SECTION 14 – SUMMARY AND PLANNING OVERVIEW

Overview of open space, sport and recreation provision in Hull

14.1 This study has been completed in accordance with the requirements of the latest Planning Policy Guidance Note 17 (PPG17) and its Companion Guide. It provides an overview of the provision of open space, sport and recreation facilities across Hull.

14.2 This section considers the wider benefits of open spaces and the impact and implications of the provision of open space, sport and recreation facilities on wider priorities. It also summarises the recommended local standards set, and the application of the local standards for all typologies in each Area. Consideration is then given to the implementation of the study in a planning policy and development control context.

The wider context

Why are green spaces in Hull important?

14.3 There has been a national recognition in recent years of the continuing importance of parks and green spaces. Various policies and strategies have shown a commitment to renewal of this vital part of our heritage including Government Planning Policy Guidance Note 17: Planning for open space, sport and Recreation\(^1\) and the CABE Green Space Report\(^2\). The role that green spaces can have in meeting policy objectives linked to other agendas, such as education, diversity, health, safety, environment and regeneration is also recognised. The Green Spaces, Better Places Report (DTLR Task Force May 2002)\(^3\) highlighted that parks and open spaces:

- contribute significantly to social inclusion because they are free and accessible to all
- can become a centre of community spirit
- contribute to child development through scope for outdoor, energetic and imaginative play
- offer numerous educational opportunities
- provide a range of health, environmental and economic benefits.

14.4 As highlighted in Section 3, the provision of open space, sport and recreation facilities can play a wider role in improving health.

\(^1\) Department of Communities and Local Government, Planning Policy Guidance Note 17, July 2002,
\(^2\) Commission for Architecture and the Built Environment (CABE), “A guide to producing parks and green space management plans.”
\(^3\) DTLR, 2002: Green Spaces, Better Places (Urban Green Spaces Task Force 2002)
14.5 Increasing sport and physical activity is a key target both nationally and locally and parks and open spaces provide an alternative means of encouraging local residents to participate. The recent Active People survey indicates 18.1% of residents in Hull currently participate three times per week or more in moderately active sport or recreation. This is below the national average and places the city in the bottom 25% for participation (3 x 30 minutes sport and active recreation). Furthermore, participation in Hull is significantly below the benchmark for the worst performing 25% of authorities. The Sport and Physical Activity Strategy reinforces the role that open spaces can play in increasing participation across all sectors of the population of Hull.

14.6 The Active People survey diagnostic tool enables the actual level of participation (3x30minutes) to be measured against the expected levels of participation. The results are based on a regression model determining the main economic and demographic factors that influence sport participation. It takes into account a wide range of economic and demographic variables outside the control of local authorities such as income, age, profession, and family structure. 57% of residents in Hull fall into groups that are less likely to participate compared to 40.7% of residents nationally. This emphasises the importance of providing facilities appropriate to the local area, to maximise the likelihood of residents participating.

14.7 The value of open space is not just recreational. The strategic contribution that open spaces can make to the wider environment includes:

- defining the local landscape character and softening the urban environment
- providing an appropriate context and setting for built development and infrastructure
- emphasising the presence of particular natural features such as the coast and river valleys
- supporting habitats and local wildlife
- combating climate change and flood risk.

**Linking green spaces**

14.8 As highlighted previously, the provision of appropriate high quality green space results in an array of benefits that far exceed the recreational value that these sites offer to residents. Linkages between green spaces further enhance the benefits that can be achieved.

14.9 Green Infrastructure (GI) comprises a network of multi-functional greenspace set within and contributing to a high quality natural and built environment. Green Infrastructure is widely considered to be an essential requirement for the enhancement of quality of life, for existing and future generations, and to be an integral element in the delivery of ‘liveability’ for sustainable communities. Quality of life is one of the three main themes of the Hull Community Strategy, therefore reinforcing the importance of effective green space.

14.10 This PPG17 study provides a starting point for understanding the wider green infrastructure across the city and its surrounding areas and the benefit that this can bring to the local community.
Planning green space, sport and recreational facilities at a local level

14.11 At the local level the role that green spaces play in the achievement of wider corporate objectives is recognised, both within the sport and physical activity strategy and play policy and within more overarching strategic documents such as the community strategy and corporate plan.

14.12 The Hull Local Area Agreement (LAA) deals with areas which are of greatest concern to local people and is developed around the four building blocks that are instrumental in the achievement of the four priority areas of the community strategy. These four building blocks are:

- Economic Development and Enterprise
- Children and Young People
- Stronger and Safer Communities
- Healthier Communities and Older People.

14.13 The effective provision of green space can play a key role in the delivery of targets within these four areas. Targets of particular relevance to this study include:

- promotion of healthy lifestyles for children and young people
- empowering local communities and promoting community involvement
- create a sustainable and pleasant living environment
- support the development of environments that have a positive impact on health and lifestyles
- increasing the proportion of residents who are satisfied with their neighbourhood as a place to live.

14.14 Table 14.1 overleaf summarises the contributions that achievement of some of the key objectives arising from the assessment of local needs and existing provision can generate.
Table 14.1 - Achievement of wider LAA objectives through the provision of open space, sport and recreation facilities

<table>
<thead>
<tr>
<th>Children and young people</th>
<th>Stronger and safer communities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• addressing identified deficiencies in the provision for children and young people in quantitative terms. The recommended increase in the provision of amenity space will also provide more informal opportunities for children and young people</td>
<td>• promoting and encouraging community involvement in the provision, maintenance and management of open spaces</td>
</tr>
<tr>
<td>• ensuring that the quality of facilities and the type of facilities meet the needs of local young people</td>
<td>• enhancing the safety of open spaces and the perception of safety of open space sites through the promotion of good quality design and planning</td>
</tr>
<tr>
<td>• maximising the involvement of children and young people in the day to day design and planning of facilities for children and young people</td>
<td>• addressing identified deficiencies to ensure that all residents have access to high quality open spaces.</td>
</tr>
<tr>
<td>• maximising the role of school facilities in the provision of open space, sport and recreational facilities.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Economic development and enterprise</th>
<th>Healthier communities and older people</th>
</tr>
</thead>
<tbody>
<tr>
<td>• delivering attractive places and enhancing local identity and image though investment in the quality of facilities</td>
<td>• maximising use of open spaces and sports facilities for physical activity and achievement of the Council’s targets for increasing participation in sport and physical activity</td>
</tr>
<tr>
<td>• maximising opportunities through regeneration to enhance the quality of open spaces and provide open spaces of the right type and in the right place</td>
<td>• investing in the quality of sports facilities to increase access to local residents and ensuring that all residents have access to local facilities</td>
</tr>
<tr>
<td>• ensuring that new development results in positive change in the provision of open space, sport and recreation facilities.</td>
<td>• promoting the wider benefits of open space on physical and mental health</td>
</tr>
<tr>
<td></td>
<td>• ensuring that open spaces meet the needs of all sectors of the community.</td>
</tr>
</tbody>
</table>

14.15 Table 14.2 overleaf summarises the role of open space in the achievement of the priorities of other regional and local strategies. The key objectives of each of the documents are summarised in Section 3.
Table 14.2 – Contribution of the provision of open space, sport and recreation facilities to wider strategy objectives

<table>
<thead>
<tr>
<th>Document</th>
<th>Short term objectives for the future delivery of open space</th>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Enhance the quality of open spaces across the City</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Ensure the quantity of open space is sufficient to meet local needs</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Maximise access to existing open spaces</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Maximise the use of open space, sport and recreation facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Regional Documents</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regional Spatial Strategy</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Regional Sports Strategy</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>Local Documents</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Strategy</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Corporate Plan</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Children and Young People’s Plan</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Sport and Physical Activity Strategy</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>
Current position

14.16 As discussed in sections 4–13, local standards have been set for different types of open space, sport and recreation facilities. These standards are summarised in Table 14.3 below.

Table 14.3 – Recommended Local Standards

<table>
<thead>
<tr>
<th>Typology</th>
<th>Quantity Standard</th>
<th>Accessibility Standard</th>
<th>Quality Percentage Score Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks</td>
<td>0.50 ha per 1000 population – equivalent to current level of provision</td>
<td>20 minute walk time (960m)</td>
<td>86.5%</td>
</tr>
<tr>
<td>Natural and Semi-natural Open Space</td>
<td>0.62 ha per 1000 population – above the existing provision</td>
<td>20 minute walk time (960m)</td>
<td>79%</td>
</tr>
<tr>
<td>Amenity Green Space</td>
<td>0.67 ha per 1000 population – above the existing level of provision</td>
<td>10 minute walk time (480m)</td>
<td>73%</td>
</tr>
<tr>
<td>Provision for Children</td>
<td>0.030 ha per 1000 population – above the existing level of provision</td>
<td>10 minute walk time (480m)</td>
<td>86%</td>
</tr>
<tr>
<td>Provision for young people</td>
<td>0.023 hectares per 1000 population – above the existing level of provision</td>
<td>15 minute walk time (720m)</td>
<td>80%</td>
</tr>
<tr>
<td>Outdoor Sports Facilities</td>
<td>1.68 ha per 1000 population – equivalent to current level of provision</td>
<td>20 minute walk time to tennis, bowls and synthetic pitches 15 minute walk to grass pitches 20 minute drive to athletics tracks and golf courses</td>
<td>80%</td>
</tr>
<tr>
<td>Allotments</td>
<td>0.24 ha per 1000 population – above the existing level of provision</td>
<td>20 minute walk time (960m)</td>
<td>89%</td>
</tr>
</tbody>
</table>
14.17 The primary issues emerging for each type of open space are summarised overleaf.

**Parks and Gardens**

- Parks and gardens are particularly valuable to local residents. Parks are one of the most frequently used open spaces in Hull by residents of all ages and all sectors of the local community. The wide range of facilities available at this type of open space is seen as particularly important and perceived to provide a wide range of recreational opportunities for residents.

- The role of parks and gardens in meeting targets to increase level of physical activity and improve health should also not be underestimated. The wider benefits of parks are wide reaching.

- The quality of parks and gardens is of particular importance to local residents. Many highlighted that the functionality of sites, along with the maintenance and perception of safety is of particular importance to them.

- When taking into account the role of recreation areas, there is an even distribution of parks across the city. Application of quantity standards suggests that overall the quantity of provision is sufficient to meet demand although population growth will see demand increase and new provision may be required.

- While the overall strategy should focus on improving the quality of key sites, if the overall aim of ensuring that all residents are within 20 minutes of a quality park is to be achieved, qualitative improvements will be required at sites across the city, as well as new provision in some areas.

**Natural and Semi-Natural Open Space**

- Natural and semi-natural open space is one of the most frequently visited types of open space in the city, indicated by 24% of respondents to the household survey. This emphasises the value of this type of open space.

- In addition to the recreational value of natural resources, residents also frequently recognise the wider benefits of natural open spaces, particularly in terms of providing opportunities for biodiversity and habitat creation.

- The need to protect natural and semi-natural open space from development was a key theme throughout consultation and while recreational opportunities should be encouraged, this should be balanced with conserving and promoting biodiversity. Active conservation management is recommended at some sites.

- Application of the recommended quality, quantity and accessibility standards highlights that the key priority for natural and semi-natural open space is improvements to the quality of sites. While there are quantitative deficiencies, the even distribution of sites means that the majority of residents fall within the appropriate catchment area of at least one natural open space. Maximising access to natural and semi-natural sites across the city and increasing awareness should also be a key priority of the Council going forward.

- While the distribution of sites is good, the low quantity of natural and semi-natural open space in some areas of the city should be addressed over the
LDF period, particularly in the event of the projected population growth identified in scenarios b and c.

**Amenity Green Space**

- the community interaction benefits of amenity green space are recognised, with residents identifying this type of open space as valuable to the local community

- application of the quantity, quality and accessibility standards illustrates the need for qualitative enhancements to a number of existing amenity green space sites. Amenity spaces can be particularly important to local residents in light of their close proximity to the home. Amenity green spaces are also of particular importance in terms of linking residents with open space and in providing links between neighbourhoods. In a sustainable neighbourhood an amenity space may be the focal point of the local community

- the application of the quantity standards demonstrates a need for additional provision in five of the seven Areas. When also considering the application of the accessibility standards, as well as the interrelationship between amenity green space and other open space types, it is clear that shorter term, the priorities focus around improvement of existing open spaces rather than the creation of new sites

- while the overall focus is on increasing the quality of amenity spaces, consideration should be given to new provision in the Riverside, Park and Wyke areas. Longer term, it will be important to ensure that new developments include the provision of amenity space in order to ensure that there is sufficient capacity to address the needs of the existing and projected future population.

**Provision for children and young people**

- equipped provision for children and young people was the overriding theme of consultations throughout the study. Residents expressed concerns over the quantity of provision, as well as highlighting that the quality of many facilities is insufficient and that facilities are perceived to be boring and not challenging

- the Hull Play Policy recognises many of these issues and also highlights the need to increase the quantity of provision for both children and young people. There has been significant effort to ensure that recently developed facilities for children and young people are exciting, challenging and appropriate to the target audience

- analysis of existing facilities highlights that there is significant variation in the quality of sites although sites are distributed relatively evenly across the city. While there are some new and different facilities there are also many sites which are old and offer little in terms of play value

- there are particular issues with the quantity and distribution of facilities for both children and young people across Hull. In order to ensure that all residents are within the appropriate distance threshold of a facility, significant extra provision is required in all areas of the city. There are particular priorities for new provision, particularly in the West, Wyke and Northern areas. The
provision of appropriate facilities on school sites may be instrumental in the delivery of facilities to meet local need

- any new facilities developed should meet the suggested quality criteria and should provide exciting play opportunities for children and young people. Site assessments carried out at existing facilities should also be used to inform decisions on those facilities in need of enhancement.

Outdoor Sports Facilities

- the provision of all the different types of outdoor sport facilities has been considered both as one, and for each type of facility provided. The demand-led nature of outdoor sports facilities however means that specific studies (such as a playing pitch strategy) should be undertaken in order to accurately define shortfalls and surpluses. The local quantity standard should be used for broad planning purposes only. Future decision making should draw upon local sport-specific demand-led assessments

- consultation highlights issues with both the quantity and quality of facilities; however the quality of facilities was the overriding issue. General maintenance, drainage and poor quality changing facilities were considered to be the main areas for improvement

- there is an even distribution of outdoor sports facilities across the city with most residents able to reach facilities within the appropriate catchment. There are some deficiencies in access to bowling greens and tennis courts and provision in areas devoid of existing facilities should be considered. New facilities planned as part of the BSF programme are likely to address many of the deficiencies in synthetic turf pitches

- the enhancement of the quality of existing outdoor sports facilities should be prioritised. In order to ensure that the adequacy of the quantity of facilities is maintained it is important to ensure that community use of facilities is maximised. The BSF and extended schools programme will contribute to the achievement of this goal and the BSF programme will see the creation of significantly improved facilities. Phase 1 habitat surveys illustrate that it is also important to consider the role of sports facilities in the provision of habitats

Allotments

- there are currently 22 allotment sites across Hull, totalling 54.64 hectares and equating to an overall level of provision of 0.21 hectares per 1000 population

- results from the household survey show 34% of respondents feel the provision of allotments is insufficient. Demand for allotments is also perceived to be increasing

- the majority of residents indicate that they would expect to walk to an allotment. An accessibility standard equivalent to a 20 minute walk has been set. This reflects the expectation for local provision

- parking facilities, well-kept grass and good access are perceived to be essential if high quality allotments are to be provided. The quality of allotments in the city is high overall, with the majority of sites perceived to be secure and well maintained. Most sites also have a water supply and basic ancillary accommodation
• the current distribution of allotments across the city is uneven. The application of the recommended local standards highlights a number of deficiencies, particularly focusing on the Riverside, North Carr and East areas.

• Phase 1 habitat assessments also reinforced the role of allotments in terms of biodiversity and habitat creation. Most allotment sites exhibited high levels of diversity in terms of both the species provided and the habitats evident.

Cemeteries and churchyards

• due to the nature of cemeteries and churchyards, the size of sites and amount of open space they provide can range significantly. They are frequently important for nature conservation.

• recent pressures on the capacity of cemeteries in Hull have resulted in the allocation of a new site, Priory Road. This site is located just outside of the city boundary. The ongoing demand for new provision should be monitored using the indicative standard of 0.10 hectares per annum, or 0.00039 hectares per 1000 population.

• the essential and desirable features set out in the quality standards should guide the future development and improvement of cemeteries and churchyards across the city. Site quality is currently good in comparison to other typologies. This is reflected in the findings of the household survey, with 50% of respondents thinking that the quality of sites is average while 39% of respondents felt that the quality was good.

• the wider benefits of churchyards are significant and it is wrong to place a value on churchyards and cemeteries focusing solely on quality and accessibility. In addition to offering a functional value, many cemeteries and churchyards have wider benefits including heritage, cultural and landscape values. Phase 1 habitat assessments also reinforced the role of cemeteries and churchyards in terms of biodiversity and habitat creation.

Green Corridors

• green corridors provide opportunities close to people’s homes for informal recreation, particularly walking and cycling, as part of everyday activities, for example, travelling to work or the shops. Therefore the development of a linked green corridor network will help to improve the health and wellbeing of the local community and encourage the use of sustainable forms of transport. In this way green corridors can be integral to the achievement of targets for increased active recreation and improved quality of life.

• as an urban area, the quantity of footpaths and Public Rights of Way is limited. Despite this, consultation indicates that they are well used. Planning policies should facilitate the protection of existing green corridors and facilitate the delivery of new sites, particularly maximising the use of natural resources such as river banks. Revisions to the green corridor network should consider the needs and aspirations of all users.

• a network of multi-functional greenspace will contribute to the high quality natural and built environment required for existing and new sustainable communities in the future. An integrated network of high quality green
corridors will link open spaces, helping to alleviate other open space deficiencies and provide opportunities for sustainable means of transport

**Indoor Sports Facilities**

- there are sufficient swimming pools to meet current and future demand in quantitative terms. Pools are ageing and replacement facilities will therefore be required
- the supply of sports halls is in balance with demand and there are some residents with poor access to facilities. Changes to the current levels of participation and population growth will see demand become greater than supply. However, the BSF programme will see the development of a minimum of five additional sports halls which should be sufficient to meet increased demand, particularly on the east side of the city. There are several overlapping catchments to the west of the city as well as residents with limited access to provision
- the provision of bowls and indoor tennis facilities are above the national average, although there remains some unmet demand for each type of facility. The BSF programme will see the development of a specialist facility for tennis which is likely to alleviate unmet demand.

**Key recommendations for the Council & open space partners**

<table>
<thead>
<tr>
<th>Open Space Type</th>
<th>Key recommendations for the Council &amp; open space, sports and recreation partners</th>
</tr>
</thead>
</table>
| Parks and Gardens | • maximise the role that parks can play in striving to increase participation in health and physical activity across the city  
• continue to promote activities and alternative means of exercise at parks to maximise usage  
• ensure that the LDF contains policies that protect parks from development  
• drive a strategic programme of qualitative improvements across the city  
• facilitate access to parks through the development of public transport links to parks and the creation of green linkages. |
| Natural and Semi-natural Open Space | • improve access to natural and semi-natural open spaces through improved signage as well as increasing local awareness  
• monitor the impact of recreation on natural and semi-natural open spaces  
• identify opportunities for improving the quality of natural and semi-natural open spaces both in terms of the wildlife and habitat values of the site, but also for recreational purposes  
• maximise biodiversity on natural and semi-natural open spaces through the implementation of active conservation management and maintenance regimes  
• consider the designation of one or more local nature reserves  
• incorporate a policy protecting existing natural and semi-natural open spaces |
### Open Space Type

**Key recommendations for the Council & open space, sports and recreation partners**

- seek to improve the quality of sites across the city, focusing particularly in areas where quality is lower including Park, Riverside and West areas of the city. Quality should be maintained in the Northern, East and North Carr areas of the city.
- facilitate the development of new semi-natural open spaces prioritising areas where access to natural open space is currently limited. These include the Riverside, Northern and Wyke areas. This may be through the inclusion of semi-natural open space within sites of another typology.

### Amenity Green Space

- facilitate the improvement of the network of existing amenity spaces through the inclusion of appropriate policy and design guidelines in the Hull Development Framework.
- seek to improve the quality of amenity green spaces, aiming to achieve a minimum score of 74% at each site.
- focus on enhancing the quality of existing amenity green space sites across all areas, focusing particularly on West, Park and Riverside Areas.
- longer term, identify opportunities for the provision of new amenity spaces within Park, Riverside and Wyke areas.
- ensure that new developments contribute towards the provision of amenity green space where they are outside of the recommended catchment of a facility.

### Provision for Children and Young People

- identify a programme of improvements across facilities for children and young people. Consideration should be given to the provision of an appropriate variety of facilities.
- seek to provide challenging and exciting play facilities for children that encourage children to test their boundaries and balance risk and safety.
- encourage and promote the involvement of children and young people in the development of new facilities.
- target improvements to the existing provision for children and young people using the quality standards and site assessments undertaken as part of this assessment to guide improvements. Ensure that new provision also meets recommended standards.
- evaluate the potential of locating facilities for children and young people at school sites.
- consider the provision of new facilities for children in areas currently devoid of provision.
- identify new opportunities for young people in Wyke, West and Northern Areas of the city.
- in light of shortfalls in provision, public transport links should be...
### Open Space Type

<table>
<thead>
<tr>
<th>Key recommendations for the Council &amp; open space, sports and recreation partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>maximized and particularly for young people, sites should be located in areas with good public transport links</td>
</tr>
<tr>
<td>green linkages and cycle routes should be maximized in order to encourage the use of sustainable means of transport.</td>
</tr>
</tbody>
</table>

### Outdoor Sports Facilities

- protect all outdoor sports facilities from development unless it can be proven that the replacement of a facility will result in a higher quality facility in a nearby location
- seek to improve the quality of outdoor sports facilities. Sites should meet National Governing Body criteria. This includes the provision of appropriate changing facilities. Improvements made to outdoor sports facilities should give consideration to the habitats provided and the species that are evident
- focus on enhancing the quality of existing tennis courts in the city and provide additional facilities in areas devoid of provision if demand is evident
- focus on increasing access to existing publicly accessible bowling greens in the city. Seek to enhance the quality of existing sites
- prioritise improvements to the quality of synthetic pitches and ensure that the pricing structure for these sites is accessible to all sectors of the community
- address issues surrounding the quality of grass pitches through a detailed programme of improvement focusing on ancillary accommodation and drainage
- allocate new sites to meet identified deficiencies in rugby league and cricket
- facilitate the delivery of the proposals of the BSF programme through the planning system and maximise community use of the resulting facilities
- review the implications of population growth and changes in the participation profile on the demand for facilities.

### Allotments

- regularly review, investigate and monitor demand for allotment provision and look for opportunities where demand is increasing through ongoing evaluation of waiting lists. Evaluation of demand should consider demand in areas where allotments are not currently provided as well as monitoring the usage of existing sites
- explore alternative opportunities for the provision of allotments including co-location at school sites
- ensure that allotments are protected from development through the Hull Development Framework
- ensure new housing developments contribute to provision of allotments as necessary and where required
- maintain and improve the biodiversity at allotments which are currently
### Open Space

<table>
<thead>
<tr>
<th>Open Space Type</th>
<th>Key recommendations for the Council &amp; open space, sports and recreation partners</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Type</strong></td>
<td>perceived to be high in biodiversity and promote management and maintenance of allotments which are sensitive to biodiversity, habitat creation and conservation.</td>
</tr>
<tr>
<td></td>
<td>• seek to increase the provision of allotments in the Longhill and Ings wards, Bransholme wards, the Orchard Park and Greenwood ward and the St Andrews ward. Consideration should be given to the integration of allotments within HMR proposals in the Newington and St Andrews wards</td>
</tr>
<tr>
<td></td>
<td>• monitor the demand for allotments in areas of the city where provision is currently sufficient</td>
</tr>
<tr>
<td></td>
<td>• seek to improve the quality of existing allotment sites in order to ensure that all sites are of adequate quality to meet the needs of local residents</td>
</tr>
<tr>
<td></td>
<td>• following the provision of additional allotments, promote the availability of sites to local residents maximising awareness of the opportunities available.</td>
</tr>
</tbody>
</table>

### Cemeteries and Churchyards

| Cemeteries and Churchyards | • recognise and promote the nature conservation value of closed cemeteries and churchyards and investigate the implementation of ecological management |
|                          | • enhance the quality of sites where appropriate using the essential and desirable features as a guide |
|                          | • continue to encourage community involvement in the provision of cemeteries and churchyards |
|                          | • develop a cemeteries strategy to ensure a strategic approach across the city. |

### Green Corridors

| Green Corridors | • complete and implement the Rights of Way Improvement Plan |
|                | • work in tandem with key partners such as ERYC and ABP to help maximise the use of green corridors and public rights of way in the city and to deliver the objectives of the Local Transport Plan |
|                | • facilitate the protection and development of the network through the inclusion of appropriate policies in the LDF |
|                | • drive a programme of qualitative improvements across the city. This should give consideration to both the recreational and conservation values of the green corridors |
|                | • promote the opportunities available to increase usage of green corridors, particularly working with ABP to increase access along the Humber foreshore |
|                | • undertake a green infrastructure assessment in conjunction with adjoining local authorities considering the balance between biodiversity and recreation. |

### Indoor sports

| Indoor sports | • undertake condition surveys on all Council-owned pools in order to understand their remaining lifespan and works required to ensure |
### Key recommendations for the Council & open space, sports and recreation partners

<table>
<thead>
<tr>
<th>Open Space Type</th>
<th>Facilities meet the required standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td>• the poor quality of existing swimming provision provides an opportunity to maximise the benefit of these facilities to the community. Prior to improving the quality of existing facilities, the Council should commission a detailed run of the Facility Planning Model (FPM) in order to evaluate whether existing facilities are in the most appropriate location and to determine whether replacement should be considered rather than the refurbishment on current sites. Consultation indicates that residents value sites where there are a variety of opportunities on the same site</td>
</tr>
<tr>
<td></td>
<td>• take account of access for local residents on foot and by public transport rather than by car when determining appropriate locations for new facilities</td>
</tr>
<tr>
<td></td>
<td>• the BSF programme plays a particularly important role in the delivery of new sports halls. It should be ensured that all facilities are accessible to the community outside of school hours</td>
</tr>
<tr>
<td></td>
<td>• longer term, target the achievement of Quest Accreditation at Council managed facilities in order to ensure that high quality standards are sustained.</td>
</tr>
</tbody>
</table>

Other key issues raised that should be addressed in order to increase participation and use at leisure centres include:

• ensure that the pricing structure is attractive to all sections of the community

• review programming at popular sites across the city to maximise access for a variety of sports during peak times. An increase in the provision of synthetic pitches (discussed in section 8) may have a knock on impact on the demand for sports halls. Ensure that clubs are able to access facilities and that their requirements are not impacted upon

• ensure that facilities are inviting to the general public through effective maintenance and management regimes. Improvements to the quality of facilities should be prioritised.

### Key issues by Area

#### East

• although application of the quantity standard suggests that provision in the East is below other areas of the city, the majority of residents are within a 20 minute catchment area of a park, or a multi-facility recreation ground. Priority should therefore be given to improvements to the quality of parks and recreation grounds
• there is a good distribution of natural and semi-natural open space across the East area with few residents outside of the catchment area for this type of open space. Furthermore, the quality of sites is highest of all areas of the city. In the short term, the quality of sites should be maintained and improved where appropriate. Longer term, the application of the quantity standard indicates that provision of additional semi-natural open space should be considered.

• all residents are able to access an amenity space within the recommended catchment area and the quantity of provision is sufficient to meet local need both now and in future years. The quality of sites ranges significantly and priority should therefore be given to ensuring that all sites are of sufficient quality to meet local need.

• application of the quantity standard highlights that the quantity of play areas in the East area is sufficient to meet minimum standards. Despite this, residents in the Longhill ward are outside of the catchment for a facility. The quantitative shortfalls, coupled with accessibility deficiencies, highlight the need for additional provision both in the short term and to meet longer term population growth. As a minimum an additional facility should be provided at a site within the Longhill ward. An additional facility within the Sutton area of the city should also be considered. The provision of additional facilities should be balanced with a programme of qualitative improvements.

• like the quality of facilities for children, the quality of facilities for young people in the East area is lower than in other areas of the city. Unlike provision for children, the quantity of provision falls below the recommended minimum standards and there are two areas where residents are outside of the catchment for facilities, specifically Longhill and the south of the Ings ward. While improvements to the quality should be prioritised in the short term, longer term consideration should be given to the provision of an additional two facilities.

• application of the local quantity standard demonstrates that the overall amount of outdoor sports facilities is insufficient to meet current and future demand. While the main focus should be on the improvement of the quality of existing facilities, some residents in the East area are outside of the recommended catchment area for bowling greens, tennis courts and synthetic pitches. The proposals as part of the BSF programme are likely to alleviate deficiencies of synthetic pitches.

• there is only one allotment in the East area, Wansbeck Road Allotments and hence there are accessibility deficiencies as well as quantitative deficiencies. Provision of at least one additional site should be considered.

Northern

• application of the local standards for parks indicates that the distribution of sites is more sporadic in this area than in the rest of the city. In particular, residents in the south of the Orchard Park and Greenwood ward and the University ward are outside of the appropriate catchment area for a facility. Princess Elizabeth Playing Fields is an important site in this area of the city and if this site is lost, new provision may be required. Given the poorer levels of access to parks within the Northern area, the quality of sites takes on
greater importance. Emphasis should therefore be placed on maintaining and enhancing the quality of sites where possible

- analysis of the provision of natural and semi-natural open space across the Northern area indicates that sites are predominantly located to the east within the Beverley ward and there are several residents in the University and Orchard Park and Greenwood wards that do not have appropriate access to natural open space. As well as maintaining the quality of existing sites, new provision (potentially within an existing site of a different typology) and/or enhanced links to the nearby countryside should be considered

- nearly all residents are able to access an amenity space within the recommended catchment area. The quality of sites ranges significantly and priority should therefore be given to ensuring that all sites are of sufficient quality to meet local need. The quantity of provision is however insufficient to meet the local standard suggesting that sites are small in size. New provision should therefore be provided as the population grows

- the quality of facilities for children in the Northern area is average, with the mean site assessment score being 65%. While qualitative improvements will be required at some sites, addressing shortfalls in provision is of greater importance than improving the quality of facilities. Analysis of the application of the quantity and accessibility standards suggests that shortfalls are greater in this area of the city than in any other. Additional facilities should be provided, particularly in the Orchard Park and Greenwood ward

- application of the accessibility standard indicates that there are large shortfalls of provision for young people, particularly in the Orchard Park and Greenwood ward and in the Beverley ward.

- the overall amount of outdoor sports facilities is sufficient to meet demand. Furthermore, the majority of residents are within the appropriate catchment area for all types of facility. Qualitative improvements should therefore be prioritised. The proposals at Princess Elizabeth Playing Fields through the BSF programme are likely to see a particular improvement in the quality and quantity of facilities

- application of the quantity standard demonstrates that the current provision of allotments is insufficient to meet local needs. The application of the accessibility standard indicates that residents in Orchard Park and Greenwood ward are outside of the recommended distance threshold for an allotment. Demand in this area should therefore be assessed and a new site provided if necessary.

**North Carr**

- the current quantity of parks in the North Carr area is sufficient to meet the recommended quantity standard. The distribution of existing sites is even although there are some residents in the Kings Park and Bransholme East wards who do not have access to a park. In light of deprivation in Bransholme East, creation of a small community garden should be considered. Outside of this area, future priorities should focus on the improvement of the quality of facilities
• application of both the quantity and accessibility standards suggests that the provision of natural and semi-natural open space is sufficient to meet the needs of local residents both now and in the future. The focus should therefore be on maintaining and improving the quality of existing sites. Land North of the Croft, Ennerdale (Thomas Clarkson Way East) was identified as a site with particularly strong potential.

• the current provision of amenity space is sufficient to meet both current and future demand. Furthermore, all residents are within the appropriate distance of an amenity space. Improvement to the provision of amenity green space in the North Carr area should therefore focus on the quality of sites.

• application of the quantity standard for children reveals that there is sufficient provision to meet current and future demand. Accessibility mapping reinforces this, indicating that the majority of residents have access to a children’s play area within the recommended accessibility threshold. Furthermore, there are several facilities with overlapping catchments. The key areas of shortfall are located in Bransholme East and Bransholme West wards, which are areas of higher deprivation. New play areas should therefore be provided to serve residents in these areas where possible. Outside of these areas priority should be given to improving the quality of facilities.

• facilities for young people in North Carr are of good quality. Despite this, they are located to the south of the area in close proximity to each other and residents in the north are therefore outside of the catchment for facilities. Priority should be given to addressing these deficiencies to ensure that all residents are within the appropriate distance threshold. Quantity calculations indicate that there is insufficient provision to meet current and future demand.

• there is less variation in terms of the types of outdoor sports facilities provided in North Carr than in other areas of the city with a focus on grass pitches and there are more deficiencies than in other areas of the city. Some residents do not have access to tennis courts, bowling greens and synthetic pitches. The David Lloyd Centre (although this is a commercial facility) provides some degree of access to tennis facilities. While the focus should be on improving the quality of sites, consideration should be given to the provision of additional facilities should the demand arise.

• the two allotments in North Carr are well distributed and with the exception of residents to the north of Bransholme East ward and to the south of Bransholme West ward, all residents have access to an allotment. The take up of existing sites is varied, with one site operating at capacity and the other having space. Demand in this area should therefore be monitored and any new provision should be located within one of the areas of deficiency.

Park

• the highest quantity of parks and gardens is found in the Park area and application of the quantity standard reveals there is adequate provision to meet current and future demand. Accessibility mapping reinforces the adequacy of this provision, with nearly all residents able to access a park or garden within the recommended 20 minute walk time. In light of the abundance of parks in the area, the future emphasis should be on continuing to maintain the quality and functionality of parks and gardens in this area, in
line with the quality vision. Opportunities should also be taken to further enhance the green infrastructure in this area of the city.

- although the distribution of natural and semi-natural open space in the Park area is relatively even, some residents in the Southcoates area of the city do not have appropriate access to sites. Despite this, these residents are in close proximity to East Park, which contains a large natural area. In light of the poorer quality of natural and semi-natural space compared to other areas of the city, the initial focus should be placed on improving the quality of existing sites. Longer term new provision should be encouraged.

- the quality of amenity spaces in the Park area is poor and sites should be prioritised for improvement. In addition, provision of amenity space is significantly below quantity standards and the application of the accessibility standard illustrates that there are numerous residents outside of the catchment for amenity space. While the majority of these are within a 10 minute catchment of a park (which negates the need for additional provision) new provision should be considered in areas devoid of both parks and amenity spaces.

- play facilities in the Park area are of good quality although there are some sites in need of improvement. Application of the accessibility standard demonstrates that residents in the Marfleet are outside of the catchment for a facility. Additionally, some residents in Southcoates are also devoid of provision. New facilities should be provided to meet the needs of these residents. Outside of these areas, improvements to the quality of existing facilities should be targeted.

- in light of the reasonable quality of facilities for young people, future priority should be given to the provision of additional facilities in areas devoid of provision should the opportunities arise. In consideration of the application of the quantity standards, which demonstrates that the quantity of provision is currently sufficient, addressing these deficiencies should be considered as a longer term priority.

- the quantity standard demonstrates that the provision of outdoor sports facilities is insufficient to meet local need. Application of the accessibility standard suggests that there are shortfalls in terms of access to tennis facilities and bowling greens in this area of the city. The provision of a synthetic pitch at the Archbishop Semantu Academy will reduce the deficiencies with regards access to synthetic pitches. Initially, improvements should focus on the quality of provision. Longer term, additional facilities may be required to meet shortfalls.

- the provision of allotments in the Park area is the second largest in the city. Demand is uneven, with some sites oversubscribed and others with no waiting lists. The BSF proposals indicate that two existing sites in this area will be closed to accommodate a new academy and existing tenants will be relocated. Additionally, a purpose built site will be developed. The sites which will be closed were not operating at full capacity and the new site will provide a significantly improved quality of provision. This will be important as the quality of sites is lower in the Park area than other areas of the city. While new provision is required immediately, demand should be monitored in this area of the city.
Riverside

- Accessibility mapping reveals that there is an even distribution of parks and gardens in the Riverside area. Although quantitative analysis indicates there is insufficient provision of parks and gardens to meet current and future demand, all residents have access to this type of open space within the recommended 20 minute walk time. In light of the high level of accessibility to parks and gardens in the area, the focus should concentrate on the qualitative enhancement of existing parks and gardens. As the largest site in this area, West Park should be the focus of any initial investment. Site assessments suggest that the quality of parks and gardens in the Riverside Area is currently poorer than in any other area of the city.

- The application of the quantity standard indicates that there is sufficient natural and semi-natural open space to meet local need. Analysis of access to sites suggests that most residents have access to natural open spaces, although there is a lack of provision in the city centre. The poor quality of existing sites means that improvements to the quality of natural open space should be prioritised. New provision may be required in the event of population growth although it will be essential to ensure that regeneration programmes incorporate natural open space within the design of the new environment.

- The provision of amenity green space in the Riverside area of the city is below the recommended quantity standard. Despite this, the majority of residents are within ten minutes of a site. The key area of deficiency is the industrial area of the Myton ward. In light of the presence of clusters of poor quality sites in the Riverside area the short term focus should be on improving the quality of amenity spaces. Longer term, additional amenity space will be required in order to accommodate population growth.

- The Riverside area contains the highest quantity of facilities for children across the city. This is reflected in the distribution of sites and there are few residents outside the catchment of a facility. In contrast, the quality of facilities is poor in comparison to other areas. The future priority should therefore be to improve the quality of facilities for local residents.

- Application of the quantity standard indicates that there are shortfalls in provision of facilities for young people in the Riverside area. Despite this, accessibility mapping highlights that there are few deficiencies. The quality of facilities is varying and improvements to low quality sites should therefore be prioritised. In light of quantitative deficiencies, opportunities for new provision should be seized, particularly in the Drypool ward. Furthermore, consideration should be given to the provision of an additional facility within the Newington area, which contains the fourth largest quantitative deficiency in the city.

- The largest quantitative shortfalls in outdoor sports facilities are located in the Riverside area of the city. Analysis shows that despite this large quantitative shortfall, the majority of residents have access to a grass pitch. However, accessibility mapping reveals that access to synthetic turf pitches, bowling greens and tennis courts is limited.

- There is only one allotment site within the Riverside area of the city. While much of this area is the city centre and industrial areas, there are numerous residents outside of the catchment area for allotments. New provision is
therefore required in this area. The regeneration programme in this area may provide an opportunity to address some of this deficiency.

**West**

- Application of the quantity standard for parks indicates that the provision is adequate to meet current and future demand. Accessibility mapping reinforces this, with the majority of residents within 20 minutes of a park. Site assessments indicate that the quality of provision in the Area is good, with scores ranging from 72% to 94%. Maintaining and improving the quality of sites should be prioritised over the provision of new sites. It was perceived that there are particular opportunities to increase the functionality of sites in this area of the city.

- The quality of natural and semi-natural open space in the West area is amongst the poorest in the city. Furthermore, application of the accessibility standard indicates that there is a need for additional provision. While the short-term focus should be on improving the quality of sites, longer term, additional provision may be required.

- The quality of amenity green spaces in the West area is poorer than in most other areas of the city. In contrast, the majority of residents have access to at least one amenity space site. Improvements to the quality of sites should therefore take priority over increases in quantity although in the longer term additional sites may be required.

- There are numerous residents in the West area outside of the appropriate catchment for a facility for children. This reinforced by quantitative deficiencies in Boothferry and Derringham wards. In order to effectively meet the needs of the population new facilities are required in both of these areas. Additionally, in light of the varying quality of existing facilities a programme of improvement should be considered.

- Although the quality of existing facilities for young people is good, both sites are located to the south of the area and hence residents in the Boothferry and Derringham wards do not have access to facilities. This is reflected through the application of the quantity standards, which demonstrate that these wards have the highest shortfalls of all in the city. A minimum of one site in each of these wards should therefore be prioritised.

- The quantity of outdoor sports facilities is insufficient to meet local need. However, analysis of access to facilities demonstrates that on the whole, residents have access to all types of facility within the recommended distance. Qualitative improvements should therefore be prioritised.

- The provision of allotments in the West area is adequate and almost all residents are within the appropriate distance of an allotment. Qualitative improvements should therefore be prioritised. Given the limited remaining capacity at existing sites, demand should be monitored on an ongoing basis.

**Wyke**

- The majority of residents in the Wyke area have access to a park or garden within the recommended catchment. Only a small number of residents in the north of Bricknell ward do not have access to a park or garden. Despite a
high level of access to this type of open space, qualitative analysis reveals that there is inadequate provision to meet current and future demand. The even distribution of facilities however places emphasis on qualitative improvements. The range of quality in Wyke is greater than in some other areas of the city with scores varying from 58% to 100%. The provision of additional benches and bins, along with renewal of some ageing facilities were considered to be the main areas for improvement in Wyke

- application of the accessibility standard highlights some very small accessibility deficiencies of natural and semi-natural open space. The quantity standard also demonstrates that there are shortfalls in the area. Where possible new provision should be considered to address the areas of deficiency as well as ensuring that there is sufficient provision long term to meet local need. In the short term, the quality of existing sites should be improved

- there is a large quantitative deficiency of amenity green space in the Wyke area and additionally application of the accessibility standards indicates that there are some deficiencies. In particular, new provision should be considered to the north of the Bricknell ward. The lower levels of both amenity spaces and parks mean that linkages between existing sites and the quality of current provision takes on greater importance. Opening up access to school sites may also offset this small area of deficiency. Shorter term, it should therefore be ensured that existing amenity spaces are of sufficiently high quality to meet the needs of residents

- application of accessibility and quantity standards for facilities for children highlights several issues in the Wyke area. Given the shortfalls (in terms of both quantity and access) in the Avenue and Newland wards at least one additional site in each area is required. Furthermore, new provision should also be considered in the central area of Bricknell. This may be delivered through the relocation of one or more of the existing play areas. The quality of existing sites is high, reinforcing the importance of the focus on new provision

- the existing facilities for young people in Wyke are of reasonable quality. Application of the quantity standard identifies large shortfalls in provision and this is reinforced by the accessibility standards which highlights that residents to the west of the Area do not have access to facilities. At least one facility for young people is therefore required in Bricknell, and a minimum of one site to meet the needs of residents to the west of the Avenue and Newland wards

- residents in the Bricknell area of the city have limited access to synthetic turf pitches. Outside of this area, access to outdoor sports facilities in this area of the city is high, despite the application of the quantity standard indicating that the provision of outdoor sports facilities is insufficient to meet local needs

- despite Wyke having the highest level of provision of allotments in the city, analysis of waiting lists shows that the majority of sites are operating at capacity. Should the opportunity arise, a new site should be provided in order to meet existing and future demand. In the interim, alternative options should be explored, including the provision of half plots.

14.19 In summary therefore, the main implications relating to quality, quantity and accessibility arising through this study for each type of open space which should be addressed through the Hull Development Framework (HDF) are:
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- protect all parks, natural areas, allotments and sports facilities through a policy in the HDF
- promote all natural and semi-natural open spaces and facilitate enhancement of sites in terms of biodiversity as well as a recreational resource. This will require a balance between active conservation management and recreational use
- facilitate the improvement of amenity spaces through the inclusion of policy which ensures that any loss of amenity space will result in improved provision in close proximity to the site lost
- facilitate the delivery of new play areas and facilities for young people focusing on ensuring that provision is appropriately located and targeted at the local audience
- allocate additional land for the provision of allotments in the Northern, East and Riverside areas of the city
- support the improvement of the quality of outdoor sports facilities and address deficiencies where possible.

The plan-led system

14.20 The overall conclusions of the report should be used to guide future planning policy and to inform development control decisions. The report will be a key component of the HDF which will provide the long term development vision for the city and will be made up of a series of development plan documents and supplementary planning documents including the Core Strategy.

14.21 Development plan documents (DPDs) should include general policies relating to open space, sport and recreation facilities that are supported by the findings of this study and other relevant documents.

14.22 Key issues emerging from this study which should be covered in general planning policies within Hull include:

- in light of the value of open spaces to residents, the HDF should protect open space from development - this should include all types of open space although some exception criteria may apply
- the HDF should facilitate the proactive planning and delivery of new open space where it is required through appropriate allocations and policies. Allocations for new sites may be required for provision for children and young people, cemeteries and allotments
- the HDF should maximise opportunities arising from new developments through the inclusion of appropriate policies and local standards.

14.23 While the current policies in the Hull Local Plan (2000) cover many of the above issues, these policies should be updated in order to reflect the findings of this study.

14.24 As well as contributing to the development of general policies, this document also informs more specific documents within the Hull Development Framework Portfolio specifically:
14.25 The remainder of this section provides guidance on the use of this PPG17 study, particularly with regards the determination of developer contributions (for consideration within the DPDs) and the identification of issues within specific areas. The same principles can also be applied in Area Action Plans and for large scale regeneration schemes.

**Planning Contributions**

14.26 Assessments of need undertaken in relation to PPG17 should drive the future provision of open space, sport and recreation facilities. Planning contributions can be a key source of funding to ensure that provision of open space, sport and recreation facilities meets the aims and objectives of current and future residents.

14.27 With regards the use of planning obligations, paragraph 33 of PPG17 states: “planning obligations should be used as a means to remedy local deficiencies in the quantity or quality of open space, sports and recreation provision. Local Authorities will be justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local needs. It is essential that local authorities have undertaken detailed assessments of needs and audits of existing facilities, and set appropriate local standards in order to justify planning obligations.”

14.28 The primary issues arising in the determination of required contributions from developers are discussed below and overleaf. In order to ensure that contributions are used effectively, a joint working group should be established consisting as a minimum of representatives from planning and leisure and relevant representatives of Areas and / or Council Members.

**Determining whether the development proposed is required to provide open space, sport and recreation facilities**

14.29 It is necessary and reasonable to request provision of formal and informal public open space from residential and commercial development that is likely to generate increased demand for and use of such infrastructure.

14.30 It is recommended that the local standards within this PPG17 assessment should be applied to most new dwellings, including flats and conversions to residential use.

14.31 Where the proposed development is for specialist housing which will not create a demand for all or some of the elements of the open space, sport and recreation, consideration should be given as to whether it is appropriate to ask for contributions. For example, housing for elderly people will not generate a significant requirement for outdoor children’s equipped play space or casual / informal play space, thus no such provision should be sought.

14.32 In general the approach taken to affordable housing is to include a statement within the guidance stating that affordable housing schemes will require the same level of provision as open market housing but where it can be demonstrated that this would
lead to the scheme being unviable, the level of provision required might be reduced. However the justification needs to be robust because the tenants of affordable housing are less likely to be able to access alternatives eg have resources to join a gym or travel further afield to reach required open space.

14.33 Paragraph 23 of PPG 17 refers to the use of obligations relating to new development “especially housing”, thus not ruling out uses other than housing. A number of authorities seek contributions in relation to employment uses. Key principles that emerge from these examples are:

- obligations can relate to office, shop, retail and warehouse uses;
- local authorities normally employ cut off points, a common one being 1000 sqm of gross floor space;
- assumed or actual occupancy is taken from local survey figures;
- authorities may request full contributions (e.g. Windsor and Maidenhead) or reduced contributions based on percentage of staff from outside the area (e.g. South Northamptonshire) or the percentage of the day assumed to be spent in the area (LB Camden);
- Other uses from which contributions may be sought include hotels, hostels and halls of residence, holiday parks, static caravan sites and dwellings subject to holiday let conditions (North Devon).

14.34 Seeking contributions from non-residential development as suggested above, would be consistent with the approach for residential developments. Commercial developments put pressure on existing recreational facilities at lunchtime and after work. Users of these areas are not always residents of the city and additional burdens are put on local resources as a result. Assuming that the workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, they will contribute towards an increased level of demand on existing provision within that locality which means that a developer contribution is necessary. It is recommended that the Council seek an amount corresponding to the expected number of net additional employees that would result from the proposal, based on the proposed use and the amount of floorspace proposed. Consideration should however be given to the viability of the business development if contributions towards open space are requested.

Plan 1

Guidance relating to the type of development from which contributions will be sought should be set out in planning documentation (e.g. in SPD).

Quantifying the need for new open space, sport and recreation facilities

14.35 Applying the quantity standards in this report, based on the increased level of demand, ensures the developer is paying directly for the associated impact of the development rather than it being dependent on what open space happens to be around the development.

14.36 The first stage in assessing the quantitative need for new open space, sport and recreation facilities is based on estimating the number of residents living in the proposed development. This can be calculated using an average occupancy
standard or by setting out more detailed assumptions within SPD. This is intended to provide an initial guide to the likely open space requirement. This initial figure should, in all circumstances be updated by a detailed calculation based on the number of bedrooms, once a reserved matters application is submitted.

14.37 These occupancy figures can be applied to the local quantity standards (see table 14.4) to calculate the quantitative need arising from development.

<table>
<thead>
<tr>
<th>Typology</th>
<th>Local Quantity Standard per 1000 population (hectares)</th>
<th>Equivalent Local Quantity Standard Per Person (hectares)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks and Gardens</td>
<td>0.50</td>
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</tr>
<tr>
<td>Natural and Semi-natural Green Space</td>
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<tr>
<td>Provision for Young People</td>
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</tr>
<tr>
<td>Allotments</td>
<td>0.24</td>
<td>0.00024</td>
</tr>
</tbody>
</table>

Determine whether the open space can/should be provided on-site

14.38 A new area will normally be required if the increase in demand arising from the development is above the minimum size threshold.

14.39 To ensure the provision of useable areas of open space which can be easily and economically maintained, open space should not normally be provided on site if the levels required fall below the minimum size standards. Minimum size standards should be determined locally.

Plan 2 Determine a series of minimum size guidelines in order to inform decisions relating to on and off site provision

14.40 Following the determination of appropriate minimum size guidelines, based on the local quantity standards (table 14.4), it is possible to ascertain the development size thresholds for which on site provision will normally be required. This will be dependent on detailed consideration of occupancy levels for each application. The calculations that will be required are set out below. These cannot be computed until a minimum size has been set.
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<table>
<thead>
<tr>
<th>Typology</th>
<th>Minimum Size Threshold (hectares)</th>
<th>Local Quantity Standard (hectares per person)</th>
<th>Number of people to achieve minimum size threshold</th>
<th>Number of dwellings required (based on 2.5 persons per dwelling)</th>
</tr>
</thead>
</table>

14.41 Open space types with larger minimum sizes (for example parks) are only likely to be provided on the largest planning application sites. When providing open space on-site, particular priority should be given to the type of open space with the greatest shortfall in the area.

14.42 In terms of on-site provision, it may be possible to combine types of open space without adversely affecting their individual functions. For example, it may be feasible to accommodate amenity green space within the clearance zones of provision for children and young people. It may be appropriate to provide design guidance as part of the portfolio of planning documents.

14.43 Below the threshold for on-site provision, it is suggested that there is a requirement for developers to make a contribution for off-site provision. The pooling of these funds will enable the purchase of new sites which will reduce the pressure on existing public spaces and facilities.

14.44 The local quantity standards within this study indicate that there are deficiencies in some types of open space in all areas of Hull. As a consequence, much new development will need to provide or contribute towards new open space provision. However, where there is an existing suitable open space, sport and recreation facility (for any typology) which can serve the development safety and appropriately, the Council should use the contribution for improving the quality of facilities rather than requiring further provision in a locality which is already well served by that typology and which can absorb the increased level of usage. This means that new provision will not always be required, and for some developments, it may be that no new provision is required.

14.45 Existing facilities should only be considered where they are within the local accessibility catchment, set out earlier in this section in Table 14.3.

14.46 It is therefore recommended that where the necessary space is not provided by the developer and there are no alternative schemes within an appropriate distance from the site to which the developer can contribute, planning permission should not be granted.

Calculating the recommended open space contribution for new open spaces.

14.47 The level of developer contributions for off-site provision will depend on whether it includes the costs of land acquisition. Standard costs towards the enhancement of existing open space and provision of new open spaces (across all typologies) should be clearly identified and revised annually. In light of the pressures on land availability within the city, it is recommended that the council should include the cost of land acquisition.

14.48 The cost of open space can be difficult to determine based on what elements of open space provision should be included within the costing, for example, whether the cost of a facility should include site preparation, eg levelling, drainage, special surfaces...
and what ancillary facilities to include within costings, what level of equipment and land costs. A detailed set of costs associated with each type of open space should be prepared.

**Plan 3** Prepare a detailed set of costings for each type of open space which can be applied to new developments

**Maintenance**

14.49 Where the provision of open space, sport and recreation facilities is principally of benefit to the occupants of a proposed development rather than the wider public, consideration should be given to the payment of a commuted sum to cover the cost of future maintenance in perpetuity. This is intended to avoid situations where open spaces become neglected and deteriorate to an extent that their functions are harmed.

**Worked example**

14.50 This worked example evaluates how to calculate the quantitative requirements for new provision and determine whether new open space should be required on site. It does not infer that all types of open space should be provided on site for every development. The most appropriate provision and the balance between contributions towards qualitative improvements and new provision should be decided on a site by site / area by area basis.

14.51 Pre-application discussions are underway regarding a housing development for 70 dwellings. The development consists of 30 four-bed dwellings, 30 three-bed dwellings and 10 two-bed dwellings. The development site is **1.5 hectares** (47 dph).

14.52 Using estimated occupancy rates, calculate the number of additional residents living in the locality. This is set out below.

<table>
<thead>
<tr>
<th>Category</th>
<th>Number</th>
<th>Open market housing/flats</th>
<th>Additional Residents</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Bedroom Dwelling</td>
<td>10</td>
<td>2.5 persons per unit</td>
<td>25</td>
</tr>
<tr>
<td>3 Bedroom Dwelling</td>
<td>30</td>
<td>3.5 persons per unit</td>
<td>105</td>
</tr>
<tr>
<td>4 (+) Bedroom Dwellings</td>
<td>30</td>
<td>4 persons per unit</td>
<td>120</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>250</strong></td>
</tr>
</tbody>
</table>
14.53 Using the local standards, calculate the quantitative need for open space, sport and recreation facilities generated by the new development. This is set out below.

<table>
<thead>
<tr>
<th>Typology</th>
<th>Local Quantity Standard Per Person</th>
<th>Additional Residents</th>
<th>Total Requirement (hectares)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks and Gardens</td>
<td>0.00050</td>
<td>250</td>
<td>0.125</td>
</tr>
<tr>
<td>Natural and Semi-Natural Green Space</td>
<td>0.00062</td>
<td>250</td>
<td>0.155</td>
</tr>
<tr>
<td>Amenity Green Space</td>
<td>0.00067</td>
<td>250</td>
<td>0.168</td>
</tr>
<tr>
<td>Provision for Children</td>
<td>0.000030</td>
<td>250</td>
<td>0.0075</td>
</tr>
<tr>
<td>Provision for Young People</td>
<td>0.000023</td>
<td>250</td>
<td>0.00575</td>
</tr>
<tr>
<td>Outdoor Sport Facilities</td>
<td>0.00168</td>
<td>250</td>
<td>0.42</td>
</tr>
<tr>
<td>Allotments</td>
<td>0.00024</td>
<td>250</td>
<td>0.06</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>0.941</strong></td>
</tr>
</tbody>
</table>

14.54 Consider which typologies are above the minimum size and could be expected to make an on-site contribution. For the purposes of an example, it is assumed that the thresholds for natural and semi-natural open space and amenity space are 0.1 hectares and so on-site contributions would be required. All other requirements are below the suggested minimum size threshold.

14.55 Consider whether (based on evidence presented by the developer) there is suitable open space, sport and recreation facilities within the accessibility catchment which can serve their development safely and appropriately rather than seeking on-site provision on natural and semi-natural open space, amenity green space and allotments.

14.56 In this example, there are no amenity green spaces available within the catchment areas. The only natural and semi-natural open space that is available is very small and inadequate for the quantitative needs of the local community. Therefore there is a presumption that as a minimum on-site provision totalling 0.168 hectares of amenity green space and 0.155 hectares of natural and semi-natural open space would be provided.

14.57 It will be essential to consider the maximum amount of land that can be set aside for public open space in each development. If the total on-site provision required may make the development unviable, the Council may decide to waive the requirement for one type of open space, favouring a contribution towards off-site provision.

14.58 The next stage is to calculate the recommended open space contributions towards new/improved open space, sport and recreation facilities. The cost per hectare of providing each type of open space that is not to be provided on site should be multiplied by the total requirement generated by the new development.
Community Infrastructure Levy

14.59 Proposed changes to the planning system may see the introduction of Community Infrastructure Levy (CIL). This forms part of a wider package of funding for infrastructure to support housing and economic growth and is expected to make a significant contribution towards the infrastructure required and ensure that development is delivered in a sustainable way.

14.60 CIL will be a standard charge decided by designated charging authorities and levied by them on new development. It will extend further than transport and strategic infrastructure and will include elements that contribute to the quality of life in a neighbourhood. This may include parks and open spaces.

14.61 The likely result of CIL will be the introduction of a tariff system which will be applied per head of population in the new development. If CIL is to come into force, the process suggested with regards determining the levels of contribution required as part of S106 agreements should be fed into the determination of the CIL tariff. Decisions regarding the type of open space required in each development would follow a similar process to that outlined above.

Informing Area Action Plans

14.62 In addition to informing the determination of developer contributions, the findings of this open space and PPG17 assessment also inform area action plans and development control decisions.

14.63 The application of the standards to the geographical area in question will provide an indication as to the amount of open space of each type that is required within an area. The accessibility standards should guide the Council in the distribution of this type of open space.

14.64 In the same vein, standards can be applied to determine the value of existing open spaces to the local community. This procedure should be followed before the loss of any open space to development.

Summary and recommendations

14.65 The open space, sport and recreation study is an invaluable tool in the formulation and implementation of planning policies. This relates to both the protection and enhancement of existing open space and the framework for developing planning obligations.

14.66 The key recommendations arising with regards the implementation of the findings of this PPG17 assessment through the planning system are as follows:

- incorporate general policies within the Core Strategy relating to open space, sport and recreation facilities
- incorporate the local standards into the HDF and use these as a basis for decision making
- incorporate a policy incorporating the importance of biodiversity and conservation at open space sites
• ensure contributions are sought towards the full range of open space, sport and recreation typologies – including indoor sport facilities.

• continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. The Council should continue to seek contributions from all residential developments that increase the demand for open space, sport and recreation facilities.

• regarding non-residential developments, it is recommended that the Council seek contributions to public open space provision from applications for business development.

• the Council should devise a series of minimum size thresholds which will guide decision making relating to on and off-site provision. This is necessary to ensure the provision of useable areas of open space that can be easily and economically maintained and ensure that the system is transparent. Open space should not normally be provided on site if the levels required fall below the minimum size standards.

• off-site contributions should be derived from standardised open space costings.