



HIGH PEAKS BOROUGH COUNCIL

OPEN SPACE STUDY

STANDARDS PAPER

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QUALITY, INTEGRITY, PROFESSIONALISM

Knight, Kavanagh & Page Ltd

Company No: 9145032 (England)

MANAGEMENT CONSULTANTS

Registered Office: 1 -2 Frecheville Court, off Knowsley Street, Bury BL9 0UF

T: 0161 764 7040 E: mail@kcp.co.uk www.kcp.co.uk



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HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

CONTENTS

PART 1: INTRODUCTION	6
PART 2: ASSESSMENT REPORT SUMMARY	9
PART 3: SETTING PROVISION STANDARDS.....	13
3.1 Developing and setting standards	13
3.2 Quality.....	13
3.3 Accessibility.....	14
3.4 Quantity.....	16
PART 4: APPLICATION OF PROVISION STANDARDS	20
4.1: Quality.....	21
4.2: Accessibility.....	27
4.3: Quantity.....	32
PART 5: POLICY ADVICE AND RECOMMENDATIONS.....	35
5.1 Recommendations	35
5.2 Implications	36
5.3 Approach to developer contributions	38
APPENDIX ONE: SUMMARY OF DEMAND FROM PARISH/TOWN COUNCIL	42
APPENDIX TWO: RECOMMENDED APPROACH TO CALCULATING DEVELOPER CONTRIBUTIONS.....	43

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

EXECUTIVE SUMMARY

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

A total of 232 sites are identified as open spaces across High Peak. This equates to over 471 hectares. Open space is categorised by the different types of provision. A summary for each type is provided below:

Open space type	Summary
Parks and gardens	Shortfalls are identified in terms of quantity and accessibility however none are considered significant. The focus for parks should be on ensuring quality and access as a priority.
Natural and semi-natural greenspace	Provision of natural and semi-natural greenspace is generally sufficient in terms of quantity and accessibility; predominantly due to the location of the Peak National Park. The focus for natural provision should be on enhancing quality and capacity of existing sites.
Amenity greenspace	Quality of existing provision should be the focus. In addition, instances of quantity and accessibility shortfalls should look to be addressed.
Provision for children and young people	Shortfalls in quantity, accessibility and quality are identified. Furthermore, consultation highlights demand for additional provision. The focus should be on addressing these needs.
Allotments	Addressing demand for allotments, identified through waiting lists, should be the focus.
Cemeteries	Burial capacity should be used to inform requirements for provision. It is understood all active cemetery sites have available burial capacity.
Civic space	Focus should be on ensuring quality of existing provision.
Green corridors	Focus should be on ensuring quality and access of existing provision.

Shortfalls in quality and accessibility standards are identified across the Borough for different types of open space (as set out in Parts 4.1 and 4.2). Consequently, the Council should seek to ensure these shortfalls are not made worse through increases in demand as part of future development growth across the Borough. The setting and application of quantity standards is therefore necessary to ensure new developments contribute to the provision of open space across the area.

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

Typology	2017 Recommended Quantity Standard (ha per 1,000 population)
Parks & gardens	1.15
Natural & semi-natural greenspace	Not set
Amenity greenspace	0.60
Allotment	0.24
Provision for children & young people	0.13

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

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

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

Analysis Area	Identified shortfalls
Buxton	<ul style="list-style-type: none">Shortfall in amenity greenspaceLevel with the recommended standard for play
Central	<ul style="list-style-type: none">Shortfall in parks and gardensShortfall in play provision
Glossopdale	<ul style="list-style-type: none">Shortfall in parks and gardensShortfall in amenity greenspaceShortfall in allotment provisionLevel with the recommended standard for play

The recommended quantity standards also determine the open space requirements as part of new housing developments.

High Peak has an approach for calculating developer contributions which utilises the quantity standards for each type of open space and sets out the requirements for the amount of open space in hectares per 1,000 population. This can then be calculated as a monetary value for offsite contributions to mitigate increased use of provision and/or to enhance or maintain the quality of open space as a result of increased demand from new populations.

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

PART 1: INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for High Peak Borough Council (HPBC). 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 High Peak. Both documents act as an update to the previous open spaces study undertaken in 2008/2009.

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

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

Scope

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

Table 1.1: Open space typologies

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Analysis areas

For the purpose of the standards paper, High Peak has been split into four analysis areas; Buxton, Central, Glossopdale and High Peak-National Park. These allow more localised examination of open space surpluses and deficiencies. Use of analysis areas also allows local circumstances and issues to be taken into account. The analysis areas and their populations are shown in the table below.

Table 1.2: Population by analysis area

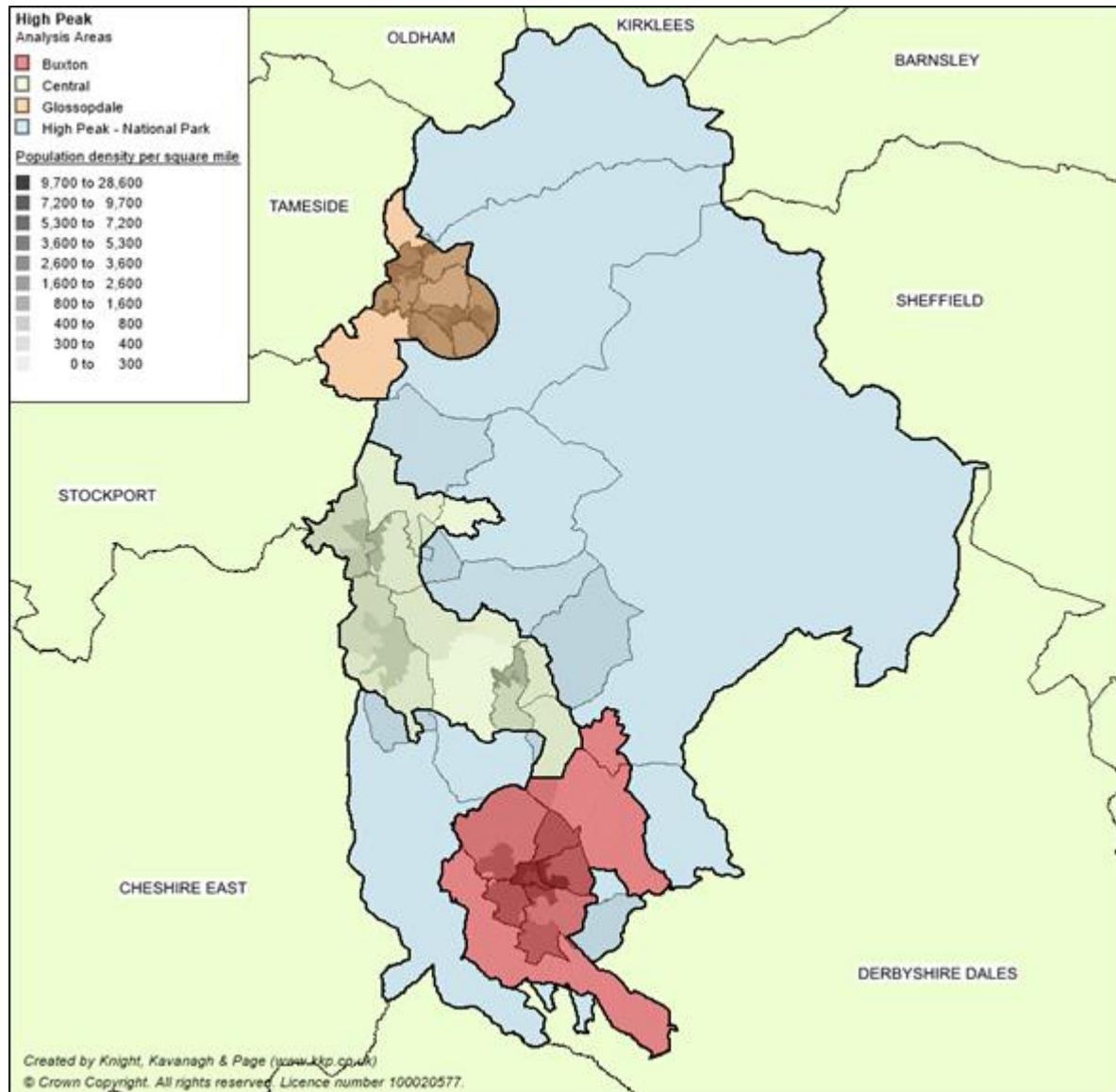
Analysis Area	Population*
Buxton	20,572
Central	22,485
Glossopdale	29,309
High Peak-National Park	19,130
HIGH PEAK	91,496

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Figure 1.1: Map of High Peak analysis areas



PART 2: ASSESSMENT REPORT SUMMARY

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

2.1 Parks and gardens

- ◀ There are 11 sites classified as parks and gardens totalling over 90 hectares. Buxton Country Park makes up the majority of this hectarage with 41.69 hectares; however, not all of this is accessible without a charge.
- ◀ High Peak has current provision of 0.99 ha per 1,000 head of population. This meets the FIT standard of 0.80 ha per 1,000 population; however, the Central Analysis Area (0.55 ha per 1,000 population) does not.
- ◀ A current standard of 1.15 ha per 1,000 population is set by HPBC. The Buxton Analysis Area (2.66 ha per 1,000 population) meets this standard. However, if the equivalent analysis areas to the last study are used current provision is 1.25 ha per 1,000 population.
- ◀ There are no parks and garden provision in High Peak-National Park Area; however, the area is well served by accessible countryside and informal greenspace.
- ◀ General quality of provision is good, half of sites now rating above the quality threshold. Two of the four sites assessed as part of the 2017 update score high for quality. It is, however, important to note that the quality threshold for parks and gardens is set high (66%) to better align with the Green Flag Award pass score.
- ◀ Since the last study, Manor Park, Chapel Memorial Park, and Memorial Park Whaley Bridge have undergone significant improvements, resulting in all three being of high quality with the latter two parks moving from low to high quality.
- ◀ Memorial Park has Green Flag status; furthermore, the community Orchard in High Lea Park also holds a Green Flag Award. Should the Council wish to increase its number of Green Flag sites, Manor Park could be considered given the status and consistent high scores.
- ◀ All the parks score high for value in the 2017 study (same as in 2008/09).
- ◀ It is evident through both site assessment and consultation that all sites provide opportunities for a wide range of users and demonstrate the high social inclusion, health benefits, sense of place and ecological value that parks can offer.
- ◀ Shortfalls are identified in terms of quantity and accessibility however none are considered significant. The focus for parks should be on ensuring quality and access as a priority.

2.2 Natural and semi-natural greenspace

- ◀ In total there are 44 natural and semi-natural greenspaces, totalling over 263 hectares.
- ◀ A standard of 1.18 ha per 1,000 population is set by HPBC. All individual analysis areas meet this standard. If the equivalent analysis areas to the last study are used, current provision (2.60 ha per 1,000 population) is above the existing standard.
- ◀ No shortfalls in quantity provision is identified against benchmarks such as FIT.
- ◀ Catchment mapping portrays an excellent level of coverage across High Peak as a whole. Given the rural characteristics of the area and the large expanse of National Park. Overall, there is thought to be sufficient access to natural and semi-natural greenspace provision.
- ◀ With a population of 91,496, High Peak is recommended to have approximately 91 hectares of LNR. As it stands a shortfall to this standard is noted with 38.21 hectares.
- ◀ Out of the assessed 17 natural and semi-natural greenspaces, over three quarters (82%), scored below the threshold for quality.
- ◀ Low scores obtained by natural and semi-natural sites can be partly due to a lack of ancillary features and facilities such as toilets, benches and lighting, as well as lower levels of personal security. This is often because of the purpose of such sites to act as a habitat for wildlife. As such, natural and semi-natural sites which score below the threshold do not always have specific quality issues
- ◀ Over half (59%) of natural and semi-natural sites assessed score above the threshold for value. Natural sites often score high for value as a result of the ecological benefit provided. Even sites of this typology which have little to offer in terms of recreation, are important for promotion of biodiversity. The highest scoring site for value was Goytside Meadows (38%).
- ◀ Although not assessed for value in the 2017 update or the previous study, consultation with the Canal and River Trust, highlights the valuable asset of Bugsworth Basin to the area.
- ◀ Provision of natural and semi-natural greenspace is generally sufficient in terms of quantity and accessibility; predominantly due to the location of the Peak National Park. The focus for natural provision should be on enhancing quality and capacity of existing sites.

2.3 Amenity greenspace

- ◀ A total of 55 amenity sites are identified in High Peak, totalling over 55 hectares.
- ◀ High Peak has 0.60 ha per 1,000 population. Only the Buxton (0.46) and Glossopdale (0.57) analysis areas do not meet the FIT standard (0.60 ha per 1,000 population).
- ◀ A standard of 0.44 ha per 1,000 population is set by HPBC. All individual analysis areas meet this standard. If the equivalent analysis areas to the last study are used, the existing standard is still met by current provision (0.63 ha per 1,000 population).
- ◀ Catchment mapping with a 6-minute walk time applied shows a reasonable level of coverage across High Peak as a whole. In most instances areas with a greater population density have reasonable access to provision. However, some gaps are identified due to the accessibility catchment used being relatively small (as provision is often deemed to be locally significant).
- ◀ Two thirds (66%) of assessed sites score high for quality. In 2008/09, 61% of assessed amenity greenspace sites scored above the threshold. This demonstrates a generally high standard of this type of provision across the High Peak area.
- ◀ Since the last study, Portland Road Recreation Ground has significantly declined in quality resulting in it moving from high quality to low quality.
- ◀ In addition to the multifunctional role of sites, amenity greenspace provision is, in general, particularly valuable towards the visual aesthetics for communities. The contribution these sites provide as a visual amenity and for wildlife habitats should not be overlooked.
- ◀ Quality of existing provision should be the focus. In addition, instances of quantity and accessibility shortfalls should look to be addressed.

2.4 Provision for children and young people

- ◀ A total of 66 sites are identified across High Peak for children and young people which gives a total of over 11 hectares. In the previous study 64 play areas were identified.
- ◀ Most is identified as being of LEAP (57%) classification; sites with a wider amount and range of equipment; designed to predominantly cater for unsupervised play.
- ◀ The Central Analysis Area has the highest number of sites (27). However, the National Park Analysis Area has greatest current provision per 1,000 population (0.16 hectares).
- ◀ A standard of 0.11 ha per 1,000 population is set by HPBC. All individual analysis areas meet this standard. If the equivalent analysis areas to the last study are used, the existing standard is still met by current provision (0.12 ha per 1,000 population).
- ◀ There are notable gaps in catchment mapping in three analysis area; Central, Glossopdale and Buxton for provision for children and young people (equipped/designated). These gaps are highlighted in areas which are more densely populated, most significantly in the south and west of both the Glossopdale and Buxton analysis areas.
- ◀ A total of 84% of assessed sites score above the threshold for quality, with the highest scoring sites being Chapel Memorial Park play area and Dove Holes Play Area. These sites score 82% and 74% respectively.
- ◀ The majority of sites with a score in the 2017 study (79%) have either improved in quality or stayed the same. The sites which have decreased in quality are; Brosscroft Play Area, Edale Close Play Area and Centurion Play Area.
- ◀ The only sites in the 2017 assessed sites to fall below the quality threshold are Chapel Lane Rec play area (44%) and Cottage Lane Play Area (28%).
- ◀ There are a number of sites which despite not being assessed, are presumed to have increased in quality since the 2008/09 study as a result of investment or refurbishment.
- ◀ In both the 2017 and 2008/09 study, all assessed sites score high for value. This a reflection of the key role play provision, for children of all ages, has in encouraging young people to be active, as well as providing opportunity for social interaction and child development.
- ◀ Shortfalls in quantity, accessibility and quality are identified. Furthermore, consultation highlights demand for additional provision. The focus should be on addressing these needs.

2.5 Allotments

- ◀ A total of 26 allotment sites are classified in High Peak, equating to more than 22 hectares. This meets the NSALG recommended standard of 0.25 hectares per 1,000 population.
- ◀ A standard of 0.22 ha per 1,000 population is set by HPBC. All individual analysis areas meet this standard with the exception of the High Peak National Park Analysis Area. If the equivalent analysis areas to the last study are used, the existing standard is still met by current provision (0.30 ha per 1,000 population).
- ◀ There are also several waiting lists within High Peak, suggesting demand for allotments still exists across the area.
- ◀ Gaps in mapping exist in all four analysis areas. However, waiting lists are best placed to determine demand for new provision. Across High Peak there is a current waiting list of 58 individuals. In addition, several other sites also highlight the presence of waiting lists but are unable to give an exact figure.
- ◀ Over a third of sites (38%) rate above threshold for quality, an increase to the 20% noted in the 2008/09 study.
- ◀ The majority of allotments (86%) in High Peak are highly valued reflecting the associated social inclusion and health benefits, amenity and sense of place offered by provision.
- ◀ Addressing demand for allotments, identified through waiting lists, should be the focus.

HIGH PEAKS BOROUGH COUNCIL

OPEN SPACE STANDARDS PAPER

2.6 Cemeteries

- ◀ There are 17 sites classified as churchyards or cemeteries. The largest contributor to burial provision in High Peak is Glossop Cemetery which is 5.87 hectares in size.
- ◀ Out of the assessed provision, seven cemeteries and churchyards are rated as high quality. The highest scoring sites for quality is Thornsett Cemetery, Glossop Cemetery and St Peter's Closed C.Y. The highest scoring site for quality is Thornsett Cemetery.
- ◀ The majority of cemeteries assessed were of high value in the Borough, reflecting that generally provision has cultural/heritage value and provide a sense of place to the local community
- ◀ Burial capacity should be used to inform requirements for provision. It is understood all active cemetery sites have available burial capacity.

2.7 Civic Space

- ◀ There are five civic space sites in High Peak equating to less than one hectare of provision.
- ◀ Quality and value of provision is good with an acceptable maintenance and appearance. Sites are recognised as providing an important social, economic and amenity role to local communities and areas.
- ◀ The focus should be on ensuring quality of existing provision.

2.8 Green corridors

- ◀ There are seven green corridors identified totalling over nine hectares.
- ◀ There are also a number of other long-distance trails set out within the Local Plan. Many of these are nationally recognised such as the Trans Pennine Trail.
- ◀ All the assessed green corridors in the Borough scored above the threshold for quality, two of which scored well above the threshold. Green corridors are highly valued open spaces. They provide safe links between urban areas and other forms of green infrastructure, as well as easy access into the countryside.
- ◀ Green corridors also offer important habitat corridors and wildlife benefits.
- ◀ The focus should be on ensuring quality and access of existing provision.

PART 3: SETTING PROVISION STANDARDS

3.1 Developing and setting standards

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

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

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

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

3.2 Quality

In the 2008/2009 study, each site was assessed for quality and given a score. As part of the update a combination of a desk based review of the original audit and a sample of site visits for a cross section of 27 sites identified by the Council has been undertaken.

Consultation to update local need for open space provision has been conducted with key local authority officers. Consultation has also been carried out with parish and town councils. This has been via face to face meetings with all town councils and surveys being sent to all parish councils.

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

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

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

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

Table 3.2.1: Quality benchmark standards

Typology	Quality threshold	Value threshold
Parks and gardens	66%	20%
Natural and semi-natural greenspace	35%	20%
Amenity greenspace	40%	20%
Provision for children and young people	50%	20%
Allotments	40%	20%
Cemeteries/churchyards	45%	20%
Civic Spaces	60%	20%
Green Corridors	66%	20%

3.3 Accessibility

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

The 2009 study set out recommended accessibility standards. In addition, relatively recent guidance on appropriate walking distance and times is published by Fields In Trust (FIT) in its document *Beyond the Six Acre Standard* (2015). These guidelines have been converted in to an equivalent time period in the table below.

FIT also offers appropriate accessibility distances for children play provision. These vary depending on the designation of play provision (LAP, LEAP, NEAP and other provision).

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

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

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

Table 3.3.1 sets out the 2008/09 recommended accessibility standards and the national accessibility standards where applicable.

Table 3.3.1: Accessibility guidelines to travel to open space provision

Typology	Accessibility catchment distances		
	2008/09 recommended	FIT	ANGSt
Parks & gardens	Key towns and rural settlements within 20 minute drive of high quality strategic parks	9 minute walk time (710m)	Not set
	Key towns within 15 minute walk of high quality district parks		
	Key towns within 10 minute walk of high quality local parks		
Natural & semi-natural greenspace	Key towns within 20 minute walk of natural provision	9 minute walk time (720m)	Sites at least 2 hectares with 300 metre catchments
			Sites at least 20 hectares with 2 km catchment
	Rural settlements within 10 minute drive of either natural or amenity greenspace provision		Sites at least 100 hectares with 5 km catchment
			Sites at least 500 hectares with 10 km catchment
Amenity greenspace	Key towns within 10 minute walk of amenity provision	6 minute walk time (480m)	Not set
	Rural settlements within 10 minute drive of either natural or amenity greenspace provision		
Allotment	Not set	Not set	Not set
Provision for children & young people	Key towns within 10 minute walk of LEAP provision or 10 drive of NEAP provision	100m (LAP) 400m (LEAP) 1,000m (NEAP) 700m (Skate parks, MUGA, etc)	Not set
	Rural settlements to have access to at least informal provision		

Recommendation for accessibility standards

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

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

The FIT accessibility catchments are nationally recognised benchmarks. Whilst the catchments are smaller than those recommended in 2008/09, no significant gaps in accessibility catchments are highlighted when applied. Using the smaller FIT catchments also helps in the identification of multi-functional sites and forms of provision helping to serve gaps in a different type of open space type. Consequently, this is a useful tool in setting priorities and principles of action for open space later in the document. For example, parks sites are focused in the areas of greater population density across High Peaks. Application of the FIT accessibility catchments highlights potential catchment gaps in provision but which other forms of open space may help to serve. Such sites can therefore be considered as having an important role in the access to open space. Linking these sites to quality can then help in establishing priorities for the future.

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

3.4 Quantity

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

No quantity standard is suggested for open space provision such as cemeteries, green corridors or civic space. Cemetery provision should be determined by instances of demand such as burial capacity and local need. Civic space provision is often recognised as only being of use and existence in central locations of high population density i.e. town centres etc. Therefore, future need of such provision should be guided by other considerations such as design.

To set a quantity standard it is necessary to review existing standards (recommended as part of the 2008/09 study) against national benchmarks and existing levels of provision identified as part of the 2017 update. The current provision levels are initially detailed in the Update Report. It is also important to identify any instances of local need for open space as identified through consultation with local authority officers and parish/town councils.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

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

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

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

Typology	Hectares per 1,000 population			
	2009 recommended standards	National benchmarks	Current provision levels	Current provision based on previous study area
Parks & gardens	1.15	0.80	0.99	1.25
Natural & semi-natural greenspace	1.18	1.80	2.88	2.60
Amenity greenspace	0.44	0.60	0.60	0.63
Allotment	0.22	0.25	0.24	0.30
Provision for children & young people	0.11	0.25	0.13	0.12

Current provision levels for most typologies are above the 2008/09 recommended standards. The exception is for parks and gardens with a current provision level of 0.99 hectares per 1,000 population compared to a 2008/09 recommended standard of 1.15 hectares per 1,000 population.

The 2008/09 study had two analysis areas; High Peak INSIDE the National Park and High Peak OUTSIDE the National Park. To calculate an updated version of provision levels for these analysis areas, the population associated with the National Park Analysis Area can be separated from the other three analysis areas used in the 2017 update (the Buxton, Central and Glossopdale analysis areas form the High Peak OUTSIDE the National Park Analysis Area). Consequently, the equivalent current provision is 1.25 hectares per 1,000 population.

Recommendation for quantity standards

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Parks and gardens:

Parks and Gardens: 2017 Recommended Quantity Standard
1.15 hectares per 1,000 population
Justification
The 2008/09 study set a standard of 1.15 hectares per 1,000 population. No issues with the amount of parks provision is highlighted through consultation. Furthermore, the current level of provision based on previous study area surpasses the existing standard. Therefore, retaining the standard of 1.15 hectares per 1,000 population is recommended.

Natural and semi-natural greenspace:

Natural and Semi-Natural Greenspace: 2017 Recommended Quantity Standard
Not set
Justification
The 2009 study recommended a standard of 1.18 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 2.88 hectares. The change in values reflects the difference in the number of sites and hectares of provision. The Update Report details the changes. Consultation does not highlight any concerns with the amount or accessibility of provision. For instance, several parish councils recognise the proximity of the Peak District National Park. It is therefore recommended that a quantity standard is not set for natural and semi-natural greenspace. However, it is still necessary to ensure future demand from growth is not detrimental to existing provision. Furthermore, working towards the ANGSt requirements for LNR provision is still recommended. Consequently, where appropriate, contributions will still need to be sought to ensure quality and access to existing sites is sufficient. To ensure this, consideration to establishing a set fee per household for natural and semi-natural provision is recommended. Linking this with amenity greenspace as a single 'informal open space' type may help with seeking contributions.

Amenity greenspace:

Amenity greenspace: 2017 Recommended Quantity Standard
0.60 hectares per 1,000 population
Justification
The 2008/09 study recommended a standard of 0.44 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 0.60 hectares. The change in values reflects the difference in the number of sites and hectares of provision. The Update Report details the changes. Consultation does not highlight any concerns with the amounts of provision. Setting the quantity standard on 2017 levels is therefore recommended to better reflect existing levels and expectations. Increasing the standard from 0.44 hectares to 0.60 hectares per 1,000 population is recommended.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Allotments:

Allotments: 2017 Recommended Quantity Standard
0.24 hectares per 1,000 population
Justification
The 2008/09 study recommended a standard of 0.22 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 0.24 hectares. The change in values reflects the difference in the number of sites and hectares of provision. Consultation identifies a steady demand for plots (as waiting lists do exist). Setting a standard based on more up to date evidence figures is recommended. This will also ensure the continuation to provide for demand shown to exist in the area.

Provision for children and young people:

Provision for children and young people: 2017 Recommended Quantity Standard
0.13 hectares per 1,000 population
Justification
The 2008/09 study recommended a standard of 0.11 hectares per 1,000 population. In 2017, the current provision per 1,000 population is 0.13 hectares. The change in values reflects the difference in the number of sites and hectares of provision. Consultation highlights instances of demand for greater and/or enhanced play provision. Setting the quantity standard on 2017 levels is therefore recommended to better reflect existing levels and demand. Increasing the standard from 0.11 hectares to 0.13 hectares per 1,000 population is recommended.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

PART 4: APPLICATION OF PROVISION STANDARDS

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

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

Table 4.1: Settlement hierarchy in High Peak

Hierarchy	Settlement
Towns	Buxton
	Glossop
	Chapel-en-le-Frith
	New Mills
	Whaley Bridge
Larger villages	Charlesworth
	Chinley
	Dove Holes
	Furness Vale
	Hadfield
	Hayfield
	Peak Dale
	Tintwistle
Smaller Villages	Buxworth
	Chapel Milton
	Combs
	Birch Vale
	Padfield
	Smalldale
	Sterndale Moor
	Thornsett
	Tunstead Milton

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

4.1: Quality

In the 2008/2009 study, each site was assessed for quality and given a score. As part of the update a combination of a desk based review of the original audit and a sample of site visits for a cross section of 27 sites identified by the Council has been undertaken.

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

Identifying deficiencies

Consultation to update local need for open space provision has been conducted with key local authority officers. Consultation has also been carried out with parish and town councils. This has been via face to face meetings with all town councils and surveys being sent to all parish councils.

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

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

High quality/low value

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

High quality/high value

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

Low quality/low value

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

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

If there is a choice of open space sites of equal quality to declare surplus, and no need to use one or part of one to remedy a deficiency in some other form of open space or sport and recreation provision, it will normally be sensible to consider the one with the lowest value to be more disposable. Similarly, if two are of equal value, it will normally be sensible to consider disposal 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.

Implications and recommendations

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

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

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.1.1: Buxton Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> ◀ Three sites score low for quality: Nunsfield Allotments, Cote Heath Allotments and Silverlands Allotments. ◀ One site scores low for value: Victoria Park Road Allotments 	<ul style="list-style-type: none"> ◀ Quality of sites should be enhanced where possible; exploring ways to improve sites overall appearance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days at sites) should be encouraged ◀ Enhance quality of sites only if also possible to enhance value (review access/appearance)
Amenity greenspace	
<ul style="list-style-type: none"> ◀ One site scores low for quality: The Green, Buxton 	<ul style="list-style-type: none"> ◀ Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site).
Cemeteries and churchyards	
<ul style="list-style-type: none"> ◀ One sites scores low for quality: St Peter's Church 	<ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible; for example exploring options to improve entrances, some signage, ensuring pathways are maintained.
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> ◀ Six sites score low for quality: Shay Lodge, Corbar Woods, Sherbrook Plantaton, Brickyard Plantation, Gadley Plantation and Wye Head Close ◀ Milbank, Hogshaw Wood, Lovers Leap, Ashwood Dale score low for quality and value. 	<ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible; for example, exploring options for improved maintenance, ensuring pathways are well maintained and improving user security in areas of isolation ◀ Enhance quality of sites only if also possible to enhance value (review access/appearance)
Parks and gardens	
<ul style="list-style-type: none"> ◀ Ashwood Park scores low for quality 	<ul style="list-style-type: none"> ◀ Site quality should look to be enhanced where possible; for example exploring options for improved maintenance and refurbishment.
Provision for children and young people	
<ul style="list-style-type: none"> ◀ No sites score low for quality or value 	n/a

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.1.2: Central Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> Two sites score low for quality: Sunnybank Allotments and Hague Bar Allotments. 	<p>Quality of sites should be enhanced where possible; exploring ways to improve sites overall appearance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days at sites) should be encouraged</p>
Amenity greenspace	
<ul style="list-style-type: none"> Two sites rate low for quality: Newtown Recreation Ground and Portland Road Recreation Ground. Horwich End Open Space rates low for quality and value 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance and opportunities for additional ancillary facilities on site). Larger sites are of a higher priority due to potential recreation opportunities Enhance quality of site only if also possible to enhance value
Cemeteries and churchyards	
<ul style="list-style-type: none"> St Mary's RC Church New Mills and Hidebank Burial Ground New Mills score low for quality. 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible; exploring options to improve maintenance of gravestones and surrounding trees at Hidebank Burial Ground. Greater signage at St Mary's Church.
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Four sites score low for quality and value: Bings Wood, Whaley Bridge Canal Basin, Hackerley Clough and Hawk Road, New Mills 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible for example, exploring options for improved maintenance, ensuring pathways are well maintained and improving user security in areas of isolation Enhance quality of sites only if also possible to enhance value
Parks and gardens	
<ul style="list-style-type: none"> One site score low for quality: High Lea Park 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve site maintenance and personal security measures)
Provision for children and young people	
<ul style="list-style-type: none"> Eight sites score low for quality: New Town Recreation Ground Play Area, Redmoor Lane Play Area, Alsfield Way Play Area, Yates Road Play Area, Bakenhurst Recreation Ground play area, Elnor Lane Play Area, Spinnerbottom play area and Bowden Crescent Play Area. 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve site maintenance, as well as exploring options to increase the range of play equipment) If replacement of equipment not feasible, looking to refurbish tired looking equipment, fencing and benches could be explored

HIGH PEAKS BOROUGH COUNCIL

OPEN SPACE STANDARDS PAPER

Table 4.1.3: Glossopdale Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> Five sites score low for quality: Highfield Road Allotments Glossop, Padfield Allotments 1, Padfield Allotments 2, Arnfield Lane Allotments Tintwistle, New Road Allotments Tintwistle 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible; exploring ways to improve sites overall appearance (e.g. working with allotment associations to put plot inspections in place or hold maintenance days at sites) should be encouraged
Amenity greenspace	
<ul style="list-style-type: none"> Five sites score low for quality: Sexton Street Rec, Lockes Open Space, Newshaw Lane Rec Ground, Roughfields OS Hadfield, and Roman Garden Gamesley Greenbank Hadfield and St Andrews Church rate below the threshold for quality and value 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance / opportunities for additional ancillary facilities on site). Larger sites are of a higher priority due to potential recreation opportunities Roughfields OS Hadfield rates low for quality but is allocated for housing in Local Plan. Enhance quality of sites only if also possible to enhance value
Cemeteries and churchyards	
<ul style="list-style-type: none"> All assessed sites rate high for quality. 	n/a
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> No sites of this typology are assessed in this analysis area. 	n/a
Parks and gardens	
<ul style="list-style-type: none"> One site scores low for quality: Bankswood Park 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible for example, improving drainage, maintenance of paths and benches
Provision for children and young people	
<ul style="list-style-type: none"> Four sites score low for quality; Chapel Lane Rec Play Area, Shirebrook Play Area, Philip Howard Park Play Area and Cottage Lane Play Area. 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve site maintenance, as well as exploring options to increase the range of play equipment) If replacement of equipment not feasible, looking to refurbish tired looking equipment, fencing and benches could be explored

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.1.4: High Peak – National Park Analysis Area Quality Summary

Summary	Action
Allotments	
<ul style="list-style-type: none"> One site scores low for quality: Allotment Gardens, New Road, Hope Valley 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible for example, exploring options to improve personal security, wider entrances and overall maintenance.
Amenity greenspace	
<ul style="list-style-type: none"> One site scores low for quality: Tintwistle 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible (exploring options for improved maintenance, enhancement of general appearance, improved accessibility for a range of users and opportunities for additional ancillary facilities on site).
Cemeteries and churchyards	
<ul style="list-style-type: none"> Three sites score low for quality: Cemetery (Green Drive), St James' Church Taxal, Independent Chapel graveyard, Tintwistle 	<ul style="list-style-type: none"> Enhancing site quality should be explored where possible for example, look to improve personal security measures, paths, and entrances to enable wheelchair users to access sites.
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> No sites of this typology in this analysis area were assessed. 	n/a
Parks and gardens	
<ul style="list-style-type: none"> No sites classified within this typology are located in this analysis area 	n/a
Provision for children and young people	
<ul style="list-style-type: none"> One site scores low for quality: Rowarth Play Area 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. look to improve personal security measures, site maintenance regimes, as well as exploring options to increase the range of play equipment) If replacement of equipment not feasible, looking to refurbish tired looking equipment and worn surface.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

4.2: Accessibility

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

The FIT accessibility catchments are used for most typologies with ANGSt being used for natural and semi-natural greenspace.

Table 4.2.1: Accessibility guidelines to travel to open space provision

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

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

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

Table 4.2.2: FIT walking guidelines for play provision

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

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

Identifying deficiencies

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

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Implications and recommendations

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

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

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

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

Table 4.2.3: Buxton Analysis Area Accessibility Summary

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> ◀ Minor gap in FIT 9-minute walk time catchment to east of settlement 	<ul style="list-style-type: none"> ◀ Addressing minor gap unlikely to be warranted ◀ Gaps in provision are met by amenity greenspace provision such as Granby Road Open Space and the Launt
Amenity Greenspace	<ul style="list-style-type: none"> ◀ No gap identified in FIT 6-minute walk time catchment 	n/a
Natural and semi-natural greenspace	<ul style="list-style-type: none"> ◀ Gaps in catchment mapping against ANGSt 5-minute and 2 km walk time. 	<ul style="list-style-type: none"> ◀ As the area is covered by 5 km walk time and the National Park, ensuring sufficient quality and access of existing sites such as Lovers Leap and Ashwood Dale is recommended. ◀ Other forms of open space with the potential to help serve catchment gaps should look to be enhanced particularly if of low quality (e.g. Buxton Country Park and Ashwood Park help to serve gaps).
Provision for children and young people	<ul style="list-style-type: none"> ◀ Minor gap in FIT catchments to south of settlement ◀ 	<ul style="list-style-type: none"> ◀ Look to bridge gap by enhancing existing provision to next play category (i.e. NEAP – more extensive equipment catering for all age groups) ◀ Exploring options for one of 24.1 (Ashwood Park), 122 (Bench Road), 127 (Ashwood Close) or 380 (Granby Road) is recommended

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.2.4: Central Analysis Area Accessibility Summary

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> No gaps identified in FIT 9-minute walk time catchment 	n/a
Amenity Greenspace	<ul style="list-style-type: none"> Gap in FIT 6-minute walk time catchment to west of Chapel-en-le-Frith 	<ul style="list-style-type: none"> Addressing minor gap unlikely to be warranted Gap served by other forms of provision including parks and gardens such as Tramps Garden and Chapel Memorial Park
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Gaps in catchment mapping against ANGSt 5-minute walk time and gap to north against 2 km walk time. 	<ul style="list-style-type: none"> As the area is covered by 5 km walk time and the National Park, ensuring sufficient quality and access of existing sites such as Goytside Meadows, Torrs Riverside Park, Mousley Bottom and Combs Reservoir is recommended. Other forms of open space with the potential to help serve catchment gaps should look to be enhanced particularly if of low quality (e.g. High Lea Park, Chapel Memorial Park and Memorial Park help to serve gaps). Opportunities to provide further natural and semi-natural greenspace features on such sites should be explored.
Provision for children and young people	<ul style="list-style-type: none"> No gaps identified in FIT catchments 	n/a

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.2.5: Glossopdale Analysis Area Accessibility Summary

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> Minor gap identified in FIT 9-minute walk time catchment to south 	<ul style="list-style-type: none"> Gaps in provision are served by amenity greenspace provision such as Whitfield Recreation Ground
Amenity Greenspace	<ul style="list-style-type: none"> Small gaps identified in FIT 6-minute walk time catchment 	<ul style="list-style-type: none"> Gaps in provision are served by parks and gardens provision such as Bankswood Park and Howard Park as well as natural and semi-natural provision such as Melandra Castle
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Gaps in catchment mapping against ANGSt 5-minute walk time and gap to east against 2 km walk time. 	<ul style="list-style-type: none"> As the area is covered by 5 km walk time and National Park, ensuring sufficient quality and access of existing sites such as Melandra Castle is recommended. Other forms of open space with the potential to help serve catchment gaps should look to be enhanced particularly if of low quality (e.g. Manor Park, Pyegrove Rec and Shirebrook Park help to serve gaps). Opportunities to provide further natural and semi-natural greenspace features on such sites should be explored.
Provision for children and young people	<ul style="list-style-type: none"> Gaps in FIT catchments to south and west areas of Glossop 	<ul style="list-style-type: none"> Look to bridge gap by enhancing existing provision to next play category (i.e. NEAP – more extensive equipment catering for all age groups) Exploring options for one of 68.1 (Edale Close), 73.1 (Cottage Lane) 135 (Centurion), or 136 (Pennine Road) is recommended Gaps in adopted standards should be addressed in partnership with the parish councils overseeing these areas.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.2.6: National Park Analysis Area Accessibility Summary

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> No parks and gardens in this analysis area 	n/a
Amenity Greenspace	<ul style="list-style-type: none"> Gaps in FIT 6-minute walk time catchment across area 	<ul style="list-style-type: none"> Access to the surrounding countryside in this area is assumed adequate enough to meet the gaps identified
Natural and semi-natural greenspace	<ul style="list-style-type: none"> Peak District National Park is recognised as a significant contributor to the access to natural provision in the area. For many areas it is the primary site of access. 	<ul style="list-style-type: none"> Ensuring sufficient quality and access of existing sites is recommended.
Provision for children and young people	<ul style="list-style-type: none"> Gaps in FIT walk time catchment across area 	<ul style="list-style-type: none"> Given low levels of population it is unlikely that gaps need to be met

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

4.3: Quantity

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

Setting quantity standards

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

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

The recommended quantity standards for High Peak are:

Table 4.3.1: Recommended quantity standards

Typology	2017 Recommended Quantity Standard (ha per 1,000 population)
Parks & gardens	1.15
Natural & semi-natural greenspace	Not set
Amenity greenspace	0.60
Allotment	0.24
Provision for children & young people	0.13

Implication and recommendations

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

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

To calculate an updated version of provision levels for these analysis areas, the population associated with the National Park Analysis Area can be separated from the other three analysis areas used in the 2017 update. As the Buxton, Central and Glossopdale analysis areas form the High Peak OUTSIDE the National Park Analysis Area.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Table 4.3.2: Current provision against recommended quantity standards

Analysis area	Parks and gardens		Amenity greenspace (Hectares per 1000 population)		Allotments	
	1.15		0.60		0.24	
	Current provision	+ / -	Current provision	+ / -	Current provision	+ / -
Buxton	2.66	+ 1.51	0.46	- 0.14	0.48	+ 0.24
Central	0.55	- 0.60	0.86	+ 0.26	0.24	level
Glossopdale	0.81	- 0.34	0.57	- 0.03	0.22	- 0.02
Total*	1.25	+ 0.10	0.63	+ 0.03	0.30	+ 0.06

The Central and Glossopdale analysis areas are identified as having a shortfall against the adopted quantity standards in parks and gardens. Glossopdale also has a comparative shortfall identified in amenity greenspace and allotment provision. In addition, the Buxton Analysis Area has a shortfall in amenity greenspace. Despite this, the combined provision across the three analysis areas is sufficient in total.

Provision for children and young people

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

Table 4.3.3: Current play provision against recommended quantity standard

Analysis area	Hectares per 1000 population	
	Current provision	Sufficiency/deficiency against 0.13 recommended standard
Buxton	0.13	level
Central	0.12	- 0.01
Glossopdale	0.13	level
Total	0.12	- 0.01

Both the Buxton and Glossopdale analysis areas are level with the recommended standard. The Central Analysis Area currently falls short of the recommended quantity standard.

* Combined provision within the Buxton, Central and Glossopdale analysis areas

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Identifying priorities

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

The focus for areas identified as being sufficient against the existing quantity standards will be for priorities to ensure quality and accessibility standards are being met.

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

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

For example, in the Glossopdale Analysis Area shortfalls are highlighted across all forms of open space provision (see Table 4.3.2). This should therefore be identified as a priority area. In particular in relation to parks and gardens, amenity greenspace and allotments.

PART 5: POLICY ADVICE AND RECOMMENDATIONS

5.1 Recommendations

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

Recommendation 1

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

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

The implications summary of low quality sites (p18-21) identifies those sites that should be given consideration for enhancement if possible. Priority sites should be those highlighted as helping or with the potential to serve gaps in provision (see Recommendation 2)

Recommendation 2

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

The implications summary for the accessibility catchment mapping (p23-26) highlights those sites that help or have the potential to serve gaps in provision. Furthermore, there are a number of sites across High Peak with a multi-functional role which may serve (to some extent) the wider areas of the Borough.

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

Recommendation 3

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

If no improvements can be made to sites identified as lower quality (p18-21), then a change of primary typology should be considered.

If no shortfall in other open space types is noted (p28), or it is not feasible to change the primary typology of the site, only then the site may be redundant/ 'surplus to requirements'.

Recommendation 4

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

No standards have been set for the provision of cemeteries. Instead provision should be determined by demand for burial space. Currently it is understood that there is a sufficient amount of burial capacity across the Borough; all active cemeteries are identified as having spare burial capacity.

5.2 Implications

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

How is provision to be made?

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

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

Planning obligations

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

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

Community Infrastructure Levy (CIL)

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

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

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

HIGH PEAKS BOROUGH COUNCIL

OPEN SPACE STANDARDS PAPER

Seeking developer contributions

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

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

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

Off site contributions

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

Standard costs for the enhancement of existing open space and provision of new open spaces should be clearly identified and revised on a regular basis by the Council.

Maintenance contributions

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

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

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

5.3 Approach to developer contributions

Existing method

High Peak has an approach for calculating developer contributions. This utilises the quantity standards for each type of open space (as set in the previous Open Space Study) and sets out the requirements for the amount of open space in hectares per 1,000 population.

This is then converted from hectares to square metre per dwelling for each type of open space. For offsite contributions, the Council's Horticulture Service identifies the contribution cost on a per square metre basis. This is in order to mitigate increased use of open space provision and/or to enhance or maintain the quality of open space provision as a result of increased demand from new populations.

KKP advocates the requirement for open space should be based upon the number of persons generated from the net increase in dwellings in the proposed scheme. It also promotes the use of quantity provision standards in calculating the open space requirements of new housing development.

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

Recommendations

We recommend the current approach to calculating developer contributions in High Peak continues to be used; as it is the same approach we would encourage for use.

Currently no developer contribution towards natural and semi-natural greenspace is sought for new residential developments. Furthermore, within this document it is recommended that no quantity standard is set for natural provision. This is due to sufficient quantity and accessibility levels being identified. The location and proximity of the Peak District National Park is recognised as a significant contributor to natural provision in the area. However, it is still necessary to ensure demand from future developments is not detrimental to existing provision. In addition, the amount of LNR provision in the Borough should aim to be greater (in accordance with the Natural England ANGSt).

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

There are two options to consider for how to do this. The first, would be for the Council's Horticulture Service to identify an appropriate cost per dwelling for natural and semi-natural greenspace. This could be similar to the process which the Horticulture Service already undertakes for cost of work to mitigate use of other open space types (i.e. utilising maintenance and improvement costs). For natural provision this set fee would look to be sought per dwelling. The second option, could be to link natural and amenity greenspace together as one 'informal' open space type.

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Currently a developer contribution for either natural or amenity provision is not sought from new residential developments. Combining the two open space typologies may be a simple and flexible approach to ensuring mitigation for increases in demand from new developments. Both typologies offer a different role and function to the other open space types for which contributions are already sought. In comparison natural and amenity greenspace are much more informal forms of provision.

Basing the approach on the quantity standard recommended for amenity greenspace is recommended as the method to calculate levels of contributions required (in conjunction with the identified cost of the Council's Horticulture Service).

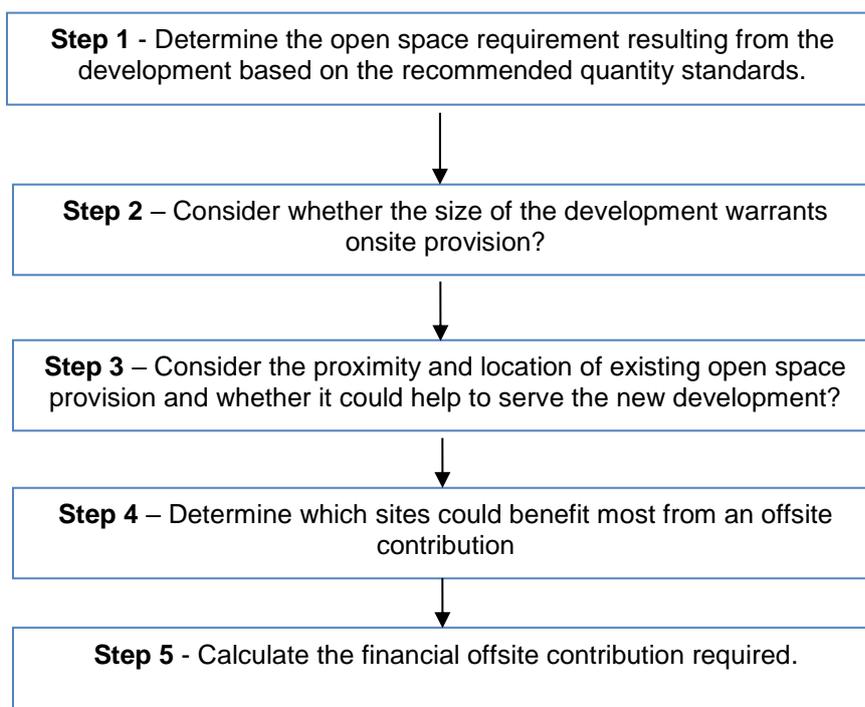
Flexible approach

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

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

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

Figure 5.3.1: Determining developer contributions



HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

Determining onsite or offsite contributions

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

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

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

Table 5.3.1: Minimum size threshold for contributions:

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

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

Play area recommendation

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

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

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

* Minimum recommended size for play areas by Fields In Trust

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

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

On this basis, a development of 429 dwellings* or more would be required to warrant on-site provision of play equipment. This means that for a significant number of developments, play provision may take the form of developer contributions to up-grade and expand the local equipped play provision in the vicinity of the development. However, play provision may still need to be made on sites in locations where the nearest existing play site is deemed too far away.

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

* Based on High Peak household occupancy rate of 2.33 people per dwelling

HIGH PEAKS BOROUGH COUNCIL OPEN SPACE STANDARDS PAPER

APPENDIX ONE: SUMMARY OF DEMAND FROM PARISH/TOWN COUNCIL

Parish/Town Council	Is there enough open space in the Parish?	Detail
Bamford with Thornhill Parish Council	Yes	Bamford Rec Ground is a large area meeting the parish's likely needs.
Castleton Parish Council	No	Lack of a children's play area in the centre of the village.
Chapel-en-le-Frith Parish Council	Yes	Room for expansion at St Thomas Beckett Church and a fair amount of burial capacity left. Combs Play Area quite underused but in good condition. Chapel Memorial Park being upgraded through Friends of Chapel Memorial fund raising. Submitting to HLF Lottery Fund. Grant would help refurbishment of site including the skate park.
Chinley, Buxworth and Brownside Parish Council	Yes.	Good quality. We were recently unsuccessful in securing a National Lottery bid to build a new community centre including new children's play area. Further bids will be made when new funding options are announced. The scale of the project will unfortunately need to be scaled back.
Chisworth Parish Council	Yes	Plenty of open space of good quality.
Edale Parish Council	Yes	No demand highlighted.
Hartington Upper Quarter Parish Council	Not answered.	No demand highlighted.
Hayfield Parish Council	Yes	No demand highlighted.
Hope with Aston Parish Council	Yes	No demand highlighted.
King Sterndale Parish Meeting	Yes	No demand highlighted.
New Mills Town Council	No	The town/parish needs a MUGA. There is a MUGA style goal and basketball on grass area at Bakehurst Rec Ground but it is not enclosed and not a proper MUGA. Young people suffer from the lack of a MUGA, significant skatepark and decently drained football pitches.
Tintwistle Parish Council	Yes	Adequate quality open spaces and good quality outdoor sports facilities. Plans to develop Sexton Street Community Centre Council Offices.
Whaley Bridge Town Council	No	Waiting list for Sunnybank Allotments of up to three years.
Wormhill and Green Fairfield Parish Council	No	Village of Wormhill lacks a play area.

HIGH PEAKS BOROUGH COUNCIL

OPEN SPACE STANDARDS PAPER

APPENDIX TWO: RECOMMENDED APPROACH TO CALCULATING DEVELOPER CONTRIBUTIONS

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

The calculation is as follows:

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

Each quantity standard can be converted from hectares per 1,000 people to give a square metre per dwelling rate. This conversion is achieved by first taking the average household size of 2.33 persons per dwelling derived from the 2011 census* and showing that if 2.33 people occupy one dwelling, then 1,000 people occupy $1 / 2.33 \times 1,000 = 429$ dwellings.

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

Since 1 hectare is 10,000 square metres, taking as an example an equipped children's play standard of 0.13 ha per 1,000 people; this is equivalent to 1,300m² per 1,000 people or 429 homes; or $(1,300 / 429) 3.0\text{m}^2$ per dwelling.

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

The Council's Operational Services team identifies the cost of work to mitigate increased use of parks and gardens and to raise or maintain the quality of parks, play areas or open spaces as identified in the Open Space study. The rates are published in the Council's schedule of fees and charges and are updated annually in line with inflation and other identified costs.

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

*https://observatory.derbyshire.gov.uk/IAS/Custom/Resources/Census/Profiles_2011/summary_profile/Local_Authority/2011_Census_Summary_Profile_LA_HPK.pdf

