

SURREY HEATH OPEN SPACE STUDY

STANDARDS PAPER

OCTOBER 2016

QUALITY, INTEGRITY, PROFESSIONALISM

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INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for Surrey Heath Borough Council (SHBC). 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 area.

The report forms part of a suite of reports that includes a Playing Pitch Strategy (PPS) and Indoor Sports Facilities Strategy (ISF). Both are undertaken in accordance with their respective methodologies. The PPS follows Sport England's Guidance 'Developing a Playing Pitch Strategy' for assessing demand and supply for outdoor sports facilities (2013). The ISF follows Sport England's Assessing Needs and Opportunities Guidance (2014).

The evidence presented in this report should be used to inform local plan documents and supplementary planning documents. It helps identify the deficiencies and surpluses in existing and future provision. In addition, it should help set an approach to securing open space facilities through new housing development and help form the basis for negotiation with developers for contributions towards the provision of appropriate open space facilities and their long term maintenance.

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

Assessment Report summary

The following section provides a summary from the Assessment Report on a typology by typology basis.

Parks and gardens

- Eleven sites are classified as parks and gardens totaling over 50.11 hectares.
- All densely populated areas of the Urban Analysis Area are covered by the 15 minute walk time catchment. Almost all of the Rural Analysis Area is deficient in park provision and is not served by the 15 minute walk time catchment. However, this is thought to be sufficiently serviced by other forms of open space which provide opportunities for recreation; ensuring these sites are to a sufficient quality is recommended.
- Nearly two thirds of parks (64%) score above the threshold for quality. The parks that score
 higher have good ancillary facilities and additional features for example, Frimley Lodge Park.
 Although 36% of parks score below the threshold, none are reported as having concerning
 quality issues.
- All park provision scores high for value; a reflection to the social interaction, health benefits and sense of place sites offer.
- It is considered that new parks provision is not required and that the focus should be on continuing to improve the quality and facilities at existing sites where feasible, as well as maintaining natural and semi natural greenspace and amenity greenspace sites that meet identified catchment gaps, to a high standard.

Natural and semi-natural greenspace

- There are 61 natural and semi natural greenspace sites totalling over 1852 hectares. However, only 44 of these sites, equating to 746.20 hectares have been audited due to size and accessibility restrictions.
- Both analysis areas are covered by the 30 minute walk time and 30 minute drive time catchments.
- Surrey Heath has a number of areas recognised at a national and international level for their conservation interest, including the Thames Basin Heaths Special Protection Area (SPA) and the Thursley, Ash, Pirbright and Chobham Special Area of Conservation (SAC). These include land at Chobham Common and Lightwater Country Park.
- The Thames Basin Heaths Special Protection Area Avoidance Strategy Supplementary Planning Document sets out the approach taken by Surrey Heath Borough Council to avoid harm to the Special Protection Areas as a result of new housing development, resulting in the provision of SANGS.
- With both Chobham Common (577.48 hectares) and Lightwater Country Park (56.65 hectares) Surrey Heath currently meets the ANGST standard, but the designation of these areas as SPA leads to a conflict between recreational use and conservation needs.
- Quality of natural greenspace sites is variable with 56% of sites rating below the threshold and 44% rating above.
- Seven sites rating below the threshold have issues with litter and overall site maintenance and cleanliness; Briar Avenue Woodland, Land Off Mytchett Place Road, Roxburgh Close Open Space, Land Rear of Birch Close, Land Rear of Horseshoe Crescent, Hollyhedge Woodland and Barossa Common.
- The majority of sites (62%) rate above the threshold for value. Most sites that rate low for value also score low for quality. A sites quality can have a direct impact on its value, as people are less likely to visit a lower quality site.
- Higher scoring sites for value, such as Lightwater Country Park and Old Dean Common, provide a good range of opportunities and uses for residents and visitors.

Amenity greenspace

- ◆ There are 57 amenity sites in Surrey Heath; over 104 hectares of amenity greenspaces.
- Provision is relatively evenly spread across Surrey Heath. Although the Rural Analysis Area has a slightly lower amount per 1,000 population (1.09) compared to 1.24 hectares per 1,000 population for the Urban Analysis Area.
- The five minute walk time catchment identifies gaps in provision within both analysis areas. However, gaps in both analysis areas are met by other forms of open space provision.
- There is a mixture of quality for amenity greenspace sites, with 53% scoring above the threshold and 47% scoring below. However, only a small proportion are identified as having specific quality issues. Low quality scores can mainly be attributed to size, lack of ancillary facilities and/or appearance.
- In addition to its multifunctional role, amenity greenspace makes a valuable contribution to visual aesthetics for communities hence most sites rate above the threshold for value.
- Nine sites score low for both quality and value. If a site cannot be improved, changing its purpose to that of a different form of open space provision could be considered.

Provision for children and young people

- ◆ There are 45 play provision sites in Surrey Heath; a total of just over three hectares.
- Most play provision is identified as being of LAP (42%) classification; small landscaped areas designed for young children, with age specific equipment.
- There is an even distribution of play provision sites across Surrey Heath with both analysis areas having 0.04 hectares per 1,000 population.
- The Urban Analysis Area has a balanced distribution of teenage provision sites, however, there are gaps in catchment mapping. There is no youth provision identified in the Rural Analysis Area. Gaps in youth provision are also noted in the Urban Analysis Area.
- There is a generally high standard of play provision within Surrey Heath, with (73%) of sites scoring above the threshold for quality. Lower scoring sites tend to have fewer pieces of equipment lower standards of overall quality and maintenance.
- 80% of youth provision in the area is rated as low quality.
- All play provision (with the exception of four sites) is rated above the threshold for value; reflecting the important role such sites provide.
- Quantity of provision is viewed as being sufficient. However, quality of equipment and surfaces at a number of sites requires attention.

Allotments

- There are 13 allotments sites in Surrey Heath: equating to over 12 hectares. Of these, seven are managed by the Camberley and District Horticultural Society, three are managed by Chobham Poors Allotment Charity and two are assumed to be privately owned.
- Current provision for Surrey Heath is below the NSALG recommended amount.
- Both the Rural and Urban analysis areas are served by allotment provision based on a 15 minute drive time catchment. Therefore, no catchment gaps are identified.
- There are waiting lists for allotments across Surrey Heath suggesting that demand for allotments is not currently being met by supply. Although there are believed to be three currently unused sites able to be brought back into use if demand required.
- Over two thirds of sites (69%) score above the quality threshold. The majority of these are managed by the Camberley and District Horticultural Society. Most sites scoring below the threshold lack links to public transport, signage and sufficient disabled access. Queens Road Allotments has a lower overall standard of maintenance and cleanliness.
- All allotment sites are assessed as high value reflecting the associated social inclusion and health benefits, their amenity value and the sense of place offered by provision.
- With waiting lists, and two sites being considered for repurposing (Allotments, Parsonage Way and West End Allotments Windlesham Road), continuing measures should be explored to provide additional plots in the future.

Cemeteries

- There are four main cemeteries in Surrey Heath, equating to 3.75 hectares. There are also a high number of closed churchyards (most managed by the Diocese of Chichester).
- All cemeteries within Surrey Heath are situated in the Rural Analysis Area. However, there
 are a high number of churchyards, which have not been included in the audit.
- The majority of cemeteries rate as high for quality. Only one site, Bagshot Cemetery, scores below the threshold. This site has fewer ancillary facilities and natural features. However, this could be attributed to it being the smallest cemetery site at 0.44 hectares.
- All cemeteries are assessed as high value in Surrey Heath, reflecting that generally provision has a cultural/heritage role and provide a sense of place to the local community.
- Burial provision is driven by the demand for burials and capacity.

QUALITY STANDARDS

The quality standard is in the form of a quality and value matrix. In order to determine whether sites are high or low quality (as recommended by best practice guidance) the results of the site assessments have been 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 may be required. It can also be used to set an aspirational quality standard to be achieved (if desired) in the future and to inform decisions around the need to further protect sites from future development (particularly when applied with its respective value score in a matrix format).

The baseline threshold for assessing quality can be set around 66%; based on the pass rate for Green Flag criteria (site visit criteria also being based on Green Flag). This is the only national benchmark available for quality of parks and open spaces. However, the site visit criteria used for Green Flag is designed to identify the highest performing sites at a national level and for this reason, the criteria are set exceptionally high.

Therefore, the baseline threshold (and subsequent applied standard) for certain typologies is lowered to better reflect local circumstances, whilst still providing a distinction between sites of a higher or lower quality.

Table 1: Quality and value thresholds

Typology	Quality threshold	Value threshold
Parks and gardens	60%	
Natural and semi-natural greenspace	40%	
Amenity greenspace	45%	20%
Provision for children and young people	55%	20%
Allotments	45%	
Cemeteries/churchyards	60%	

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 relative score - designed to reflect those sites that meet more than one aspect of the criteria used for assessing value (as detailed earlier). The table below sets out the quality and value scores for each typology.

Identifying deficiencies

Quality

The following table provides a summary of the application of the quality standards in the Surrey Heath area.

Table 2: Quality scores for all open space typologies

Typology	Threshold		Scores				
		Lowest	Average	Highest	Spread	Low	High
		score	score	score			
Allotments	45%	36%	50%	65%	28%	4	9
Amenity greenspace	45%	18%	47%	79%	60%	28	29
Churchyards and cemeteries	60%	49%	63%	71%	22%	1	3
Provision for children & young people	55%	36%	62%	89%	53%	12	33
Natural & semi-natural greenspace	40%	16%	40%	89%	73%	25	20
Park and gardens	60%	48%	62%	76%	29%	4	7
TOTAL		16%	53%	89%	73%	74	101

A total of 175 sites are allocated a quality and value score out of the 195 sites identified in Surrey Heath. Significantly large sites (i.e. hundreds of hectares) or sites not able to be accessed are reasons for sites not receiving a rating. Such sites are set out in the individual typology sections of the assessment.

Just over half (58%) of open space provision in Surrey Heath scores above the threshold for quality. However, this does not necessarily mean that the other 42% are poor or have quality issues. Sites can score below the threshold due to a lack of ancillary facilities such as toilets, which may not be necessary at smaller sites.

Proportionally provision for children and young people and allotments provision score higher, with these typologies having 73% and 69% of sites scoring above the quality threshold respectively. In contrast, the typology of natural and semi natural greenspace has more sites scoring below the threshold with 55%. However, natural and semi natural provision can lack features due to their purpose of conserving plant species and providing habitats for animals.

Observations from the site visit audit, supported from the consultation, highlights that provision for children and young people is in some instances regarded as being tired and containing dated equipment. The Council uses s106 and CIL monies where available to repair and replace play equipment, however in many cases Council budget availability means that repairs and replacement to play equipment cannot always be proactive. Instead a general approach of retaining the current stock of provision with removal of any unusable pieces is currently implemented.

Value

The table below summarises value deficiencies when applying the value standards for open spaces in the Surrey Heath area.

Table 3: Value scores for all open space typologies

Typology	Threshold		Sco	No. of	sites		
		Lowest	owest Average Hi		Spread	Low	High
		score	score	score			
Allotments		24%	39%	59%	35%	0	13
Amenity greenspace		5%	31%	62%	57%	10	47
Churchyards and cemeteries		24%	32%	35%	11%	0	4
Provision for children & young people	20%	13%	42%	76%	64%	4	41
Natural & semi- natural greenspace		6%	28%	61%	55%	17	28
Park and gardens		35%	49%	75%	40%	0	11
TOTAL		5%	36%	76%	71%	31	144

A total of 175 sites are allocated a quality and value score out of the 195 sites identified in Surrey Heath. Significantly large sites (i.e. hundreds of hectares) or sites not able to accessed are reasons for sites not receiving a rating. Such sites are set out in the individual typology sections.

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, 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 that are thought of as bland and unattractive.

The majority of sites (82%) are assessed as being above the threshold for value. The fact that all typologies have a high number of sites rating high for value reflects their role in and importance to local communities and environments.

Natural and semi natural greenspaces have a slightly higher proportion of low value provision. This reflects a lack of ancillary features at some sites leading to a lack of recreational use in comparison to other sites, although it is noted that provision of ancillary features may not always be appropriate within these sites. The typology also contains a number of smaller sized sites. However, the value these provide in conserving trees and other plant species as well as providing habitats for animals and visual amenity can still be important.

Quality and value matrix

Assessing the quality and value of open spaces is used to identify those sites which should be given the highest level of protection by the planning system, those which require enhancement in some way and those which may no longer be needed for their present purpose.

When analysing the quality/value of a site it should be done in conjunction with regard to the quantity of provision in the area (whether there is a deficiency).

Presented below is a high/low classification giving the following possible combinations of quality and value for open spaces:

High quality/low value

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

High quality/high value

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

Low quality/low value

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

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

If there is a choice of spaces or facilities 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 sport and recreation provision, it will normally be sensible to consider disposing of the one with the lowest value. Similarly, if two are of equal value, it will normally be sensible to dispose of the one of lower quality.

Low quality/high value

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

Please refer to the Appendix for tables showing the application of the quality and value matrix presented for each analysis area. However, the following tables provide a summary of the matrix. The location and proximity to similar open space typologies has been used to identify if the action identified for a site should be a priority

Policy implications and recommendations

Following application of the quality and value matrix a summary of the actions for any relevant sites in each analysis area is shown below.

Rural Analysis Area

Su	Summary		ion
All	otments		
•	Low quality rating for Queens Road, West End Allotments (Bagshot Road) and West End Allotments (Windlesham Road).	•	Investigate potential to enhance quality of sites where possible.
An	nenity greenspace		
•	Low quality ratings at four sites; Bagshot Playing Field, Barnett Lane, Windle Close and Ivy Drive.	•	Quality of sites should be enhanced if and where possible.
•	Two sites rate below threshold for quality and value; Higgs Lane and Field to North of War Memorial (West End).	•	Quality of sites should be enhanced where possible (general appearance and maintenance should look to be reviewed). Only enhance quality of sites if also possible to enhance value.
Ce	meteries/churchyards		
•	All sites score high for quality and value	•	n/a
Na	tural and semi-natural greenspace		
•	Low quality rating at four sites; Surrey Heath Common Land, Surrey Heath Common Land (off Shaftesbury), Spruce Drive and Pine Grove (Windlesham),		Quality of sites should be enhanced if and where possible.
•	Low quality and value rating for six sites.	•	Enhance quality of site with view to also enhancing value where possible (e.g. explore improving ancillary features where appropriate).
Pa	rks and gardens		
•	No sites in the area	•	n/a
Pr	ovision for children and young people		
•	Low quality rating for Whitmoor Road and Freemantle Road. Two sites rate low for quality and value; College Ride and Bisley Green	•	Quality of sites should be enhanced where possible; the range and general quality of equipment on sites should be explored. Quality should look to be improved only if value can also be enhanced. Enhancement of sites should be in context of other forms of provision nearby.

Urban Analysis Area

Su	Summary		Action			
Allotments						
4	Parsonage Way Allotment scores low for quality	•	Investigate potential to enhance quality of site where possible.			
An	nenity greenspace					
•	Low quality ratings at 14 sites. Seven sites rate low for quality and value	4	Quality of sites should be enhanced if and where possible. Quality of sites should be enhanced where			
	Geven sites rate low for quality and value	,	possible (general appearance and maintenance should look to be reviewed). Only enhance quality of sites if also possible to enhance value.			
Ce	meteries/churchyards					
4	No sites in the area	•	n/a			
Na	tural and semi-natural greenspace					
•	Low quality rating at five sites.	•	Quality of sites should be enhanced if and where possible.			
•	Nine sites score low on quality and value.	•	Enhance quality of site with view to also enhancing value where possible (e.g. explore improving ancillary features where appropriate).			
Pa	rks and gardens					
•	Low quality rating at four sites; Chobham Road Recreation Ground, Mytchett Recreation Ground, Camberley Park and Old Dean Recreation Ground.	•	Investigate potential to enhance quality of site where possible.			
Pro	ovision for children and young people	1				
•	Low quality rating for seven sites.	•	Quality of sites should be enhanced where possible; range of equipment on sites may also need expanding. Reviewing Mytchett Recreation Ground (Skate Park) and Heatherside Skate Park should be priority.			
	Frimley Lodge Park Play Area 2 rates below the threshold for quality and value.	•	Quality should look to be improved only if value can also be enhanced. Enhancement of sites should be in context of other forms of provision nearby.			

Management and development

The following issues should be considered when undertaking site development or enhancement:

- Site's significance to local area and community.
- ◆ Planning permission requirements and any foreseen difficulties in securing permission.
- Gaining revenue funding from planning contributions in order to maintain existing sites.
- Gaining planning contributions to assist with the creation of new provision where need has been identified.
- Analysis of the possibility of shared site management opportunities.
- The availability of opportunities to lease sites to external organisations.
- Options to assist community groups/parish councils to gain funding to enhance existing provision.
- Negotiation with landowners to increase access to private strategic sites.

Community funding sources

Outside of developer contributions there are also a number of potential funding sources¹ available to community and voluntary groups. Each scheme is different and is designed to serve a different purpose. In order for any bid to be successful consideration to the schemes criteria and the applicant's objectives is needed. Sources for funding applications are continuously changing and regular checking of funding providers should be undertaken.

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¹ Source: Potential funding for community green spaces, DCLG

ACCESSIBILITY STANDARDS

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

Guidance on appropriate walking distance and times is published by Fields In Trust (FIT) in its document *Beyond the Six Acre Standard* (2015). These guidelines have been converted in to an equivalent time period in the table below.

Table 4: FIT walking guidelines

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

However, in order to make accessibility standards more locally specific to Surrey Heath, we propose to use data from the survey consultation to set appropriate catchments. The following distances are recorded from the survey in relation to how far individuals are willing to travel to access different types of open space provision.

Table 5: Accessibility standards to travel to open space provision

Typology	Applied standard
Parks and gardens	15 minute walk time (1200m)
Natural and semi-natural	30 minute walk time (2400m)
	30 minute drive time
Amenity greenspace	5 minute walk time (400m)
Provision for children and young people	15 minute walk time (1200m)
Allotments	15 minute drive time
Cemeteries	No standard set
Civic spaces	No standard set

Most typologies are set as having a walk time accessibility standard. For certain typologies, such as amenity greenspace, accessibility is deemed to be more locally based. Subsequently a shorter accessibility standard has been applied.

For other forms of provision such as parks and gardens and natural and semi-natural greenspace a willingness to travel further is highlighted. This is particularly the case for natural and semi natural greenspace, therefore a drive time catchment has also been applied.

No standard is set for the typology of cemeteries. It is difficult to assess this typology against catchment areas due to its nature and usage. For cemeteries, provision should be determined by demand for burial space.

Identifying deficiencies

If an area does not have access to the required level of provision it is deemed deficient. KKP has estimated how many sites, of a minimum size are needed to provide comprehensive access to this type of provision (in hectares).

The GLA and FIT provide some guidance on minimum site sizes available for open spaces in instances where provision is deemed missing:

Table 6: Minimum size of site

Classification	Minimum size of site
Allotments	0.4 ha (0.025 per plot)
Amenity greenspace	0.4 ha
Natural and semi natural	0.4 ha
Parks and gardens	2 ha
Play areas (equipped) ²	0.04 ha
Play areas (informal/casual)	0.04 ha

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

Policy implications and recommendations

The table below summaries the deficiencies identified from the application of the accessibility standards, together with any recommended actions. Please refer to the Open Space Assessment Report to view the maps.

Rural Analysis Area

Typology	Identified need (catchment gap)	Action
Allotments	No gaps in drive time catchment	◆ None required
Amenity greenspace	 Minor gaps in catchment mapping noted in greater densely populated areas such as Chobham, Lightwater and Bagshot 	Areas are served by other large forms of natural & semi-natural greenspace provision. However, provision is often designated due to its conservation importance. Therefore, greater recreational use should not be promoted. New amenity provision should be sought; an equivalent of 1.2 hectares (0.4x3).
Natural/ semi-natural	No gaps in walk or drive time catchment	◆ None required
Parks and Gardens	 Gaps identified as no provision identified within area. 	 Area is served by other forms of provision such as natural & semi-natural greenspace and amenity greenspace.
Provision for children and young people	 No gaps in walk time catchment in children play provision. Gaps identified in youth provision especially in Lightwater and Chobham 	Consultation supports the desire for more provision to suit older children. Expanding the range and diversity of play equipment at existing sites should be encouraged. New youth provision should be sought; an equivalent of 0.08 hectares (0.04x2)

² Minimum recommended size for play areas by Fields In Trust

Urban Analysis Area

Typology	Identified need (catchment gap)	Action
Allotments	No gaps in drive time catchment	None required
Amenity greenspace	Several gaps in catchment mapping noted	 Gaps are served by other open space provision such as parks like Southcote Park, Watchetts Recreation Ground, Crabtree Park and London Road Recreation Ground.
Natural/ semi-natural greenspace	No gaps in walk or drive time catchment	None required
Parks and Gardens	No gaps in walk time catchment	None required
Provision for children and young people	 No gaps in walk time catchment in children play provision. Minor gaps identified in youth provision. 	Consultation also supports the desire for more provision to suit older children. Expanding the range and diversity of play equipment at existing sites should be encouraged. New youth provision should be sought; an equivalent of 0.08 hectares (0.04x2)

QUANTITY STANDARDS

The following calculation is an example of how we calculate quantity standards for the Area. This is done on a typology by typology basis to calculate how much open space provision per 1,000 people is needed to strategically serve the area now and in the future. An explanation about the different column headings can be found on the following pages.

Analysis areas	Current provision (ha)	Current population	Current standard	Identified deficiencies [†]	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Area A (1)			A/B*1000		A+D	E/B*1000		F*G/1000-A
Area B (2)								
Study Area (3)								

No quantity standard is set for cemetery provision. As such provision is determined by demand for burial space.

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^{*} Taken from the project/audit database, supplied as an electronic file

[†] Provision to meet catchment gaps

Current level of provision (column A)

The starting point for calculating quantity standards is the total current provision within a given analysis area. Current provision usually has a high impact on aspirational future standards. Residents often base their judgement of need on or around current provision.

Current population (column B)

The current population for Surrey Heath using 2014 ONS mid-term estimate is 87,533

Current standard (column C)

A current standard (on a 'per 1,000 population of head') is calculated for each analysis area by dividing the current level of provision for a typology by the population identified in that analysis area.

Deficiencies (column D)

The accessibility catchment mapping (outlined above) is primarily used to demonstrate which areas are deficient in provision. Deficiency against the catchment mapping is calculated by identifying gaps/areas not covered by the minimum level of provision required (as illustrated in the maps contained within the assessment report). This is based on achieving comprehensive access, whereby people across the Surrey Heath area can access different types of open space within specific distances and/or walking times (see accessibility standards earlier). Consultation findings have also been used to identify any further deficiencies to certain types of open space.

If a settlement does not have access to the required level of open space provision (as identified by mapping) it is deemed deficient. KKP has estimated how many sites, of a minimum size (i.e., as recommended by guidance), are needed to provide comprehensive access to this type of provision.

Total provision (column E)

The total amount of provision required in the future for an analysis area is calculated by adding any identified deficiencies to the current level of existing provision. This ensures that provision needed to meet existing gaps is incorporated into the standards and calculations for the future.

Standard based on current demand (column F)

Once a new total amount of provision is gained by adding in any deficiencies to the current provision, a current minimum provision standard can be calculated. This takes into account current demand for open spaces and should be specific to each particular area.

Future population (column G)

At this time, future population projections up to 2025 for Surrey Heath indicates provision of 2,730 (net) additional dwellings. This is to be distributed across the borough with approximately 2,290 dwellings being allocated within the urban analysis area. The other 440 dwellings will be in the rural analysis area. Table 7 sets out the future projections.

Table 6: Population projections

Analysis area	Current Population	Additional dwellings	Population increase	Population in 2025
Rural	29,704	440	1,012	30,716
Urban	57,829	2,290	5,267	63,096
SURREY HEATH	87,533	2,730	6,279	93,812

Provision in 2025 (column H)

This column substantiates the actual deficiency in terms of the difference in hectares between current provision and future need for each analysis area, based on future growth having taken into account any identified deficiencies.

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Based on average household size in UK of 2.3 people per household

Parks and gardens

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Rural	-	29,704	-	-	-	-	30,716	-
Urban	50.11	57,829	0.87	-	50.11	0.87	63,096	4.78
SURREY HEATH	50.11	87,533	0.57	-	50.11	0.57	93,812	3.36

To maintain existing levels of provision up to 2025 the Urban Analysis Area requires 4.78 hectares of new parks provision (column H).

No current provision is identified within the Rural Analysis Area. Therefore, it is reasonable to not expect a requirement for future provision of this type. The focus could be on ensuring quality standards are being met for other open space typologies that can provide similar roles and opportunities such as amenity greenspace sites.

Natural and semi-natural

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Rural	1262.59	29,704	42.50	-	1262.59	42.50	30,716	42.84
Urban	590.07	57,829	10.20	-	590.07	10.20	63,096	53.51
SURREY HEATH	1852.66	87,533	21.16	-	1852.66	21.16	93,812	132.40

Both analysis areas indicate new provision of natural and semi-natural greenspace is required up to 2025 (column H) if current levels of provision are to be maintained. The Urban Analysis Area highlights the need for a greater amount of provision with 53.51. hectares. The Rural Analysis Area also shows that new provision is required against the current standard (column H) with 42.84 hectares.

Across Surrey Heath there is a need to balance the role and use of some protected natural and semi-natural greenspace sites for recreational activities. Sites designated for their conservation and habitat importance (i.e. SPA) cannot be promoted for greater recreational uses. Ordinarily such large forms of provision could help to meet the shortfalls identified for other types of open space in the Rural Analysis Area such as parks and gardens etc. However, within Surrey Heath this is not always an option due to the protected designations at some sites. Alternatively, natural sites without designations could potentially be promoted and improved for greater recreational uses. It is also noted that the Council continues to seek opportunities to provide Suitable Alternative Natural Green Spaces (SANGS) within the Borough, with the purpose of encouraging new residents to use areas away from natural and semi-natural greenspace sites designated for their conservation interest:

A general consideration for future planning applications may be to ensure natural and semi-natural features are provided as part of new development sites. It may also be worthwhile encouraging the inclusion of natural features as part of other forms of open space on new sites. For example, ensuring new forms of amenity greenspace incorporate features associated with natural/semi-natural provision such as wildflower areas, habitat opportunities etc.

Amenity greenspace

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Rural	32.52	29,704	1.09	1.20	33.72	1.14	30,716	2.50
Urban	71.88	57,829	1.24	-	71.88	1.24	63,096	6.36
SURREY HEATH	104.40	87,533	1.19	-	105.60	1.21	93,812	7.24

Both analysis areas indicate new provision of amenity greenspace is required up to 2025 (column H) if current levels are to be maintained. The Urban Analysis Area demonstrates a need for greater future provision with 6.36 hectares required.

There is a future requirement in the Rural Analysis Area of 2.50 hectares. This takes into consideration the three gaps identified in amenity provision from the catchment mapping under the accessibility standards section earlier (a minimum site size of 0.4 hectares per gap is recommended).

Provision for children and young people

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Rural	1.08	29,704	0.04	0.08	1.16	0.04	30,716	0.15
Urban	2.19	57,829	0.04	0.08	2.27	0.04	63,096	0.33
SURREY HEATH	3.27	87,533	0.04	0.16	3.43	0.04	93,812	0.48

Both analysis areas indicate new provision for children and young people is required up to 2025 (column H) in order for current provision levels to be maintained. The Urban Analysis Area suggests a greater amount of provision is required with 0.33 hectares against the set standards (column F). In the Rural Analysis Area, the future requirement up to 2025 is for 0.15 hectares. Both amounts take into account the gaps identified in youth provision from the catchment mapping under the accessibility standards section earlier (a minimum site size of 0.04 hectares per gap is recommended).

Due to gaps in catchment mapping of youth provision, supported through consultation, there is a need for additional play provision to be sought in the future; particularly for older age ranges.

Allotments

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total provision (ha)	Standard based on current demand	Future population	Provision in 2025 (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)
Rural	6.07	29,704	0.20	-	6.07	0.20	30,716	0.07
Urban	6.47	57,829	0.11	-	6.47	0.11	63,096	0.47
SURREY HEATH	12.54	87,533	0.14	-	12.54	0.14	93,812	0.59

Collectively Surrey Heath does not meet the suggested standard of 0.25 hectares per 1,000 population from the National Society of Allotment and Leisure Gardeners (NSALG).

Furthermore, there are waiting lists at existing sites across the area; suggesting demand for plots is not currently being met by supply.

Both analysis areas indicate a need for additional provision in the future. The Urban Analysis Area suggests a greater amount of provision is required with 0.47 hectares against the set standards (column F). In the Rural Analysis Area, the future requirement up to 2025 is for 0.07 hectares.

Policy advice and recommendations

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

Overview

Recommendation 1

• Ensure low quality sites in areas are prioritised for enhancement

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

The policy and implications summary of the quality and value matrix (p8-9) identifies those sites that should be given priority for enhancement if possible.

It is also important for other low quality sites (that may also score low for value) to be addressed in terms of their quality deficiency if possible.

Recommendation 2

Ensure all sites assessed as high for quality and value are protected

Sites within this category should be viewed as being key forms of open space provision. The quality and value matrix in the Appendix (p28-32) identifies those sites rating high for quality and value. It is important that the Council looks to retain sites of this classification.

Recommendation 3

 Sites helping to serve analysis areas identified as having gaps in catchment mapping should be recognised through protection and enhancement

The policy and implications summary for the accessibility catchment mapping (p12-13) highlights those sites that help to serve other forms of open space provision in the analysis area they are located.

These sites currently help to meet the identified catchment gaps for other open space typologies. The Council should seek to ensure the role and quality of these sites through greater levels and diverse range of features linked to these types of open space. This is in order to provide a stronger secondary role as well as opportunities associated with other open space types. This will also help to minimise the need for new provision in order to address gaps in catchments.

Recommendation 4

 Recognise areas with surpluses in open space provision and how they may be able to meet other areas of need

For sites identified as low value and/or low quality and value in areas (p8-9), if no improvements can be made a change of primary typology should be considered. If no shortfall of other open space typologies is noted, or it is not feasible to change the primary typology of the site, then the site may be redundant/ 'surplus to requirements'.

Recommendation 5

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.

Policy implications

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

How is provision to be made?

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

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

Planning obligations

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

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

Community Infrastructure Levy (CIL)

The CIL is a relatively new method of requiring developers to fund infrastructure facilities including open spaces. It should apply to most new developments and charges are based on the size and type of new development. It will generate funding to deliver a range of District wide and local infrastructure projects that support residential and economic growth.

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

Seeking developer contributions

This document can inform policies and emerging planning documents by assisting in the Council's approach to securing open spaces through new housing development.

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

Determining contributions

For planning obligations, the following elements should be considered when establishing whether open space provision is required and whether it should be provided on site:

- Identify a deficit the total amount of open space provision within the locality and whether the amount of provision can contribute to the above quantity standards/levels set for each typology following completion of the development (p17-21)
- whether the locality is within the accessibility catchment standards as set for each open space typology (p12-13)
- whether enhancement of existing provision is required if either or both the quantity and accessibility standards are sufficiently met (p8-9)

The flowchart (Figure 1) sets out in more detail the process that should be considered when determining contributions. For larger scale developments, the quantity standards should be used to help determine the requirements for open space provision as part of that development.

In development areas where open space provision is identified as being sufficient in terms of quantity and, provision of new open space is not therefore 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.

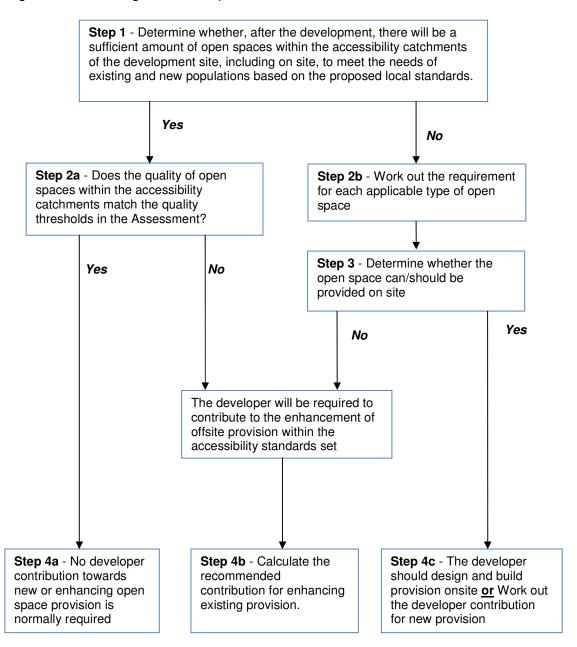
Off site contributions

If new provision cannot be provided on site it may be more appropriate to seek to enhance the existing quality of provision and/or improve access to sites. Standard costs for the enhancement of existing open space and provision of new open spaces should be clearly identified and revised on a regular basis by the Council. A financial contribution should be, for example, required principally but not exclusively for the typologies identified in this document; subject to the appropriate authority providing and managing the forms of open space provision.

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 whilst also ensuring an aesthetically pleasing landscape providing social and health benefits.

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

Figure 1: Determining s106 developer contributions



Maintenance contributions

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

- The developer being responsible for maintenance of the site for an initial 12 months or a different agreed time period
- Sums to cover the maintenance costs of a site (once transferred to the Council) should be intended to cover a period between 10 – 20 years.

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

Calculating onsite contributions

The requirement for open spaces should be based upon the number of persons generated from the net increase in dwellings in the proposed scheme, using the average household occupancy rate of 2.3 persons per dwelling as derived from the Census. On this basis, 1,000 persons at 2.3 persons per household represent 431 dwellings.

The next stage is to calculate the open space requirement by typology per dwelling. This is calculated by multiplying 431 (dwellings) X the appropriate provision per dwelling by typology.

Using amenity greenspace in Urban Analysis Area as an example, the recommended standard is 1.24 ha per 1,000 population (12,400 sq. metres per 1,000 population) or 431 dwellings. Therefore, by dividing 12,400 sq. metres by 431 dwellings a requirement for 28.8 sq. metres of amenity greenspace per dwelling is obtained.

Equipped play areas recommendation

Residential developments should normally be required to meet the need for play provision generated by the development on site, either as an integral part of the design, or through payment of a development contribution which will be used to install or upgrade play facilities in the vicinity of a proposed development.

Whilst the norm has been to expect provision to be made on site, consideration needs to be given to the feasibility of provision.

The Fields in Trust (FIT) recommended minimum area of a formal LAP (Local Area for Play) is approximately 0.01ha, or 100 sq. metres (0.01ha). Similarly, the FIT recommended area of a formal LEAP (Local Equipped Area for Play) is approximately 0.04 hectares, or 400 sq. metres per 1,000 population (in line with those used for each analysis area). For larger forms of play i.e. NEAPs (Neighbourhood Equipped Area of Play), FIT recommends an area of 0.1 hectares per 1,000 population. Therefore, a significant amount of new housing in a development would be required (400 dwellings and over) to warrant on-site provision of formal children's play space.

This means that for a significant number of development sites, formal children's play space provision should take the form of developer contributions to up-grade local equipped children's play facilities in the vicinity of the development. However, informal provision may still need to be made on-site in locations where the nearest existing play provision is deemed too far away.

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

APPENDIX ONE

Quality and Value matrix

Assessing the quality and value of open spaces is used to identify those sites which should be given the highest level of protection by the planning system, those which require enhancement in some way and those which may be redundant in terms of their present purpose. Further guidance on the quality and value matrix is set out on p6 -7.

Rural

Figure 2: Rural Quality and Value Matrix

Alle	otments		
			Quality
		High	Low
Value	High	Bagshot Allotment Gardens Broom Lane Allotments Red Lion Road Allotments Hook Mill Lane Allotments	Queens Road Allotments West End Allotments Bagshot Road West End Allotments Windlesham Road
	Low		

Am	enity gr	eenspace	
		G	Quality
		High	Low
Value	High	School Lane Open Space Land East Of Freemantle Road Mainstone Road Church Lane Open Space Fellow Green Open Space Open Space, Rosewood Way Open Space, opposite The Folly Windmill Field Open Space Angelica Road Open Space Briar Avenue Recreation Ground Benner Lane Amenity Windlesham Field Of Remembrance Bisley Recreation Ground Chobham Parish Recreation Ground Lightwater Recreation Ground	Mill Pond Road Open Space Bagshot Playing Field Association Open Space, Barnett Lane Windle Close Open Space Ivy Drive Open Space
	Low		Higgs Lane amenity space Field To North Of War Memorial

Na	tural and	d semi-natural greenspace	
		Qua	ality
		High	Low
Θ.	High	Lightwater Country Park Chobham Place Woods Land South Of Whitmoor Road Heywood Drive Open Space Land South Of Red Road Brentmoor Heath Ivy Drive Pond Turf Hill Park	Surrey Heath Common Land, Lucas Green Road Surrey Heath Common Land, off Shaftesbury Road Pine Grove, Windlesham Surrey Heath Common Land Spruce Drive Open Space
Value	Low	Surrey Heath Common Land, Brentmoor Road	Natural Space Between Church Road And Bagshot Road Land Off Brentmoor Road Surrey Heath Common Land, Benner Lane Briar Avenue Woodland Surrey Heath Common Land Castle Green Surrey Heath Common Land, Hookstone Green

Pro	Provision for children and young people								
		G	Quality						
		High	Low						
Value	High	Bisley Multi Use Games Area Albert Road Play Area Kings Lane Play Area Windmill Field Play Area Clews Lane Play Area Rosewood Way Play Area Briar Avenue Play Area Windelsham Field Of Remembrance Play Lightwater Recreation Ground Play Area Lightwater Country Park Play Area Benner Lane Playground Chobham Parish Recreation Ground School Lane Play Area	Whitmoor Road Freemantle Road Play Area						
	Low		College Ride Play Area Bisley Green Teen Shelter						

Urban

Figure 3: Urban Quality and Value Matrix

Alle	Allotments				
		Quality			
		High	Low		
Value	High	Wharf Road Allotments Brook Farm Allotments Barossa Road Allotments Crabtree Road Allotments The Hatches Allotments	Allotments, Parsonage Way		
	Low				

An	Amenity greenspace				
		Quality			
		High	Low		
Value	High	Cheylesmore Open Space Clarence Drive Ags Burrell Road Open Space Open Space, Greenback Way Library Amenity Greenspace Seymour Drive Copped Hall Way Open Space Detting Crescent Open Space The Green The Grove Amenity Space South Of Balmoral Drive Deanside AGS Balmoral Drive - (west)	Hillside Crescent Canal Centre Maguire Open Space Highland Road Open Space Chesnut Avenue Kings College Amenity Open Space Canada Road Open Space Blackdown Road Recreation Ground Alma Dettingen Playing Fields Knights Way Open Space Coleford Bridge Road Lake Lynwood Drive Open Space Mytchett Community Centre Barossa Common Recreation Ground		
	Low		Ballard Road Open Space Poppyhills Open Space Martel Close Open Space Bain Avenue Amenity Space Holly Hedge Play Space Badgerwood Drive Open Space Barossa Common Playing Fields		

Na	Natural and semi-natural greenspace				
		Quality			
		High	Low		
Value	High	Blackwater River Valley Route Old Dean Common Wendover Drive Wood Diamond Ridge Woods Clewborough House School At Burrows Hill Tomlins Pond The Obelisk Watchmoor Reserve Watchetts Lakes Frimley Fuel Allotments Alphington Pond	Norton Road Open Space Green Hill Road Warren Wood Land Off Mytchett Place Road Frimley Recreation Ground Open Space		
	Low	Open Space, Nightingale Drive	Mod Blackdown Hill Camberley Park Woodland Roxburgh Close Open Space Land Rear Of Birch Close Barossa Common Kings Crescent Hollyhedge Woodland St Catherine's Wood Land Rear Of Horseshoe Crescent		

Pai	Parks and gardens				
		Quality			
		High	Low		
Value	High	Frimley Green Recreation Ground Crabtree Park Watchetts Recreation Ground London Road Recreation Ground Southcote Park Frimley Lodge Park Heatherside Recreation Ground	Chobham Road Recreation Ground Mytchett Recreation Ground Camberley Park Old Dean Recreation Ground		
	Low				

Pro	Provision for children and young people				
		Quality			
		High	Low		
Value	High	Martell Close Play Area Heatherside Recreation Ground Play Area Cheylesmore Park Play Area Loman Road Play Area Burrell Road Play Area Play space, London Road Clarence Drive Upland Road Play Area Orchard Way Playspace Heathside Park Play Space Area Woodend Road Play Area Frimley Lodge Park Play Area Cyprus Road Play Area Evergreen Road Play Space Bentley Copse Play Area Mytchett Rec Play Area, Hamesmoor Road Frimley Recreation Ground Play Area Deanside Play Space Camberley Park Play Area	Crabtree Park Skate Area Maguire Open Space Play Area Basingstoke Canal Central Play Area Suffolk Court Play Area Old Dean Rec Play Area Heatherside Recreation Ground Skate Park Mytchett Recreation Ground Skate Park		
	Low	Chobham Road Recreation Ground Play Area	Frimley Lodge Park Play Area 2		