



STAFFORDSHIRE MOORLANDS DISTRICT COUNCIL

OPEN SPACE STUDY

STANDARDS PAPER

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QUALITY, INTEGRITY, PROFESSIONALISM

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EXECUTIVE SUMMARY

The Standards Paper identifies the deficiencies and surpluses in existing and future open space provision. It also helps inform an approach to securing open space facilities through new housing development and negotiations with developers for contributions towards open space. Provision standards focusing on quantity, quality and accessibility are set within the document to help inform these processes.

A total of 236 sites are identified as open spaces across Staffordshire Moorlands. This equates to over 665 hectares. Open space is categorised by the different types of provision. A summary for each type is provided below:

Open space type	Summary
Parks and gardens	Shortfalls are potentially identified in terms of quantity and accessibility across the District; none are considered to be a significant issue. The focus should be on ensuring quality of existing sites as a priority.
Natural and semi-natural greenspace	Provision of natural and semi-natural greenspace is generally sufficient in terms of quantity and accessibility; predominantly due to the location of the Peak National Park. The focus for natural provision should be on enhancing quality and capacity of existing sites.
Amenity greenspace	Quantity and accessibility are considered to be generally sufficient. The focus is therefore on ensuring quality standards are met.
Provision for children and young people	Shortfalls in quantity, accessibility and quality are identified. Furthermore, consultation highlights demand for additional provision. The focus should be on addressing these needs.
Allotments	Addressing demand identified through waiting lists should be the focus.
Cemeteries	Burial capacity should be used to inform requirements for provision. It is understood remaining capacity is still available.
Civic space	Focus should be on ensuring quality of existing provision.

Shortfalls in quality and accessibility standards are identified across the District 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 District. The setting and application of quantity standards is therefore necessary to ensure new developments contribute to the provision of open space across the area.

To enable this, quantity standards are recommended for most forms of open space:

Typology	2017 Recommended Quantity Standard (ha per 1,000 population)
Parks & gardens	0.14
Natural & semi-natural greenspace	Not set
Amenity greenspace	0.60
Allotment	0.10
Provision for children & young people	0.08

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No quantity standard is set for natural provision. This is due to sufficient quantity and accessibility levels being identified. The location and proximity of the Peak District National Park is also recognised as a significant contributor to natural provision in the area

Quantity standards are used to identify areas of Staffordshire Moorlands currently sufficient or deficient against the recommended standards. This helps inform priorities for future needs. A summary of the identified shortfalls is provided below:

Analysis Area	Identified quantity shortfalls
Biddulph	<ul style="list-style-type: none"> ◀ Shortfall in parks and gardens ◀ Shortfall in allotment provision ◀ Shortfall in play provision
Cheadle	<ul style="list-style-type: none"> ◀ Shortfall in parks and gardens ◀ Shortfall in allotment provision ◀ Shortfall in play provision
Leek	n/a
Rural	<ul style="list-style-type: none"> ◀ Shortfall in parks and gardens ◀ Shortfall in allotment provision ◀ Shortfall in play provision
National Park	<ul style="list-style-type: none"> ◀ Shortfall in parks and gardens ◀ Shortfall in amenity greenspace

The recommended quantity standards also determine the open space requirements as part of new housing developments. Staffordshire Moorland has an existing approach for calculating developer contributions which uses quantity standards for certain categories of open space. This sets out the requirements in hectares per 1,000 population. The amount of provision required is calculated by taking the total number of bedrooms that are to be provided on the site and multiplying by the quantity standards. For offsite contributions, a calculation is made for the capital sum in lieu of this amount of provision. This is based on land costs for the open space types of playing fields and play areas.

We recommend the current approach to calculating developer contributions in Staffordshire Moorlands is revised to be more in line with the approach set out within the appendices. Currently the existing method is only able to stipulate the requirements for two types of open space resulting from demands of new housing developments (playing fields and play areas). Furthermore, this is based on evidence as part of a 2004 Supplementary Planning Guidance.

It is important to recognise the role quality and accessibility has in terms of open space provision. Future need should not just focus on quantity requirements of new residential developments. For instance, a new residential development may not warrant onsite provision but could require contributions to an existing site within close proximity.

On this basis, whilst no quantity standard is set for natural provision, it is still necessary to ensure demand from future developments is not detrimental to existing provision. In addition, the amount of LNR provision in the District should aim to be greater (in accordance with the Natural England Accessible Natural Greenspace Standard). Possible options for contributions to natural greenspace are discussed within the Standards Paper. Processes for determining on and off-site contributions for all types of open space provision are also recommended.

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PART 1: INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for Staffordshire Moorlands District Council (SMDC). 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 Staffordshire Moorlands. Both documents act as an update to the previous open spaces study in 2009 (not undertaken by KKP).

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 policies designed to inform the Council's core strategy and emerging Local Plan.

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. Includes urban woodland and beaches, where appropriate.
	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 green corridors is not included within the scope of the report. SMDC are currently preparing a Green Infrastructure (GI) Network Strategy which looks to cover the provision of green corridors. The aim of the GI Strategy is to develop an integrated network of high quality and multi-functional green infrastructure. This open space update is therefore a key supporting document to the GI Strategy.

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

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'Playing Pitch Strategy Guidance' for assessing demand and supply for outdoor sports facilities (2013).

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Analysis areas

For the purpose of the Standards Paper, Staffordshire Moorlands has been split into five analysis areas; Biddulph, Cheadle, Leek, Rural and National Park. 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

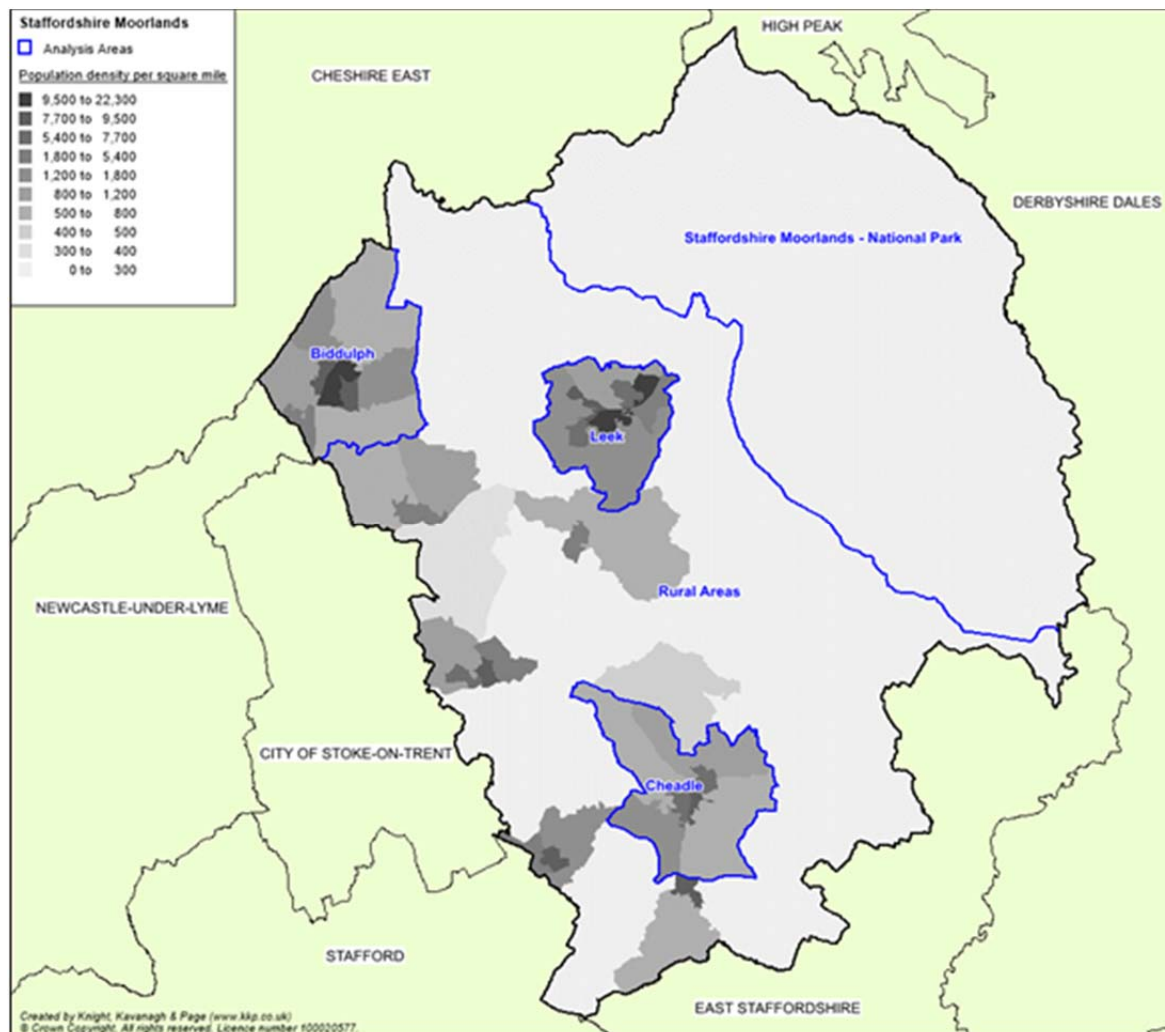
Analysis Area	Population ¹
Biddulph	20,153
Cheadle	12,175
Leek	21,025
Rural	39,308
National Park	5,220
Staffordshire Moorlands	97,881

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

¹ Populations are based on ONS Mid-Year 2015 estimates.

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Figure 1.1: Map of Staffordshire Moorlands analysis areas



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PART 2: ASSESSMENT REPORT SUMMARY

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

2.1 Parks and gardens

- ◀ There are two sites classified as parks and gardens totalling under 14 hectares. Leek Brough Park makes up the majority of this hectareage with 13.45 hectares.
- ◀ Parks and gardens provision is only found in the Leek Analysis Area. As a whole, Staffordshire Moorlands has a current standard of 0.14 hectares per 1,000 population.
- ◀ As provision only exists in the Leek Analysis Area, catchment gaps are seen in the remaining analysis areas; however, they are all well served by other forms of open space provision, such as amenity greenspace and natural and semi-natural greenspace.
- ◀ Leek Brough Park scored high for quality in the 2009 study. Since then, the site has retained a good standard of quality and still scores high. Consultation does highlight that the site has the potential to be even better.
- ◀ Since the last study, Birch Gardens has undergone significant improvements, resulting in it moving from low quality to high quality.
- ◀ Whilst shortfalls are potentially identified in terms of quantity and accessibility across the District; none are considered to be a significant issue. The focus for parks provision should be on ensuring quality of existing sites as a priority.

2.2 Natural and semi-natural greenspace

- ◀ In total there are 38 natural and semi-natural greenspaces, totalling over 502 hectares.
- ◀ There is a good spread of natural and semi-natural greenspace identified across Staffordshire Moorlands. Application of ANGSt walk times shows a potential gap in provision to the south of Cheadle. The presence of the Peak National Park plays a significant factor in access to provision across the area.
- ◀ Staffordshire Moorlands currently has seven sites designated as a Local Nature Reserve (LNR). Based on Natural England's ANGSt, a population such as Staffordshire Moorlands (97,881) is recommended to have approximately 98 hectares of LNR. As it stands, Staffordshire Moorlands falls short of this standard, with 70 hectares of LNR.
- ◀ Over two thirds (68%) of natural and semi-natural provision is rated as high quality. A number of sites have increased in quality since the 2009 study.
- ◀ Like parks and gardens provision, natural and semi-natural greenspace are often highly valued within communities helping to offer access to recreational opportunities.
- ◀ Provision of natural and semi-natural greenspace is generally sufficient in terms of quantity and accessibility; predominantly due to the location of the Peak National Park. The focus for natural provision should be on enhancing quality and capacity of existing sites.

2.3 Amenity greenspace

- ◀ A total of 73 amenity greenspace sites are identified, totalling over 98 hectares.
- ◀ Most amenity greenspace sites are located in the Rural Area (29). However, Biddulph Analysis Area has the greatest amount of provision proportionally per 1,000 populations with 1.44 (compared to 1.07 for Staffordshire Moorlands as a whole).
- ◀ There are no significant gaps in provision identified from catchment mapping.
- ◀ Since the last study, a number of sites have had improvement works. For example, Hall's Road Sports Ground has undergone improvements, moving it from low to high quality.
- ◀ Quantity and accessibility are considered to be generally sufficient. The focus for amenity greenspace is therefore on ensuring quality standards are met.

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2.4 Provision for children and young people

- ◀ There is a total of 57 sites across Staffordshire Moorlands identified as play provision.
- ◀ The highest number of play sites is in the Rural Analysis Area (23). However, the Leek Analysis Area has the greatest amount of provision per 1,000 population with 0.16.
- ◀ FIT standard (0.25 ha per 1,000 population) is not met if only play equipment is recorded; across the authority an equivalent of 0.07 ha per 1000 population exists. If play equipment and the parent site area are used then a current provision of 0.56 ha per 1000 population is observed which is well above the FIT standard of 0.25 ha per 1,000 population.
- ◀ There are minor gaps in catchment mapping in all five analysis areas for provision for children and young people (equipped/designated). Further investigation into the catchment mapping is needed to determine any actual gaps in provision.
- ◀ Provision quality is mixed. However, several sites have been improved since the last study.
- ◀ Shortfalls in quantity, accessibility and quality are identified. Furthermore, consultation highlights demand for additional provision. The focus should be on addressing needs.

2.5 Allotments

- ◀ A total of 16 sites are classified as allotments in Staffordshire Moorlands. All major settlements are served by allotment provision.
- ◀ The NSALG standard is not met across any analysis area. However, consultation with parish and town councils suggests supply and demand is fairly evenly balanced. A steady demand exists with waiting lists in operation. However, waiting times are reasonable.
- ◀ Quality of provision is considered to be roughly the same as in the previous report. However, improvements to sites is often undertaken by the associations found on sites.
- ◀ Addressing demand for allotments, identified through waiting lists, should be the focus.

2.6 Cemeteries

- ◀ There are 47 sites classified as churchyards or cemeteries; nearly 30 hectares.
- ◀ Leek Cemetery is understood to be nearing burial capacity. However, Buxton Road Cemetery has approximately 20 years remaining; with potential for further expansion.
- ◀ Burial capacity should be used to inform requirements for provision. It is understood remaining capacity is still available.

2.7 Civic Space

- ◀ There are three sites classified as civic space; an increase of one site since the previous study. This is due to a new form of provision being developed called Sparrow Park.
- ◀ The focus should be on ensuring quality of existing provision.

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PART 3: SETTING PROVISION STANDARDS

3.1 Developing and setting standards

The following section derives and details the proposed local standards recommended for SMDC. It details how current provision levels identified as part of the 2017 update compare to existing standards, relevant national benchmarks and whether any adjustment to the SMDC proposed standards are required based on this comparative data.

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 SMDC.

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 with all town councils and surveys being sent 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 Update 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

The remit for this work is as an update to the 2009 Study. Consequently, the quality scores from the previous study have been used as a starting point. In the 2009 study, each element used to score quality was rated on a scale of very good (5 points) to poor (1 point) with a total percentage score then calculated. Where an element of provision (such as toilets) was considered to not be applicable, it was removed from the calculation of the overall score.

The 2009 study set benchmark quality standards for certain typologies. The same benchmarks are applied to identify higher and lower quality sites as part of this update; as the update study has utilised the existing quality scores from the last audit. In instances where a benchmark quality standard had not been set in 2009, the average quality rating for that form of open space typology has been used to distinguish between higher and lower quality sites. Table 3.2.1 sets out the benchmark quality standards by typology.

Table 3.2.1: Quality benchmark standards

Typology	2009 required quality benchmark score	2017 benchmark score
Parks & gardens	Not set	92%
Natural & semi-natural greenspace	73%	73%
Amenity greenspace	75%	75%

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Allotment	69%	69%
Provision for children & young people	75%	75%

Little guidance is offered at a national level for quality benchmarking. The exception is the Green Flag Award Accreditation. However, this is intended as an exceptionally high level of quality not suitable for all types of open space. Furthermore, as the site visit data is different to the criteria of Green Flag it is not justified in its use.

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 with all town councils and surveys being sent to all parish councils.

These consultations have been used to identify where sites have been deemed to have improved to a good level. In such instances, if appropriate, their quality rating is increased to above the required score. Where sites are stated to have declined in quality, their quality rating is reduced to below the required score. Any new sites are rated based on perception of quality from consultation. All sites are scored as being of high or low quality where possible

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.

The 2009 study set out recommended accessibility standards. 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 play provision. These vary depending on the designation of play provision (LAP, LEAP, NEAP and other provision).

Natural England's Accessible Natural Greenspace Standard (ANGSt) provides a set of benchmarks for ensuring access to places near to where people live. This utilises the size of natural provision to suggest the catchment distance to apply.

No national benchmarking or standards are set for the typologies of allotments, civic spaces 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 2009 recommended accessibility standards and the national accessibility standards where applicable.

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Table 3.3.1: Accessibility guidelines to travel to open space provision

Typology	Accessibility catchment distances		
	2009 recommended	FIT	ANGSt
Parks & gardens	15 minute walk time (Urban)	9 minute walk time (710m)	Not set
	20 minute drive time (Rural)		
	22 minute drive time (Country parks)		
Natural & semi-natural greenspace	15 minute walk time	9 minute walk time (720m)	Sites at least 2 hectares with 300 metre catchments
			Sites at least 20 hectares with 2 kilometres catchment
			Sites at least 100 hectares with 5 kilometres catchment
			Sites at least 500 hectares with 10 kilometres catchment
Amenity greenspace	10 minute walk time	6 minute walk time (480m)	Not set
Allotment	15 minute walk time	Not set	Not set
Provision for children & young people	10 minute walk time (Younger ages)	100m (LAP) 400m (LEAP)	Not set
	15 minute walk time (Older ages)	1,000m (NEAP) 700m (Skate parks, MUGA, etc)	

Recommendation for accessibility standards

For the purposes of this study, we have utilised the FIT accessibility catchments for most typologies and the ANGSt for natural and semi-natural greenspace.

The ANGSt recommendations are considered to be a more reflective representation to the levels and types of natural provision which exists within the Staffordshire Moorlands area; especially given its more rural characteristics. The proximity of the Peak District National Park is a significant contributor and factor in people's views towards the access of natural greenspace. Several parish councils identify the close proximity or actually being situated within the National Park. Consequently, accessibility to natural provision is generally not considered an issue. The ANGSt recommendations are therefore considered to best represent existing provision and how it is used.

The FIT accessibility catchments are nationally recognised benchmarks. Whilst the catchments are smaller than those recommended in 2009, no significant gaps in accessibility catchments are highlighted when applied. Using the smaller FIT catchments also helps in the identification of multi-functional forms of provision. Consequently, this is a useful tool in setting priorities and principles of action for open space later in the

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document. For example, in terms of parks there are only two sites identified in Staffordshire Moorlands. Application of the FIT accessibility catchments highlights other forms of open space provision which help to serve these catchment gaps. 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 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.

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 or civic space. Cemetery provision should be determined by instances of demand such as burial capacity and local need. Civic space provision is often recognised as only being of use and existence in central locations of high population density i.e. town centres etc. Therefore, future need of such provision should be guided by other considerations such as design.

To set a quantity standard it is necessary to review existing standards (recommended as part of the 2009 study) against national benchmarks and existing levels of provision identified as part of the 2017 update. The current provision levels are initially detailed in the Update 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 the existing standards, national benchmarks and current provision levels identified.

Table 3.4.1: Comparison of existing standards, national benchmarks and current provision

Typology	Hectares per 1,000 population		
	2009 recommended standards	National benchmarks	Current provision levels
Parks & gardens	0.23	0.80	0.14
Natural & semi-natural greenspace	0.75	0.60	5.44
Amenity greenspace	0.30	1.80	1.07
Allotment	0.097	0.25	0.12

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Provision for children & young people	0.08	0.25	0.07
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Current provision levels for most typologies are above the 2009 recommended standards. The exception is for parks and gardens with a current provision level of 0.14 hectares per 1,000 population compared to a recommended standard of 0.23 hectares per 1,000 population.

Recommendation for quantity standards

The national quantity standards are not deemed as appropriate for use in comparison to locally derived quantity standards. This is especially as Staffordshire Moorlands has large areas rural in characteristic.

On this basis, recommendations and the justifications for setting quantity standards for each type of open space is set out below:

Parks and gardens:

Parks and Gardens: 2017 Recommended Quantity Standard
0.14 hectares per 1,000 population
Justification
The 2009 study recommended a standard of 0.23 hectares per 1,000 population. However, this was based on there being five sites classified as parks (three of which have been reclassified as part of this update study). No issues with the amount of parks provision is highlighted through consultation. Instead the emphasis is placed on the quality and up keep of existing forms of provision. The setting of the standard based on current provision in 2017 will therefore better represent current levels and enable, where appropriate, enhancement to existing sites.

Natural and semi-natural greenspace:

Natural and Semi-Natural Greenspace: 2017 Recommended Quantity Standard
Not set
Justification
The 2009 study recommended a standard of 0.75 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 5.44 hectares. The change in values reflects the difference in the number of sites and hectares of provision. The Update Report details the changes. Consultation does not highlight any concerns with the amount or accessibility of provision. For instance, several parish councils recognise the proximity of the Peak District National Park. It is therefore recommended that a quantity standard is not set for natural and semi-natural greenspace. However, it is still necessary to ensure future demand from growth is not detrimental to existing provision. Furthermore, working towards the ANGSt requirements for LNR provision is still recommended. Consequently, where appropriate, contributions will still need to be sought to ensure quality and access to existing sites is sufficient. To ensure this, consideration to establishing a set fee per household for natural and semi-natural provision is recommended. Contributions to natural provision should be with particular regard to the priorities, opportunities and 11 strategic corridors/areas set out in the draft Green Infrastructure Network for Staffordshire Moorlands; as there is still a need to ensure ongoing access for new developments to existing forms of provision.

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Amenity greenspace:

Amenity greenspace: 2017 Recommended Quantity Standard
0.60 hectares per 1,000 population
Justification
The 2009 study recommended a standard of 0.30 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 1.07 hectares. The change in values reflects the difference in the number of sites and hectares of provision. The Update Report details the changes. Consultation does not highlight any concerns with the amounts of provision. Setting the quantity standard more in line with 2017 levels is recommended as the audit of sites the 2009 study is based on is significantly less than what actually exists. However, nearly tripling the existing standard of 0.30 to 1.07 hectares per 1,000 population is potentially not viable. We therefore suggest doubling the existing standard to 0.60 hectares per 1,000 population in order to work towards the current provision levels which exist. This figure should be reviewed again in the future to ensure a continuation to work towards a more accurate quantity standard.

Allotments:

Allotments: 2017 Recommended Quantity Standard
0.10 hectares per 1,000 population
Justification
The 2009 study recommended a standard of 0.097 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 0.12 hectares. The change in values reflects the difference in the number of sites and hectares of provision. Consultation identifies a steady demand for plots (as waiting lists do exist) but waiting times are considered reasonable. Setting a standard in between the 2009 and 2017 figures is recommended. This will ensure the continuation to provide for demand shown to exist in the area.

Provision for children and young people:

Provision for children and young people: 2017 Recommended Quantity Standard
0.08 hectares per 1,000 population
Justification
The 2009 study recommended a standard of 0.08 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 0.07 hectares. The change in values reflects the difference in the number of sites and hectares of provision. Consultation highlights instances of demand for greater and/or enhanced play provision. Consequently, retaining the 0.08 hectares per 1,000 population is recommended to ensure these instances of demand and future requirements for play are met.

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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.

The settlement hierarchy set out with the Adopted Core Strategy (proposed to be carried forward as part of the Local Plan) is utilised in order to reflect the roles, function and capacity of individual settlements. This is particularly relevant with regard to accessibility and quantity of provision including the identification of deficiencies. A summary of the settlement hierarchy is provided in Table 4.1.

Table 4.1: Settlement hierarchy in Staffordshire Moorlands

Hierarchy	Settlement		
Towns	Leek		
	Biddulph		
	Cheadle		
Larger villages	Alton	Ipstones	
	Biddulph Moor	Kingsley	
	Blythe Bridge & Forsbrook	Upper Tean	
	Brown Edge	Waterhouses	
	Cheddleton	Werrington & Cellarhead	
	Endon	Wetley Rocks	
Smaller Villages	Bagnall	Draycott	Meerbrook
	Blackshaw Moor	Foxt	Oakamoor
	Boundary	Froghall	Rudyard
	Bradnop	Heaton	Rushton Spencer
	Caverswall	Hollington	Stanley
	Checkley	Hulme	Stockton Brook
	Consall	Kingsley Holt	Swinscoe
	Cookshill	Leekbrook	Whiston
	Cotton	Longsdon	Winkhill
	Dilhorne	Lower Tean	
Other Rural Areas	Comprises countryside and green belt		

4.1: Quality

The 2009 study set benchmark quality standards for certain typologies. The same benchmarks are applied to identify higher and lower quality sites as part of this update; as the update study has utilised the existing quality scores from the last audit. In instances where a benchmark quality standard had not been set in 2009, the average quality rating for that form of open space typology has been used to distinguish between higher and lower quality sites. Table 3.1 sets out the benchmark quality standards by typology

The primary aim of applying a threshold is to identify sites where investment and/or improvements may be required.

Identifying deficiencies

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 with all town councils and surveys being sent to all parish councils.

These consultations have been used to identify where sites have been deemed to have improved to a good level. In such instances, if appropriate, their quality rating is increased to above the required score. Where sites are stated to have declined in quality, their quality rating is reduced to below the required score. Any new sites are rated based on perception of quality from consultation. All sites are scored as being of high or low quality where possible

Implications and recommendations

Following identification of high and low quality sites, 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 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.

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Table 4.1.1: Biddulph Analysis Area Quality Summary

Summary	Action
Allotments	
◀ All sites are of high quality	n/a
Amenity greenspace	
<ul style="list-style-type: none"> ◀ 10 sites score low for quality; Behind St David's Way, Church Road Playing Fields, Conway Road, Dorset Drive, East Drive, Endon Drive, Hot Lane Recreation Ground, Humber Drive, Slater Street and Springfield Road AGS 	<ul style="list-style-type: none"> ◀ Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site). Larger sites are of a higher priority due to potential recreation opportunities ◀ Sites such as Church Road Playing Fields (49) may be more of a priority due to size and therefore potential recreation opportunities ◀ Church Road Playing Fields also serves an important function in terms of access; without it there would be a gap in provision.
Cemeteries and churchyards	
◀ No sites of this typology are assessed as part of the study	n/a
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> ◀ Four sites score low for quality; Field View, Knypersley Pool, Palmerston Way and Springfield Road NSN 	<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 and improving user security in areas of isolation ◀ Palmerston Way (114) and Springfield Road NSN (131) serve an important function in terms of access; without them there would be a gap in provision.
Parks and gardens	
◀ No sites of this type classified within the analysis area	n/a
Provision for children and young people	
<ul style="list-style-type: none"> ◀ Three assessed sites score low for quality; The Paddock Play Area, Hot Lane Recreation Ground Play Area and Trim Trail St Davids Way 	<ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible (e.g. look to improve site maintenance regimes, as well as exploring options to increase the range of equipment) ◀ If replacement of equipment not feasible, looking to refurbish tired looking equipment, fencing and benches could be explored ◀ Hot Lane Recreation Ground Play Area (85.1) serves an important function in terms of access; without it there would be a gap in provision. ◀ Sites such as Trim Trail St Davids Way (192) and The Paddock Play Area (64.1) are covered by catchments of other sites such as Church Road (49.1 & 2) and Halls Road Play Area (76.1). removing the sites should be considered; especially given the proximity of other extensive sites nearby.

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Table 4.1.2: Cheadle Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> All sites are of high quality 	n/a
Amenity greenspace	
<ul style="list-style-type: none"> Six sites rate low for quality; Arundel Drive, Austin Close, Brookhouse Way, Hammersley Hayes Road, Millhouse Drive and Stanfields Playing Field 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site). Larger sites are of a higher priority due to potential recreation opportunities Sites such as Stanfields Playing Field and may be more of a priority due to size and therefore potential recreation opportunities Arundel Drive (5), Hammersley Hayes Road (77) and Stanfields Playing Field (152) serve an important function in terms of access; without them there would be a small gap in provision.
Cemeteries and churchyards	
<ul style="list-style-type: none"> No sites of this typology are assessed as part of the study 	n/a
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Two sites score low for quality; Newmarket and Tennyson Close 	<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 and improving user security in areas of isolation The two low quality sites are covered by catchments of other sites such as Hales Hall Pool Local Nature Reserve (75) and Cheadle Park Wood (189).
Parks and gardens	
<ul style="list-style-type: none"> No sites of this type classified within the analysis area 	n/a
Provision for children and young people	
<ul style="list-style-type: none"> Five sites score low for quality; Arundel Drive Play Area, Austin Close Play Area, Tean Road Rec Play Area, MUGA and Skate Park (classed as three sites). 	<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 Arundel Drive (5.1) and Tean Park Rec (42.1, 42.2 & 42.3) serve an important function in terms of access; without them there would be gaps in provision.

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Table 4.1.3: Leek Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> No sites of this typology are assessed as part of the study 	n/a
Amenity greenspace	
<ul style="list-style-type: none"> 10 sites score low for quality; Ashcombe Way Village Green, Charnwood Close, Curzon Rise, Haregate Recreation Ground, Pickwood Recreation Ground, Prince Charles Avenue, Ramsham View, Thorncliffe View, Westwood Recreation Ground Playing Field and Wettenhall Drive 	<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 facilities on site). Larger sites are of a higher priority due to potential recreation opportunities Charnwood Close (40), Curzon Rise (60), Wettenhall Drive (178), all in the west of Leek, serve an important function in terms of access; without them there would be gaps in provision. Haregate Recreation Ground (78), Prince Charles Avenue (119), Ramsham View (122) and Thorncliffe View (164), all to north east of Leek, serve an important function in terms of access; without them there would be gaps in provision. Sites such as Haregate Recreation Ground, Charnwood Close and Pickwood Recreation Ground may be more of a priority for enhancing due to size / potential recreational opportunities.
Cemeteries and churchyards	
<ul style="list-style-type: none"> No sites of this typology are assessed as part of the study 	n/a
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Leebrook Line, Lorien Close and Westwood Park Drive score low for quality. 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (look to enhance appearance, drainage and access as well as increasing the provision of basic ancillary features such as bins) The low-quality sites of Leebrook Line (14), Lorien Close (100) and Westwood Park Drive (172) are covered by catchments of other sites such as Ladderedge Country Park (96), Barnfields Ladderedge Country Park (14) and Wallbridge Drive (168).
Parks and gardens	
<ul style="list-style-type: none"> All assessed sites rate high for quality 	n/a
Provision for children and young people	
<ul style="list-style-type: none"> Two sites score low for quality; Brough Park Leisure Centre Play Area and Alma Street 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 Brough Park Leisure Centre Play Area (29.1 & 2) serves an important function in terms of access; without it there would be a gap in provision.

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Table 4.1.4: Rural Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> No sites of this typology are assessed as part of the study 	<ul style="list-style-type: none"> n/a
Amenity greenspace	
<ul style="list-style-type: none"> 19 sites rate low for quality; Alton Village Hall Playing Field, Branfield Road, Bridge Eye Playing Field, Cheddleton Playing Fields, Church Road Playing Fields, Crossfield Avenue, Dilhorne Recreation Ground Playing Field, Ipstones Recreation Ground, Kingsley Recreation Ground, Oak Mount Road, Oakamoor Park, Radley Way, Rudyard Football Pitch, School Road, The Rocks, Werrington Playing Fields, Wetley Rocks Playing Field, Whiston Eaves Playing Field and Whitmore Avenue 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site). Larger sites are of a higher priority due to potential recreation opportunities Sites such as Kingsley Recreation Ground may be more of a priority due to size and therefore potential recreation opportunities
Cemeteries and churchyards	
<ul style="list-style-type: none"> No sites of this typology are assessed as part of the study 	<ul style="list-style-type: none"> n/a
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Moorland Road (Cheddleton) and Mount Road (Forsbrook) are low quality sites. 	<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 and improving user security in areas of isolation Moorland Road (Cheddleton) (103) and Mount Road (Forsbrook) (105) serve an important function in terms of access; without them there would be a small gap in provision.
Parks and gardens	
<ul style="list-style-type: none"> No sites classified within this typology are located in this analysis area 	<ul style="list-style-type: none"> n/a
Provision for children and young people	
<ul style="list-style-type: none"> 12 sites score low for quality; Alton Adventure Play Area, Checkley PC Playing Field Play Area, Cheddleton Playing Fields Play Area, Clewlovs Bank Play Area, Dilhorne Recreation Centre Play Area, Ipstones Recreation Ground Play Area, Kingsley Holt Recreation Play Area, Kingsley Recreation Ground Play Area, Riverside Road Play Area, Toll Bar Playing Field Play Area, Wetley Rocks Playing Field Play Area and 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve site maintenance regimes, 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 In nearly all instances there would be gaps in catchment mapping if identified low quality sites were removed. Checkley PC Playing Field Play Area (44.1) and Riverside Road Play Area (123.1) in Upper Tean

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Summary	Action
Whiston Eaves Playing Field Play Area	serve an important function in terms of access; without them there would be gaps in provision.

Table 4.1.5: National Park Quality Summary

Summary	Action
Allotments	
◀ No sites of this typology are assessed as part of the study	◀ n/a
Amenity greenspace	
◀ Breech Close Open Space rates low for quality.	◀ Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site).
Cemeteries and churchyards	
◀ No sites of this typology are assessed as part of the study	◀ n/a
Natural and semi-natural greenspace	
◀ All assessed sites rate high for quality	◀ n/a
Parks and gardens	
◀ No sites classified within this typology are located in this analysis area	◀ n/a
Provision for children and young people	
◀ No sites of this typology are assessed as part of the study	◀ n/a

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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 with ANGSt being used for natural and semi-natural greenspace.

Table 4.2.1: Accessibility guidelines to travel to open space provision

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

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 standard 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).

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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 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 increases in 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: Biddulph Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	◀ No parks and gardens in this analysis area	n/a
Amenity Greenspace	◀ No gaps identified in FIT 6-minute walk time catchment, within areas of greater population density	n/a
Natural and semi-natural greenspace	◀ Gaps in catchment mapping against ANGSt 5-minute and 5 km walk time.	◀ As the area is covered by 2 km walk time, ensuring sufficient quality and access of existing sites is recommended.
Provision for children and young people	◀ Some minor gaps in FIT catchments for both LAP and LEAP provision, in areas of greater population density	<ul style="list-style-type: none"> ◀ Look to provide additional provision for children and young people based on recommended quantity standards ◀ If not possible, look to bridge gaps by enhancing existing provision to possibly become NEAP - catering for all age groups and may contain suitable MUGA, skate parks, youth shelters, adventure play equipment (and are often included within large park sites) as this would serve a wider catchment

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Table 4.2.4: Cheadle Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> No parks and gardens in this analysis area 	n/a
Amenity Greenspace	<ul style="list-style-type: none"> No gaps identified in FIT 6-minute walk time catchment, within areas of greater population density. 	n/a
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Gaps in catchment mapping against ANGSt 5-minute, 5 km and 10 km walk times. Also, minor gaps in 2 km walk time. 	<ul style="list-style-type: none"> Gaps against all catchment levels are focused to the south of the area, these should look to be met. If not possible, alternative should be to ensure sufficient quality and access to existing sites (i.e. Cecilly Brook, Hales Hall Pool LNR and Cheadle Park Wood) Other forms of open space with the potential to help serve catchment gaps could look to be enhanced particularly if of low quality (e.g. amenity sites like Tean Road Rec and Stanfields Playing Field may help to partly serve gaps). Opportunities to provide further natural and semi-natural greenspace features on such sites should be explored.
Provision for children and young people	<ul style="list-style-type: none"> No gaps in FIT catchments in areas of greater population density. 	n/a

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Table 4.2.5: Leek Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> ◀ Gaps identified in FIT 9-minute walk time catchment, within areas of greater population density 	<ul style="list-style-type: none"> ◀ Gaps in provision are met by amenity greenspace provision such as Haregate Recreation Ground and Westwood Recreation Ground and natural and semi natural provision including Barnfields Ladderedge Country Park and The Waste Recreation Ground
Amenity Greenspace	<ul style="list-style-type: none"> ◀ There are some small gaps identified in FIT 6-minute walk time catchment, within areas of greater population density 	<ul style="list-style-type: none"> ◀ Gap in provision served by other forms of open space provision including parks and gardens such as Leek Bough Park.
Natural and semi-natural greenspace	<ul style="list-style-type: none"> ◀ Gaps in catchment mapping against ANGSt 5-minute and 2 km walk time. 	<ul style="list-style-type: none"> ◀ As the area is covered by 5 km walk time, ensuring sufficient quality and access of existing sites is recommended. ◀ Gap in provision is also served by other forms of open space including Leek Brough Park as well as amenity sites such as Ball Haye Rec and Haregate Recreation Ground ◀ Key forms of open space with potential to help serve catchment gaps could look to be enhanced, particularly if of low quality
Provision for children and young people	<ul style="list-style-type: none"> ◀ Some minor gaps in FIT catchments in areas of greater population density 	<ul style="list-style-type: none"> ◀ Look to provide additional provision for children and young people based on recommended quantity standards ◀ If not possible, look to bridge gaps by enhancing existing provision at sites catering for all age groups particularly sites such as Brough Park

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Table 4.2.6: Rural Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> No parks and gardens in this analysis area 	n/a
Amenity Greenspace	<ul style="list-style-type: none"> No gaps in areas of greater population density identified against FIT 6-minute walk time catchment All Larger Villages identified as containing provision 	n/a
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Gaps identified against all ANGSt walk time catchments 	<ul style="list-style-type: none"> Ensuring sufficient quality and access of existing sites is recommended. Gaps may be served by other forms of provision such as amenity greenspace. surrounding countryside may also offer similar opportunities.
Provision for children and young people	<ul style="list-style-type: none"> No gaps in areas of greater population density identified against FIT 6-minute walk time catchment All Larger Villages identified as containing provision 	n/a

Table 4.2.7: National Park Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> No parks and gardens in this analysis area 	n/a
Amenity Greenspace	<ul style="list-style-type: none"> No gaps in areas of greater population density identified against FIT 6-minute walk time catchment All Larger Villages identified as containing provision 	n/a
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Peak District National Park is recognised as a significant contributor to the access to natural provision in the area. For many areas it is the primary site of access. 	<ul style="list-style-type: none"> Ensuring sufficient quality and access of existing sites is recommended.
Provision for children and young people	<ul style="list-style-type: none"> No gaps in areas of greater population density identified against FIT 6-minute walk time catchment All Larger Villages identified as containing provision 	n/a

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4.3: Quantity

Quantity standards can be used to identify areas of shortfalls and help with setting requirements for future developments. Section 3.4 sets out the development and justification of quantity standards for Staffordshire Moorlands.

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 District 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 District.

The recommended quantity standards for Staffordshire Moorlands are:

Table 4.3.1: Recommended quantity standards

Typology	2017 Recommended Quantity Standard (ha per 1,000 population)
Parks & gardens	0.14
Natural & semi-natural greenspace	Not set
Amenity greenspace	0.60
Allotment	0.10
Provision for children & young people	0.08

Implications and recommendations

The current provision levels can be used to help identify where areas of the local authority may have a shortfall against the recommended quantity standards for Staffordshire Moorlands. 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.

Areas identified as being sufficient in terms of meeting the quantity standard for Staffordshire Moorlands should not be viewed as a tool for identifying surpluses of provision. The intention of Table 4.3.2 and 4.3.3 is to highlight areas of the District with quantity shortfalls in provision.

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Table 4.3.2: Current provision against recommended quantity standards

Analysis area	Parks and gardens		Amenity greenspace (Hectares per 1000 population)		Allotments	
	0.14		0.60		0.10	
	Current provision	+ / -	Current provision	+ / -	Current provision	+ / -
Biddulph	-	- 0.14	1.44	+ 0.84	0.06	- 0.04
Cheadle	-	- 0.14	0.91	+ 0.31	0.06	- 0.04
Leek	0.66	+ 0.52	1.00	+ 0.40	0.37	+ 0.27
Rural	-	- 0.14	0.89	+ 0.29	0.04	- 0.06
National Park	-	- 0.14	0.51	- 0.09	0.14	+ 0.04

Due to only the Leek Analysis Area having parks and gardens provision, the remaining four analysis areas currently have a shortfall against the recommended quantity standard of 0.14 hectares. Leek Analysis Area currently has 0.66 hectares of provision and therefore meets the recommended standard.

All analysis areas, with the exception of the National Park, meet the recommended quantity standard for amenity greenspace (0.60 hectares).

Leek Analysis Area, with 0.37 hectares per 1,000 head of population, and National Park, with 0.14 hectares per 1,000 population, are currently the only analysis areas to meet the recommended quantity standard (0.10 hectares) for allotments. Leek Analysis Area also meets national benchmarks such as NSALG (0.25 hectares).

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 0.08 recommended standard
Biddulph	0.05	- 0.03
Cheadle	0.03	- 0.05
Leek	0.16	+ 0.08
Rural	0.03	- 0.05
National Park	0.15	+ 0.07

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All analysis areas with the exception of Leek Analysis Area and National Park Analysis Area currently fall short of the recommended quantity standard (0.08 hectares). The largest shortfalls are noted in Cheadle Analysis Area and the Rural Analysis Area (each 0.05 hectares per 1,000 population).

Identifying priorities

Areas identified as being sufficient in terms of meeting the recommended quantity standard for Staffordshire Moorlands, should not be viewed as a tool for identifying surpluses of provision. The intention of Table 4.3.2 and 4.3.3 is to highlight areas of the District with shortfalls in open space provision.

The recommended quantity standards should 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 Cheadle, Biddulph and Rural Analysis Areas, shortfalls are highlighted across all forms of open space provision, except amenity greenspace (see Table 4.3.2 and 4.3.3). These should therefore be identified as priority areas. In particular in relation to parks and gardens, allotments and provision for children and young people.

PART 5: HOUSING GROWTH IN STAFFORDSHIRE MOORLANDS

Future need for open space will arise from the population increases from potential housing developments. This section sets out an approach for the future requirements from new dwellings during the Local Plan period (currently in the process of being drafted at the time of writing).

Growth will be presented in terms of number of dwellings. Therefore, household occupancy rates per dwelling* should be used to provide growth population figures and inform likely open space requirements.

5.1 Overview

The Staffordshire Moorlands Local Plan is currently at the stage of Preferred Options. As part of the emerging Plan site allocations for housing over the plan period to 2031 will be identified.

As such there is a need for the Council to ensure that it develops robust planning policies that set out an approach to securing open space, sport and recreational facilities for the longer term, where appropriate via new housing developments in the area.

Guidance should form the basis for negotiation with developers to secure contributions to develop new provision and/or the enhancement of existing forms of provision. Section 106 contributions or CIL (the Community Infrastructure Levy) should be used to improve the quality of existing forms of provision to enhance the capacity, appeal and use of sites.

5.2 Open space requirements for individual development sites

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.

More specific requirements for the different types of open space needed as part of a development can be determined once more detail on housing numbers and types is known. For instance, if a development is to contain a significant amount of larger housing units than the development is likely to have a greater population. Consequently, the requirement for open space will be greater.

Similarly, if the types of units as part of a development contains a greater number of larger 'family' units than the population as part of the development could be assumed to feature a greater child population. Subsequently, the requirements for open space could reflect the likely needs of the new population (i.e. there may be a greater need for play provision and/or amenity greenspace as part of such a development).

* Staffordshire Moorlands occupancy rate of 2.3 persons per household (2011 Census)

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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 as they become known.

* Nomis 2011 census QS406EW household size

PART 6: POLICY ADVICE AND RECOMMENDATIONS

6.1 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 (p14-18) 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 protection and enhancement*

The implications summary for the accessibility catchment mapping (p20-23) highlights those sites that help or have the potential to serve gaps in provision. Furthermore, there are a number of sites across Staffordshire Moorlands with a multi-functional role which may serve (to some extent) the whole of the District.

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 (p14-18), then a change of primary typology should be considered.

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. Currently it is understood that there is a sufficient amount of burial capacity across the District.

6.2 Implications

The following section sets out the policy implications in terms of the planning process in Staffordshire Moorlands. 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 District 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.

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More recently, in tandem with the Housing White Paper, an update to the DCLG consultation on CIL proposes it overhaul. The Government is to provide an update in the Autumn Statement (2017).

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 guidance should form the basis for negotiation with developers to secure contributions for the provision of appropriate facilities and their long term maintenance.

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.

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.

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.

6.3 Approach to developer contributions

Existing method

Staffordshire Moorland has an approach for calculating developer contributions. This sets out the requirements for the amount of open space in hectares per 1,000 population using quantity standards for certain categories of open space (as set in the Public Open Space Supplementary Planning Guidance 2004).

The amount of provision required is calculated by taking the total number of bedrooms that are to be provided on the site and multiplying by the quantity standards. For offsite contributions, a calculation is made for the capital sum in lieu of this amount of provision. This is based on land costs for the open space types of playing fields and play areas.

The use of quantity standards for sports provision and especially pitches is not advocated or supported by Sport England. The PPS informs where and what type of sports provision is required to meet demand through the strategy and action plans.

Recommendations

We recommend the current approach to calculating developer contributions in Staffordshire Moorlands is revised to be more in line with the approach set out within the appendices (an approach KKP would endorse). Currently the existing method appears limited and dated in terms of effectively being able to stipulate the requirements for the different types of open space needs resulting from increasing demands of new housing developments. It currently only calculates contribution requirements for playing fields and play areas. Furthermore, this is based on evidence set out as part of a 2004 SPG.

KKP advocates the requirement for open space in new housing developments should be based upon the number of persons generated from the net increase in dwellings from the proposed scheme. This should be used with the quantity provision standards in calculating the open space requirements of new housing development. For offsite contributions, a monetary equivalent cost should be calculated based on locally known charges.

Establishing an approach similar to the one set out within the appendices is recommended; as it is an approach KKP encourages for use. There is also be a need for the Council to identify a contribution cost on a per square metre basis. For many local authorities this is calculated by maintenance or horticulture services. A monetary cost is needed in order to mitigate for increases in use of open space provision and/or to enhance or maintain the quality of open space provision as a result of increased demand from new populations.

There is currently no developer contribution towards natural and semi-natural greenspace sought for new residential developments. Furthermore, within this document it is recommended that no quantity standard is set for natural provision. This is due to sufficient quantity and accessibility levels being identified. The location and proximity of the Peak District National Park is also recognised as a significant contributor to natural provision in the area. However, it is still necessary to ensure demand from future

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developments is not detrimental to existing provision. In addition, the amount of LNR provision in the District should aim to be greater (in accordance with the Natural England ANGSt level).

Consequently, contributions need to be sought to ensure quality and access to existing sites is sufficient to accommodate additional demand from future developments. Consideration to establishing a set fee per dwelling for natural and semi-natural provision is therefore recommended (as no quantity standard is to be set).

An option to consider of how to do this, would be for an appropriate cost per dwelling for natural and semi-natural greenspace to be identified. The Councils maintenance or horticulture services may be able to estimate an approximate cost to the average spend per person towards the maintenance and improvement of such provision. This could be calculated per person in the District which would allow a set fee to be sought per dwelling (as the average number of people per dwelling can be estimated).

This could also consider using the priorities, opportunities and strategic networks set out in the draft Green Infrastructure Network for Staffordshire Moorlands. A number of sites are cited within the GI document as part of the proposed priorities and actions for the 11 strategic level corridors/areas. The actions relating to these sites (e.g. improve links, new paths, increase planting) could be used to calculate a total cost. This could then be used to help inform a fee per new dwelling to be built.

Another alternative option could be to link natural and amenity greenspace together as one 'informal' open space type (which could share similarities with the 'incidental open space' category set out in the 2004 SPG).

Incidental open space is detailed in the 2004 SPG as *natural vegetated and/or landscaped areas situated outside residential curtilages, often close to the pavement and road. It is provided to enhance the setting of development.* Combining the two open space typologies of natural or amenity provision may be a simple and flexible approach to ensuring mitigation for increases in demand from new developments. Both typologies offer a different role and function to the other open space types for which contributions should be sought. In comparison natural and amenity greenspace are much more informal forms of provision.

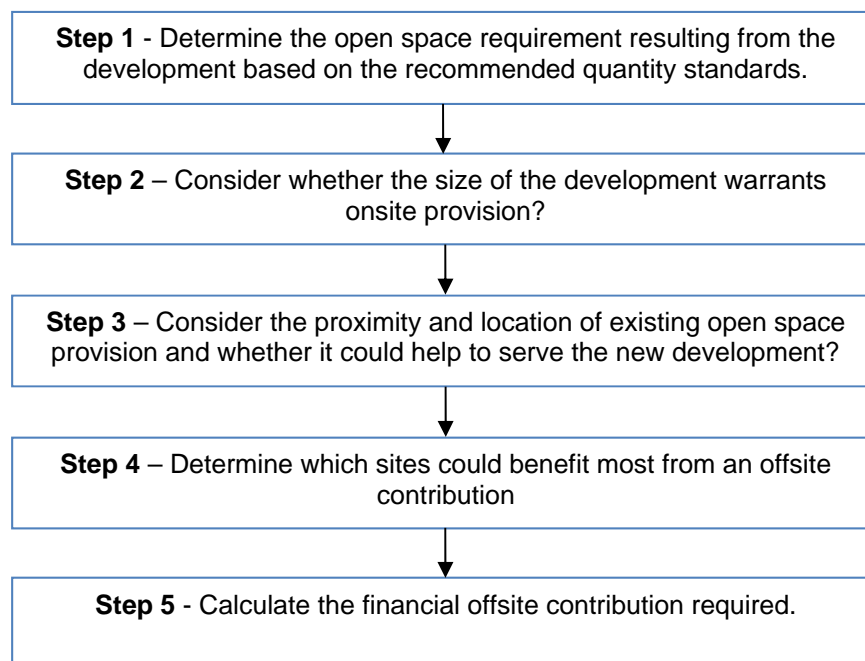
Flexible approach

A focus of this update study has been to recognise the role of quality and accessibility 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 instead a contribution to an existing site within close proximity.

The flowchart (Figure 6.3.1) 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.

Figure 6.3.1 sets out the processes that should be considered when determining developer contributions towards open space provision.

Figure 6.3.1: Determining developer contributions



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, in general, 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 6.1.1). 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.

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Table 6.3.1: 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
Play areas (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.

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).

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 existing 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.

* Minimum recommended size for play areas by Fields In Trust

[†] Based on Staffordshire Moorlands household occupancy rate of 2.3 people per dwelling

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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.

APPENDIX ONE: SUMMARY OF DEMAND FROM PARISH/TOWN COUNCIL

Parish/Town Council	Is there enough open space in the Parish?	Detail
Alton Parish Council	Not answered.	No demand highlighted.
Bagnall Parish Council	Yes. Quality in Parish cited as excellent.	Playing field was in process of being upgraded.
Biddulph Town Council	Yes; although aspiration to enhance civic space.	Desire to make land in front of town hall (partly owned by Sainsburys) more useful as a civic site.
Blore with Swinscoe Parish Meeting	Yes. Excellent.	Cite part of parish is in Peak National Park.
Bradnop Parish Council	Not answered	No demand highlighted
Brown Edge Parish Council	Yes.	Provision is of good quality.
Butterton Parish Council	Yes.	-
Caverswall	Yes.	Provision is of good quality.
Cheadle Town Council	No. More play equipment needed. Failed bid to renew skate park. Need complete refurbishment of tennis court at Teen Road Rec.	Teen Road Rec: Teenage equipment being installed. Aspire to replace skate park. Desire to convert a tennis court to MUGA Need for shower block/facilities
Checkley Parish Council	Yes.	Overall good quality. Play site at village hall rated poor. Applying for grants
Consall Parish Council	Yes.	No demand highlighted.
Dilhorne Parish Council	Not answered.	No demand highlighted.
Farley Parish Council	Not answered.	No demand highlighted.
Fawfieldhead Parish Council	Not answered.	Accessible moorlands/countryside. Aspirations for a set of swings
Forsbrook Parish Council	Yes.	Good quality. No demand highlighted.
Heaton Parish Council	Yes.	No demand highlighted.
Hollinsclough Parish Council	Not answered.	No demand highlighted.
Horton Parish Council	Not answered.	No demand highlighted.
Ilam Parish Council	Yes.	Good quality. No demand highlighted.
Leek Town Council	No.	Average waiting list for allotments is a year. Leek Brough Park lacks provision for its role as main park site. It hosts events but there are access issues.

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Parish/Town Council	Is there enough open space in the Parish?	Detail
Longnor Parish Council	Yes.	No demand highlighted.
Longsdon Parish Council	Yes.	No demand highlighted.
Onecote Parish Council	No.	No open space with exception of cemetery. Also, poor sports facilities.
Quarnford Parish Council	Yes	Cite in middle of Peak National Park.
Rushton Parish Council	Yes.	No demand highlighted.
Sheen Parish Council	Not answered.	No demand highlighted.
Warslow and Elkstones Parish Council	Not answered.	Village school has land which used to be a football pitch. Hoping to re-instate as a public open space with play equipment.
Waterhouses Parish Council	Not answered.	No demand highlighted.

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APPENDIX TWO: RECOMMENDED APPROACH TO CALCULATING DEVELOPER CONTRIBUTIONS

The open spaces and outdoor recreation requirement arising from a new residential development should be based on the number of persons generated from the net increase in dwellings in the proposed scheme.

An example of a suggested calculation is as follows:

The Open Study recommends quantity standards for each of the types of open space, setting out how much open space provision (in hectares per 1,000 people) is needed to strategically serve the plan area now and in the future.

Each quantity standard can be converted from hectares per 1,000 people to give a square metre per dwelling rate. This conversion is achieved by first taking the average household size of 2.3 persons per dwelling derived from the 2011 census and showing that if 2.3 people occupy one dwelling, then 1,000 people occupy $1 / 2.3 \times 1,000 = 435$ dwellings.

This per dwelling standard can then be used to convert each of the open space standards from a requirement set out in hectares per 1,000 people to a requirement shown in square metres per dwelling as follows:

Since 1 hectare is 10,000 square metres, taking as an example an equipped children's play standard of 0.08 ha per 1,000 people; this is equivalent to 800m² per 1,000 people or 435 homes; or $(800 / 435) 1.84\text{m}^2$ per dwelling.

Representation of the quantity standards for each of the types of open space can thus be set out as a requirement in square metres per net new dwelling.

The Council's maintenance, operational or horticulture services team should be able to identify the cost of work to mitigate increased use of parks and gardens and to raise or maintain the quality of parks, play areas or open spaces as identified in the Open Space Study. The rates could be published in the Council's schedule of fees and charges and should be updated annually in line with inflation and other identified costs.

The contribution to be required per dwelling for each of the open space types is then calculated by multiplying the provision standard per net new dwelling (in m²) by the Council's fee rate for appropriate maintenance and improvement work (in m²).

