



**LANCASTER CITY COUNCIL**

**OPEN SPACE STUDY**

**STANDARDS PAPER**

**NOVEMBER 2018**

QUALITY, INTEGRITY, PROFESSIONALISM

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# LANCASTER CITY COUNCIL

## OPEN SPACE STANDARDS PAPER

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### PART 1: INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for Lancaster City Council. 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 the Lancaster District.

The evidence presented in this report is intended to inform the Local Plan and supplementary planning documents. This evidence base identifies 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 to 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	Description
Parks and gardens	Accessible, high quality opportunities for recreation and community events	High profile examples include Williamson Park, Happy Mount Park and Greaves Park
Natural and semi-natural greenspaces	Wildlife conservation, biodiversity and environmental education and awareness.	Includes sites such as nature reserves like Middleton and Heysham as well as more informal provision such as woodlands and grasslands
Amenity greenspace	Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas.	Mown grassed areas often within or close to housing. Recreation grounds and playing fields are often included within this category.
Provision for children and young people	Designed primarily for play and social interaction for children and young people, such as equipped play areas, MUGAs, skateparks and informal football areas.	Includes equipped play areas, Multi-Use Games Areas (MUGAs), skate parks and informal football areas.
Allotments and community gardens	Opportunities for those who wish to grow their own produce as part of the long term promotion of sustainability, health and social inclusion.	Areas for growing produce such as allotments and community gardens like Cork Road Allotments and Fairfield Allotments.
Cemeteries, disused churchyards and other burial grounds	Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity.	Includes active burial provision such as cemeteries and closed sites like churchyards
Green corridors	Routes which provide for walking, cycling or horse riding, whether for leisure purposes or travel. May also offer opportunities for wildlife mitigation.	Examples in the area include Lancaster Canal and River Lune.

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Typology	Primary purpose	Description
Coastal areas	Land adjoining or near to the sea.	Coastline including a range of spaces and sites around Morecambe Bay.
Significant other land	Areas of land helping to provide breaks in the urban form and to define character of local area.	Important areas of green space within the urban area or fringes which has significance but which may not have public access like grazing land and urban woodlands

Formal outdoor sports (included in a previous study as an open space typology) are covered within the associated Playing Pitch and Outdoor Sports Strategy (PP&OSS). This is provided in a separate report. This includes the future requirements and need for pitch/outdoor sports provision. The PP&OSS 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) and 'Assessing Needs and Opportunities Guide for Indoor and Outdoor Sports Facilities' (2014).

Any site categorised as outdoor sports provision in the previous study but with a clear multifunctional role (i.e. available for wider community use) is included in this update (Open Space Study) as a typology of open space. Pitch sites purely for sporting use are included solely in the PP&OSS. For sites with a multifunctional use, double counting between the two studies does not occur as the PP&OSS looks at the number of pitch facilities at a site and not hectares of land (as prescribed in Sport England Guidance).

The categories of coastal areas and significant other land are included within the study for audit purposes. The focus of the Standards Paper is on those typologies of open space with public access and recreational value with a view to setting provision standards to inform future requirements for such forms of provision.

The associated Open Space Assessment Report (Part1) sets out the methodology followed.

### **Spatial Context**

Lancaster District consists of the Historic City of Lancaster, the coastal towns of Morecambe and Heysham and the railway town of Carnforth. The District is also home to an extensive rural hinterland which includes the Lune Valley and parts of both the Forest of Bowland and Arnsdale & Silverdale Areas of Outstanding Natural Beauty. The District also has strong links to both the Yorkshire Dales and Lake District National Parks and is on the shores of Morecambe Bay which is recognised internationally for its environmental value.

In addition to these international and national designations the District is home to a network of local green spaces and green corridors, for example Lancaster Canal. Together these enable people and wildlife to move freely between areas, enhancing recreational opportunities and wildlife mitigation. These include local nature reserves, biological heritage sites and geological heritage sites.

Whilst the District benefits significantly from wide tracts of protected countryside, the historic nature of its urban areas can result in pressures and deficiencies in open space provision. High density development of the urban core to Lancaster, Morecambe, Heysham and Carnforth places pressure of certain types of open space provision which has created deficiencies which are still to be addressed.

Lancaster has a long history which dates back to Roman times, the City has developed over the ages to be an important administrative and cultural centre of Lancashire. Due to its historic nature and evolution, the City has been developed to a high density with open spaces placed on the edges of the settlement. This has led to deficiencies in certain types of open space provision.

Morecambe's role as a coastal resort has created a legacy of high density development connected to residential guest houses, particularly in Morecambe West End. This results in open space provision being restricted in these areas. The recent improvements to Morecambe Town Centre through the implementation of the Morecambe Area Action Plan has delivered significant improvements to the public realm with further work ongoing to improve connections between the town centre and the promenade.

Carnforth's historic legacy as an industrial town, associated with the railway and connected ironworks, has left little opportunity for formal open space within the town centre area and limited other open space provision within its urban core.

### **Audit assessment**

All known open space sites (including provision for children and young people) are identified and mapped. Each site is classified based on its primary open space purpose, so that each type of space is counted only once. A total of 440 sites are identified and included within the study.

Within the Lancaster District, there is a total of over 1,201 hectares of open space. The largest contributor to provision is natural and semi natural (748 hectares); accounting for 62%. Overall, there are 440 sites.

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Table 1.2: Overview of open space provision

Open space typology	Number of sites	Total amount (hectares)*
Park and gardens	13	56
Natural & semi-natural greenspace	101	748
Amenity greenspace	90	88
Provision for children & young people	109	11
Allotments and community gardens	23	22
Cemeteries/churchyards	63	39
Green corridors	13	142
Coastal areas	8	n/a
Significant other land	17	95
<b>TOTAL</b>	<b>440</b>	<b>1,201</b>

As part of the study a sample of site visit assessments were undertaken. This included visits to all play provision for children and young people, the five main parks and a sample of 15 sites each of amenity greenspace and natural and semi-natural greenspaces. A total of 143 received a quality and value score. These were undertaken by the KKP Research Team in November 2017.

Table 1.3: Quality scores for assessed open space typologies

Typology	Threshold	Scores (%)			No. of sites	
		Lowest score	Average score	Highest score	Low	High
Park and gardens	60%	68%	79%	92%	0	5
Natural & semi-natural greenspace	45%	20%	47%	90%	8	7
Amenity greenspace	50%	41%	57%	80%	5	10
Provision for children and young people	60%	34%	75%	92%	12	96
<b>TOTAL</b>		<b>20%</b>	<b>69%</b>	<b>90%</b>	<b>25</b>	<b>118</b>

There is generally a good level of quality across all open space sites. This is reflected in over three quarters (83%) of sites scoring above their set threshold for quality. Proportionally, all park sites assessed score above the quality threshold.

This is followed by provision for children and young people and amenity greenspaces with 88% and 67% of sites assessed respectively scoring above the thresholds.

The typology proportionally scoring lowest on quality is natural and semi-natural greenspace, with 50% of assessed sites scoring below the threshold for quality. This often reflects overall maintenance and cleanliness as well as a lack of ancillary facilities. A few assessed sites are also observed as having issues with flooding.

\* Rounded to the nearest whole number

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Table 1.4: Value scores for assessed open space typologies

Typology	Threshold	Scores			No. of sites	
		Lowest score	Average score	Highest score	<20%	>20%
Park and gardens	20%	64%	70%	77%	0	5
Natural & semi-natural greenspace		11%	35%	68%	1	14
Amenity greenspace		28%	41%	60%	0	15
Provision for children & young people		16%	51%	73%	5	103
<b>TOTAL</b>		<b>11%</b>	<b>49%</b>	<b>77%</b>	<b>6</b>	<b>137</b>

The vast majority of sites (96%) are assessed as being above the threshold for value, reflecting the role and importance of open space provision to local communities and environments. All assessed parks and amenity greenspaces rate above the threshold for value.

Provision for children and young people is the only typology to have a noticeable number of sites to rate below the value threshold. This reflects a general lack of equipment at these sites; with the equipment on site also being observed as low quality.

A high value site is considered to be one that is well used by the local community, well maintained (with a balance for conservation), provides a safe environment and has features of interest; for example, good quality play equipment and landscaping. Sites that provide for a cross section of users and have a multi-functional use are considered a higher value than those offering limited functions and viewed as unattractive.

### Analysis areas

For the purpose of the standards paper, Lancaster District has been split into three analysis areas; Lancaster, Heysham and Morecambe, and Carnforth/Rural. 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 population for each analysis area is shown in the table below.

Table 1.5: Population by analysis area

Analysis Area	Population (2015)*
Lancaster	52,498
Heysham and Morecambe	49,996
Carnforth/Rural	39,996
<b>Lancaster District</b>	<b>142,490</b>

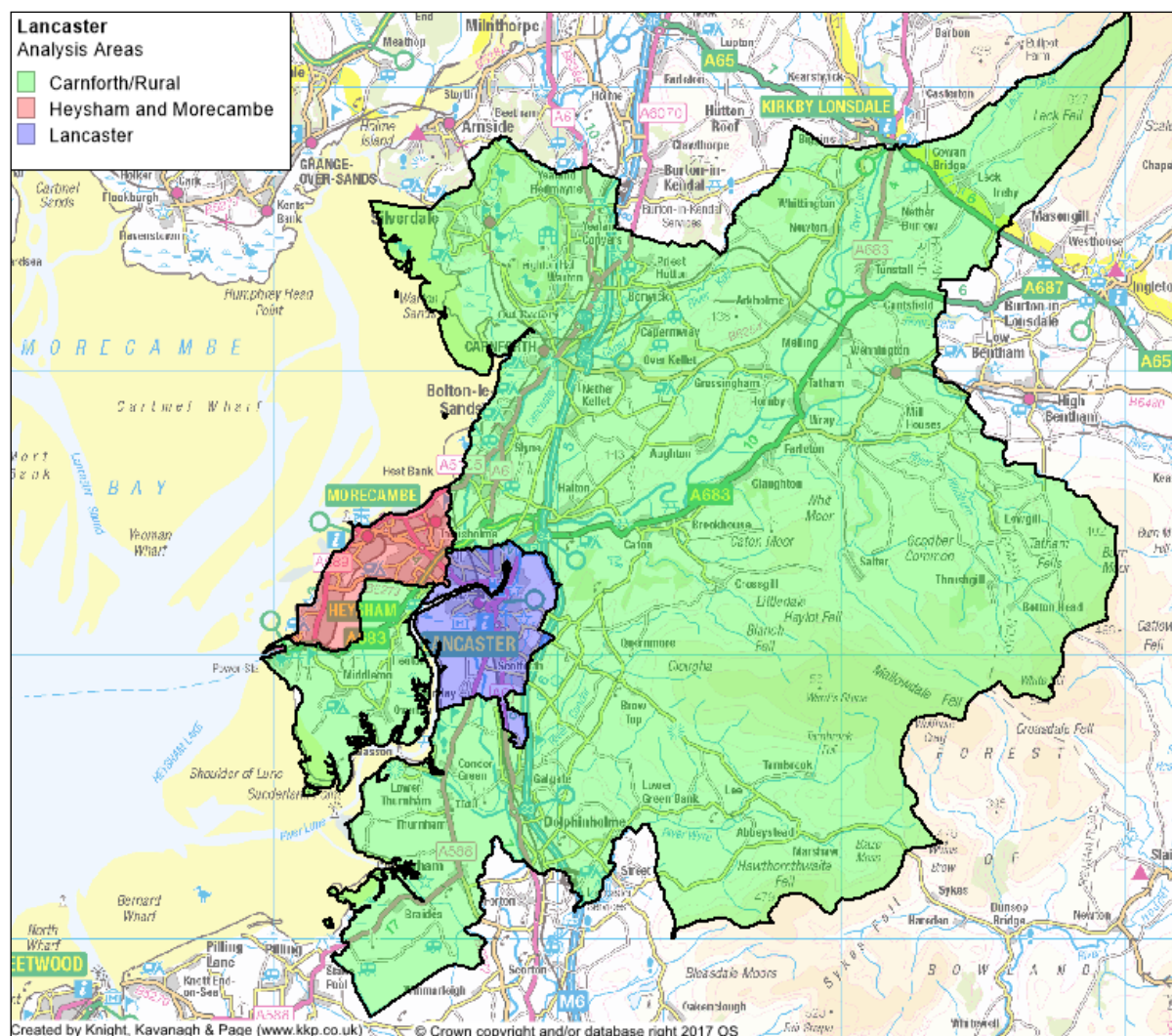
Figure 1.1 overleaf shows the map of analysis areas.

\* Source: ONS Mid-Year population estimates for England



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Figure 1.1: Map of analysis areas

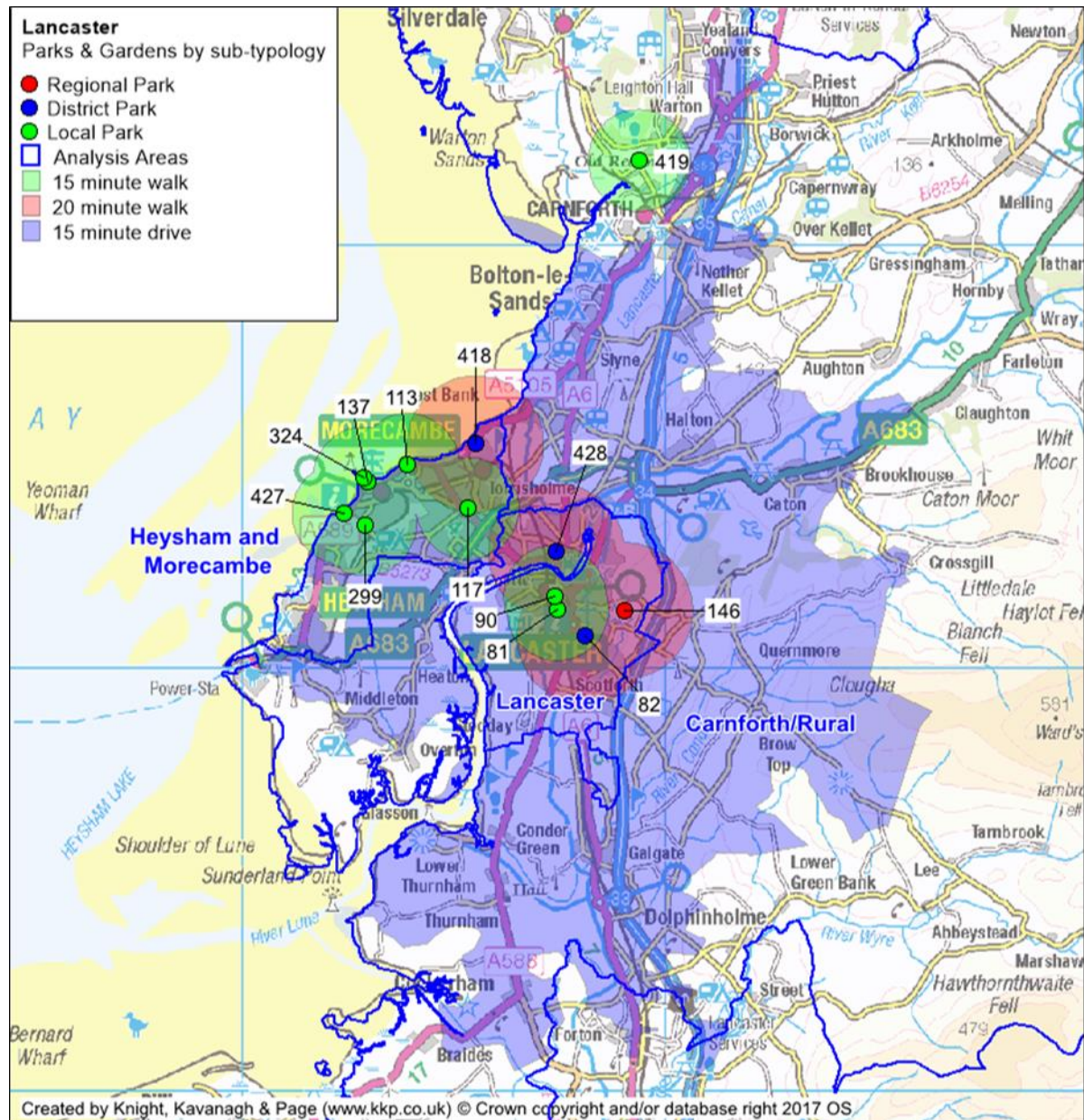


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## PART 2: ASSESSMENT REPORT SUMMARY

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

### 2.1 Parks and Gardens



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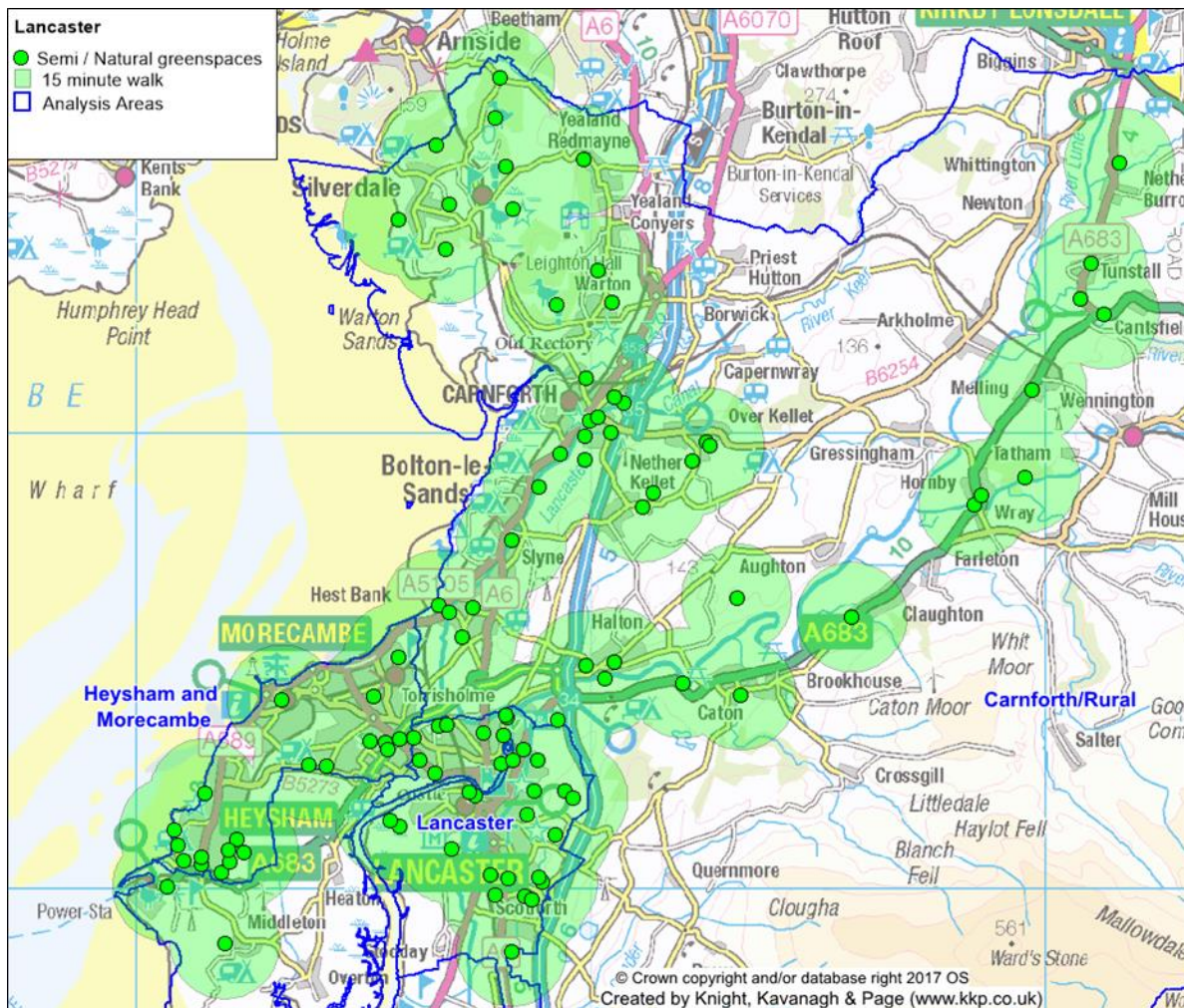
### ***Parks and Gardens Summary:***

- ◀ There are 13 sites classified as parks and gardens totalling over 55 hectares. This is an equivalent to 0.39 ha per 1,000 population.
- ◀ Proportionally, more provision is located in Lancaster (0.91 ha per 1,000 population) compared to Heysham and Morecambe (0.14 ha per 1,000 population) or Carnforth/Rural (0.001 ha per 1,000 population).
- ◀ FIT suggests a standard of 0.80 ha per 1,000 population. Overall, only the Lancaster Analysis Area meets the FIT standard.
- ◀ Catchment mapping shows the majority of higher population density areas are covered by the catchments applied. However, there are gaps identified to the south of Morecambe as well as Heysham and Carnforth areas.
- ◀ All five-assessed park and garden sites rate above the threshold for both quality and value. In particular, both Williamson Park and Happy Mount Park rate well for quality and value. Both sites have Green Flag Award status.
- ◀ Friends groups are identified at all five sites. These are widely recognised as adding to the overall quality and value of park sites. Such groups often provide added value through additional maintenance and access to funding opportunities to further add to a site.
- ◀ All assessed sites score highly for value, with the important social interaction, health benefits, ecological value and sense of place sites offer being recognised.



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## 2.2 Natural and Semi-natural Greenspace



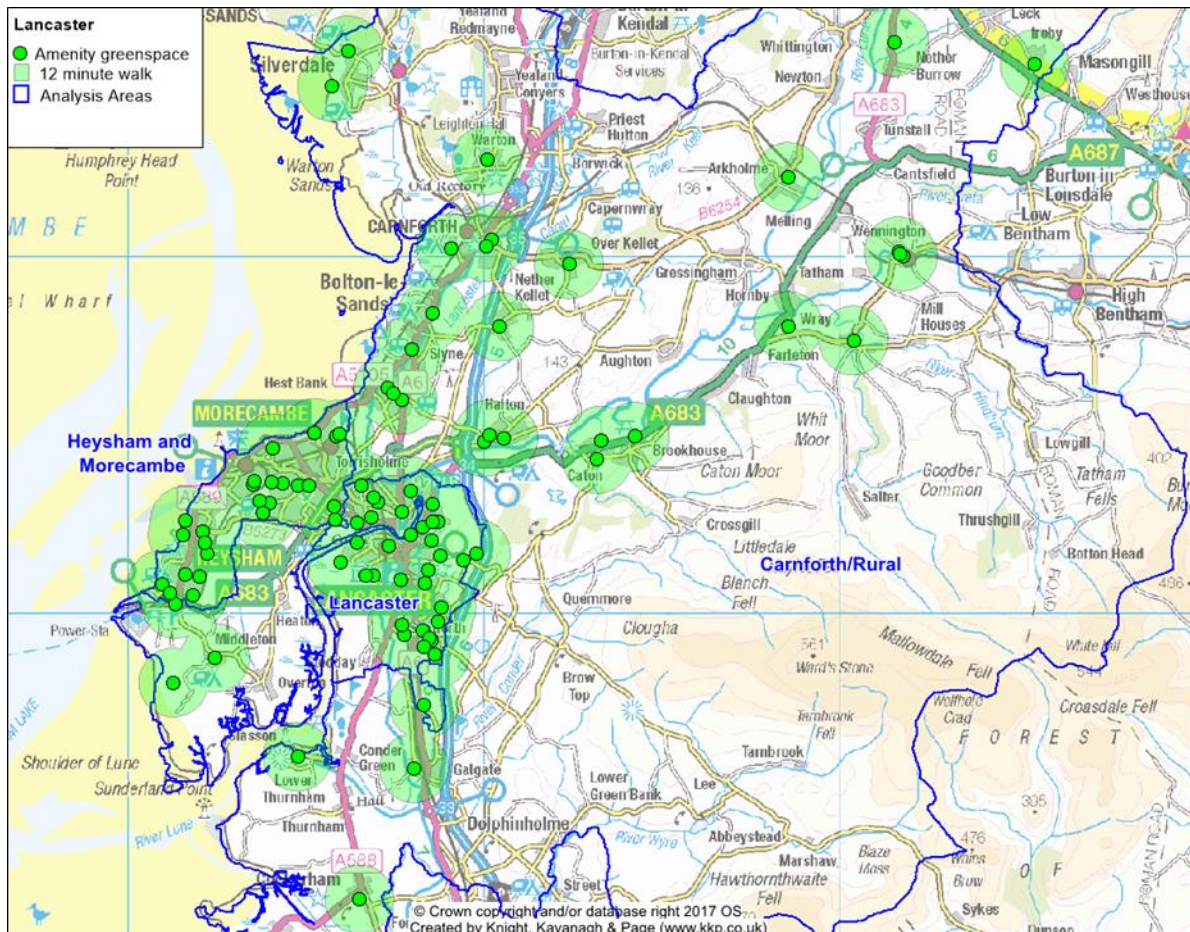
### Natural and Semi-natural Greenspace Summary:

- ◆ There are 101 natural and semi-natural greenspace sites covering over 747 hectares.
- ◆ Proportionally, more provision is located in Carnforth/Rural (14.51 ha per 1,000 population) compared to Lancaster (1.79 ha per 1,000 population) or Heysham and Morecambe (1.46 ha per 1,000 population)
- ◆ FIT suggests a standard of 1.80 ha per 1,000 population. Overall, there is 5.25 ha per 1,000 population across the area. Only the Heysham and Morecambe Analysis Area does not meet the FIT standard.
- ◆ There is a good distribution of natural and semi-natural sites across the area. No gaps in catchment mapping are highlighted from the catchment mapping.
- ◆ There are currently several sites recognised for their conservation role and habitat promotion.
- ◆ Of the natural and semi-natural sites assessed, a total of seven sites (50%) rate above the threshold set for quality. There are also seven sites that rate below the quality threshold.
- ◆ All but one assessed site (93%) rate above the threshold for value. Carnforth Biological Heritage site scores below the threshold for quality. However, it still offers a habitat role.
- ◆ 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.



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## 2.3 Amenity Greenspace



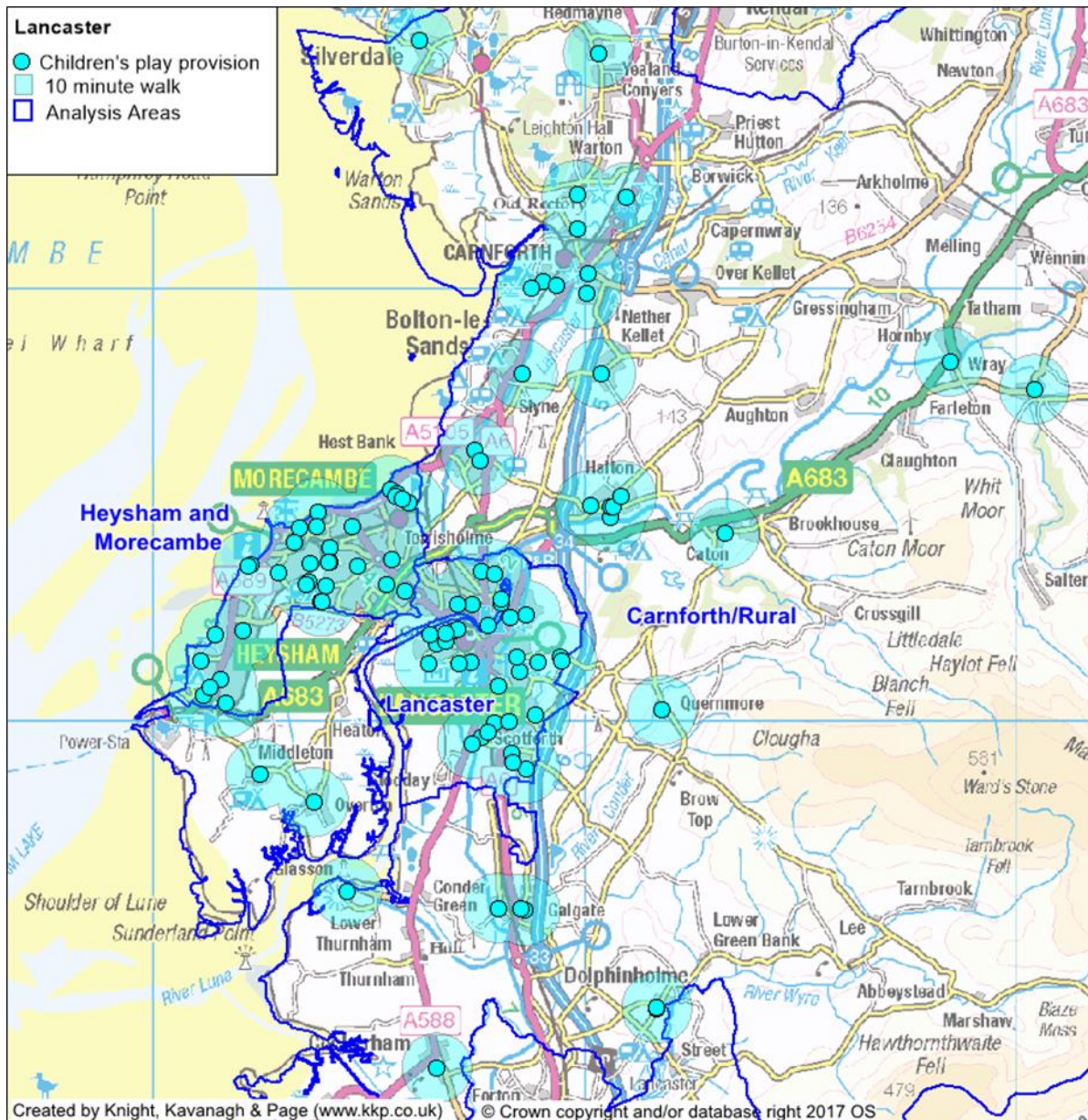
### Amenity Greenspace Summary:

- ✦ There are 93 amenity greenspace sites equating to over 88 hectares of provision.
- ✦ Proportionally, more provision is located in Lancaster (0.88 ha per 1,000 population) compared to Carnforth/Rural (0.58 ha per 1,000 population) or Heysham and Morecambe (0.37 ha per 1,000 population).
- ✦ FIT suggests a standard of 0.60 ha per 1,000 population. Overall, the Lancaster District is almost level with 0.62 ha per 1,000 population. Only the Lancaster Analysis Area individually meets the FIT standard.
- ✦ Mapping demonstrates a good distribution of amenity greenspace across the area. Very minor gaps from catchment mapping are noted in the Carnforth area.
- ✦ Over two thirds (69%) of amenity greenspace sites assessed rate above the threshold for quality. The majority of sites to score lower for quality are due to poor surfaces often as a result of drainage issues.
- ✦ In addition to its multifunctional role, amenity greenspace makes a valuable contribution to visual aesthetics for communities – hence all assessed sites rate above the value threshold.
- ✦ Some of the lowest scoring sites for quality also are the lowest scoring sites for value despite still scoring above the threshold for value.



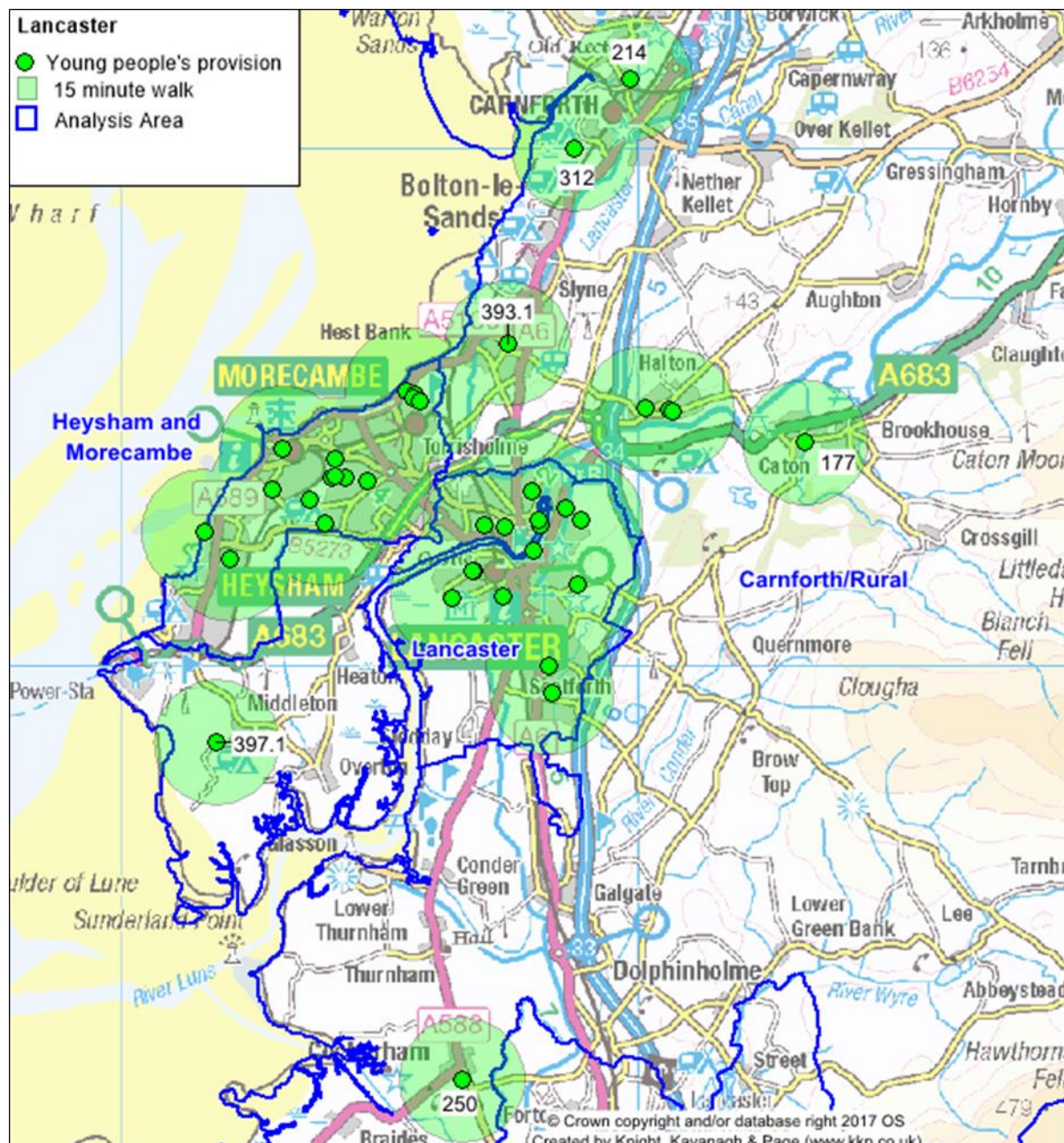
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## 2.4 Provision for Children and Young People





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## ***Provision for Children and Young People Summary:***

- ✦ There are 109 play sites identified; a total of over 11 hectares.
- ✦ Most play provision is identified as being of Children's Play (63%) classification.
- ✦ There is a good spread of provision across the area. All areas with a greater population density are within walking distance of a form of play provision. However, a lack of youth provision is highlighted. This is especially observed in the Morecambe and Heysham, and Lancaster areas.
- ✦ A greater proportion of play sites (89%) 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 (95%) rates above the threshold for value; reflecting the social, healthy and developmental benefits provision can provide.

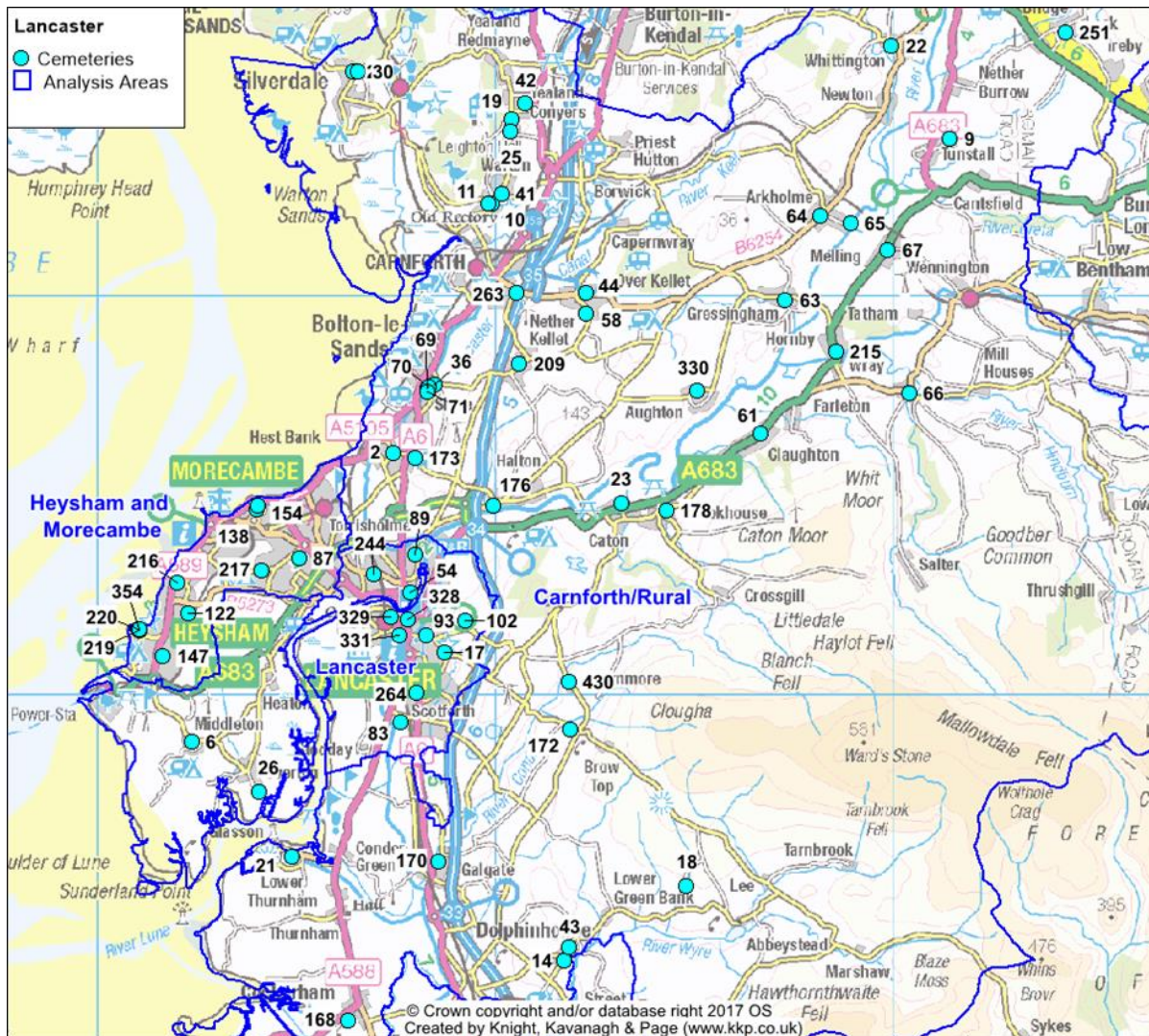






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## 2.6 Cemeteries



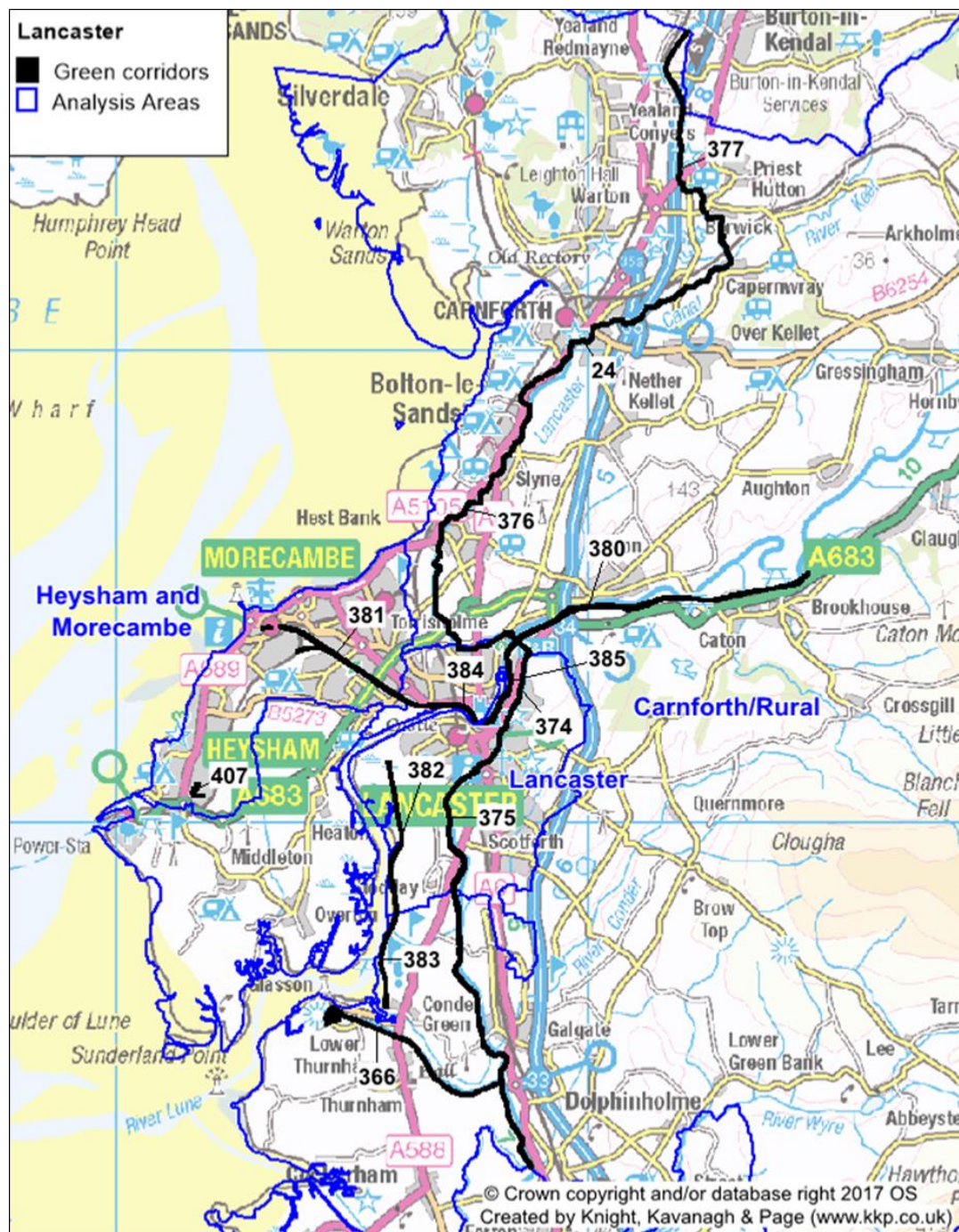
### Cemeteries Summary:

- ✦ There are 63 cemeteries and churchyards, equating to over 39 hectares.
- ✦ The largest cemetery is Lancaster Cemetery (7.30 hectares). It is one of seven cemetery sites maintained by the City Council.
- ✦ No standards are set for cemeteries. The need for additional cemetery provision should be driven by the requirement for burial demand and capacity. There is believed to be sufficient burial capacity available for the area.



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## 2.7 Green Corridors



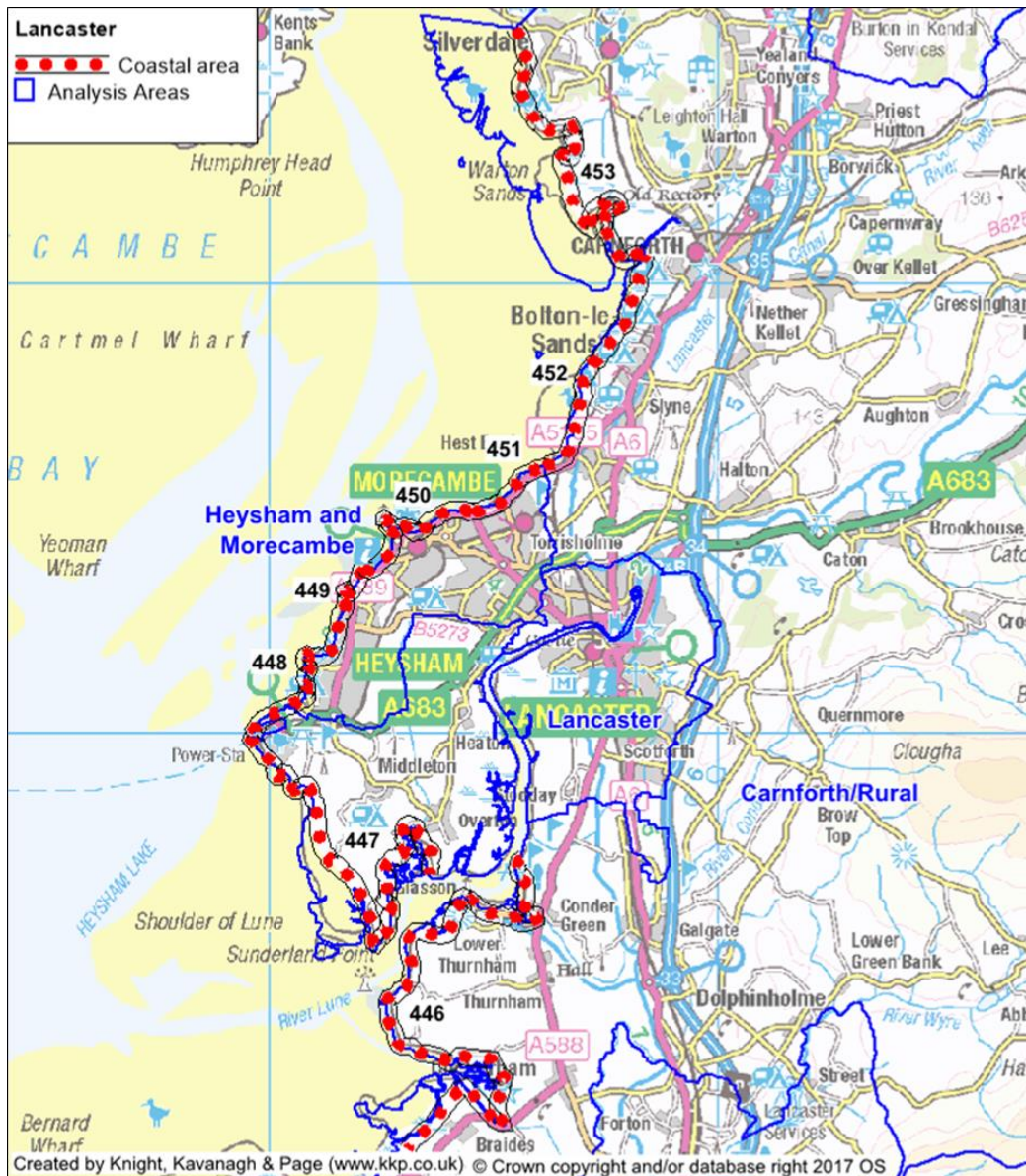
### Green Corridors Summary:

- ◀ 13 green corridors identified; totalling over 142 hectares and an equivalent to over 59 km.
- ◀ The Lancaster Canal and River Lune are the two key forms of provision. Together they account for 92% of green corridor provision.
- ◀ Green corridors are covered as part of the outdoor network category in the communities' survey. Outdoor networks are regarded by respondents as being very important, similar to parks and nature reserves, with 83% of respondents rating provision as very important.
- ◀ Green corridors also offer important habitat corridors and wildlife benefits.



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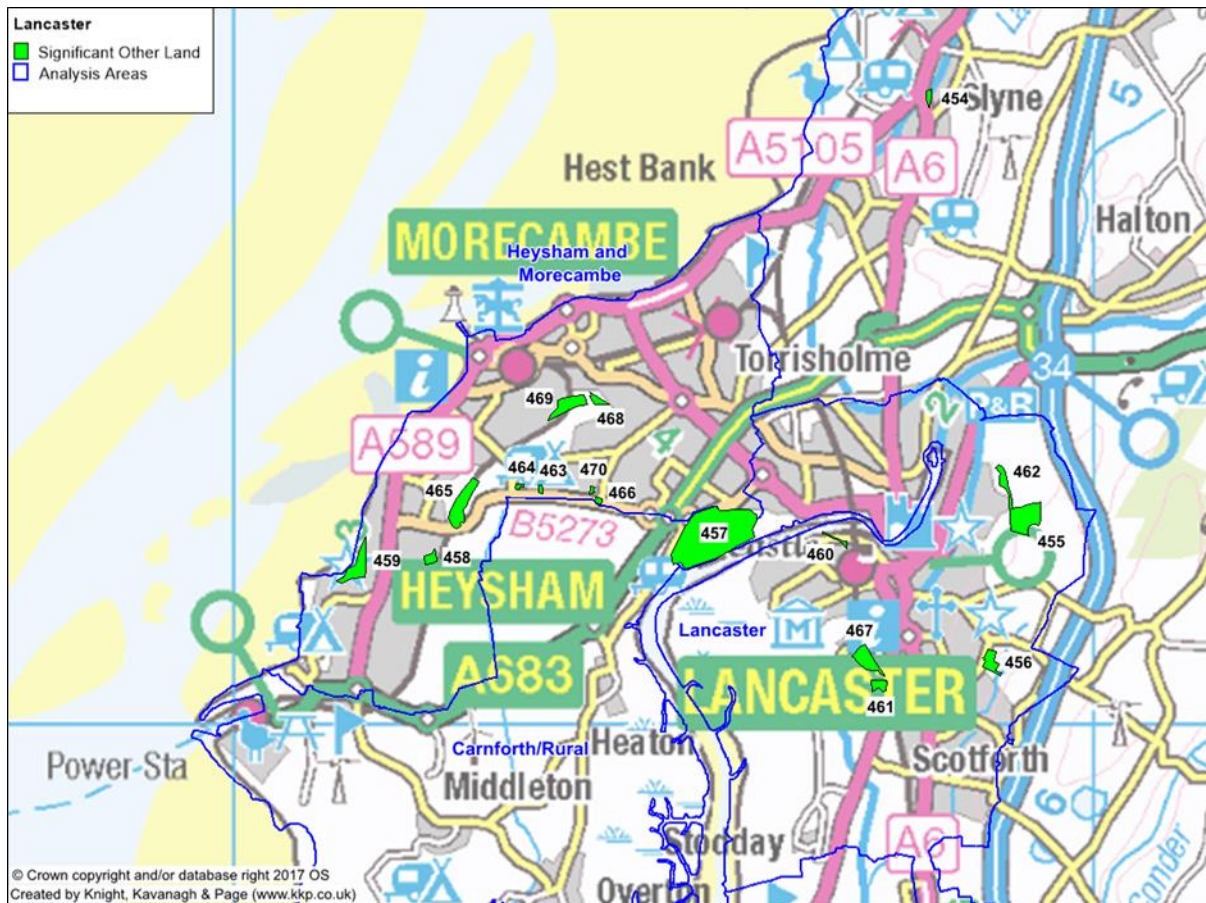
## 2.8 Coastal Areas



### Coastal Areas Summary:

- ◆ The coastline is a significant contributor to the identity and characteristics of the Lancaster District. Noticeably the benefits to ecology and tourism are widely recognised.
- ◆ Many of the key features of the coastline relate to nature conservation and habitat promotion. Several sites are identified as providing natural habitat opportunities; particularly with some stretches forming part of the Arnsdale and Silverdale AONB.
- ◆ Of particular significance is the designation of Morecambe Bay as an SPA and RAMSAR site (i.e. a wetland site of international importance).
- ◆ Heysham coastline is of significant historical importance mainly due to the presence of St Patricks Chapel (believed to date back to the mid-8<sup>th</sup> Century)
- ◆ Heysham Port has commercial activity and acts as a passenger gateway to the Isle of Man and Ireland
- ◆ Morecambe coastline provides a significant tourism attraction and economic centre

## 2.9 Significant Other Land



### **Significant Other Land Summary:**

- There are 17 forms of other significant land identified; totalling over 95 hectares and deliver a variety of functions.
- Sites are predominantly focused around the areas of Lancaster and Heysham and Morecambe.
- They cover a range of uses from grazing land to the former landfill site at Salt Ayre to historic sites at Ripley Heights. These have the potential for recreational use.

### **PART 3: SETTING PROVISION STANDARDS**

#### **3.1 Developing and setting standards**

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

In general, very little guidance is offered at a national level for quality standards. Guidance is more focused on benchmarking quantity and accessibility levels. Subsequently the following approach has been used to provide an informed reasoning to the setting and application of standards for open spaces across the Lancaster District.

No standards are suggested for open space provision such as cemeteries, green corridors, coastal areas or other significant land. Cemetery provision should be determined by instances of demand such as burial capacity and local need. Due to their linear nature and role, no provision standards are set for green corridors. However, it is important that the need of such provision is guided by other considerations such as environmental benefits and design guidance. No standards are prescribed for coastal areas or other significant land as these are included for auditing purposes only.

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. Any instances of demand highlighted during consultation are set out in a summary within 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 recommended standards are then applied to determine deficiencies and surpluses for open space in terms of quantity, quality and accessibility (as recommended by best practice).

#### **3.2 Quality and value**

To determine whether sites are of high or low quality (as recommended by Companion Guidance to PPG17 (ODPM, 2002); the results of the sample 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).

A brief summary of the criteria for both the quality and value assessments is set out. Further detail on the methodology is set out within the accompanying Lancaster District Open Space Assessment Report.



### 3.2.1 Quality

The baseline threshold for assessing quality can be set around 66%; based on the pass rate for Green Flag criteria (site visit criteria also being based on the Green Flag Award standard). 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.

The quality criteria used for the open space assessments carried are summarised below.

#### Quality criteria for open space site visit (score)

- ▶ Physical access, e.g. public transport links, directional signposts,
- ▶ Personal security, e.g. site is overlooked, natural surveillance
- ▶ Access-social, e.g. appropriate minimum entrance widths
- ▶ Parking, e.g. availability, specific, disabled parking
- ▶ Information signage, e.g. presence of up to date site information, notice boards
- ▶ Equipment and facilities, e.g. assessment of both adequacy and maintenance of provision such as seats, benches, bins, toilets
- ▶ Location value, e.g. proximity of housing, other greenspace
- ▶ Site problems, e.g. presence of vandalism, graffiti
- ▶ Healthy, safe and secure, e.g. fencing, gates, staff on site
- ▶ Maintenance and cleanliness, e.g. condition of general landscape & features
- ▶ Groups that the site meets the needs of, e.g. elderly, young people
- ▶ Site potential

### 3.2.2 Value

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.

Value is defined in best practice guidance in relation to the following three issues:

- ▶ Context of the site i.e. its accessibility, scarcity value and historic value.
- ▶ Level and type of use.
- ▶ The wider benefits it generates for people, biodiversity and the wider environment.

In addition, the National Planning Policy Framework (NPPF) refers to attributes to value such as beauty and attractiveness of a site, its recreational value, historic and cultural value and its tranquillity and richness of wildlife.

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The value criteria set for audit assessment is derived as:

### Value criteria for open space site visits (score)

- ◆ Level of use (observations only), e.g., evidence of different user types (e.g. dog walkers, joggers, children) throughout day, located near school and/or community facility
- ◆ Context of site in relation to other open spaces
- ◆ Structural and landscape benefits, e.g., well located, high quality defining the identity/ area
- ◆ Ecological benefits, e.g., supports/promotes biodiversity and wildlife habitats
- ◆ Educational benefits, e.g., provides learning opportunities on nature/historic landscapes
- ◆ Social inclusion and health benefits, e.g., promotes civic pride, community ownership and a sense of belonging; helping to promote physical and mental well-being
- ◆ Cultural and heritage benefits, e.g., historic elements/links (e.g. listed building, statues) and high profile symbols of local area
- ◆ Amenity benefits and a sense of place, e.g., attractive places that are safe and well maintained; helping to create specific neighbourhoods and landmarks
- ◆ Economic benefits, e.g., enhances property values, promotes economic activity and attracts people from near and far

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	50%	20%
Provision for children and young people	60%	20%
Allotments and community gardens	n/a	n/a
Cemeteries/churchyards	n/a	n/a
Green corridors	n/a	n/a
Coastal areas	n/a	n/a
Significant other land	n/a	n/a

### 3.3 Accessibility

Accessibility catchments for different typologies of provision are a tool to identify communities currently not served by existing facilities. It also helps identify multi-functional sites and forms of provision helping to serve gaps in different typologies of open space. 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. Consequently, this is a useful tool in setting priorities and principles of action for open space later in this document.

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 results of the Communities Survey have been used to map the accessibility catchments set out within the Assessment Report. In addition, 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 into an equivalent time period in the table below. FIT also offer appropriate accessibility distances for children's play provision. These vary depending on the type of play provision (children's play or older age ranges).

No national benchmarking or standards are set for the typologies of allotments and community gardens, cemeteries or green corridors. There is also no guidance offered for coastal areas or significant other land.

Table 3.3.1 sets out the accessibility catchments based on the results of the Community Survey and, where applicable, FIT accessibility standards.

*Table 3.3.1: Accessibility guidelines to travel to open space provision*

Open space typology		Communities Survey	FIT guideline
Parks & Gardens		15-minute walk to all local parks	9-minute walk (710m)
		20-minute walk to all district and regional parks	
		15-minute drive to all district and regional parks	
Natural & Semi-Natural Greenspace		15-minute walk	9-minute walk (720m)
		30-minute drive	
Amenity Greenspace		12-minute walk	6-minute walk (480m)
Provision for children & young people	Children's Play	10-minute walk	1-minute walk (100m) 5-minute walk (400m)
	Young Peoples	15-minute walk	12.5-minute walk (1,000m) 9-minute walk - skate parks, MUGA (700m)
Allotments and community gardens		15-minute walk	Not applicable
		15-minute drive	



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### ***Recommendation for accessibility standards***

The settlement hierarchy set out as part of the review of the Local Plan is utilised in order to better reflect the roles, function and capacity of individual settlements. This is particularly relevant in terms of setting standards for accessibility.

*Table 3.3.2: Settlement hierarchy in Lancaster District*

Hierarchy	Settlement		
Sub Regional Centre	Lancaster		
Key Service Centre	Morecambe and Heysham		
Market Town	Carnforth		
Sustainable Settlements	Bolton-le-Sands	Halton	Over Kellet
	Brookhouse	Hest Bank	Silverdale
	Cockerham	Hornby	Slyne
	Caton	Nether Kellet	Warton
	Galgate	Overton	Wray
Rural Villages	All other settlements		

A simple two-tier settlement hierarchy is proposed for open spaces across the Lancaster District. This is in order to reflect the different requirements identified between urban and rural areas. This will help to better inform identification of deficiencies in provision. Consequently, Sub Regional Centres, Key Service Centres and Market Towns are considered as urban areas; Sustainable Settlements and Rural Villages are considered as rural areas.

On this basis, taking into account the above information and following best practice advice which advocates locally derived provision standards, we have set the following accessibility standards for each typology and each hierarchy classification.

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Table 3.3.3: Accessibility standards by settlement hierarchy

Open space typology		Hierarchy	Accessibility standard
Parks & Gardens		Urban	All areas to be within a <b>15-minute walk</b> of high quality parks provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute drive</b> of high quality regional or district parks provision
Natural and Semi-Natural Greenspace		Urban	All areas to be within a <b>15-minute walk</b> of high quality natural greenspace provision
		Rural	All areas to be within a <b>30-minute drive</b> of high quality natural greenspace provision
Amenity Greenspace		Urban	All areas to be within a <b>12-minute walk</b> of high quality amenity greenspace provision
		Rural	All <i>sustainable settlements</i> to be within a <b>12-minute walk</b> of high quality amenity greenspace
Provision for children and young people	Children's Play	Urban	All areas to be within a <b>10-minute walk</b> of high quality children's play provision
		Rural	All <i>sustainable settlements</i> to be within a <b>10-minute walk</b> of high quality children's play provision
	Young People's	Urban	All areas to be within a <b>15-minute walk</b> of dedicated high quality young people's provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute walk</b> of high quality young people's provision
Allotments and community gardens		Urban	All areas to be within a <b>15-minute walk</b> of high quality allotment provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute drive</b> of high quality allotments provision

A drive time accessibility standard is recommended for the typologies of parks and gardens, natural and semi-natural greenspace and allotments and community gardens within the rural hierarchy classification areas. This is in order to reflect the role and use of such forms of provision within the Lancaster District. Parks and Gardens provision is predominantly focused in the more urban areas and provide strategic forms of recreational space within urban areas. It would not be reasonable to expect Parks and Gardens provision to be specifically located within areas of a rural nature. However, it is still necessary to reflect how such provision is used and for access to informal open space to be met through provision such as amenity greenspace, natural/semi-natural greenspace and provision for children and young people.

Allotment and Community Gardens provision is also predominantly focused in the urban areas; with less of an expectation for provision to exist in rural areas. This is also a reflection of private greenspace generally being more available (i.e. larger private gardens/space) in rural areas.

Both Parks and Gardens and Allotments and Community Gardens also require a higher number of dwellings as part of a development to pass the thresholds for on-site forms of provision being required; as set out in the Review of Development Management DPD. This further highlights the minimal expected role and presence of such open space typologies within rural areas.

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### 3.4 Quantity

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

To set a quantity standard it is useful to compare existing levels of provision identified as part of the 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.

Findings from the Assessment Report highlight a general lack of dedicated play provision catering for young people. There are a number of sites with casual forms of provision or which feature some equipment for older children. However, there are only four sites identified as dedicated provision for young people (i.e. skate parks etc). The provision of allotments is also identified as having a noticeable level of demand with waiting lists being highlighted across existing sites.

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 open space typologies; parks and gardens, amenity greenspace and natural and semi-natural greenspace. The National Society of Allotment and Leisure Gardeners (NSALG) offers guidance on allotments and community gardens. 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.

*Table 3.4.1: Comparison of current provision and national benchmarks*

Typology		Hectares per 1,000 population	
		Current provision levels	National benchmarks
Parks & gardens		0.39	0.80
Natural & semi-natural greenspace		5.25	1.80
		2.52*	
Amenity greenspace		0.62	0.60
Allotment and community gardens		0.15	0.25
Provision for children & young people	Children's play	0.07	0.25
	Young people's	0.01	

\* Total current provision level omitting four sites of significant size (e.g. over 50 hectares)

### ***Recommendation for quantity standards***

The recommendation for open space is for the current provision levels to be used as the recommended quantity standards for Lancaster District. The national benchmark quantity standards are not deemed as appropriate for use in comparison to locally derived quantity standards. This is especially the case for Lancaster District which has urban areas with greater population density alongside large areas which are rural in character. This approach ensures more reflective standards are set as they are locally derived being based on local provision levels.

The exception is for natural and semi-natural greenspace where the initial current provision level is noticeably large.

This is predominantly due to the presence of significantly large sites like the RSPB Leighton Moss and Morecambe Bay Nature Reserve at 132 hectares. There are also other significantly large sites such as Gait Barrows National Nature Reserve (120 hectares), Warton Crag (85 hectares) and Eaves Wood (52 hectares).

Such large forms of provision skew the current provision level which makes it potentially impractical to base the recommended quantity standard on the current levels of provision; as seeking such large amounts of provision through developer contributions is likely in most cases to not be achievable. If these significantly large sites are omitted from the current provision level calculation then a total of 2.52 hectares per 1,000 population is observed.

On this basis, the use of the current provision level which omits the four largest and significantly sized natural sites is recommended. This will better reflect general existing provision levels and expectations whilst helping to ensure future demand from housing growth is not detrimental to existing provision levels.

A lack of provision catering for young people is observed and highlighted through consultation but general play provision (for younger children) is not highlighted as having a particular shortfall. Therefore, having separate quantity standards for the two categories of play provision is recommended. This will help to better address specific deficiencies in older aged play provision (either through new sites or additional equipment at existing sites). However, current provision levels reflect the greater amount of play provision catering for younger children's age ranges and not for older groups.

Setting the quantity standards to better rebalance the types of play provision between children's play and young people's play is recommended. We suggest splitting the total current provision level for all play types between the two sub-types (i.e. children's play and young people play). The total current provision level for all play types is 0.08 hectares per 1,000 population.

Therefore, a quantity standard of 0.04 hectares per 1,000 population is recommended for children's play and young people provision respectively.

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No change in the setting of quantity standards for allotments and community gardens is recommended. Waiting lists are present at sites across the Lancaster District; indicating demand for additional provision exists. Current provision is skewed towards Lancaster (which has a current provision level of 0.29 hectares per 1,000 population) compared to Heysham and Morecambe (0.09 hectares per 1,000 population) and Carnforth/Rural (0.06 hectares per 1,000 population). Therefore, using the study wide current provision level for the Lancaster District of 0.15 hectares per 1,000 population ensures all areas require allotment provision as part of development growth; whilst ensuring Heysham and Morecambe and Carnforth/Rural utilise a standard greater than their own current provision levels.

A summary to the recommended quantity standards is set out in Table 3.4.2.

*Table 3.4.2: Recommended quantity standard summary*

Typology		Recommended Quantity Standards (ha per 1,000 population)
Parks & gardens		0.39
Natural & semi-natural greenspace		2.52
Amenity greenspace		0.62
Allotment and community gardens		0.15
Provision for children & young people	Children's play	0.04
	Young people (dedicated)	0.04

### 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 and Value

A separate quality and value score is attributed to the open space typologies of parks and gardens, natural and semi-natural, amenity greenspace and provision for children and young people. This also allows for application of a high and low quality/value versus high and low value matrix to further help determine priorities for each typology of open space.

##### 4.1.1: *Quality and value matrix*

Assessing the quality and value of sites is used to identify those which should be given the highest level of protection, 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 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 function. If this is not possible, consideration to a change of primary function should be given (i.e. a change to another open space typology).

##### **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 open spaces or facilities, in areas of identified deficit should be to enhance their quality and value, provided it is possible.

For open spaces in areas of sufficient provision, 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 open spaces should be to enhance their quality to the applied standards.

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## 4.1.2: 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 following tables are 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. The actions cited are broad and intended to act as a stepping stone to further investigation

There is a need for flexibility in the enhancement 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.

**As part of the study a sample of site visit assessments were undertaken. This included visits to all play provision for children and young people, the five main parks and a sample of 15 sites each of amenity greenspace and natural and semi-natural greenspaces. A total of 143 received a quality and value score. These were undertaken by the KKP Research Team in November 2017.**

## 4.1.3: Lancaster Analysis Area Quality and Value Summary

### *Parks and Gardens (Lancaster)*

*Table 4.1.1: Parks and Gardens Quality and Value Summary*

		Quality	
		High	Low
Value	High	Greaves Park Williamson Park Ryelands House P+G	
	Low		

*Table 4.1.2: Parks and Gardens Action*

Summary	Action
<ul style="list-style-type: none"> <li>All assessed sites rate above the quality and value thresholds</li> </ul>	<ul style="list-style-type: none"> <li>Site quality and value should continually look to be enhanced where possible.</li> </ul>

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## Natural and Semi-Natural Greenspace (Lancaster)

Table 4.1.3: Natural and Semi-Natural Greenspace Quality and Value Summary

		Quality	
		High	Low
Value	High	Barleycop Lane Wood Freeman's Wood	Caton Road NSN Ridge Estate Community area Vicarage Field NSN
	Low		

Table 4.1.4: Natural and Semi-Natural Greenspace Action

Summary	Action
<b>Natural and semi-natural greenspace</b>	
<ul style="list-style-type: none"> <li>Three sites rate below quality threshold: Vicarage Field NSN, Ridge Estate Community area, Caton road NSN</li> </ul>	<ul style="list-style-type: none"> <li>Quality should look to be enhanced where possible; for example, exploring options for improved access /usable pathways, maintenance etc across all three sites. Flooding at Vicarage Field was observed and should be reviewed.</li> </ul>

## Amenity Greenspace (Lancaster)

Table 4.1.5: Amenity Greenspace Summary

		Quality	
		High	Low
Value	High	Abbeystead Drive Royal Albert Scotch Quarry Willow Lane Grounds	Luneside West
	Low		

Table 4.1.6: Amenity Greenspace Action

Summary	Action
<ul style="list-style-type: none"> <li>One site rates below quality threshold: Luneside West AGS</li> </ul>	<ul style="list-style-type: none"> <li>Enhancing site quality should be explored where possible (options for enhancement of general appearance, ancillary features could be explored).</li> </ul>



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### ***Provision for Children and Young People (Lancaster)***

A summary of the quality and value matrix ratings for Provision for Children and Young People is set out in Appendix Two (due to large number of sites receiving a score).

*Table 4.1.7: Provision for Children and Young People Action*

Summary	Action
<ul style="list-style-type: none"> <li>Four sites rate below quality threshold; Cow Shard 5-a-side, Ryelands Play Area, Barnacre Close Playing Area and Tunnel Field 5-a-side</li> <li>Two sites rate below quality and value thresholds; Hala Basketball Hoop and Furness Street</li> </ul>	<ul style="list-style-type: none"> <li>Site quality should look to be enhanced where possible (e.g. look to improve general appearance as well as exploring options to increase the quality/range of equipment)</li> <li>Enhance quality of sites only if also possible to enhance value. Both sites are located in areas with other forms of play provision identified.</li> </ul>

### **4.1.4 Heysham and Morecambe Analysis Area Quality and Value Summary**

#### ***Parks and Gardens (Heysham and Morecambe)***

*Table 4.1.8: Parks and Gardens Quality and Value Summary*

		Quality	
		High	Low
Value	High	Happy Mount Park Regent Park	
	Low		

*Table 4.1.9: Parks and Gardens Action*

Summary	Action
<ul style="list-style-type: none"> <li>All assessed sites rate above the quality and value thresholds</li> </ul>	<ul style="list-style-type: none"> <li>Site quality and value should continually look to be enhanced where possible.</li> </ul>

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## **Natural and Semi-Natural Greenspace (Heysham and Morecambe)**

Table 4.1.10: Natural and Semi-Natural Greenspace Quality and Value Summary

		Quality	
		High	Low
Value	High	Barrows Lane Field Heysham Cliffs and Headland Ryknild War Drain Area	Jenny Nook Peel Ave
	Low		

Table 4.1.11: Natural and Semi-Natural Greenspace Action

Summary	Action
<b>Natural and semi-natural greenspace</b>	
<ul style="list-style-type: none"> <li>Two sites rate below quality threshold: Peel Ave NSN and Jenny Nook NSN</li> </ul>	<ul style="list-style-type: none"> <li>Site quality should look to be enhanced where possible; for example, exploring options for improved access on site/usable pathways, maintenance etc</li> </ul>

## **Amenity Greenspace (Heysham and Morecambe)**

Table 4.1.12: Amenity Greenspace Summary

		Quality	
		High	Low
Value	High	Altham Meadows AGS (Bartholomew Rd) Betony AGS Braddon Close AGS Brock Close AGS Quarry	Peel Ave
	Low		

Table 4.1.13: Amenity Greenspace Action

Summary	Action
<ul style="list-style-type: none"> <li>One site rates below quality threshold: Peel Ave AGS</li> </ul>	<ul style="list-style-type: none"> <li>Enhancing site quality should be explored where possible (enhancement of general appearance, drainage).</li> </ul>

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### ***Provision for Children and Young People (Heysham and Morecambe)***

A summary of the quality and value matrix ratings for Provision for Children and Young People is set out in Appendix Two (due to large number of sites receiving a score).

*Table 4.1.14: Provision for Children and Young People Action*

Summary	Action
<ul style="list-style-type: none"> <li>Three sites rate below quality threshold; Altham Meadows (Bartholomew Road), Woodrush Play Area and Borwick Court Play Area</li> </ul>	<ul style="list-style-type: none"> <li>Site quality should look to be enhanced where possible (e.g. look to improve general appearance as well as exploring options to increase the quality/range of equipment)</li> </ul>

### **4.1.5 Carnforth/Rural Analysis Area Quality and Value Summary**

#### ***Parks and Gardens (Carnforth/Rural)***

No provision of this type is assessed for quality and value as part of the sample audit.

#### ***Natural and Semi-Natural Greenspace (Carnforth/Rural)***

*Table 4.1.15: Natural and Semi-Natural Greenspace Quality and Value Summary*

		Quality	
		High	Low
Value	High	Long Dales Lane Fields; North Kellet	Lunesfield Quarry North Reanes Woods NSN
	Low		

*Table 4.1.16: Natural and Semi-Natural Greenspace Action*

Summary	Action
<ul style="list-style-type: none"> <li>Two sites rates below threshold for quality; Reanes Woods NSN and Lundsfield Quarry North; Carnforth</li> </ul>	<ul style="list-style-type: none"> <li>Site quality should look to be enhanced where possible; for example, exploring options for improved access on site, maintenance etc</li> </ul>

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## ***Amenity Greenspace (Carnforth/Rural)***

*Table 4.1.17: Amenity Greenspace Summary*

		Quality	
		High	Low
Value	High	Calder Close AGS	Fell View AGS Hall Drive AGS Shore Road AGS
	Low		

*Table 4.1.18: Amenity Greenspace Action*

Summary	Action
<ul style="list-style-type: none"> <li>Three sites rate below quality threshold: Hall Drive AGS, Fell View AGS and Shore Road AGS</li> </ul>	<ul style="list-style-type: none"> <li>Enhancing site quality should be explored where possible (options for enhancement of general appearance, ancillary features could be explored).</li> </ul>

## ***Provision for Children and Young People (Carnforth/Rural)***

A summary of the quality and value matrix ratings for Provision for Children and Young People is set out in Appendix Two (due to large number of sites receiving a score).

*Table 4.1.19: Provision for Children and Young People Action*

Summary	Action
<ul style="list-style-type: none"> <li>Three sites rate below quality threshold; Halton St Wilfred's Park Play Area, Pump Track – Middleton and Schoolhouse Lane Play Area</li> </ul>	<ul style="list-style-type: none"> <li>Site quality should look to be enhanced where possible (e.g. look to improve general appearance as well as exploring options to increase the quality/range of equipment)</li> </ul>

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### 4.2: Accessibility

Accessibility catchment areas for different typologies identify communities currently not served by existing provision. 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 is overcome by the concept of 'effective catchments', defined as the distance that would be travelled by the majority of users.

#### 4.2.1 Catchment areas

The findings of the Communities Survey and the Settlement Hierarchy for Lancaster District have been used to inform accessibility catchments standards (see table 4.2.1).

Sub Regional Centres (Lancaster), Key Service Centres (Morecambe and Heysham) and Market Towns (Carnforth) are considered as urban areas; Sustainable Settlements and Rural Villages are considered as rural areas (see Table 3.3.2).

*Table 4.2.1: Accessibility guidelines to travel to open space provision*

Open space typology		Hierarchy	Accessibility standard
Parks & Gardens		Urban	All areas to be within a <b>15-minute walk</b> of high quality parks provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute drive</b> of high quality regional or district provision
Natural and Semi-Natural Greenspace		Urban	All areas to be within a <b>15-minute walk</b> of high quality natural greenspace provision
		Rural	All areas to be within a <b>30-minute drive</b> of high quality natural greenspace provision
Amenity Greenspace		Urban	All areas to be within a <b>12-minute walk</b> of high quality amenity greenspace provision
		Rural	All <i>sustainable settlements</i> to be within a <b>12-minute walk</b> of high quality amenity greenspace
Provision for children and young people	Children's Play	Urban	All areas to be within a <b>10-minute walk</b> of high quality children's play provision
		Rural	All <i>sustainable settlements</i> to be within a <b>10-minute walk</b> of high quality children's play provision
	Young People's	Urban	All areas to be within a <b>15-minute walk</b> of <u>dedicated</u> high quality young people's provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute walk</b> of high quality young people's provision
Allotments and community gardens		Urban	All areas to be within a <b>15-minute walk</b> of high quality allotment provision
		Rural	All <i>sustainable settlements</i> to be within a <b>15-minute drive</b> of high quality allotments provision

No accessibility standards are set for the typologies of cemeteries or green corridors. There is no national recommendation in terms of accessibility distances for such forms of provision.

### ***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 typology 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).

The identified need and actions as a result of the accessibility standards for the Carnforth/Rural Analysis Area are separated by settlement hierarchy classifications as more than one type of settlement hierarchy level exists within the analysis area (e.g. the analysis area consists of Carnforth classified as a Market Town as well as 15 Sustainable Settlements). A further breakdown of the catchment mapping analysis for the identified Sustainable Settlements is set out in Appendix One.

The Council is looking to provide an interactive mapping system which will be available for use to help assist with identifying deficiencies in the future.

### **4.2.2 Implications and recommendations**

Section 4.2.3, 4.2.4 and 4.2.5 summarise the deficiencies identified from the application of the accessibility standards together with the recommended actions. Please refer to the associated mapping data to view site locations.

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

- ◀ 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. An 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 increased 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.





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Table 4.2.2: Parks and Gardens Accessibility Summary

Analysis area	Identified need (catchment gap)	Action
Carnforth/Rural	<p><i>Carnforth:</i></p> <ul style="list-style-type: none"> <li>No catchment gaps in mapping against 15-minute walk time to the Carnforth area</li> </ul> <p><i>Sustainable Settlements:</i></p> <ul style="list-style-type: none"> <li>Gap identified in mapping against 15-minute drive time for regional and district provision to sustainable settlements of Hornby, Silverdale and Wray. Minor gaps identified at Overton, Over Kellet and Warton</li> </ul>	<p><i>Carnforth:</i></p> <p>n/a</p> <p><i>Sustainable Settlements:</i></p> <ul style="list-style-type: none"> <li>Size of gaps is not considered to warrant new forms of provision. Exploring options to enhance/maintain quality of existing sites such as amenity greenspace is recommended (see Appendix One)</li> </ul>
Heysham and Morecambe	<ul style="list-style-type: none"> <li>Gaps in 15-minute walk time catchment noted in Heysham area</li> <li>Minor gap in 15-minute walk time catchment noted to south of Morecambe</li> </ul>	<ul style="list-style-type: none"> <li>Gap is served to some extent by other forms of provision like amenity greenspace such as Whinisty Field and Meldon Road AGS plus natural greenspace like Peel Avenue.</li> <li>Gap is served to some extent by other forms of provision like amenity greenspace such as Braddon Close AGS and Westminster Close AGS plus natural greenspace like Oxcliffe Road and Oxcliffe Road Lake.</li> <li>Exploring options to enhance quality of such sites is recommended</li> </ul>
Lancaster	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 15-minute walk time</li> </ul>	n/a





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## 4.2.5: Amenity Greenspace Accessibility Summary

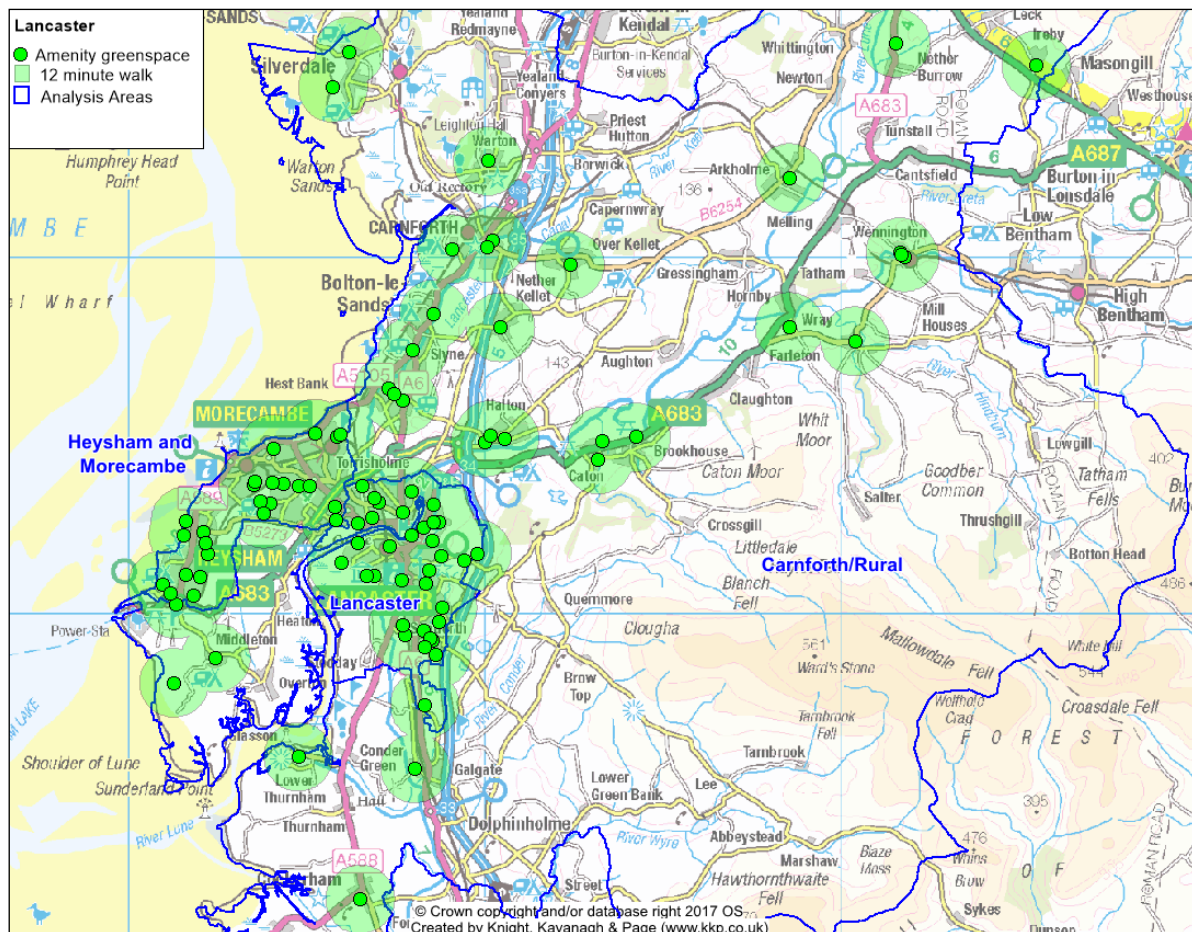


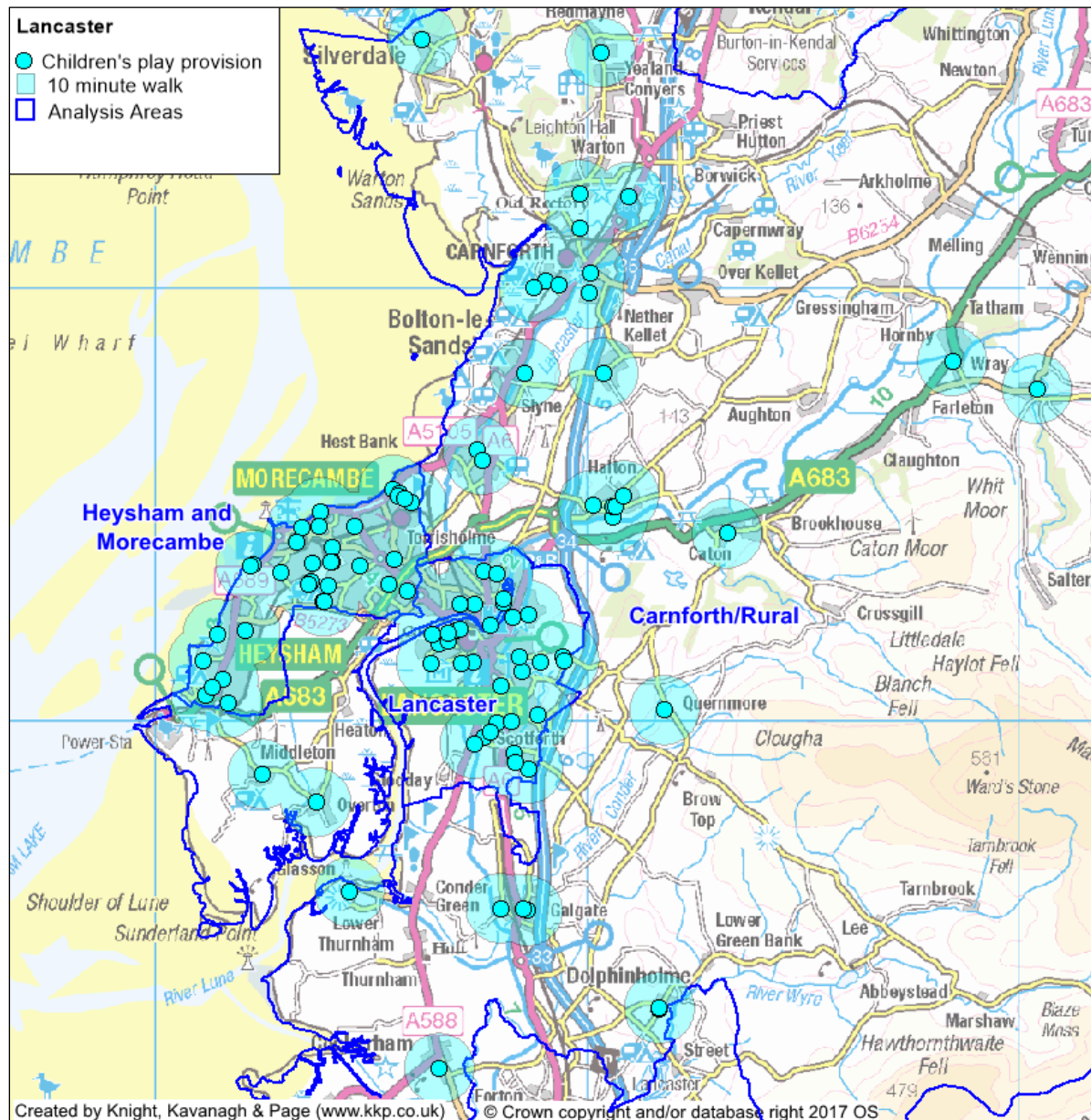
Table 4.2.4: Amenity Greenspace Accessibility Summary

Analysis area	Identified need (catchment gap)	Action
Carnforth/Rural	<ul style="list-style-type: none"> <li>Very minor catchment gap in 12-minute walk time observed to the north of Carnforth settlement</li> <li>All Sustainable Settlements are within a 12-minute walk of amenity greenspace with the exception of Overton</li> </ul>	<ul style="list-style-type: none"> <li>Size of gap is not considered to warrant new form of provision. Exploring options to enhance/maintain quality of existing sites such as Calder Close AGS and Scouts Field is recommended</li> <li>Exploring opportunities to create access to informal open space provision is recommended.</li> </ul>
Heysham and Morecambe	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 12-minute walk time</li> </ul>	n/a
Lancaster	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 12-minute walk time</li> </ul>	n/a

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## 4.2.6: Provision for Children and Young People Accessibility Summary

*Children's play provision:*

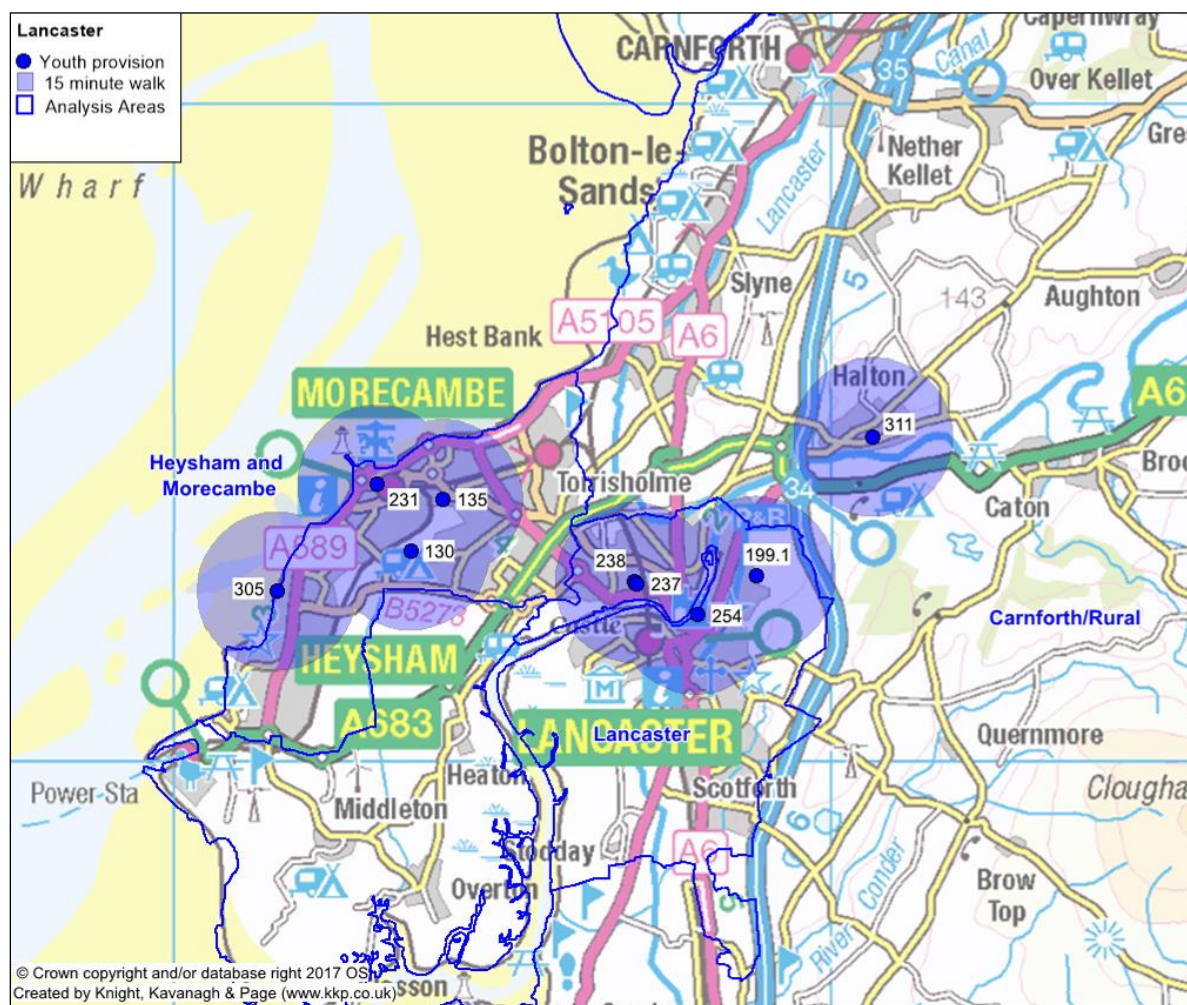






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*Dedicated young people's provision:*



The numbers on the map represent the unique Site ID given to each open space site. The associated name of the site can be found in the appendices.

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Table 4.2.5: Provision for Children and Young People Accessibility Summary

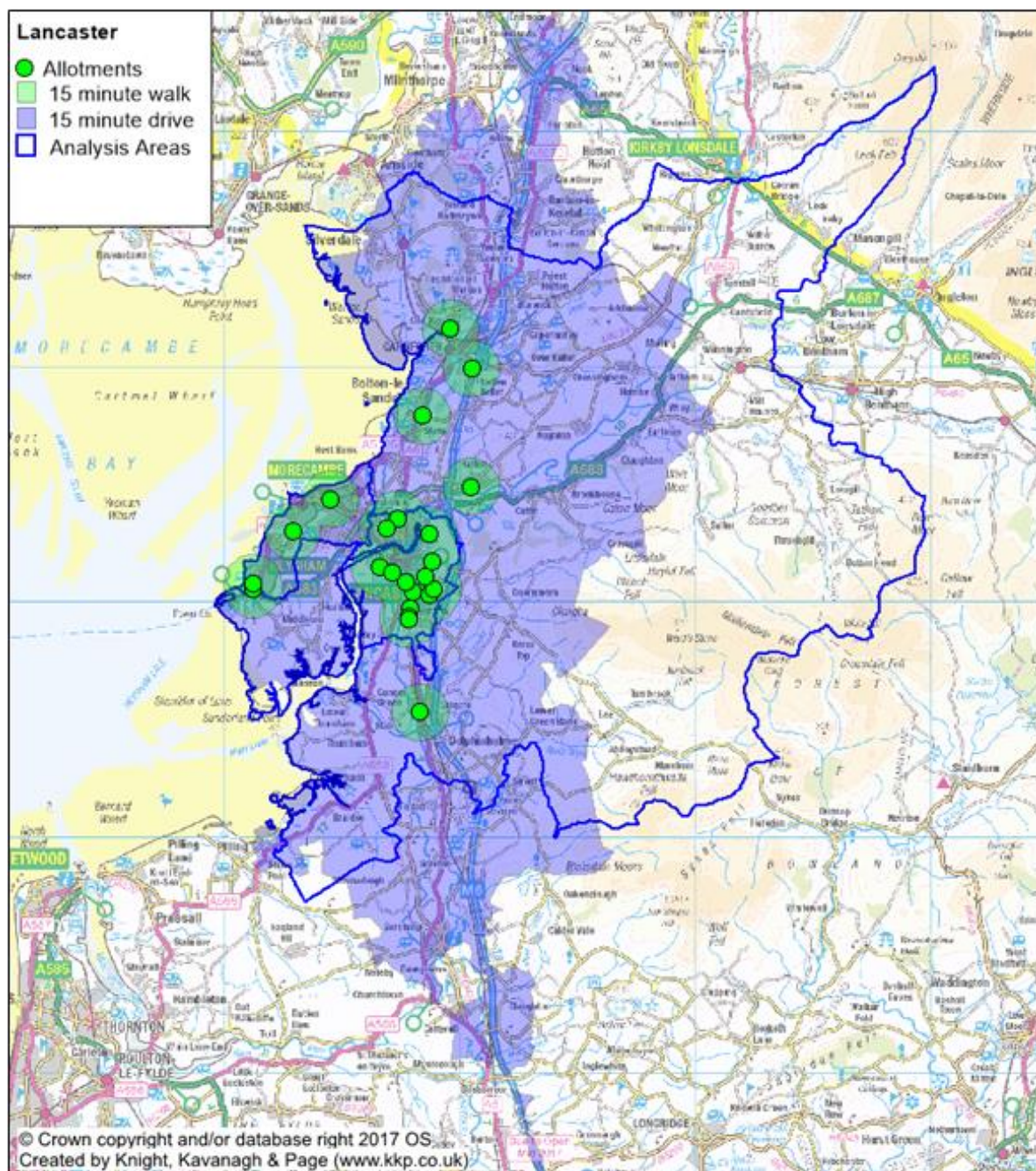
Analysis area	Identified need (catchment gap)	Action*
Carnforth/Rural	<p><i>Carnforth:</i></p> <ul style="list-style-type: none"> <li>No catchment gaps in mapping against 10-minute walk time for children's play to Carnforth</li> <li>Gap identified in catchment mapping against 15-minute walk time for dedicated youth provision to Carnforth area</li> </ul> <p><i>Sustainable Settlements:</i></p> <ul style="list-style-type: none"> <li>Gaps identified in mapping against 10-minute walk time for children's play to sustainable settlements of Brookhouse and Over Kellet</li> <li>Gap identified in catchment mapping against 15-minute walk time for young people's provision to sustainable settlements of Bolton-le-Sands, Brookhouse, Galgate, Hornby, Nether Kellet, Overton, Over Kellet, Silverdale, Warton and Wray</li> </ul>	<ul style="list-style-type: none"> <li>Look to bridge gap by enhancing range/quality of equipment at existing sites (i.e. more extensive/diverse equipment) in order to cater for older age ranges</li> </ul> <p><i>Carnforth:</i></p> <ul style="list-style-type: none"> <li>Exploring such options at either 110.1 (Crag Bank), 210 (Dunkirk Ave) and 211 (Kellet Road), 286 (Redruth Drive) and 312 (Crag Bank Field) is recommended</li> </ul> <p><i>Sustainable Settlements</i></p> <ul style="list-style-type: none"> <li>The two settlements of Brookhouse and Over Kellet are identified as having gaps in children's play and young people's provision. Reviewing these gaps and exploring options to address shortfalls is recommended.</li> <li>Opportunities to provide additional equipment catering for older age ranges at sites identified as providing children's play should be encouraged and explored where possible.</li> </ul>
Heysham and Morecambe	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 10-minute walk time for children's play</li> <li>Gap identified in catchment mapping against 15-minute walk time for dedicated youth provision to Heysham area and east of Morecambe area</li> </ul>	<ul style="list-style-type: none"> <li>Look to bridge gap by enhancing range/quality of equipment at existing sites (i.e. more extensive/diverse equipment) in order to cater for older age ranges</li> <li>Exploring such options at either 228 (Benson Ave), 418 (Happy Mount Park) and 126 (Kingsway), 305 (Promenade) is recommended</li> </ul>
Lancaster	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 10-minute walk time for children's play</li> <li>Gap identified in catchment mapping against 15-minute walk time for dedicated youth provision</li> </ul>	<ul style="list-style-type: none"> <li>Look to bridge gap by enhancing range/quality of equipment at existing sites (i.e. more extensive/diverse equipment) in order to cater for older age ranges</li> <li>Exploring such options at either 108.1 (Hala- Burrow Beck) &amp; 108.2 (Abbeystead Drive), 245 (Dorrington Road), 248 (Winchester Ave), 249 (Palatine), 256 (Barnacres Close), 265 (Parsons Close), 266 (Viscount Drive) and 267 (The Cedars) is recommended</li> </ul>

\* The numbers cited are map references



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## 4.2.7: Allotments Accessibility Summary



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Table 4.2.6: Allotments Accessibility Summary

Analysis area	Identified need (catchment gap)	Action
Carnforth/Rural	<p><i>Carnforth:</i></p> <ul style="list-style-type: none"> <li>No catchment gaps in mapping against 15-minute walk time to Carnforth</li> </ul> <p><i>Sustainable Settlements:</i></p> <ul style="list-style-type: none"> <li>No catchment gaps in mapping against 15-minute drive time to sustainable settlements</li> </ul>	<p><i>Carnforth:</i> n/a</p> <p><i>Sustainable Settlements</i> n/a</p>
Heysham and Morecambe	<ul style="list-style-type: none"> <li>Minor catchment gaps in mapping against 15-minute walk time to Morecambe area</li> <li>No catchment gaps in mapping against 15-minute drive time</li> </ul>	n/a
Lancaster	<ul style="list-style-type: none"> <li>No catchment gaps in mapping against 15-minute walk time</li> </ul>	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.

#### 4.3.1: 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 Lancaster District for different open space typologies (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. Using quantity standards to seek provision of open space as part of new developments is therefore recommended.

The recommended quantity standards for Lancaster District are identified in Table 4.3.1:

*Table 4.3.1: Recommended quantity standards*

Typology		Recommended Quantity Standards (ha per 1,000 population)
Parks & gardens		0.39
Natural & semi-natural greenspace		2.52
Amenity greenspace		0.62
Allotment and community gardens		0.15
Provision for children & young people	Children's play	0.04
	Young people (dedicated)	0.04

#### 4.3.2: 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 the Lancaster District. 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 open space typology.

*Table 4.3.2: Current provision against recommended quantity standards*

Analysis area	Parks and gardens		Natural and Semi Natural Greenspace (Hectares per 1000 population)		Amenity greenspace		Allotments & community gardens	
	0.39		2.52		0.62		0.15	
	Current provision	+ / -	Current provision	+ / -	Current provision	+ / -	Current provision	+ / -
Lancaster	0.91	+ 0.52	1.79	- 0.73	0.88	+0.26	0.29	+0.14
Heysham & Morecambe	0.16	-0.23	1.46	- 1.06	0.37	-0.25	0.09	-0.06
Carnforth/ Rural	0.00	- 0.39	14.52	+12.00	0.58	-0.04	0.06	-0.09

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The Heysham and Morecambe Analysis Area is identified as having shortfalls against the quantity standards in all forms of open space provision.

Similarly, the Carnforth/Rural Analysis Area has shortfalls in all forms of provision with the exception of natural and semi-natural greenspace.

The Lancaster Analysis Area only has a shortfall observed against natural and semi-natural greenspace. All other forms of open space are sufficient against the recommended quantity standards.

### *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	Children's play (Hectares per 1000 population)		Young people (dedicated)	
	0.04		0.04	
	Current provision	+ / -	Current provision	+ / -
Lancaster	0.05	+0.01	0.009	-0.031
Heysham & Morecambe	0.07	+0.03	0.02	-0.02
Carnforth/ Rural	0.08	+0.04	0.003	-0.037

All three analysis areas meet the recommended standard for children's play. However, a shortfall against the recommended standard for young people's provision is highlighted across all three analysis areas. Furthermore, all three are identified as having quality and accessibility deficiencies.

### **Identifying priorities**

In areas identified as being sufficient against the existing quantity standards the focus will be to ensure quality and accessibility standards are being met. Table 4.3.2 and 4.3.3 also highlights those areas of the District 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 Heysham and Morecambe Analysis Area, shortfalls are highlighted across all forms of open space (see Table 4.3.2). On this basis, addressing these shortfalls should be identified as a priority.

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### 4.4: Summary of Quantity, Quality and Accessibility

The following tables bring together the findings of the implications identified through applying the quantity, quality and accessibility standards set out within sections 4.1, 4.2 and 4.3. These are presented on an overall District and analysis area basis.

#### 4.4.1: District Summary

<ul style="list-style-type: none"> <li>There are 440 sites identified as open space provision; an equivalent to over 1,201 hectares.</li> <li>Deficiencies in terms of quantity are more prevalent in areas of Morecambe and Carnforth.</li> <li>Accessibility is generally good; particularly in the Lancaster area. However, gaps in parks and gardens and amenity greenspaces are noted to the Morecambe and Carnforth areas. The latter also has some instances of gaps in children's play.</li> <li>Furthermore, gaps in play provision for young people are highlighted across the District.</li> <li>Consultation also highlights concerns to a lack of provision for older children across the area.</li> <li>Quality is good in general although there are sites rating below the thresholds which could potentially benefit for enhancement.</li> </ul>
---

#### 4.4.2: Lancaster Analysis Area Summary

Typology	Quantity (ha per 1,000 population)	Accessibility	Quality
Parks and gardens	Sufficient by 0.52	No gaps in provision	No deficiency identified
Natural & semi-natural	Shortfall of 0.73	No gaps in provision	Three sites rate below quality threshold: Vicarage Field NSN, Ridge Estate Community area, Caton Road NSN
Amenity greenspace	Sufficient by 0.26	No gaps in provision	Luneside West AGS rates below quality threshold:
Children's Play	Sufficient by 0.01	No catchment gaps for children's play	Four sites rate below quality threshold; Cow Shard 5-a-side, Ryelands Play Area, Barnacre Close Playing Area and Tunnel Field 5-a-side
Young peoples	Shortfall of 0.031	Gap identified in catchment mapping against 15-minute walk time for dedicated youth provision	Two sites rate below quality and value thresholds; Hala Basketball Hoop and Furness Street
Allotments & community gardens	Sufficient by 0.14	No gaps in provision	Not applicable

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### 4.4.3: Heysham and Morecambe Analysis Area Summary

Typology	Quantity (ha per 1,000 population)	Accessibility	Quality
Parks and gardens	Shortfall of 0.039	Gaps in 15-minute walk time catchment noted to Heysham area Minor gap in 15-minute walk time catchment noted to south of Morecambe	No deficiency identified
Natural & semi-natural	Shortfall of 1.06	No gaps in provision	Two sites rate below quality threshold: Peel Ave NSN and Jenny Nook NSN
Amenity greenspace	Shortfall of 0.25	No gaps in provision	Peel Ave AGS rates below quality threshold
Children's Play	Sufficient by 0.03	No catchment gaps for children's play	Three sites rate below quality threshold; Altham Meadows (Bartholomew Road), Woodrush Play Area and Borwick Court Play Area
Young peoples	Shortfall of 0.02	Gap identified in catchment mapping against 15-minute walk time for dedicated youth provision to Heysham area and east of Morecambe area	
Allotments & community gardens	Shortfall of 0.06	No gaps in provision	Not applicable

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### 4.4.4: Carnforth/Rural Analysis Area Summary

Typology	Quantity (ha per 1,000 population)	Accessibility	Quality
Parks and gardens	Shortfall of 0.39	<p><i>Carnforth:</i> No gaps in provision</p> <p><i>Sustainable Settlements:</i> Gap identified in mapping against 15-minute drive time for regional and district provision to Hornby, Silverdale and Wray. Minor gaps at Overton, Over Kellet &amp; Warton</p>	No assessed sites
Natural & semi-natural	Sufficient by 12.00	No gaps in provision	Two sites rates below threshold for quality; Reanes Woods NSN and Lundsfield Quarry North; Carnforth
Amenity greenspace	Shortfall of 0.04	<p>Very minor catchment gap in 12-minute walk time observed to the north of Carnforth</p> <p>All Sustainable Settlements are within a 12-minute walk with the exception of Overton</p>	Three sites rate below quality threshold: Hall Drive AGS, Fell View AGS and Shore Road AGS
Children's Play	Sufficient by 0.04	<p><i>Carnforth:</i> No catchment gaps for children's play</p> <p><i>Sustainable Settlements:</i> Gaps identified in 10-minute walk time for children's play to Brookhouse and Over Kellet</p>	Three sites rate below quality threshold; Halton St Wilfred's Park Play Area, Pump Track – Middleton and Schoolhouse Lane Play Area
Young peoples	Shortfall of 0.037	<p><i>Carnforth:</i> Gap identified in 15-minute walk time for dedicated youth provision</p> <p><i>Sustainable Settlements:</i> Gap identified in 15-minute walk time for young people's provision to Bolton-le-Sands, Brookhouse, Galgate, Hornby, Nether Kellet, Overton, Over Kellet, Silverdale, Warton and Wray</p>	
Allotments & community gardens	Shortfall of 0.09	No gaps in provision	Not applicable

### PART 5: POLICY ADVICE AND RECOMMENDATIONS

#### 5.1 Recommendations

The following section provides a summary of the key findings of the application of the quantity, quality and accessibility standards. It incorporates recommendations which 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 be recognised/ protected, if they are not already so, in order for their quality to be improved.

The summary of low quality sites (p31-36) identifies those sites which were surveyed 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 summary for the accessibility catchment mapping (p39-48) highlights those sites that help or have the potential to serve gaps in provision. Furthermore, there are a number of sites across the Lancaster District with a multi-functional role which may serve (to some extent) wider areas.

The Council should seek to enhance the role and quality of these multi-functional sites through greater levels and diverse range of features. This is in order to provide a stronger primary and secondary role as well as opportunities associated with other open space typologies. In some instances, 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 be particularly relevant in cases where the land space to create new forms of open space 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 (p31-36), then a change of primary typology should be considered.

If no shortfall in other open space typologies are noted (p49-50), 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 there is currently sufficient burial capacity available across the Lancaster District.

### **5.2 Implications**

The following section establishes the policy implications in terms of planning. This will steer the Council in seeking contributions for 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 open space typology 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.

Lancaster City Council utilises the planning obligations mechanism.

#### ***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 m<sup>2</sup>.

More recently, in tandem with the Housing White Paper, an update to the DCLG consultation on CIL proposes an overhaul of the current system.

### *Seeking developer contributions*

This document will 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 its 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.

### *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 most instances, the City Council seeks developers to transfer responsibility of maintenance to a private management entity. Developers are also encouraged to devolve management to community-based groups and organisations where appropriate. Either approach needs to demonstrate the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

In instances where a new form of off-site provision is required (e.g. additional play equipment at an existing play site), consideration to the maintenance of such facilities will be needed. This may be in the form of a maintenance contribution to whoever maybe responsible for maintaining the new provision.

### 5.3 Approach to developer contributions

The Council has an approach for calculating developer contributions set out in its Planning Advisory Note (PAN); *Open Space Provision within New Residential Developments*. This details the requirements for on-site and off-site provision of open space as well as the financial contributions in lieu of on-site provision of open space. Thresholds for determining on-site or off-site contributions are also provided. The methods use the number and type dwellings to inform the financial contributions and thresholds for on-site or off-site contributions.

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 Appendix Three is recommended; as it is an approach KKP encourages for use. On this basis, there is also a need for the Council to identify a contribution cost per square metre. For many local authorities this is calculated by maintenance or horticulture services. A monetary cost is needed in lieu of on-site provision 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. An example method to calculate the cost per square metre is provided in Appendix Four.

It is unclear from the current PAN what the actual size of onsite provision is to be if a development warrants on-site provision to be provided. The only reference is to the thresholds to determine whether provision should be on-site or off-site. A recommendation is therefore for the quantity standards to be clearly presented so it is obvious to calculate how much open space provision is required as on-site provision.

The PAN also covers the approach for outdoor sport facilities. However, 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 via the strategy and action plans developed as part of the PPS.

There is currently no developer contribution towards natural and semi-natural greenspace sought for new residential developments. Quantity of such provision is widely regarded as sufficient across the Lancaster District. However, it is still necessary to ensure demand from future developments is not detrimental to existing provision.

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.

An option to consider in 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 Lancaster District which would allow a set fee to be calculated per dwelling (as the number of people per dwelling can be estimated).

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An alternative option could be to link natural and amenity greenspace together as one 'informal' open space type. Combining the two open space typologies of natural or amenity provision for contribution purposes 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 types of provision.

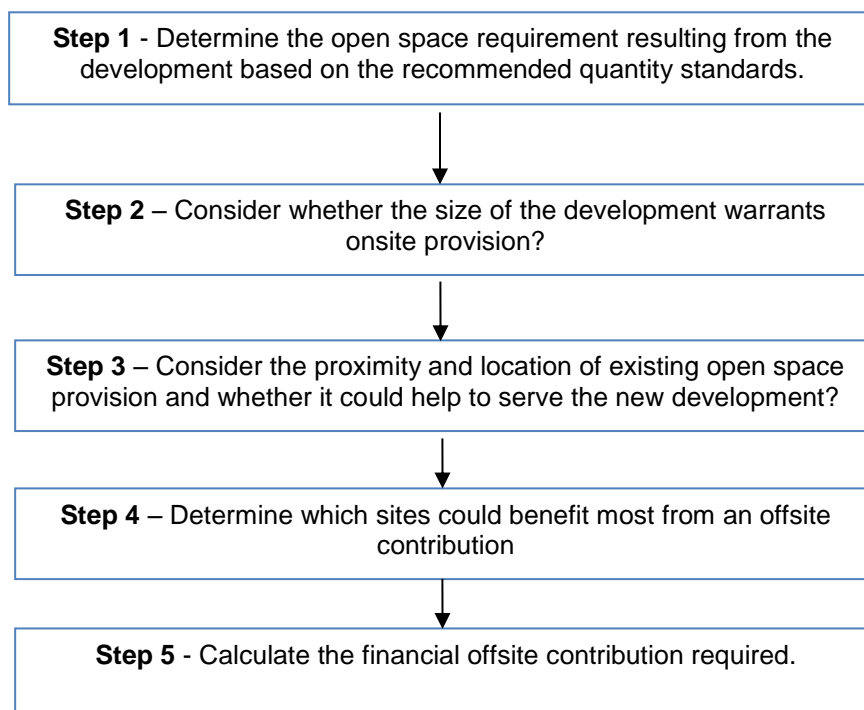
### *Flexible approach*

A focus of the study is 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 could warrant a contribution to an existing site within close proximity.

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 that development.

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*





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### ***Determining onsite or offsite contributions***

The Council already sets an approach to determining whether open space provision should be provided on or off site within the PAN (Table 1). This is based on the number of dwellings to be built as part of any development. This has been reviewed in line with the findings of this document.

The new approach takes into account requirements within the district and the minimum size thresholds for each typology, in association specifications of each typology within appendix four, to ensure appropriate quantity and quality of new provision.

*Table 5.3: Minimum dwelling threshold figures for determining on-site provision*

Type of space	Dwelling Number thresholds for on-site provision
Parks and Gardens	300 dwellings
Natural and semi natural	100 dwellings
Equipped Play Areas (up to 12)	40 dwellings
Young Persons Provision	80 dwellings
Amenity Green Space	25 dwellings
Allotments and Community Gardens	400 dwellings

*Table 5.4: Thresholds for determining off-site financial contributions*

Type of space	Thresholds for consideration of financial contributions in lieu on-site provision
Parks and Gardens	<b>Rural:</b> 5 dwellings or more to 299 dwellings <b>Urban:</b> 10 dwellings or more to 299 dwellings
Natural and Semi-Green Space	<b>Rural:</b> 5 dwellings or more to 99 dwellings <b>Urban:</b> 10 dwellings or more to 99 dwellings
Equipped/Natural Play Areas	<b>Rural:</b> 5 dwellings or more to 39 dwellings <b>Urban:</b> 10 dwellings or more to 39 dwellings
Young Persons Provision	<b>Rural:</b> 10 dwellings or more to 79 dwellings <b>Urban:</b> 5 dwellings or more to 79 dwellings
Informal and Amenity Green Space	<b>Rural:</b> 5 dwellings or more to 24 dwellings <b>Urban:</b> 5 dwellings or more to 24 dwellings
Allotments and Community Gardens	<b>Rural:</b> 50 dwellings or more to 399 dwellings <b>Urban:</b> 40 dwellings or more to 399 dwellings

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.

Developments requiring onsite contributions of a small scale should be avoided where possible. 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 recommended that a minimum threshold is used to determine if provision should be provided on or off site.

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Both the GLA and FIT offer some guidance to the potential minimum threshold size of sites (Table 5.5). 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 5.5: Minimum size thresholds for on-site provision*

Classification	Minimum size of site provision
Allotments and community gardens	0.4 ha (0.025 per plot)
Amenity greenspace	0.45*ha (FIT Standard is 0.6 per 1000 population)
Natural and semi natural	0.45* ha (FIT Standard is 1.80 per 1000 population)
Parks and gardens	2 ha
Play areas (equipped)*	0.04 ha (activity zone) 0.25 full area
Play areas (informal/casual)	0.10 ha (activity zone)
Young People	0.10 ha (activity zone) 0.30 full area

*\*for over 25 houses requirement is increased by 7m2 per person*

### **Play**

- Minimum size of sites from FIT Guidance ([Guidance for Outdoor Sport and Play England](#))
- For equipped play areas a minimum size of 0.04 hectares is recommended as minimum dimensions
- This would require a buffer zone of 20m minimum separation between activity zone and the habitable room façade of dwellings
- For informal/casual play areas a minimum size of 0.10 hectares is recommended as minimum dimensions
- This would require a buffer zone 30m minimum separation between activity zone and the boundary of dwellings

### **Other**

- Minimum size of sites taken from GLA London Plan 2011 (Table 7.2)

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\* Minimum recommended size for play areas by Fields In Trust

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### APPENDIX ONE: ACCESSIBILITY STANDARD BREAKDOWN FOR SUSTAINABLE SETTLEMENTS

As part of the application of the accessibility standards (see Section 4.2) it is useful to identify whether each sustainable settlement is served by a certain form of open space provision. This is particularly necessary for amenity greenspace and provision for children and young people. Where gaps in the catchments of parks and gardens are identified, other open space sites helping to meet the gap such as amenity greenspace are cited.

The numbers within the table represent the unique Site ID given to each open space site. The associated name of the site can be found in Appendix Two.

Sustainable Settlements	Parks & gardens provision	Amenity greenspace provision	Play provision	
			Children's play	Young peoples
Bolton-le-Sands	n/a	28	306	Gap identified
Brookhouse	n/a	290	Gap identified	
Cockerham	n/a	472	250	250
Caton	n/a	60 & 118	177	
Galgate	n/a	196	33, 72, 169.1,	Gap identified
Halton	n/a	27, 38 & 433	38, 291, 310, 311 & 424	38, 310, 311
Hest Bank	n/a	35, 393 and 325	34.1, 393.1	393.1
Hornby	180 & 62	180	62	Gap identified
Nether Kellet	n/a	40	40.1	Gap identified
Overton	8	Gap identified	8	Gap identified
Over Kellet	371	371	Gap identified	Gap identified
Silverdale	293	293	31	Gap identified
Slyne	n/a	3, 35 and 393	34.1, 393.1	393.1
Warton	270	270	213	Gap identified
Wray	421	473	421	Gap identified

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## APPENDIX TWO: QUALITY AND VALUE MATRIX FOR PLAY PROVISION

The following tables are part of the application of the quality and value matrix as set out earlier in the report (Section 4.1).

Sites that are colour coded green represent scoring above the thresholds for quality and value. Conversely, red scoring sites are those which rate below the quality and value thresholds.

### *Provision for Children and Young People (Lancaster)*

		Quality	
		High	Low
Value	High	Abbeystead Drive Play Area (108.2) Blades Street (314) Cedar Road – Marsh (315) Cedar Road – Marsh MUGA (390) Derby Road play area (278) Dorrington Road- Play Area (245) Fairfield Green Play Area (258) Greaves Park Play Area (260) Green Ayre Skateboard Park (254) Gregson Road (319) Hala - Burrow Beck Play Area (108.1) Hill road play area (302.1) King Georges - Slyne Road play area (236) Low Moor Recreation Ground Teen Area (308) Luneside West Play Area (403.1) Mainways, Cow Shard Play Ground (157.1) Newton, Play Area (255) Palatine Play Area (249) Parsons close play area (265) Ridge MUGA, 'The Addy' (199.1) Ryelands MUGA and skateboard park (238) Ryelands Park - Play Area (428.1) Scotch Quarry, Play Area (206) Sycamore Grove Play Area (283) The Cedars - play area (267) The Willows (389) Thirlmere Road play area (239) Viscount Drive play area (266) Wentworth Drive 2 Play Area (282) Wentworth Drive Play Area (281) Williamson Park Play Area (146.1) Willow Lane Play Area (284) Winchester Avenue Play Area (248)	Cow Shard 5 aside (157.2) Ryelands Play Area (237) Barnacre Close Playing Area (256) Tunnel Field 5 a side (338.1)
	Low	Hasgill Court (317)	Hala Basketball Hoop (79.1) Furness Street (316)



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## *Provision for Children and Young People (Heysham and Morecambe)*

		Quality	
		High	Low
Value	High	Abbeydale Play Area (426.1) Altham Meadow (391.1) Altham Meadows 5 aside (391.2) Bay Cottage play area (221) Benson Avenue play area (228) Braddon Close - play areas (227) Clay Pits Playing Field (135) Douglas Park Play Area (148) Essington Ave (Schola Green Lane) Play Area (134) Fairfield Park- Play Area (276) Fairhaven Way- Play Area (243) Grosvenor Park Playground (46) Happy Mount Park Children's Play Area (418.1) Happy Mount Park Children's Railway (418.2) Happy Mount Park Natural Adventure Play Area (418.4) Happy Mount Park Splash Park (418.3) Heysham Village Play Area (400) Kiln Bank Avenue, Play Area (106) Kingsway Play Area (126) Langridge Way Play Area (130) Marine Road Central Play Area (429) Michaelson Ave Play Area (208) Morecambe Skatepark (231) Peel Avenue Play Area (416.1) Plover Drive (268) Poulton Road Play Area (94) Promenade Climbing Wall (305) Race Tower Play Area (111) Regent Park Play Ground (229.1) Sycamore Gardens, Heysham (395) West End Gardens play area (225) West End Gardens toddler play area (225.1) Westminster Close Play Area (426)	Bartholomew Road (97.1) Woodrush Children's Play Area (141) Borwick Court Play Area (313)
	Low		

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## *Provision for Children and Young People (Carnforth/Rural)*

		Quality	
		High	Low
Value	High	BLS, Packet Lane Play Area (306) Cockerham, Main Street Children's Play Area (250) Crag Bank Field (312) Crag Bank Play area (110.1) Dolphineholme, Star Bank Lane- Play Area (171) Dunkirk Avenue Play Area (210) Fell View Play Area (177) Galgate Crofters Fold Play area (72) Galgate Wharfedale Play Area (33) Galgate, The Green Play Area (Beech Ave) (169.1) Glasson Dock- Play Area (402) Greaves Hill Lane / Star Bank Lane Play Area (420) Hall Drive Play Area (15.1) Halton Low Road Playground (310) Halton Mill Lane Play Area (291) Home Farm Close Play Area (421) Hornby Station Road Play Area (62) Kellet Road Play Area (211) Manor Lane Play Area (34.1) Mill Head Play Area (214) Overton Play Area (8) Pine Lakes Play Area (186) Quernmore Primary School (273) Redruth Drive Play Area (286) Shaw Lane Play Area (40.1) Silverdale Cove Road Play Area (31) Slyne Rec Ground Play Area (393.1) The Weir, Warton Main Street Play Area (213) Yealand Play Area (303)	Halton St Wilfred's Park Play Area (38.1)
	Low		Pump Track – Middleton (397.1) Schoolhouse Lane Play Area (424)

### APPENDIX THREE: RECOMMENDED APPROACH TO CALCULATING DEVELOPER OFF SITE CONTRIBUTIONS

The open spaces and play provision requirements arising from new residential developments 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 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) should be 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. This can be calculated to reflect each dwelling type based on its occupancy level. This conversion is achieved by first taking the different occupancy levels from the 2011 census and showing the equivalent number of dwellings per 1,000 population. For example, if 1.3 people occupy a one-bedroom dwelling, then 1,000 people occupy  $(1 / 1.3 \times 1000 =)$  769 one bedroom dwellings. Table A3.1 provides a breakdown on this for each dwelling type.

*Table A3.1: Dwelling occupancy levels and equivalent number of dwellings.*

Number of bedrooms	Occupancy level	Equivalent number of dwellings per 1,000 population
1	1.3	769
2	1.9	526
3	2.6	385
4	3.2	312

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 most instances, the City Council seeks developers to transfer responsibility of maintenance to a private management entity. Developers are also encouraged to devolve management to community-based groups and organisations where appropriate. Either approach needs to demonstrate the facilities are capable of being managed and maintained to the appropriate standard in perpetuity.

In instances where a new form of off-site provision is required (e.g. additional play equipment at an existing play site), consideration to the maintenance of such facilities will be needed. This may be in the form of a maintenance contribution to whoever maybe responsible for maintaining the new provision.

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 m<sup>2</sup>) by the Council's fee rate for appropriate maintenance and improvement work (in m<sup>2</sup>) (see Appendix Four for further guidance).

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### APPENDIX FOUR: EXAMPLE OPEN SPACE COST CALCULATION

Application of quantity standards to determine provision level requirements for new developments is recommended. The quantity standard requirement functions on a X amount of provision per 1,000 population. This can then be converted to a m<sup>2</sup> figure. In instances of offsite contributions, how much should look to be charged per m<sup>2</sup> needs to be detailed. The following calculations are suggested for consideration in the use of charging for **offsite contributions**.

As no national information is available, a combination of approaches have been used to determine cost charges per m<sup>2</sup>. Initially, the Facility Cost Guidance by Sport England has been used to calculate the relevant components relating to open space provision.

*Table A4.1: Sport England Facility Cost Guidance (2017) for components relevant to open space*

Type of facility*	Size	Area (m <sup>2</sup> )	Capital cost (£)
MUGA (macadam, fenced, sports lighting)	36.60x21.35	782	145,000
Skate park (fenced, sports lighting)	40x18	720	150,000
Senior football pitch	106x70	7,420	85,000
Bowling green	40x40	1,600	140,000
Outdoor tennis courts (2 court macadam, fenced, sports lighting)	36.58x33.53	1,227	200,000

Cost charges for other factors of open space have been supplied by Lancaster City Council. These include:

*Table A4.2: Cost information supplied by client*

Facility	Description	Cost £
Hard landscaping	Boundary fencing (or equivalent), recycled plastic 1.2m	85 / m
	Boundary fencing (or equivalent), steel palisade 2m	80 / m
	Boundary fencing (or equivalent), chestnut paling	30 / m
	Pathways – tarmac or similar	50 / m <sup>2</sup>
	Pathways – gravel / stone to dust	35 / m <sup>2</sup>
Soft landscaping	Shrub planting	45 / m <sup>2</sup>
	Tree – standards	350
	Tree - whip planting	30 m <sup>2</sup>
	Turf	8 / m <sup>2</sup>
	Hedging	16 / m
Ancillary features	Seating	850
	Bin	500
	Signs	1000
	Noticeboard	1500

**It is important to highlight that the following calculations are intended to act as a starting point for calculating cost charges. The findings of this report, local needs, priorities and costs are subject to change.**

\* Sport England Facility Cost Guidance <https://www.sportengland.org/media/11748/facility-costs-2q17.pdf>



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The following paragraphs calculate the cost charges for **offsite contributions** for each type of open space. As part of the calculations a number of assumptions have had to be made regarding provision of certain features i.e. fencing, seating, bins etc.

### **Parks and Gardens**

The list of facilities below would, it can be assumed to some extent, be expected to be contained within a 'typical' park site. It is recognised that a park may not necessarily contain all of the below facilities.

*\*It is expected that a park would include other typologies such as children's play. These are shown in brackets with costs shown elsewhere to ensure not to be double counted.*

*Table A4.3: Park components used for calculating cost charges*

Type of facility*	Size	Area (m <sup>2</sup> )	Capital cost (£)
Soft landscaping – hedging	£16 per liner metre	600m	9,600
Soft landscaping - turf		10,000	80,000
Soft landscaping - trees	Minimum x30	-	10500
Soft landscaping - shrub/perianal plant beds	Minimum x8	15m x 15m	81,000
Ancillary features - seating	Minimum x6		5,100
Ancillary features - bins	Minimum x6		3,000
Ancillary features - signs	Minimum x2		2,000
Ancillary features - noticeboard	Minimum x2		3,000
Ancillary features - toilets			120,000
Hard landscaping - pathways	Minimum 180m	180m x 1.5m = 270m <sup>2</sup>	15,000
Hard landscaping – entrance feature/gates	X 2		20,000
Hard landscaping – Drainage			20,000
Hard landscaping – lighting	Minimum X 6		10,500
Outdoor Gym Equipment and fitness trail			25,000
(Children's Play Area)			
(Young People's Facilities)			
<b>SUB-TOTAL</b>	-		<b>404,700</b>
VAT (at 20%)			80,940
<b>TOTAL</b>		<b>20,000</b>	<b>485,640</b>

20,000 square metres (or equivalent to 2 hectares) is estimated to cost £485,640. This works out as an equivalent to £24 per m<sup>2</sup> (e.g. 485,640 / 20,000 = £24.28)

Offsite contributions for parks provision should therefore look to be charged at £24 per m<sup>2</sup>

This does not take into account any land preparation that may be required. Offsite contributions should therefore be calculated for each individual proposed development due to the variation in earth works which may be required.

\* Sport England Facility Cost Guidance <https://www.sportengland.org/media/10289/facility-costs-2q16.pdf>

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### ***Amenity greenspace***

Provision of this type would expect to be much simpler in terms of design and contents (especially in comparison to parks). Developers are expected to deliver this typology onsite other than in exceptional circumstances. Therefore, the following facilities are assumed to be present:

*Table A4.4: Amenity greenspace components used for calculating cost charges*

Type of facility <sup>1</sup>	Size	Area (m <sup>2</sup> )	Capital cost (£)
Soft landscaping - turf		4500	36,000
Soft landscaping - trees	Minimum x10	-	3,500
Ancillary features - seating	Minimum x1		850
Ancillary features - bins	Minimum x1		500
<b><i>SUB-TOTAL</i></b>			<b><i>40,850</i></b>
VAT (at 20%)			8,170
<b><i>TOTAL</i></b>			<b><i>49,020</i></b>

An area of 4,500 square metre (or equivalent to 0.45 hectares) is estimated to cost £49,020. This works out to equivalent to £10.89 per m<sup>2</sup>-(e.g. 49,020/4,500 = 10.89)

Offsite contributions for amenity greenspace provision should therefore look to be charged at £11 per m<sup>2</sup>

This does not take into account any land preparation that may be required. Offsite contributions should therefore be calculated for each individual proposed development due to the variation in earth works which may be required.

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### **Play provision for children and young people**

Play provision has been split for the purposes of calculating a cost charge in order to better reflect the two categories of play; provision for children and provision for young people.

The requirements for play space are based on those set out within the Council's Planning Advisory Note (PAN) document.

### **Provision for children:**

*Table A4.5a: children's play components used for calculating cost charges*

Type of facility	Size	Area (m <sup>2</sup> )	Capital cost (£)
Surfacing - wet pour		400	11,040
Play equipment (up to children aged 12)*	Minimum x5		41,427
Fencing			8,174
Entrance gate	Minimum x1		1,962
Ancillary features - seating	Minimum x1		1,574
Ancillary features - bins	Minimum x1		373
Ancillary features - signs	Minimum x1		588
Additional installation costs			2,370
<b>SUB-TOTAL</b>			<b>67,508</b>
VAT (at 20%)			13,502
<b>TOTAL</b>			<b>81,010</b>

An area of 400 (or equivalent to 0.04 hectares) is assumed to cost £81,010. This works out as an equivalent to £202 per m<sup>2</sup> (e.g. 81,010 / 400 = 202.52)

Offsite contributions for play provision should therefore look to be charged at £202 per m<sup>2</sup>

This does not take into account any land preparation that may be required. Offsite contributions should therefore be calculated for each individual proposed development due to the variation in earth works which may be required.

### **Provision for young people:**

*Table A4.5b: young people's components used for calculating cost charges*

Type of facility	Size	Area (m <sup>2</sup> )	Capital cost (£)
Multi Use Games Area (MUGA)	36.60 x 21.35	782	40,000
Skate Park	40 x 40	1600	100,000
Teen Shelter / interactive music/dj booth			30,000
Challenging Play Area		1500	80,000
Interactive games wall	36.60 x 21.35	782	70,000
<b>SUB-TOTAL</b>		<b>4,664</b>	<b>320,000</b>
<b>Average</b>		<b>1,166</b>	<b>64,000</b>
VAT (at 20%)			12,800
<b>TOTAL</b>			<b>76,800</b>

\* Based on estimates for equipment (2x junior swings, 2x toddler swings, 2x springys, 1x roundabout, 1x see-saw, 1x junior multi-play, 1x toddler multi-play)

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The Council would only expect one or two facilities to be delivered. Consequently, an average area and cost has been calculated using the different types of facilities catering for young people.

An area of 1,000 (or equivalent to 0.10 hectares) is assumed to cost £76,800. This works out as an equivalent to £77 per m<sup>2</sup> (e.g. 76,800 / 1,000 = 76.80)

Offsite contributions for young people's provision should therefore look to be charged at £77 per m<sup>2</sup>

This does not take into account any land preparation that may be required. Offsite contributions should therefore be calculated for each individual proposed development due to the variation earth works which may be required.

### Allotments

Provision of this type would expect to be much simpler in terms of design and contents (especially in comparison to parks). Therefore, the following facilities are assumed to be present:

*Table A4.6: Allotment components used for calculating cost charges*

Type of facility <sup>1</sup>	Size/No'	Area (m <sup>2</sup> )	Capital cost (£)
Ancillary features - noticeboard	1		1,500
Ancillary features - signs	1	-	1,000
Ancillary features – group shed	1		2,500
Hard landscaping - gateway	1		2,500
Hard landscaping - delivery bays	2		1,000
Hard landscaping – pathways (stone to dust with timber edging)	Equivalent to 50m	-	1,750
<b>SUB TOTAL</b>			<b>10,250</b>
Fencing:			
Soft Landscaping - hedging		16 X total site perimeter	4,160
Hard landscaping - fencing	-	80 x total site perimeter	20,800
<b>SUB-TOTAL</b>			<b>45,460</b>
VAT (at 20%)			9,092
<b>TOTAL</b>			<b>54,552</b>

The total proposed site size is required in order to complete the calculation for the cost to charge per m<sup>2</sup> for allotments.

In an example of an allotment site being required to be 0.4 hectare in size. This would require approximately 260m of perimeter fencing. This would be a cost equivalent of £54,552.

Therefore, an area of 4,000 m<sup>2</sup> (or equivalent to 1 hectare) is assumed to cost £54,552.

This works out as an equivalent to £14 per m<sup>2</sup> (e.g. 54,552 / 4,000 = 13.64) but does not take into account any land preparation that may be required.



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Offsite contributions for allotments provision should therefore be calculated for each individual proposed development due to the variation in fencing that may be required.

### ***Natural/semi-natural greenspace***

Provision of this type would expect to be much simpler in terms of design and contents (especially in comparison to parks). Therefore, the following facilities have been assumed to be present:

*Table A4.6: Natural/semi-natural components used for calculating cost charges*

Type of facility <sup>1</sup>	Size/No'	Area (m <sup>2</sup> )	Capital cost (£)
Ancillary features - bins	Minimum x2	-	1,000
Ancillary features - signs	2	-	2,000
Ancillary features - seating	2	-	1,700
Hard landscaping - pathways	75	-	2,625
<b>SUB-TOTAL</b>			<b>7,325</b>
Hard landscaping – chestnut paling fencing	-	£30 x total site perimeter	8,100
Soft landscaping – trees (approximately 50% of site coverage)	-	30 x total site area/4*2	67,500
<b>SUB-TOTAL</b>			<b>82,925</b>
VAT (at 20%)			16,585
<b>TOTAL</b>			<b>99,510</b>

The total proposed site size is required in order to complete the calculation for the cost to charge per m<sup>2</sup> for natural and semi-natural sites.

In an example of a natural and semi-natural site being required to 0.45 hectare in size. This would require approximately 270m of perimeter fencing. This would be a cost equivalent of £8,100. For approximately 50% of such a site to be covered with tree – whip planting would cost £67,500.

Therefore, an area of 4,500m<sup>2</sup> (or equivalent to 0.45 hectare) is assumed to cost £99,510.

This works out as an equivalent to £22 per m<sup>2</sup> (e.g. 99,510 / 4,500 = 22.11) but does not take into account any land preparation that may be required.

Offsite contributions for natural and semi-natural provision should therefore be calculated for each individual proposed development due to the variation in fencing and planting that may be required.

### ***Playing pitches***

Contribution costs for playing pitches is covered in the associated Playing Pitch and Outdoor Sports Strategy (PP&OSS). This is provided in a separate report.

Any contribution sought should be based on a tailored approach to each development, using the robust evidence base provided as part of the PP&OSS to help with clearly justifying the needs arising and how they are to be met.

### **Future cost increases**

Cost charges should be updated on an annual basis. This could be through an annual review to check charges are still accurate or through linking the cost charges to a national figure such as the Consumer Price Index (CPI).

The CPI measures the change in the cost of a representative sample of items. It is therefore a useful tool to ensure the offsite contributions being sort for open space provision are reflective of changes in inflation across the country.

A calculation for undertaking this is to take the current cost charge and calculate the percentage increase as a result of the CPI at the end of each financial year (i.e. end of March)

#### *Hypothetical example:*

Current cost charge for parks and gardens is £24 per m<sup>2</sup>

CPI value at end of March 2018 is 2.3%\*

Therefore, if the cost charge were to be recalculated for the next 12 months

$$24 / 100 \times 2.3 = 0.55$$

The cost charge would be (24 + 0.55) £24.55 per m<sup>2</sup>

This would need to reviewed every 12 months to reflect the CPI value.

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\* <https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/l55o/mm23>

