited.</p> <p>Uses in office developments will only considered if it is clear that the use has clear synergies with the office development and caters to the needs of the office workers.</p>
6	Ownership	<p><b><u>Community Spaces</u></b></p> <p>Developers have the option of offering government agencies and NGOs/VWOs the strata-title of the community spaces or a long lease with a minimum tenure of 10 years with option of renewal by the government agencies or NGOs/VWOs.</p> <p>Direct transfer of ownership or leases to NGOs/VWOs using the Community space is allowed, subject to support from the relevant government agencies. A letter of undertaking and an endorsement letter from the supporting government agency are to be submitted as part of the planning application to URA to obtain PP.</p> <p><b><u>Sports Spaces</u></b></p> <p>SSC will take up ownership of the strata-title or head lease of the space, with a minimum tenure of 10 years with option of renewal by SSC, and will take the lead in the operation and management of the sport facility. SSC may appoint a suitable managing agent to operate the facility.</p>

S/No	Item	Guidelines
7	Development charge or differential premium (DC/DP)	Development charge or differential premium (DC/DP) is to be levied at C&CI rate for the additional community space and the relevant sports/recreational rate for the additional sports space.

3. The following are the procedures:

- A letter of undertaking (LOU) (see [Appendix 3A](#) for community use and [3B](#) for sports use) from the community service provider for community use and/or from the Singapore Sports Council (SSC) for sports use is to be submitted as part of the formal application to URA to obtain PP. In addition, for Voluntary Welfare Organisations (VWOs), or Non-Governmental Organisations (NGOs) taking over the community space directly, an endorsement letter from the relevant supporting government agency is to be obtained before the submission is made.
- To facilitate developers to make use of this scheme, we have outlined the procedure for obtaining the relevant approval under the Planning Act in [Appendix 4](#). We have also provided a step-by-step guide to help community service providers/ National Sports Associations (NSAs) who are keen to propose such community/sports space under this policy.

4. The championing government agencies will conduct a review every three years to confirm that the VWO/NGOs are providing meaningful public services.

## APPENDIX 2

### **Who is responsible to ensure that the use of the community/sports space continues for the approved purpose?**

When the original community/sports user terminates the use of the community/sports space it occupies, the party responsible for finding a replacement community/sports user depends on the ownership arrangement for the community/sports space as shown below:

<b>No.</b>	<b>Ownership Arrangement for the Community/Sports Space</b>	<b>Who is responsible for finding replacement Community/Sports user?</b>
1	Government agency takes strata-title	Government agency
2	Government agency leases space from developer (minimum ten year duration)	Developer
3	NGO/VWO takes strata-title directly from developer <sup>5</sup>	NGO/VWO
4	NGO/VWO leases space directly from developer (minimum ten year duration)	Developer

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<sup>5</sup> Direct transfer of the strata-title or lease of the Community space to NGOs/VWOs is subject to the support of the relevant parent government agencies.

**Letter of Undertaking (LOU) to be provided by VWO/NGO/Government Agency to URA for co-location of community space within new erection proposal**

Chief Executive Officer  
Urban Redevelopment Authority  
as Competent Authority  
under the Planning Act (Cap 232)

**UNDERTAKING FOR THE PROPOSED CO-LOCATION OF COMMUNITY SPACES IN THE PROPOSED \_\_\_\_\_ DEVELOPMENT AT \_\_\_\_\_**

WHEREAS for the purpose of co-location of community uses within the proposed \_\_\_\_\_ development at Lot \_\_\_\_ MK/TS \_\_\_\_ known as (address of development) \_\_\_\_\_ (hereinafter referred to as “the Development”) for the more efficient use of land, the Competent Authority under the Planning Act has agreed to grant the written permission for the Development and, in particular, for the gross floor area of \_\_\_\_\_ square metres of the Development shown verged in \_\_\_\_\_ (colour) in the Plan \_\_\_\_\_ annexed hereto for community uses (hereinafter referred to as the "Community Space") under the Competent Authority’s Revised Guidelines for Integration of Community and Sport Facilities in Commercial Developments ([URA/PB/2012/01-PPG](#)) dated 06 February 2012.

In consideration of the Competent Authority agreeing to grant written permission for the Development and in particular, for the Community Space within the Development under the said Guidelines for Integration of Community and Sport Facilities in Commercial Developments, we, \_\_\_\_\_ (Name of supporting Government agency / NGO / VWO), hereby undertake -

- (a) \* to acquire ownership of the Community Space on or before the issue of the Certificate of Statutory Completion for the Development;

\* to lease the Community Space for \_\_\_\_\_ (lease tenure, at least 10 years) on or before the issue of the Certificate of Statutory Completion for the Development;

- (b) to ensure that the Community Space is used strictly only for non-profit generating community uses as approved by the Competent Authority and not for any other use;
- (c) to seek prior written approval from the Competent Authority for any change in the use of the Community Space or any part thereof and where applicable, to obtain prior written permission under the Planning Act for any such change in use; and
- (d) \* to inform \_\_\_\_\_ (Name of supporting government agency) and the Competent Authority in the event that any user(s) of the Community Space has terminated its operation or cease to occupy the Community Space, regardless of whether any new user has been appointed to use the Community Space. **(NOTE: Applicable only for cases where NGO / VWO directly takes ownership or lease of the Community Space)**

For and on behalf of the \_\_\_\_\_  
(Name of supporting Government agency / NGO / VWO)

Signature : \_\_\_\_\_

Name : \_\_\_\_\_

Designation : \_\_\_\_\_

Date : \_\_\_\_\_

\*Delete if not applicable.

**Letter of Undertaking (LOU) to be provided by VWO/NGO/Government Agency to URA for co-location of community space within existing development**

Chief Executive Officer  
Urban Redevelopment Authority  
as Competent Authority  
under the Planning Act (Cap 232)

**UNDERTAKING FOR THE PROPOSED CO-LOCATION OF COMMUNITY SPACES  
IN THE \_\_\_\_\_ DEVELOPMENT AT  
\_\_\_\_\_**

WHEREAS for the purpose of co-location of community uses within the existing commercial development at Lot \_\_\_\_ MK/TS \_\_\_\_ known as (address of development) \_\_\_\_\_ (hereinafter referred to as “the existing development”) for the more efficient use of land, the Competent Authority under the Planning Act has agreed to grant the written permission for the proposed works to the existing development (hereinafter referred to as “the Development”) and in particular, the gross floor area of \_\_\_\_\_ square metres of the Development shown verged in \_\_\_\_\_ (colour) in the Plan \_\_\_\_\_ annexed hereto for community uses (hereinafter referred to as the "Community Space") under the Competent Authority’s Revised Guidelines for Integration of Community and Sport Facilities in Commercial Developments ([URA/PB/2012/01-PPG](#)) dated 06 February 2012.

In consideration of the Competent Authority agreeing to grant written permission for the Development and in particular, for the Community Space under the said Guidelines for Integration of Community and Sport Facilities in Commercial Developments, we, \_\_\_\_\_ (Name of supporting Government agency / NGO / VWO), hereby undertake -

- (a)  \* to acquire ownership of the Community Space on or before the issue of the Certificate of Statutory Completion for the Development;

\* to lease the Community Space for \_\_\_\_\_ (lease tenure, at least 10 years) on or before the issue of the Certificate of Statutory Completion for the Development;

- (b) to ensure that the Community Space is used strictly only for non-profit generating community use as approved by the Competent Authority and not for any other use; and
- (c) to seek prior written approval from the Competent Authority for any change in the use of the Community Space and where applicable, to obtain prior written permission under the Planning Act for any such change in use.
- (d) \* to inform \_\_\_\_\_ (Name of supporting government agency) and the Competent Authority in the event that any user(s) of the Community Space has terminated its operation or cease to occupy the Community Space, regardless of whether any new user has been appointed to use the Community Space. **(NOTE: Applicable only for cases where NGO / VWO directly takes ownership or lease of the Community Space)**

For and on behalf of the \_\_\_\_\_ (Government agency / NGO / VWO)

Name : \_\_\_\_\_

Signature : \_\_\_\_\_

Designation : \_\_\_\_\_

Date : \_\_\_\_\_

\*Delete if not applicable.

**Letter of Undertaking (LOU) to be provided by SSC to URA for co-location of sports space within new erection proposal**

Chief Executive Officer  
Urban Redevelopment Authority  
as Competent Authority  
under the Planning Act (Cap 232)

**UNDERTAKING FOR THE PROPOSED CO-LOCATION OF SPORTS SPACE IN  
THE PROPOSED \_\_\_\_\_ DEVELOPMENT AT  
\_\_\_\_\_**

WHEREAS for the purpose of co-location of sports uses within the proposed \_\_\_\_\_ development at Lot \_\_\_\_ MK/TS \_\_\_\_ known as (address of development) \_\_\_\_\_ (hereinafter referred to as “the Development”) for the more efficient use of land, the Competent Authority under the Planning Act has agreed to grant the written permission for the Development and, in particular, for the gross floor area of \_\_\_\_\_ square metres of the Development shown verged in \_\_\_\_\_ (colour) in the Plan \_\_\_\_\_ annexed hereto for sports uses (hereinafter referred to as the "Sports Space") to be operated by \_\_\_\_\_ (the Managing Agent operating the Sports Space) under the Competent Authority’s Revised Guidelines for Integration of Community and Sport Facilities in Commercial Developments ([URA/PB/2012/01-PPG](#)) dated 06 February 2012.

In consideration of the Competent Authority agreeing to grant written permission for the Development and in particular, for the Sports Space within the Development under the said Guidelines for Integration of Community and Sports Facilities in Commercial Developments, we hereby undertake -

- (a) \* to acquire ownership of the Sports Space on or before the issue of the Certificate of Statutory Completion for the Development;

\* to lease the Sports Space for \_\_\_\_\_ (lease tenure, at least 10 years) on or before the issue of the Certificate of Statutory Completion for the Development;

- (e) to ensure that the Sports Space is used strictly only for non-profit generating sports uses as approved by the Competent Authority and not for any other use; and
- (f) to seek prior written approval from the Competent Authority for any change in the use of the Sports Space or any part thereof and where applicable, to obtain prior written permission under the Planning Act for any such change in use.

For and on behalf of the \_\_\_\_\_ (SSC)

Signature : \_\_\_\_\_

Name : \_\_\_\_\_

Designation : \_\_\_\_\_

Date : \_\_\_\_\_

\*Delete if not applicable.

**Letter of Undertaking (LOU) to be provided by SSC to URA for co-location of sports space within existing development**

Chief Executive Officer  
Urban Redevelopment Authority  
as Competent Authority  
under the Planning Act (Cap 232)

**UNDERTAKING FOR THE PROPOSED CO-LOCATION OF SPORTS SPACES IN  
THE \_\_\_\_\_ DEVELOPMENT AT  
\_\_\_\_\_**

WHEREAS for the purpose of co-location of sports uses within the existing commercial development at Lot \_\_\_\_ MK/TS \_\_\_\_ known as \_\_\_\_\_ (*address of development*) \_\_\_\_\_ (hereinafter referred to as “the existing development”) for the more efficient use of land, the Competent Authority under the Planning Act has agreed to grant the written permission for the proposed works to the existing development (hereinafter referred to as “the Development”) and in particular, the gross floor area of \_\_\_\_\_ square metres of the Development shown verged in \_\_\_\_\_ (colour) in the Plan \_\_\_\_\_ annexed hereto for sports uses (hereinafter referred to as the "Sports Space") to be operated by \_\_\_\_\_ (the Managing Agent operating the Sports Space) under the Competent Authority’s Revised Guidelines for Integration of Community and Sport Facilities in Commercial Developments ([URA/PB/2012/01-PPG](#)) dated 06 February 2012.

In consideration of the Competent Authority agreeing to grant written permission for the Development and in particular, for the Sports Space under the said Guidelines for Integration of Community and Sport Facilities in Commercial Developments, we hereby undertake -

- (a)  \* to acquire ownership of the Sports Space on or before the issue of the Certificate of Statutory Completion for the Development;

\* to lease the Sports Space for \_\_\_\_\_ (lease tenure, at least 10 years) on or before the issue of the Certificate of Statutory Completion for the Development;

- (b) to ensure that the Sports Space is used strictly only for non-profit generating sports use as approved by the Competent Authority and not for any other use; and
- (c) to seek prior written approval from the Competent Authority for any change in the use of the Sports Space and where applicable, to obtain prior written permission under the Planning Act for any such change in use.

For and on behalf of the \_\_\_\_\_ (SSC)

Name : \_\_\_\_\_

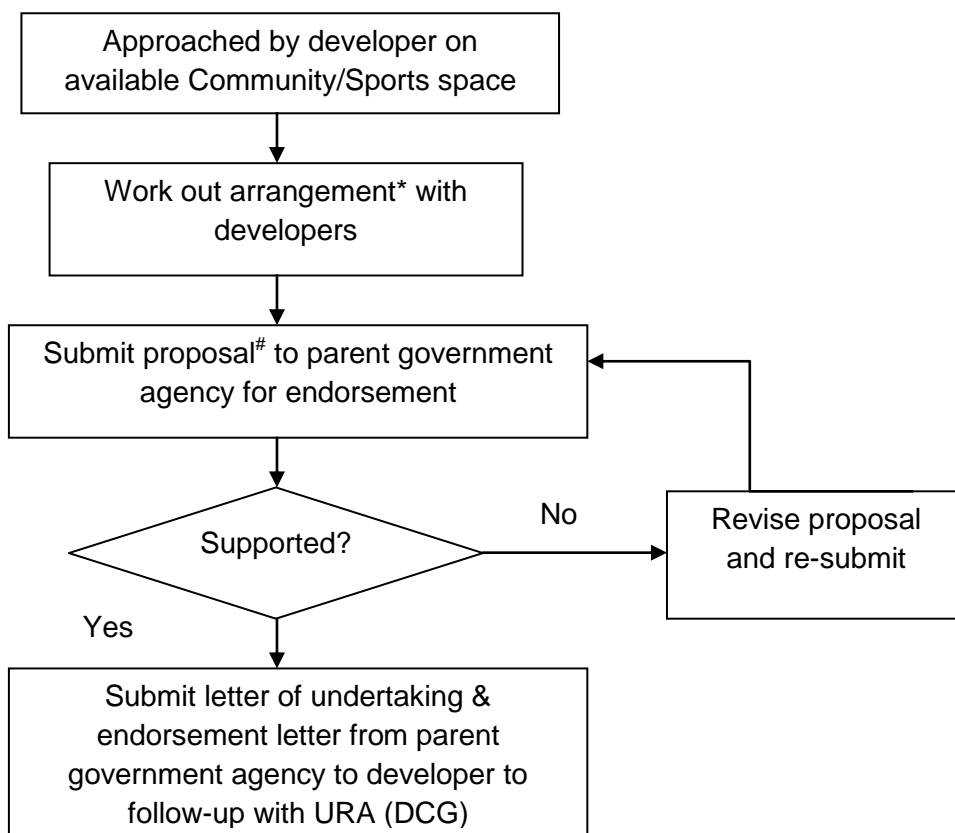
Signature : \_\_\_\_\_

Designation : \_\_\_\_\_

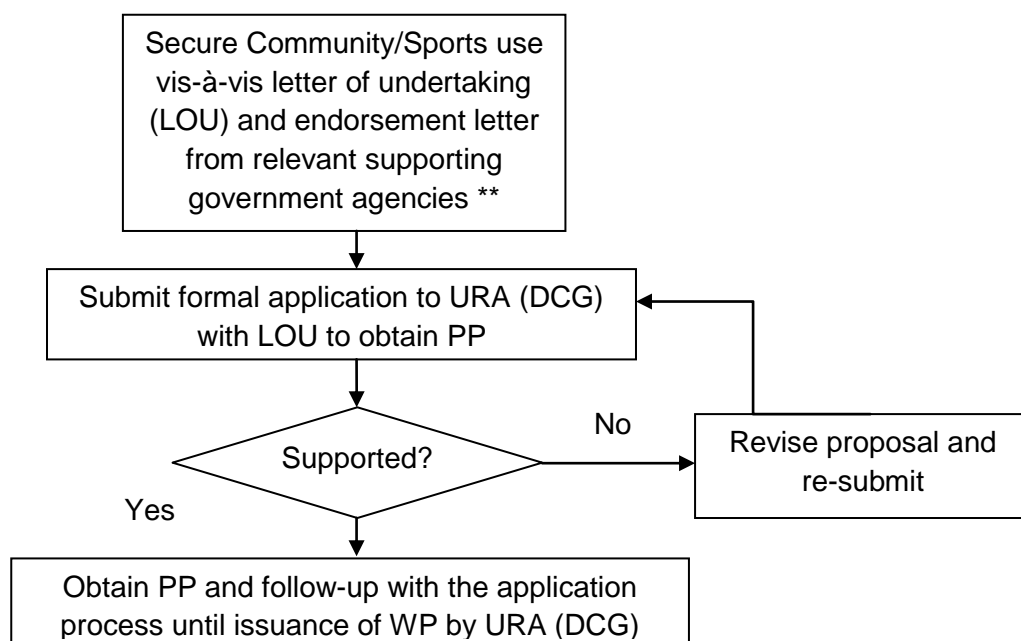
Date : \_\_\_\_\_

\*Delete if not applicable.

**Procedure for Community Service Providers / Singapore Sports Council**



**Procedure for Developers to Obtain URA's Approval**



\*This may include the choice of strata-title or lease with minimum tenure of 10 years, GFA of the Community/Sports space, monthly rental and who pays DC/CP (if applicable).

# Proposal should include the nature of the Community/Sports use, GFA and choice of strata-title or lease with minimum tenure of 10 years.

\*\*For sports uses, the endorsement letter is to be obtained from SSC.