



**EAST STAFFORDSHIRE
OPEN SPACE STUDY
STANDARDS PAPER
FEBRUARY 2018**

QUALITY, INTEGRITY, PROFESSIONALISM

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EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

CONTENTS

| | |
|--|-----------|
| PART 1: INTRODUCTION | 4 |
| PART 2: ASSESSMENT REPORT SUMMARY | 7 |
| PART 3: SETTING PROVISION STANDARDS..... | 10 |
| 3.1 Developing and setting standards | 10 |
| 3.2 Quality..... | 10 |
| 3.3 Accessibility..... | 11 |
| 3.4 Quantity..... | 12 |
| PART 4: APPLICATION OF PROVISION STANDARDS | 14 |
| 4.1: Quality..... | 14 |
| 4.2: Accessibility..... | 20 |
| 4.3: Quantity..... | 25 |
| PART 5: POLICY ADVICE AND RECOMMENDATIONS..... | 27 |
| 5.1 Recommendations | 27 |
| 5.2 Implications | 28 |
| 5.3 Approach to developer contributions | 30 |
| APPENDIX ONE: EXAMPLE OF APPLIED QUANTITY STANDARDS | 34 |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

PART 1: INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for East Staffordshire Borough Council (ESBC). It follows on from the preceding Open Space Assessment Report. Together, the two documents provide an evidence base to help inform the future provision for open spaces in East Staffordshire. Both documents act as an update to the previous open spaces study undertaken in 2009.

The evidence presented in this report is intended to inform local plan and supplementary planning documents. This will provide an evidence base for use in shaping open space as part of the Council's continuing planning policies and guiding planning decisions.

This document helps identify the deficiencies and surpluses in existing and future open space provision. In addition, it should help inform an approach to securing open space facilities through new housing development and help form the basis for negotiation with developers for contributions towards the provision of open spaces.

Scope

The table below details the open space typologies included within the study:

Table 1.1: Open space typologies

| | Typology | Primary purpose |
|-------------|---|--|
| Open spaces | Parks and gardens | Accessible, high quality opportunities for informal recreation and community events. |
| | Natural and semi-natural greenspaces | Wildlife conservation, biodiversity and environmental education and awareness. |
| | Amenity greenspace | Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas. |
| | Provision for children and young people | Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, MUGAs, skateboard areas and teenage shelters. |
| | Allotments | Opportunities for those people who wish to do so to grow their own produce as part of the long term promotion of sustainability, health and social inclusion. |
| | Cemeteries and churchyards | Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity. |

The open space typology of formal outdoor sports is covered within the associated Playing Pitch Strategy (PPS). This is provided in a separate report. The PPS is undertaken in accordance with the methodology provided in Sport England's Guidance 'Playing Pitch Strategy Guidance' for assessing demand and supply for outdoor sports facilities (2013).

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Analysis areas

For the purpose of the standards paper, East Staffordshire has been split into five analysis areas; Burton East, Burton West, Rural 1, Rural 2 and Uttoxeter. These allow more localised examination of open space surpluses and deficiencies. Use of analysis areas also allows local circumstances and issues to be taken into account. The analysis areas and their populations are shown in the table below.

Table 1.2: Population by analysis area

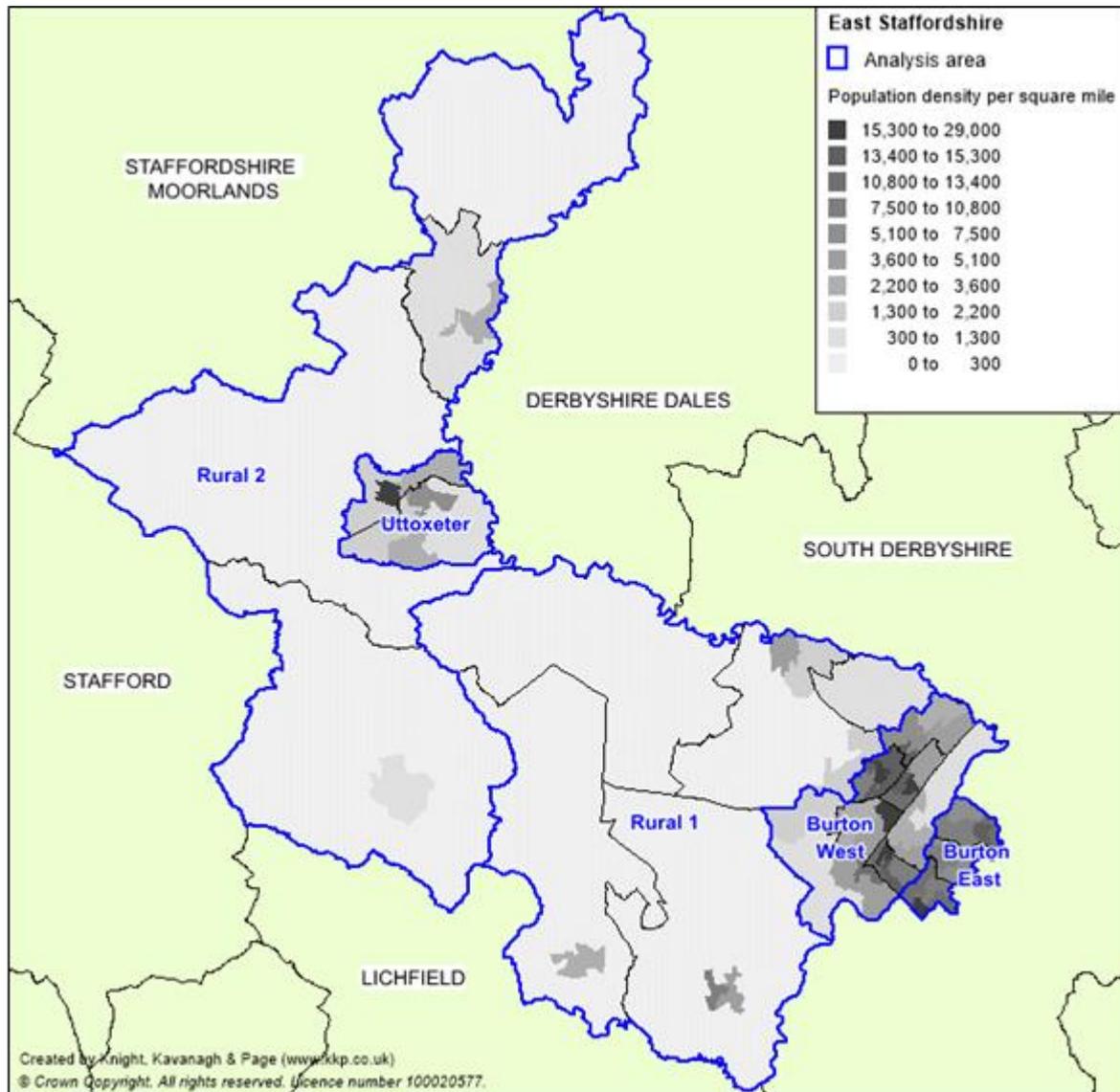
| Analysis Area | Population* |
|---------------------------|----------------|
| Burton East | 21,614 |
| Burton West | 49,971 |
| Rural 1 | 20,838 |
| Rural 2 | 10,537 |
| Uttoxeter | 13,080 |
| East Staffordshire | 116,040 |

Figure 1.1 overleaf shows the map of analysis areas with population density.

* Populations are based on ONS Mid-Year 2015 estimates.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Figure 1.1: Map of East Staffordshire analysis areas



EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

PART 2: ASSESSMENT REPORT SUMMARY

A summary from the Assessment Report on a typology by typology basis is set out below.

2.1 Parks and gardens

- ◀ 25 sites are classified as parks and gardens totalling over 101 hectares.
- ◀ Catchment mapping shows the majority of higher population density areas are covered by the 710m walk time catchment applied. However, there is a minor gap identified to the north west of Uttoxeter Analysis Area. The settlements of Yoxall, Abbots Bromley and Rocester are also highlighted as not being covered by provision catchments.
- ◀ Of the 25 park and garden sites in East Staffordshire, less than half (44%) rate above the threshold for quality whilst over half rate below (56%). There is a significant difference in quality between the highest scoring site (The Washlands-Stapenhill Gardens) and the lowest scoring site (Uxbridge Gardens).
- ◀ Two park sites have Green Flag Award status; Bramshall Road Park and The Washlands.
- ◀ All sites, accept Uxbridge Gardens, are assessed as being of high value, with the important social interaction, health benefits, ecological value and sense of place sites offer being recognised.

2.2 Natural and semi-natural greenspace

- ◀ There are 37 natural and semi-natural greenspace sites covering 444.24 hectares.
- ◀ There is a fairly good distribution of natural sites across East Staffordshire. However, a notable gap in the centre of Burton West and to the east of Burton East is highlighted. The settlements of Tutbury and Abbots Bromley are also not covered by catchment areas.
- ◀ There are currently three designated LNRs in East Staffordshire; Branston Water Park, Horninglow Linear Park (The Kingfisher Trail) and Scalpcliffe Local Nature Reserve.
- ◀ Of natural and semi-natural sites assessed, a total of 21 sites (57%) rate above the threshold set for quality. There are 16 sites that rate below the quality threshold applied.
- ◀ Most sites (92%) rate above the threshold for value. Only three score below. These sites also rate low for quality. However, they may still offer a role as habitat provision.
- ◀ The high proportion of sites to rate above the threshold for value, demonstrates the added benefit natural and semi-natural greenspaces can provide especially in terms of contributing to flora and fauna, providing habitats and breaking up the urban form. Larger sites may also provide a good recreational offer.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

2.3 Amenity greenspace

- ◀ There are 101 amenity greenspace sites in East Staffordshire; over 95 hectares of provision.
- ◀ Mapping demonstrates a fairly good distribution of amenity greenspace across East Staffordshire. However, gaps in catchment mapping are observed in areas to the Burton West Analysis Area and Burton East Analysis Area.
- ◀ Well over half (79%) of amenity greenspace sites in East Staffordshire rate above the threshold for quality. Many of the low scoring sites are marginally below the threshold.
- ◀ The majority of sites scoring below the threshold are smaller sites and are observed as being fairly basic, small pockets of green space.
- ◀ In addition to its multifunctional role, amenity greenspace makes a valuable contribution to visual aesthetics for communities – hence most sites (85%) rate above the value threshold.
- ◀ There are 10 sites rating low for quality and value. This is due to quality often impacting on value. Should a site be less attractive, or provide less recreational opportunity, people are less likely to visit the site.

2.4 Provision for children and young people

- ◀ There are 106 play provision sites in East Staffordshire; a total of over four hectares.
- ◀ Play provision in East Staffordshire is summarised using the Fields In Trust (FIT) classifications. Most is identified as being of LAP (45%) or LEAP (37%) classification.
- ◀ There is a good spread of provision across East Staffordshire. All areas with a greater population density are within walking distance of a form of play provision. Small gaps in catchment mapping are noted in the Burton West, Burton East and Uttoxeter analysis areas.
- ◀ A greater proportion of play sites (92%) rate above the threshold for quality. Lower quality scoring sites tends to reflect a lack in and/or range of equipment and/or its general condition.
- ◀ The majority of play provision (97%) rates above the threshold for value; reflecting the social, healthy and developmental benefits provision can provide.

2.5 Allotments

- ◀ There are 39 allotments sites in East Staffordshire: equating to more than 27 hectares
- ◀ Current provision of 0.24 hectares per 1,000 population is below the NSALG recommended amount (0.25 hectares per 1000 people).
- ◀ Waiting list figures for allotments across East Staffordshire appears to be on balance. No sites are identified as having significant waiting lists however parish councils do receive enquiries.
- ◀ Despite seven sites rating below the quality threshold, no discernible issues are highlighted. The quality for the majority of allotments is sufficient.
- ◀ All allotments are assessed as high value reflecting the associated social inclusion and health benefits, their amenity value and the sense of place offered by provision.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

2.6 Cemeteries

- ◀ East Staffordshire has 29 cemeteries and churchyards, equating to just over 27 hectares.
- ◀ The largest cemetery by far is Stapenhill Cemetery (12.12 hectares) which has numerous burial spaces remaining.
- ◀ The need for additional cemetery provision should be driven by the requirement for burial demand and capacity. Stapenhill Cemetery is planned to be expanded in 2021 with the closure of Claverhouse Allotments. It is understood Rolleston Cemetery has around 10 years left of burial capacity remaining.
- ◀ The majority of cemeteries and churchyards in East Staffordshire (90%) rate above the threshold set for quality, suggesting a reasonably high standard of quality for this form of open space provision within the area.
- ◀ All cemeteries are assessed as high value in East Staffordshire, reflecting their role within communities, as well as their cultural/heritage role and conservation benefits.

PART 3: SETTING PROVISION STANDARDS

3.1 Developing and setting standards

The following section derives and details the proposed local standards recommended for ESBC. It details how current provision levels identified as part of the 2017 assessment compare to existing standards such as national benchmarks and whether any adjustments to the proposed standards are required.

It is important to recognise that there are no prescribed national standards for open space provision. In general, very little guidance is offered at a national level for quality with benchmarking of standards focusing on quantity and accessibility levels. Subsequently the following approach has been used to provide an informed reasoning to the setting and application of standards for ESBC.

Consultation to update local need for open space provision has been conducted with key local authority officers. Consultation has also been carried out with parish and town councils. This has been via face to face meetings and surveys to all parish councils. A summary of any instances of demand being highlighted is set out in Appendix One.

An overview of the proposed standards in terms of quality, accessibility and quantity is set out below. Further information on the evidence used to inform these standards is provided in the associated Assessment Report. The proposed standards are then used to determine deficiencies and surpluses for open space in terms of quantity, quality and accessibility (as recommended by best practice).

3.2 Quality

To determine whether sites are high or low quality (as recommended by guidance); the results of the site assessments are colour-coded against a baseline threshold (high being green and low being red). The primary aim of applying a threshold is to identify sites where investment and/or improvements are required. It can also be used to set an aspirational quality standard to be achieved at some point in the future and to inform decisions around the need to further protect sites from future development (particularly when applied with its respective value score in a matrix format).

The baseline threshold for assessing quality can often be set around 66%; based on the pass rate for Green Flag criteria (site visit criteria also being based on Green Flag). This is the only national benchmark available for quality of parks and open spaces. However, the site visit criteria used for Green Flag is not appropriate for every open space typology as it is designed to represent a sufficiently high standard of site. Quality thresholds are, thus, worked out so as to better reflect average scores for each typology. Consequently, the baseline threshold for certain typologies is amended to better reflect this.

Sites are also allocated a value score. Quality and value are fundamentally different and can be unrelated. For example, a high-quality space may be inaccessible and, thus, be of little value; while, a poor quality space may be the only one in an area and thus be immensely valuable. As a result, quality and value are also treated separately in terms of scoring.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

For value there is no national guidance on the setting of thresholds. The 20% threshold applied is derived from our experience and knowledge in assessing the perceived value of sites. Whilst 20% may initially seem low, it is a relative score - designed to reflect those sites that meet more than one aspect of the criteria used for assessing value. Table 3.2.1 sets out the benchmark quality and value standards by typology.

Table 3.2.1: Quality benchmark standards

| Typology | Quality threshold | Value threshold |
|---|-------------------|-----------------|
| Parks and gardens | 60% | 20% |
| Natural and semi-natural greenspace | 45% | 20% |
| Amenity greenspace | 40% | 20% |
| Provision for children and young people | 50% | 20% |
| Allotments | 40% | 20% |
| Cemeteries/churchyards | 45% | 20% |

3.3 Accessibility

Accessibility catchments for different types of provision are a tool to identify communities currently not served by existing facilities. It is recognised that factors that underpin catchment areas vary from person to person, day to day and hour to hour. For the purposes of this process this problem is overcome by accepting the concept of 'effective catchments', defined as the distance that would be travelled by the majority of users.

In addition, relatively recent guidance on appropriate walking distance and times is published by Fields In Trust (FIT) in its document *Beyond the Six Acre Standard* (2015). These guidelines have been converted in to an equivalent time period in the table below. FIT also offers appropriate accessibility distances for children's play provision. These vary depending on the designation of play provision (LAP, LEAP, NEAP and other provision).

No national benchmarking or standards are set for the typologies of allotments or cemeteries. There is no national recommendation in terms of accessibility distances for such forms of provision. For cemeteries, it is difficult to assess such provision against catchment areas due to its role and usage. Table 3.3.1 sets out the national accessibility standards where applicable.

Table 3.3.1: Accessibility guidelines to travel to open space provision

| Open space type | Walking guideline | Approximate time equivalent |
|-----------------------------------|---|-----------------------------|
| Parks & Gardens | 710m | 9 minutes |
| Amenity Greenspace | 480m | 6 minutes |
| Natural & Semi-natural Greenspace | 720m | 9 minutes |
| Play areas & informal provision | LAP | 100m |
| | LEAP | 400m |
| | NEAP | 1,000m |
| | Other provision (e.g. MUGA, Skate park) | 700m |
| | | 12 ½ minutes |
| | | 9 minutes |

Recommendation for accessibility standards

For the purposes of this study, we have utilised the FIT accessibility catchments for most typologies.

The FIT accessibility catchments are nationally recognised benchmarks. Using the FIT catchments also helps in the identification of multi-functional sites and forms of provision helping to serve gaps in a different type of open space type. Consequently, this is a useful tool in setting priorities and principles of action for open space later in the document. For example, parks sites are focused in the areas of greater population density across East Staffordshire. Application of the FIT accessibility catchments highlights potential catchment gaps in provision but which other forms of open space may help to serve. Such sites can therefore be considered as having an important role in the access to open space. Linking these sites to quality can then help in establishing priorities for the future.

It is considered that the 100m catchment for LAP provision is too small a catchment to realistically represent any meaningful 'on the ground' analysis. Consequently, the 400m catchment FIT suggested is used for both LAP and LEAP forms of provision. Similarly, the 700m walking guideline for other forms of provision (i.e. skate parks) is also considered too small to represent the distance users of such provision are willing to travel. Therefore, the 1,000m walking guideline is applied.

3.4 Quantity

Quantity standards can be used to identify areas of shortfalls and help with setting requirements for future developments.

No quantity standard is suggested for open space provision such as cemeteries. Cemetery provision should be determined by instances of demand such as burial capacity and local need.

To set a quantity standard it is necessary to compare existing levels of provision identified as part of the 2017 assessment against national benchmarks. The current provision levels are initially detailed in the Assessment Report. It is also important to identify any instances of local need for open space as identified through consultation with local authority officers and parish/town councils.

Guidance on quantity levels is published by Fields In Trust (FIT) in its document *Beyond the Six Acre Standard* (2015). The guidance provides standards for three types of open space provision; parks and gardens, amenity greenspace and natural and semi-natural greenspace. The National Society of Allotment and Leisure Gardeners (NSALG) offers guidance on allotments. FIT also suggests 0.25 hectares per 1,000 population of equipped/ designated playing space as a guideline quantity standard for play provision.

Table 3.4.1 sets out the quantity figures for current provision levels identified and the national benchmarks.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 3.4.1: Comparison of current provision and national benchmarks

| Typology | Hectares per 1,000 population | |
|---------------------------------------|-------------------------------|---------------------|
| | Current provision levels | National benchmarks |
| Parks & gardens | 0.87 | 0.80 |
| Natural & semi-natural greenspace | 3.83 | 1.80 |
| | 1.89* | |
| Amenity greenspace | 0.83 | 0.60 |
| Allotment | 0.24 | 0.25 |
| Provision for children & young people | 0.06 | 0.25 |

The current provision levels for natural and semi-natural greenspace is noticeably large. This is predominantly due to the presence of Baggots Park at 225 hectares in the Rural 2 Analysis Area. If this site is omitted from the calculation of current provision per 1,000 population due to its significant size; the current provision level is 1.89 hectares.

Current provision levels for most typologies are above the national benchmark standards. The exception is for provision for children and young people with a current provision level of 0.06 hectares per 1,000 population compared to a FIT recommended standard of 0.25 hectares per 1,000 population.

The national quantity standards are not deemed as appropriate for use in comparison to locally derived quantity standards. This is especially the case for East Staffordshire which has large areas rural in characteristics.

On this basis, the recommendation is for the current provision levels to be used as the recommended quantity standards for East Staffordshire. For natural provision, using the current provision level which omits the Baggots Park site is recommended. This will better reflect existing provision levels and expectations whilst ensuring future demand from housing growth is not detrimental to existing provision levels.

* Omitting Baggots Park at 225 hectares due to its significant size

PART 4: APPLICATION OF PROVISION STANDARDS

The provision standards used to determine deficiencies and surpluses for open space are set in terms of quality, accessibility and quantity.

4.1: Quality

Each type of open space receives a separate quality and value score. This also allows for application of a high and low quality/value matrix to further help determine prioritisation of investment and to identify sites that may be surplus as a particular open space type.

Quality and value matrix

Assessing the quality and value of open spaces is used to identify those sites which should be given the highest level of protection by the planning system, those which require enhancement and those which may no longer be needed for their present purpose. When analysing the quality/value of a site it should be done in conjunction with regard to the quantity of provision in the area (i.e. whether there is a deficiency).

The high/low classification gives the following possible combinations of quality and value:

High quality/low value

The preferred policy approach to a space in this category should be to enhance its value in terms of its present primary purpose. If this is not possible, the next best policy approach is to consider whether it might be of high value if converted to some other primary purpose (i.e. another open space type). Only if this is also impossible will it be acceptable to consider a change of use.

High quality/high value

All open spaces should have an aspiration to come into this category and the planning system should then seek to protect them. Sites of this category should be viewed as being key forms of open space provision.

Low quality/low value

The policy approach to these spaces or facilities in areas of identified shortfall should be to enhance their quality provided it is possible also to enhance their value.

For open spaces in areas of sufficiency a change of primary typology should be first considered. If no shortfall of other open space typologies is noted than the site may be redundant/ 'surplus to requirements'.

If there is a choice of sites of equal quality to declare surplus, and no need to use one or part of one to remedy a deficiency in some other form of open space or recreation provision, it would be best to consider the one of lowest value to be more disposable.

Low quality/high value

The policy approach to these spaces should be to enhance their quality to the applied standards. Therefore, the planning system should initially seek to protect them if they are not already so.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Implications and recommendations

Following identification of high and low quality sites, a summary of the actions for any relevant sites in each analysis area is shown in the following tables.

The purpose of the tables below is to highlight sites for each typology scoring low for quality and/or value in each analysis area and to provide an indication to its level of priority and/or importance with regard to enhancement.

There is a need for flexibility to the enhancing of sites within close proximity to sites of low quality. In some instances, a better use of resources and investment may be to focus on more suitable sites for enhancement as opposed to trying to enhance a site that is not appropriate or cost effective to do so.

Table 4.1.1: Burton East Analysis Area Quality Summary

| Summary | Action |
|--|--|
| <i>Allotments</i> | |
| <ul style="list-style-type: none"> ◀ One site rates below quality threshold: Five Lands Allotments, Stapenhill | <ul style="list-style-type: none"> ◀ Quality of sites should be enhanced where possible; exploring ways to improve sites overall appearance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days etc) |
| <i>Amenity greenspace</i> | |
| <ul style="list-style-type: none"> ◀ One site rates below quality threshold: Riverside Close ◀ Four sites rate below quality and value threshold; Waterside Open Space C, Waterside Open Space D, Rosliston Road and Suffolk Road Greenspace | <ul style="list-style-type: none"> ◀ Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance). ◀ Enhance quality of sites only if also possible to enhance value (review overall appearance) |
| <i>Cemeteries and churchyards</i> | |
| <ul style="list-style-type: none"> ◀ All sites score high for quality or value | n/a |
| <i>Natural and semi-natural greenspace</i> | |
| <ul style="list-style-type: none"> ◀ One site rates below quality threshold: Scalpcliffe Local Nature Reserve | <ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible; for example, exploring options for improved maintenance, ensuring pathways are well maintained etc |
| <i>Parks and gardens</i> | |
| <ul style="list-style-type: none"> ◀ Three sites rate below quality threshold; Edgehill Community Park, The Washlands – Stapenhill Hollows and Canterbury Community Park | <ul style="list-style-type: none"> ◀ Site quality should continually look to be enhanced where possible. |
| <i>Provision for children and young people</i> | |
| <ul style="list-style-type: none"> ◀ Three sites rate below quality threshold; Canterbury Park MUGA, Ashbrook Play Area and Clifton Way Play Area | <ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible (e.g. look to improve site security, as well as exploring options to increase the range of play equipment) |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.1.2: Burton West Analysis Area Quality Summary

| Summary | Action |
|--|---|
| Allotments | |
| <ul style="list-style-type: none"> ◀ All sites rate above thresholds for quality or value | n/a |
| Amenity greenspace | |
| <ul style="list-style-type: none"> ◀ One site rates below quality threshold: Beans Covert Haydock Close ◀ Two sites rate below value threshold; Mellor Road and Princess Way Open Space ◀ Three sites rate below threshold for quality and value; Land off Lynwood Road, Land to south of Anglesey Park and Portland Avenue Open Space | <ul style="list-style-type: none"> ◀ Enhancing site quality should be explored where possible (enhancement of general appearance). ◀ Explore options for improving value of sites. ◀ Enhance quality of sites only if also possible to enhance value (review overall appearance) |
| Cemeteries and churchyards | |
| <ul style="list-style-type: none"> ◀ Branston Cemetery scores below threshold for quality. | <ul style="list-style-type: none"> ◀ Enhancing site quality should be explored where possible. |
| Natural and semi-natural greenspace | |
| <ul style="list-style-type: none"> ◀ 10 sites rate below quality threshold: Beans Covert, The Broadholme, Percy's Grove, Outwoods Park Extension, Stretton Balancing Pond, Weston Park Avenue, Battlestead Wood, Totnes Close, Shobnall Road Wildlife Area and Shobnall Marina. ◀ One site rates below threshold for quality and value; Grazing Land off Watson Street | <ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible for example, exploring options for improved maintenance, ensuring clear pathways etc ◀ Enhance quality of sites only if also possible to enhance value |
| Parks and gardens | |
| <ul style="list-style-type: none"> ◀ Seven sites score below quality threshold : Anglesey Community Park, Memorial Gardens, Wetmore Community Park, Bitham Lane Recreation Ground, Outwoods Park, Millennium Garden and Upper Mills Community Park ◀ One site scores below threshold for quality and value: Uxbridge Gardens | <ul style="list-style-type: none"> ◀ Site quality should continually look to be enhanced where possible. ◀ Enhance quality of sites only if also possible to enhance value (site maintenance and cleanliness should be reviewed) |
| Provision for children and young people | |
| <ul style="list-style-type: none"> ◀ Two sites score below quality threshold: Pipers Way Play Area and The Link Play Area ◀ Two sites score below value threshold; Newman Drive and Glencroft Close ◀ One site scores below threshold for quality and value: Palmer Close Play Area | <ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible (e.g. look to improve site maintenance, as well as exploring options to increase the range of play equipment) ◀ If replacement of equipment not feasible, looking to refurbish tired looking equipment, fencing and benches could be explored |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.1.3: Rural 1 Analysis Area Quality Summary

| Summary | Action |
|---|--|
| Allotments | |
| <ul style="list-style-type: none"> Four sites score below quality threshold: Dogshead Lane, Efflinch Lane, St James Road and Hanbury Hill | <ul style="list-style-type: none"> Quality of sites should be enhanced where possible; exploring ways to improve sites overall appearance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days at sites) should be encouraged |
| Amenity greenspace | |
| <ul style="list-style-type: none"> Two sites score below quality threshold: Ferrers Avenue Playing Field and Burton College Playing Fields Hillsea Crescent rates below the threshold for quality and value | <ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance / opportunities for additional ancillary). Enhance quality of site only if also possible to enhance value |
| Cemeteries and churchyards | |
| <ul style="list-style-type: none"> All sites score high for quality or value | n/a |
| Natural and semi-natural greenspace | |
| <ul style="list-style-type: none"> One sites rates below threshold for quality and value: Hanbury Common. | <ul style="list-style-type: none"> Site quality should look to be enhanced where possible (i.e. exploring options for improved maintenance, ensuring clear pathways etc) |
| Parks and gardens | |
| <ul style="list-style-type: none"> One site scores below quality threshold: Ash Tree Pocket Park | <ul style="list-style-type: none"> Site quality should continually look to be enhanced where possible. |
| Provision for children and young people | |
| <ul style="list-style-type: none"> Two sites rate below quality threshold; Hillsea Crescent Play Area and Meadow View Play Area. | <ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve site entrances, as well as exploring options to increase the range of play equipment) Alternatively, looking to refurbish tired looking equipment could be explored |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.1.4: Rural 2 Analysis Area Quality Summary

| Summary | Action |
|--|---|
| Allotments | |
| <ul style="list-style-type: none"> Two site scores rate below quality threshold: Goose Lane Allotments and Rocester Allotments | <ul style="list-style-type: none"> Look to be enhance quality where possible for example, exploring options to widen entrances and overall maintenance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days at sites) |
| Amenity greenspace | |
| <ul style="list-style-type: none"> Five sites rate below quality threshold: Great Gate Village Green, Kingstone Playing Fields, Stramshall Playing Field, Croxden Village Green and Denstone Recreation Ground Two sites rate below quality and value threshold; Birches Corner and Birches Corner Verge | <ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance / opportunities for additional ancillary). Enhance quality of site only if also possible to enhance value |
| Cemeteries and churchyards | |
| <ul style="list-style-type: none"> Two sites rate below quality threshold: Roman Fort/Graveyard and St Peter's Church Ellastone | <ul style="list-style-type: none"> Enhancing site quality should be explored where possible. |
| Natural and semi-natural greenspace | |
| <ul style="list-style-type: none"> One site rates below quality threshold; Baggots Park One sites rates below quality and value threshold; Kingstone Woodland | <ul style="list-style-type: none"> Site quality should look to be enhanced where possible (i.e. exploring options for improving entrances and access etc) Enhance quality of site only if also possible to enhance value |
| Parks and gardens | |
| <ul style="list-style-type: none"> One site rates below quality threshold; Memorial Gardens | <ul style="list-style-type: none"> Site quality should continually look to be enhanced where possible. |
| Provision for children and young people | |
| <ul style="list-style-type: none"> Two sites rate below quality threshold; Church Lane Playing Fields Play Area and Lakeside Club Play Area | <ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. site maintenance and surface quality, as well as exploring options to increase the range of play equipment) If replacement of equipment not feasible, looking to refurbish tired looking equipment and worn surfaces. |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.1.5: Uttoxeter Analysis Area Quality Summary

| Summary | Action |
|--|---|
| Allotments | |
| ◀ All sites score high for quality or value | n/a |
| Amenity greenspace | |
| ◀ Two sites rate below quality threshold; Brooklands Close and Redfern Road Park | ◀ Enhancing site quality should be explored where possible (exploring options for enhancement of access and general site appearance). |
| Cemeteries and churchyards | |
| ◀ All sites score high for quality or value | ◀ n/a |
| Natural and semi-natural greenspace | |
| ◀ One site rates below quality threshold: Mallard Close Woodland | ◀ Site quality should look to be enhanced where possible |
| Parks and gardens | |
| ◀ One site rates below quality threshold: Hazelwalls Community Park | ◀ Site quality should continually look to be enhanced where possible. |
| Provision for children and young people | |
| ◀ All sites score high for quality or value | ◀ n/a |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

4.2: Accessibility

Accessibility catchments for different types of provision are a tool to identify communities currently not served by existing facilities. It is recognised that factors that underpin catchment areas vary from person to person, day to day and hour to hour. For the purposes of this process this problem is overcome by accepting the concept of 'effective catchments', defined as the distance that would be travelled by the majority of users.

The FIT accessibility catchments are used for most typologies.

Table 4.2.1: Accessibility guidelines to travel to open space provision

| Open space type | Walking guideline | Approximate time equivalent |
|-----------------------------------|-------------------|-----------------------------|
| Parks & Gardens | 710m | 9 minutes |
| Amenity Greenspace | 480m | 6 minutes |
| Natural & Semi-Natural Greenspace | 720m | 9 minutes |

FIT also offers appropriate accessibility distances for children play provision. These vary depending on the designation of play provision (LAP, LEAP, NEAP and other provision). This is set out in Table 4.2.2.

It is however considered that the 100m catchment for LAP provision is too small a catchment to realistically represent any meaningful 'on the ground' analysis. Consequently, the 400m catchment FIT suggest has been used for both LAP and LEAP forms of play provision. This also fits with the Council's 'bigger and better' approach to play provision.

Table 4.2.2: FIT walking guidelines for play provision

| Type of play space | Walking guideline |
|--|-------------------|
| LAP | 100m |
| LEAP | 400m |
| NEAP | 1000m |
| Other provision (i.e. MUGA, skate parks) | 700m |

No catchment is set for the typologies of allotments or cemeteries. There is no national recommendation in terms of accessibility distances for such forms of provision. For cemeteries, it is difficult to assess such provision against catchment areas due to its role and usage.

Identifying deficiencies

If an area does not have access to the required level of provision (consistent with the catchments and utilising the settlement hierarchy) it is deemed deficient. KKP has identified instances where new sites may be needed or potential opportunities could be explored in order to provide comprehensive access to this type of provision (i.e. a gap in one form of provision may exist but the area in question may be served by another form of open space).

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Implications and recommendations

The table below summaries the deficiencies identified from the application of the accessibility standards together with the recommended actions. Please refer to the Update Report to view the catchment maps.

In determining the subsequent actions for any identified catchment gaps the following key principles are adhered:

- ◀ Increase capacity/usage in order to meet increases in demand, or
- ◀ Enhance quality in order to meet increases in demand, or
- ◀ Commuted sum for ongoing maintenance/repairs to mitigate impact of new demand

These principles are intended to mitigate for the impact of increases in demand on existing provision. The increase in population will reduce the lifespan of certain sites and/or features (e.g. play equipment, maintenance regimes etc). This will lead to the requirement to refurbish and/or replace such forms of provision. Consequently, the recommended approach is to increase the capacity of and/or enhance the existing provision available.

Table 4.2.3: Burton East Analysis Area Accessibility Summary

| Typology | Identified need (catchment gap) | Action |
|---|---|--|
| Parks and gardens | ◀ Minor gap in FIT 9-minute walk time catchment to east of area | <ul style="list-style-type: none"> ◀ Gap is served by other forms of provision like amenity greenspace such as Carpenter Close and Rosliston Road as well as natural provision such as Redhill Woodlands ◀ Exploring options to enhance quality of such sites is recommended |
| Amenity Greenspace | ◀ Gaps in FIT 6-minute walk time catchment to centre of area | <ul style="list-style-type: none"> ◀ Gaps are served by other forms of provision like parks such as The Washlands, Edgehill Community Park and Newton Road Park ◀ Exploring options to enhance and ensure quality of such sites is recommended |
| Natural and semi-natural greenspace | ◀ Minor gap in FIT 9-minute walk time catchment to east of area | <ul style="list-style-type: none"> ◀ Gap is served by other forms of provision like amenity greenspace such as Winshill Recreation Ground, Land off Vancouver Drive and Carpenter Close as well as parks such as Canterbury Community Park ◀ Exploring opportunities to enhance features associated with natural provision on such sites is recommended |
| Provision for children and young people | ◀ Gap in FIT catchments to centre of area | <ul style="list-style-type: none"> ◀ Look to bridge gaps by enhancing existing provision to next play category (i.e. providing more extensive equipment catering for wider age groups) ◀ Exploring options for one of Heath Road Community Park Play Area, Stapenhill Gardens Play Area, Tower Woods Play Area, Ashbrook Play Area and Grasmere Close Play Area is recommended |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.2.4: Burton West Analysis Area Accessibility Summary

| Typology | Identified need (catchment gap) | Action |
|---|---|--|
| Parks and gardens | <ul style="list-style-type: none"> Minor gaps identified in FIT 9-minute walk time catchment to west of area | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Dover Road and natural provision such as Shobnall Marina, Beans Covert and Horninglow Linear Park Exploring options to enhance quality of such sites is recommended |
| Amenity Greenspace | <ul style="list-style-type: none"> Gaps in FIT 6-minute walk time catchment to centre and east of area | <ul style="list-style-type: none"> Gaps are served by other forms of provision like parks such as Anglesey Community Park, The Memorial Gardens and Remembrance Gardens as well as The Washlands Exploring options to enhance and ensure quality of such sites is recommended |
| Natural and semi-natural greenspace | <ul style="list-style-type: none"> Minor gaps in FIT 9-minute walk time catchment to west and centre of area | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Dover Road and Pensgreave Road as well as parks such as Horninglow Community Park Exploring opportunities to enhance features associated with natural provision on such sites is recommended |
| Provision for children and young people | <ul style="list-style-type: none"> Gap in FIT catchments to west and centre of area | <ul style="list-style-type: none"> Look to bridge gaps by enhancing existing provision to next play category (i.e. providing more extensive equipment catering for wider age groups) Exploring options for Remembrance Gardens Play Area, Horninglow Community Park Play Area and Carver Road Play Area is recommended |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.2.5: Rural 1 Analysis Area Accessibility Summary

| Typology | Identified need (catchment gap) | Action |
|---|---|---|
| Parks and gardens | <ul style="list-style-type: none"> Gap identified in FIT 9-minute walk time catchment in Yoxall | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Ferrers Field and natural provision such as Goose Green and Swarbourm Meadow Exploring options to enhance quality of such sites is recommended |
| Amenity Greenspace | <ul style="list-style-type: none"> No catchment gaps identified in mapping | <ul style="list-style-type: none"> n/a |
| Natural and semi-natural greenspace | <ul style="list-style-type: none"> Gap identified in FIT 9-minute walk time catchment in Tutbury | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Tutbury Castle, Ferrers Avenue Playing Field, Cornmill Lane Playing Field and Wakefield Road Open Sapce as well as parks such as Tutbury Mill Exploring opportunities to enhance features associated with natural provision on such sites is recommended |
| Provision for children and young people | <ul style="list-style-type: none"> No catchment gaps identified in mapping | <ul style="list-style-type: none"> n/a |

Table 4.2.6: Rural 2 Analysis Area Accessibility Summary

| Typology | Identified need (catchment gap) | Action |
|---|--|--|
| Parks and gardens | <ul style="list-style-type: none"> Gaps identified in FIT 9-minute walk time catchment in Abbots Bromley and Rocester | <ul style="list-style-type: none"> Gaps are served by other forms of provision like amenity greenspace such as Rocester Playing Fields, Rocester Memorial Gardens, Abbots Bromley Millennium Green and Anglesey Playing Field as well as natural provision such as JCB Lakes Exploring options to enhance quality of such sites is recommended |
| Amenity Greenspace | <ul style="list-style-type: none"> No catchment gaps identified in mapping | <ul style="list-style-type: none"> n/a |
| Natural and semi-natural greenspace | <ul style="list-style-type: none"> Gaps identified in FIT 9-minute walk time catchment in Abbots Bromley | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Abbots Bromley Millennium Green, Anglesey Playing Field and Market Place/High Street Exploring opportunities to enhance features associated with natural provision on such sites is recommended |
| Provision for children and young people | <ul style="list-style-type: none"> No catchment gaps identified in mapping | <ul style="list-style-type: none"> n/a |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Table 4.2.7: Uttoxeter Analysis Area Accessibility Summary

| Typology | Identified need (catchment gap) | Action |
|---|--|--|
| Parks and gardens | <ul style="list-style-type: none"> Minor gap identified in FIT 9-minute walk time catchment to north west of settlement | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Greenacres Drive, Davies Drive Recreation ground and Kimberley Drive Exploring options to enhance quality of such sites is recommended |
| Amenity Greenspace | <ul style="list-style-type: none"> No catchment gaps identified in mapping | <ul style="list-style-type: none"> n/a |
| Natural and semi-natural greenspace | <ul style="list-style-type: none"> Gaps identified in FIT 9-minute walk time catchment to settlement | <ul style="list-style-type: none"> Gap is served by other forms of provision like amenity greenspace such as Greenacres Drive, Weaver Lodge, Harvey Place and Kimberley Drive as well as parks like Hazelwalls Community Park, Bramshall Road Park, Oldfield Park and Pennycroft Community Park Exploring opportunities to enhance features associated with natural provision on such sites is recommended |
| Provision for children and young people | <ul style="list-style-type: none"> Minor gaps in FIT catchments to centre of area | <ul style="list-style-type: none"> Look to bridge gaps by enhancing existing provision to next play category (i.e. providing more extensive equipment catering for wider age groups) Exploring options for Kynnersley Croft Play Area and Russell Close Play Area is recommended |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

4.3: Quantity

Quantity standards can be used to identify areas of shortfalls and help with setting requirements for future developments.

Setting quantity standards

The setting and application of quantity standards is necessary to ensure new developments contribute to the provision of open space across the area.

Shortfalls in quality and accessibility standards are identified across the Borough for different types of open space (as set out in Parts 4.1 and 4.2). Consequently, the Council should seek to ensure these shortfalls are not made worse through increases in demand as part of future development growth across the Borough.

The recommended quantity standards for East Staffordshire are:

Table 4.3.1: Recommended quantity standards

| Typology | 2017 Recommended Quantity Standard (ha per 1,000 population) |
|---------------------------------------|---|
| Parks & gardens | 0.87 |
| Natural & semi-natural greenspace | 3.83 |
| Amenity greenspace | 0.83 |
| Allotment | 0.24 |
| Provision for children & young people | 0.06 |

Implication and recommendations

The current provision levels can be used to help identify where areas may have a shortfall against the recommended quantity standards for East Staffordshire. Table 4.3.2 and 4.3.3 shows the position for each sub-area as to whether it is sufficient or identified as having a shortfall against the recommended quantity standards for each type of open space.

Table 4.3.2: Current provision against recommended quantity standards

| Analysis area | Parks and gardens | | Natural (Hectares per 1000 population) | | Amenity greenspace | | Allotments | |
|---------------|-------------------|--------|---|--------|--------------------|--------|-------------------|--------|
| | 0.87 | | 1.89 | | 0.83 | | 0.24 | |
| | Current provision | + / - | Current provision | + / - | Current provision | + / - | Current provision | + / - |
| Burton East | 0.96 | + 0.11 | 0.82 | - 1.07 | 0.85 | + 0.02 | 0.46 | + 0.22 |
| Burton West | 1.14 | + 0.27 | 2.40 | - 0.51 | 0.70 | - 0.13 | 0.16 | - 0.10 |
| Rural 1 | 0.15 | - 0.72 | 0.79 | - 1.10 | 1.30 | + 0.47 | 0.21 | - 0.03 |
| Rural 2 | 0.01 | - 0.86 | 6.08 | + 4.19 | 1.29 | - 0.46 | 0.26 | + 0.02 |
| Uttoxeter | 1.58 | + 0.71 | 0.04 | - 1.85 | 0.16 | - 0.67 | 0.21 | - 0.03 |

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

The Uttoxeter Analysis Area is identified as having shortfalls against the quantity standards in all forms of open space provision with the exception of parks and gardens.

Shortfalls in parks, natural and allotments are expressed in the Rural 1 Analysis Area. The Rural 2 Analysis Area has shortfalls against parks and amenity greenspace highlighted. Burton West has shortfalls in all forms of provision with the exception of parks and gardens.

The Burton East Analysis Area only has a shortfall highlighted against natural provision.

Provision for children and young people

Table 4.3.3 shows the position for each sub-area as to whether it is sufficient or identified as having a shortfall against the recommended standard in terms of provision for children and young people.

Table 4.3.3: Current play provision against recommended quantity standard

| Analysis area | Hectares per 1000 population | |
|---------------|------------------------------|--|
| | Current provision | Sufficiency/deficiency against 0.06 recommended standard |
| Burton East | 0.03 | - 0.03 |
| Burton West | 0.04 | - 0.02 |
| Rural 1 | 0.10 | +0.04 |
| Rural 2 | 0.09 | + 0.03 |
| Uttoxeter | 0.05 | - 0.01 |

The Burton East, Burton West and Uttoxeter analysis areas are identified as having a shortfall against the recommended standard. The Rural 1 Analysis Area and Rural 2 Analysis Area currently meet the recommended quantity standard.

Identifying priorities

The focus for areas identified as being sufficient against the existing quantity standards will be for priorities to ensure quality and accessibility standards are being met. Table 4.3.2 and 4.3.3 also highlights those areas of the Borough with shortfalls in open space provision.

The recommended quantity standards should also be used to determine the open space requirements as part of new housing developments. In the first instance, all types of open space provision should look to be provided as part of new housing developments.

If this is not considered viable, the column signalling whether an analysis area is sufficient or has a shortfall against the recommended quantity standards may be used to help inform the priorities for each type of open space within each analysis area (i.e. the priorities will be where a shortfall has been identified).

For example, in the Uttoxeter Analysis Area, shortfalls are highlighted across all forms of open space provision with the exception of parks and gardens (see Table 4.3.2). On this basis, this should be identified as a priority area for new forms of provision. If not feasible, then ensuring contributions to enhancing the quality and accessibility of existing open space provision will be necessary.

PART 5: POLICY ADVICE AND RECOMMENDATIONS

5.1 Recommendations

The following section provides a summary on the key findings through the application of the quantity, quality and accessibility standards. It incorporates and recommends what the Council should be seeking to achieve in order to address the issues highlighted.

Recommendation 1

- ◀ *Ensure low quality sites are prioritised for enhancement*

The policy approach to these sites should be to enhance their quality to the applied standards (i.e. high quality) where possible. This is especially the case if the site is deemed to be of high value to the local community. Therefore, they should initially be protected, if they are not already so, in order for their quality to be improved.

The implications summary of low quality sites (p15-19) identifies those sites that should be given consideration for enhancement if possible. Priority sites should be those highlighted as helping or with the potential to serve gaps in provision (see Recommendation 2)

Recommendation 2

- ◀ *Sites helping or with the potential to serve areas identified as having gaps in catchment mapping should be recognised through opportunities for enhancement*

The implications summary for the accessibility catchment mapping (p21-24) highlights those sites that help or have the potential to serve gaps in provision. Furthermore, there are a number of sites across East Staffordshire with a multi-functional role which may serve (to some extent) the wider areas of the Borough.

The Council should seek to ensure the role and quality of these multi-functional sites through greater levels and diverse range of features linked to those types of open space. This is in order to provide a stronger secondary role as well as opportunities associated with other open space types. This may also help to minimise the need for new forms of provision in order to address gaps in catchments or as a result of potential new housing growth developments. This may particularly be the case in areas where the space to create new forms of provision is not an option.

Recommendation 3

- ◀ *Recognise areas with sufficient provision in open space and how they may be able to meet other areas of need*

If no improvements can be made to sites identified as lower quality (p15-19), then a change of primary typology should be considered (i.e. a change of role).

If no shortfall in other open space types is noted (p25), or it is not feasible to change the primary typology of the site, only then the site may be redundant/ 'surplus to requirements'.

Recommendation 4

- ◀ *The need for additional cemetery provision should be led by demand*

No standards have been set for the provision of cemeteries. Instead provision should be determined by demand for burial space. It is understood that there are plans in place to provide long term burial capacity across the Borough, which will be in place over the local plan period.

5.2 Implications

The following section sets out the policy implications in terms of the planning process in East Staffordshire. This is intended to help steer the Council in seeking contributions to the improvement and/or provision of any new forms of open space.

How is provision to be made?

The requirements for on-site or off-site provision will vary according to the type of open space to be provided. Collecting contributions from developers can be undertaken through the following two processes.

Community Infrastructure Levy (CIL) and Planning Obligations are the two main mechanisms available to the Council to ensure future development addresses any adverse impacts it creates. If required, Planning Conditions can be used to ensure that key requirements are met.

Planning obligations

Planning Conditions and Obligations (often known as Section 106 Agreements) require individual developments to provide or pay for the provision of development specific infrastructure requirements. They are flexible and deliver a wide range of site and community infrastructure benefits.

A development should make appropriate provision of services, facilities and infrastructure to meet its own needs. Where sufficient capacity does not exist, the development should contribute what is necessary either on-site or by making a financial contribution towards provision elsewhere.

Community Infrastructure Levy (CIL)

The CIL is a newer method of requiring developers to fund infrastructure facilities including open spaces. Charges are based on the size and type of new development. It will generate funding to deliver a range of Borough wide and local infrastructure projects that support residential and economic growth.

CILs are to be levied on the gross internal floor space of the net additional liable development. The rate at which to charge such developments is set out within a council's Charging Schedule. This will be expressed in £ per m².

More recently, in tandem with the Housing White Paper, an update to the DCLG consultation on CIL proposes an overhaul of the current system. It is unlikely that CIL will be progressed at this stage for ESBC.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Seeking developer contributions

This document can inform policies and emerging planning documents by assisting in the Council's approach to securing open spaces through new housing development. The evidence should form the basis for negotiation with developers to secure contributions for the provision of appropriate facilities and their long term maintenance as well as the design of reserved matters.

The wider benefits of open space sites and features regardless of size should be recognised as a key design principle for any new development. These features and elements can help to contribute to the perception of open space provision in an area, at the same time as also ensuring an aesthetically pleasing landscape providing wider social, environmental and health benefits. Sport England's Active Design looks at the opportunities to encourage sport and physical activity through the built environment in order to support healthier and more active lifestyles. It is therefore important for planning to consider the principles of Active Design.

In smaller, infill, development areas where open space provision is identified as being sufficient in terms of quantity and subsequently, therefore, provision of new open space is not deemed necessary. It may be more suitable to seek contributions for quality improvements and/or new offsite provision in order to address any future demand.

Outside of residential developments, contributions to open spaces should also be sought from commercial developments. Non-residential users of open space sites, whether workers or visitors, add to the demand of existing provision. In contrast to contributions from residential developments, which are based on dwellings, commercial contributions could correspond to the expected number of net additional employees from the proposal. This could be based on the use and amount of floor space for example.

Any new developments are likely to also need provision of sustainable urban drainage systems (SUDS). In some instances, this may form part of landscaped areas or features of a site. In some appropriate instances, the open space provision to be sought for the development may therefore also have the ability to provide this role. However, it is important that the primary function of the open space being sought should be as open space. The SUDS should therefore not impact on the recreational use of the open space provision to also be sought as part of a development.

Off site contributions

If new provision cannot be provided on site it may be more appropriate to seek to enhance the quality of existing provision and/or improve access and linkages to existing sites. In some instances, a development may be located within close proximity to an existing site. In such cases, it may be more beneficial for an offsite contribution to avoid creation of small incremental spaces so close to existing sites.

Standard costs for the enhancement of existing open space and provision of new open spaces should be clearly identified and revised on a regular basis by the Council. Setting out this approach within a Supplementary Planning Document is recommended.

Maintenance contributions

There will be a requirement on developers to demonstrate that where onsite provision is to be provided it will be managed and maintained accordingly. In some instances, the site may be adopted by the Council, which will require the developer to submit a sum of money in order to pay the costs of the site's future maintenance. Often the procedure for councils adopting new sites includes:

- ◀ The developer being responsible for maintenance of the site for an initial agreed establishment period.
- ◀ Sums to cover the maintenance costs of a site (once transferred to the Council) should be intended to cover an agreed set period.

Calculations to determine the amount of maintenance contributions required should be based on current maintenance costs. The typical maintenance costs for the site should also take into consideration its open space typology and size.

5.3 Approach to developer contributions

KKP advocates the requirement for open space should be based upon the number of persons generated from the net increase in dwellings in the proposed scheme. We also promote the use of quantity provision standards (in hectares per 1,000 population) in calculating the open space requirements of new housing development.

Flexible approach

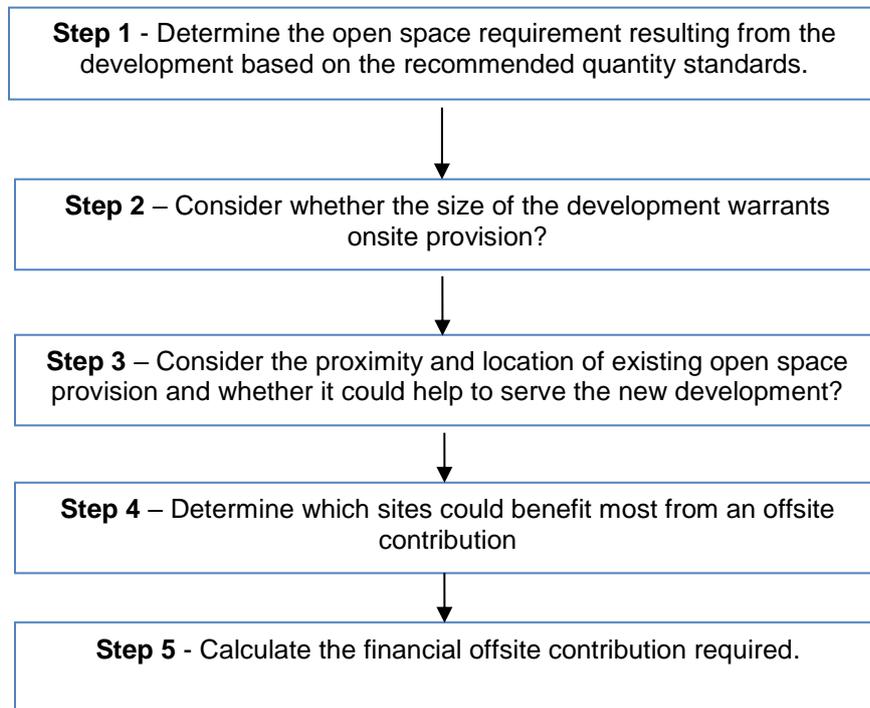
A focus of this update study has been to recognise the role quality and accessibility has in terms of open space provision. Future need should not just centre on quantity requirements of new residential developments. For instance, a new residential development may not warrant onsite provision but contribution to an existing site within close proximity could be.

The flowchart (Figure 5.3.1) sets out the process that should be considered when determining contributions in terms of quantity, quality and accessibility. For larger scale developments, the provision standards should be used to help determine the requirements for open space provision as part of a development.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

The figure below sets out the processes that should be considered when determining developer contributions towards open space provision.

Figure 5.3.1: Determining developer contributions



EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Determining onsite or offsite contributions

The requirement for on or off-site provision should be undertaken in conjunction with the accessibility and quality of existing open space provision. For instance, if an existing form of open space is located within access to the development there may not be a requirement to provide onsite provision.

Small sized onsite contributions should be avoided on developments smaller in size where necessary. It is recognised that open spaces of a particular small size hold less recreational use and value. The presence of additional smaller sites will also add to the existing pressures of maintenance regimes and safety inspections. It is therefore suggested that a minimum threshold is used to determine if provision should be provided on or off site.

Both the GLA and FIT offer some guidance to the potential minimum threshold size of sites (Table 5.3.1). New open space provision should look to be provided as offsite contributions if the calculated open space requirement for the proposed development falls below the size threshold. If the requirement is above the threshold, it should look to be provided onsite as part of the development.

Table 5.3.1: Minimum size threshold for contributions:

| Classification | | Minimum size of site |
|--------------------------|-----------------|-------------------------|
| Allotments | | 0.4 ha (0.025 per plot) |
| Amenity greenspace | | 0.4 ha |
| Natural and semi natural | | 0.4 ha |
| Parks and gardens | | 2 ha |
| Play areas* | Equipped | 0.04 ha |
| | Informal/casual | 0.10 ha |

Source: GLA Open space strategies: Best practice guidance (2009)

Play area recommendation

Residential developments should normally be required to meet the need for play provision generated by the development on site, as an integral part of the design. Where this is not feasible, payment of a development contribution will be used to install or upgrade play facilities in the vicinity of a proposed development.

A play area must be sited within an open space sufficient to accommodate the provision and its required buffer zone to ensure residential amenity is maintained. Buffer distances ensure that facilities do not enable users to overlook neighbouring properties, reducing possibility of conflict. Any play requirements should be counted as additional to any other onsite open space requirement (e.g. provision of amenity greenspace should not also be counted as informal play provision).

Fields in Trust (FIT) offer guidance to the appropriate buffer zone areas dependent upon the type of play provision (i.e. the larger the scale of play provision, the greater the buffer zone recommended).

* Minimum recommended size for play areas by Fields In Trust

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

FIT also recommend minimum site areas for different levels of formal play; LAP (Local Area for Play) is approximately 0.01ha, or 100 sq. metres (0.01ha), LEAP (Local Equipped Area for Play) is approximately 0.04 hectares, or 400 sq. metres per 1,000 population, and for larger forms of play i.e. NEAPs (Neighbourhood Equipped Area of Play), FIT recommends an area of 0.10 hectares per 1,000 population.

On this basis, a development of 435 dwellings* or more would be required to warrant on-site provision of play equipment. This means that for a significant number of developments, play provision may take the form of developer contributions to up-grade and expand the local equipped play provision in the vicinity of the development. However, play provision may still need to be made on sites in locations where the nearest existing play site is deemed too far away.

The extent to which the amount of the required provision should be made on site by way of informal provision would be determined on a case by case basis subject to site size, shape, topography, the risk of conflict with existing neighbouring residential properties and feasibility. Any informal provision can include useable informal grassed areas but should not include landscaping areas as these are regarded as formal provision. Opportunities to provide inclusive forms of play equipment at sites should be encouraged.

Next steps

Supplementary Planning Document

The Council may wish to develop a Supplementary Planning Document (SPD) to provide further detail on the policies and proposals within the Local Plan. An SPD focusing on open space provision standards and how they will be applied could assist in the consideration and determining of planning applications.

The following topics/headings may wish to be considered if the Council progresses with creating an SPD:

- ◀ Policy context – where does the requirement for open space sit in terms of national and local planning policy
- ◀ Overview of the evidence base used to inform setting of standards
- ◀ Explanation to the set provision standards
- ◀ Explanation to how the standards are applied and how contributions are calculated
- ◀ Setting process for calculating the financial contribution for off-site provision or improvements
- ◀ Design principles for open space provision
- ◀ Setting process for calculating maintenance costs required

* Based on national household occupancy rate of 2.3 people per dwelling

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

APPENDIX ONE: EXAMPLE OF APPLIED QUANTITY STANDARDS

The exact nature and location of provision associated with these developments should be fully determined through the local planning process, which may in some instances, for example, include off site contributions in the form of enhancing existing sites where appropriate.

It is important that the Council secures appropriate contributions from new developments to provide for the needs arising from the residents of that development.

It is recommended that the requirement for open spaces is based upon the number of persons generated from the net increase in dwellings in the proposed scheme. This will use a household occupancy rate of 2.3* persons per dwelling and is calculated as:

$$\text{Total housing capacity figure} \times \text{household occupancy rate} = \text{estimated population}$$

The next stage is to calculate the open space requirements. This utilises the recommend quantity standards per typology against the estimated population. This is calculated by:

$$\text{Estimated population} \times \text{standard set by typology} / 1,000 = \text{open space requirement}$$

Following this approach will enable the Council to calculate the amounts of open space provision required as part of new housing developments.

A number of examples are set out below showing application of the quantity standards:

Example 1:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|----------------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Branston Locks | 2,500 | 5,750 | 5.00 | 10.87 | 4.77 | 1.38 | 0.35 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided onsite.

Example 2:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|---------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Rural 2 | 90 | 207 | 0.18 | 0.39 | 0.17 | 0.05 | 0.01 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided as offsite contributions.

* ONS National average household size

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Example 3:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|-----------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Uttoxeter | 140 | 322 | 0.28 | 0.61 | 0.27 | 0.08 | 0.02 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided as offsite contributions. The exception is for natural and semi-natural greenspace which should be provided onsite.

Example 4:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|---------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Rural 1 | 100 | 230 | 0.20 | 0.43 | 0.19 | 0.06 | 0.01 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided as offsite contributions. The exception is for natural and semi-natural greenspace which should be provided onsite.

Example 5:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|-------------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Burton West | 25 | 58 | 0.05 | 0.11 | 0.05 | 0.01 | 0.003 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided as offsite contributions.

Example 6:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|-------------|------------------------|------------|-----------------------------|-------------|-------------|-------------------|--------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Burton West | 484 | 1,113 | 0.97 | 2.10 | 0.92 | 0.27 | 0.07 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), the open space requirements as part of the development for parks and allotments should look to be provided as offsite contributions. Onsite contributions should be sought for natural greenspace, amenity greenspace and play provision.

EAST STAFFORDSHIRE OPEN SPACE STANDARDS PAPER

Example 7:

| Area | Total housing capacity | Population | Open Space Requirement (ha) | | | | |
|-------------|------------------------|------------|-----------------------------|--------------------|--------------------|--------------------------|---------------------|
| | | | Parks 0.87 | NSN 1.89 | AGS 0.83 | Allotment 0.24 | Play 0.06 |
| Burton East | 148 | 340 | 0.29 | 0.64 | 0.28 | 0.08 | 0.02 |

On this basis and using the minimum size threshold for contributions (Table 5.3.1), all the open space requirements as part of the development should look to be provided as offsite contributions. The exception is for natural and semi-natural greenspace which should be provided onsite.

