

Item 5 – Appendix 4

**FINAL DRAFT
SUPPLEMENTARY PLANNING
GUIDANCE**

**OPEN SPACES IN NEW
RESIDENTIAL DEVELOPMENT**



MARCH 2019

ANGLESEY AND GWYNEDD JOINT LOCAL DEVELOPMENT PLAN

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1.0 Introduction and Purpose of the Supplementary Planning Guidance

1.1 Purpose

1.1.1 The Purpose of this Guidance is to:

- assist the applicants and their agents in preparing planning applications and in guiding them in discussions with officers before submitting planning applications,
- assist officers to assess planning applications, and officers and councillors to make decisions about planning applications, and
- help Planning Inspectors make decisions on appeals.

1.1.2 The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions.

The Policy Context

Local Development Plan

1.1.3 Under planning legislation, the planning policies for every area are contained within the 'development plan'. The Gwynedd and Anglesey Joint Local Development Plan was adopted on 31 July 2017. It relates to the Gwynedd and Anglesey Planning Authority areas.

1.1.4 The Plan provides wide-ranging policies along with allocations for the main land uses, such as housing, employment and retail; it will help shape the future of the Plan area physically and environmentally, and will also influence it economically, socially and culturally. The Plan, therefore,:

- enables the Local Planning Authorities to make rational and consistent decisions on planning applications by providing a policy framework that is consistent with national policy; and
- guides developments to suitable areas during the period up to 2026.

The need for Supplementary Planning Guidance

1.1.5 Although the Plan contains policies that enable the Local Planning Authority to make consistent and transparent decisions on development applications, it cannot provide all the detailed advice required by officers and prospective applicants to steer proposals locally. In order to provide this detailed advice, the Councils are preparing a range of Supplementary Planning Guidance to support the Plan that will provide more detailed guidance on a variety of topics and matters to help interpret and implement the Plan's policies and proposals.

The Status of Supplementary Planning Guidance

1.1.6 Supplementary Planning Guidance (SPG) may be considered to be material planning considerations during the process of assessing and determining planning applications. Welsh Government and the Planning Inspectorate will place considerable weight on supplementary planning guidance that stem from, and are consistent with, a development plan. The SPGs do not introduce any new planning policies and cannot amend the Plan's policies.

1.1.7 In accordance with Welsh Government advice, the SPG has been the subject of a public consultation and a resolution to adopt by the Joint Planning Policy Committee on behalf of the Councils. A draft version of this SPG was approved for public consultation on *date* by *Committee name*. The supplementary planning guidance was

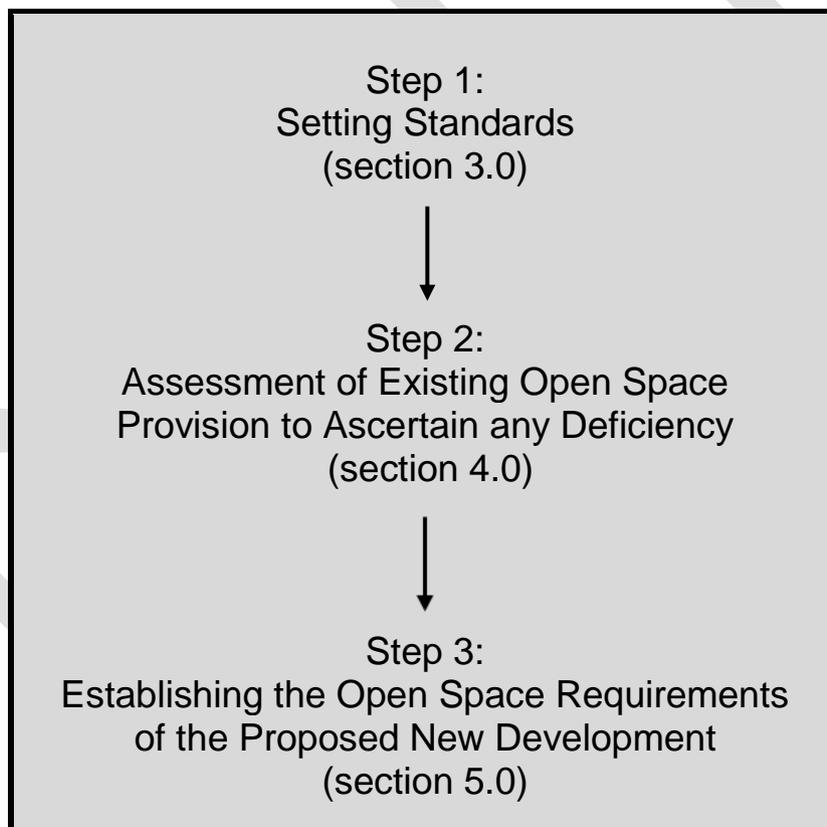
the subject of a public consultation exercise between *date*. The *x* observations presented to the Councils were considered and, where appropriate, appropriate changes have been included in the final draft approved by the *Joint Planning Policy Committee* on *date* to be used as a material consideration when assessing and determining planning applications and appeals. A summary of the observations and the Councils' response are given in *Appendix or location of a Committee report*.

(Once it has been adopted) This document should, therefore, be given substantial weight as a material planning consideration.

1.2 Introduction

- 1.2.1 This Guidance aims to put in place the relevant planning mechanisms that will facilitate the provision and maintenance of an appropriate level of open space of recreational value in respect of new housing developments of 10 or more residential units in the Plan area. This threshold is set in Policy ISA 5: Provision of open spaces in new housing developments.

The following flow chart shows the key stages in determining need for and amount of new open spaces in new housing developments:



2.0 Planning Policy Context

2.1 National Planning Policy

- 2.1.1 National planning policy guidance on sport and recreation is set out in Chapter 4: Active and Social Places, of Planning Policy Wales (PPW, Edition 10, Dec 2018) and recognises the contribution recreation spaces have on our quality of life (4.5.1).
- 2.1.2 PPW recognises that formal and informal open green spaces, including parks with significant recreational or amenity value, should be protected from development, particularly in urban areas where they fulfil multiple purposes, not only enhancing the quality of life, but contributing to biodiversity, the conservation of nature and landscape, air quality and the protection of groundwater and a places of tranquillity (4.5.3).
- 2.1.3 Further guidance is also contained in Technical Advice Note (TAN) 16: Sport, Recreation and Open Space (2009) which provides advice relating to the preparation of Open Space Assessments, the protection of existing facilities, the provision of new facilities and the planning for allotments and spaces for children's and young people's play.

2.2 Joint Local Development Plan

- 2.2.1 The Anglesey and Gwynedd Joint Local Development Plan (JLDP) was adopted on the 31st July 2017 and provides the planning policy framework for this SPG. The important role of open spaces within communities in the Plan area is reflected in the JLDP which seeks to protect existing open spaces and require the provision of new open spaces to address the needs of relevant households in new housing developments.
- 2.2.2 Policy ISA 5: Provision of Open Spaces in New Housing Developments states that:

New housing proposals for 10 or more dwellings, in areas where existing open space cannot meet the needs of the proposed housing development, will be expected to provide suitable provision of open spaces in accordance with the Fields in Trust benchmark standards of 2.4 hectares per 1000 population.

In exceptional circumstances, where it is not possible to provide outdoor playing spaces as an integral part of a new housing development, the developer will be required to:

1. Provide suitable off site provision which is close to and accessible to the development in terms of walking and cycling, or, where this is not feasible/practical
2. Contribute financially towards new facilities including equipment, improving existing facilities on readily accessible sites or improving accessibility to existing open spaces.

Developer contributions will be subject to a legal agreement in line with Policy ISA 1.

- 2.2.3 This Policy will only be relaxed where it can be demonstrated that there is adequate suitable open space provision and outdoor playing spaces in accordance with the Fields in Trust (FiT) benchmark standards.

- 2.2.4 Criterion (3) of Policy PCYFF 2 seeks to ensure that proposals should demonstrate its compliance with making the most efficient use of land, including achieving densities of a minimum of 30 housing units per hectare for residential development (unless there are local circumstances or site constraints that dictate a lower density).
- 2.2.5 In light of this the Council will seek justification from the applicant for proposals at a lower density to ensure that applications do not seek to avoid the threshold level of 10 or more dwellings for the provision of open spaces where there is a need for such provision in the area.

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3.0 Step 1: Setting Standards

For the purposes of the JLDP the Councils' standard reflects the Fields in Trust benchmark standards and TAN16 (2009).

3.1 The Fields in Trust (FiT) Benchmark Standards

3.1.1 FiT (formerly the National Playing Fields Association) has prepared benchmark standards to aid local authorities in the provision and protection of spaces for sport, recreation and play. The benchmark standard proposed by the FiT consists of a minimum **2.4 hectares per 1000 population** which is divided as follows:

- **1.6ha of outdoor sports facilities**
 - 1.2ha playing pitches or 12m² per person
 - 0.4ha outdoor sport or 4m² per person
- **0.8ha for children's' playing space**
 - 0.25ha equipped playing space or 2.5m² per person
 - 0.55ha informal playing space or 5.5m² per person

3.2 Categories of Open Space

3.2.1 Outdoor Sport Facilities

This covers the following:

- Facilities such as pitches, greens, courts, athletic tracks and miscellaneous sites such as croquet lawns and training areas in the ownership of local government, at all tiers.
- Facilities as described above within the educational sector which are available for public use by written agreement. The informal or unauthorized use of such facilities by the public does not qualify.
- Facilities described above within the voluntary, private, commercial sectors that serve the leisure needs for outdoor sport and recreation of their members, or the public.

FiT recommends that playing pitches should be within 1.2km of all dwellings in residential areas

3.2.2 Children's Playing Space

This covers the following:

- Designated areas for children containing a range of facilities and an environment that has been designed to provide focused opportunities for outdoor play
- Casual or informal playing space within housing areas, which provide opportunities for informal play.

FiT defines three categories of children's playing space. These are:

1. Local Area for Playing (LAP): A small area of unsupervised open space specifically designated for young children for play activities close to where they live.
2. Local Equipped Area for Playing (LEAP): An unsupervised play area equipped for children of early school age.
3. Neighbourhood Equipped Area for Playing (NEAP): An unsupervised site servicing a substantial residential area, equipped mainly for unaccompanied older children between 8 and 14, but with opportunities for play for younger children, older children and those with special needs.

3.3 Accessibility of Open Space

3.3.1 The FiT standards include accessibility of outdoor sports, which are as follows:

- 20 minutes travel from outdoor bowls and tennis
- 45 minutes travel from a synthetic athletics tracks
- 1.2km from a sports pitch (over 0.4ha and marked for games)

3.3.2 Accessibility standards for children’s playing space are as follows:

Type of Space	Distance Criteria (m)	
	Walking Distance	Straight Line Distance
LAP	100	60
LEAP	400	240
NEAP	1000	600

3.4 Exceptions

3.4.1 A contribution towards children’s play areas will not be sought from one bedroom dwellings, student accommodation, sheltered and elderly housing, extra care facilities and other specialist forms of development where children in the 0-14 age range will not usually be resident. The 2011 Census does not indicate that children live in one bedroom properties.

3.4.2 Similarly, a financial contribution towards the enhancement and development of playing fields and recreational facilities will not be sought from sheltered housing and extra care facilities as residents of this type of development are unlikely to utilise playing fields. It will still be necessary to consider whether such development trigger the need to contribute to neighbourhood amenity open space.

3.5 Financial Contribution

3.5.1 Policy ISA 5 does acknowledge that in some circumstances on site provision may not be feasible. **The applicant must provide robust justification to prove that it is not possible to provide outdoor playing spaces as an integral part of the new housing development.** In such cases, the Authority will seek to negotiate a planning obligation under Section 106 of the Town and Country Planning Act 1990. A planning obligation enables developers to make a contribution towards the provision of suitable off site play space in lieu of direct provision within the development site where there are identifiable and appropriate opportunities for providing new play space and provided that the relevant tests relating to the use of planning obligations are satisfied. Supplementary Planning Guidance: Planning Obligations provide information and advice about planning obligations.

3.5.2 The level of financial contribution required is calculated using the estimated number of residents and current costs per square metre of providing the required outdoor playing space. The costs are based on the cost of providing new facilities and associated works.

3.5.3 A breakdown of costs can be found in Appendix 1.

4.0 Step 2: Assessment of Existing Open Space Provision

Paragraph 6.1.28 of the JLDP states that Policy ISA 5 will only be relaxed where it can be demonstrated that there is adequate suitable open space provision and outdoor playing spaces. Therefore an assessment of existing open space will be required in order to ascertain if there is adequate provision or not.

This assessment is divided into two parts:

- a) An open space assessment
- b) A estimation of the residential population

4.1 A) Open Space Assessment (OSA)

4.1.1 The OSA identifies all forms of open spaces found in TAN16. Further information can be found in Topic Paper 14: Open Space Assessment. A OSA has been undertaken and maps can be found in Appendix 2.

4.1.2 Guidance found in TAN 16 states that the Open Space Assessment should address all forms of open space provision. Appendix 2 of TAN 16 provides a 'Typology of Open Space' as a useful basis for preparing Open Space Assessments and development plan policies¹. The typology should be taken into account by authorities when assessing existing need and provision, and when determining future requirements for open space.

- i. **public parks and gardens** – including urban, country parks and formal gardens;
- ii. **natural and semi-natural greenspaces** – including woodland, urban forestry, scrub, grasslands, open access land (e.g. mountain, moor, heath, downland, common land and meadows) wetlands, wastelands and derelict open land and rocky areas (e.g. cliffs, quarries and pits), and coastal land;
- iii. **green corridors** – including river and canal banks, footpaths, cycleways, bridleways, disused railway land and rights of way; these may link different areas within and between urban areas. They may also form part of a network which links urban areas, or links them to the surrounding countryside;
- iv. **outdoor sports facilities** (with natural or artificial surfaces, publicly or privately owned) – including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields, and other outdoor sports areas, A sports pitch is currently defined as a playing field, larger than 0.4 hectares in size, that has been marked for team games in the last five years;
- v. **amenity greenspace** (most commonly, but not exclusively in housing areas) – including informal recreation spaces (private or open to the public), roadside verges, greenspaces in and around housing and other premises e.g. hospitals, schools and colleges, industrial and business premises, domestic gardens and grounds, and village greens;
- vi. **provision for children and young people** – including play areas, areas for wheeled play, including skateboarding, outdoor kickabout areas, and other less formal areas (e.g. 'hanging out' area, teenage shelters);
- vii. **allotments, community gardens , and city (urban) farms** – a statutory allotment is defined as having an area not exceeding 40 poles (1000sq metres);
- viii. **cemeteries and churchyards;**
- ix. **accessible areas of countryside in the urban fringe** – which directly adjoin or are connected to an urban area;

¹ Where open spaces have multiple uses, the areas will be categorised by the primary or main use of the area concerned.

- x. **civic spaces** - including civic and market squares, promenades and other predominately hard surfaced areas designed for pedestrians. These spaces may include planted areas and trees;
- xi. **water** – including open air tidal and freshwater pools, ponds, rivers, canals, lakes, reservoirs, docks, and harbours.

4.1.3 The OSA has primarily focussed on the 28 settlements identified as the sub-regional centre, urban service centres and local service centres listed below as planning applications for 10 or more houses are more likely to be submitted in these settlements. If a planning application for 10 or more houses is submitted in a settlement not listed below, the Joint Planning Policy Unit can undertake a desktop assessment to ascertain the existing provision in that settlement.

Sub-regional Centre	
<u>Gwynedd:</u>	
Bangor	
Urban Service Centre	
<u>Gwynedd:</u>	
Blaenau Ffestiniog Caernarfon Porthmadog Pwllheli	<u>Isle of Anglesey:</u> Amlwch Holyhead Llangefni
Local Service Centre:	
<u>Gwynedd:</u>	
Abermaw Abersoch Bethesda Criccieth Llanberis Llanrug Nefyn Penrhyndeudraeth Penygroes Tywyn	<u>Isle of Anglesey:</u> Beaumaris Benllech Bodedern Cemaes Gaerwen Llanfairpwll Menai Bridge Pentraeth Rhosneigr Valley
Service Village:	
Bethel Bontnewydd Botwnnog Chwilog Deiniolen Rachub Tremadog Y Fôr	Gwalchmai Newborough Llanerch-y-medd

4.1.3 When an application is received the Council’s GIS system is used to calculate the existing open space provision within the prescribed distances (see section 3.3).

4.2 B) Estimation of Resident Population

4.2.1 The next step is to estimate the resident population so that target recreational needs can be calculated. The Council’s GIS system will be used to calculate the population

within distances identified in section 3.3 by multiplying the number of residential address points by average household size (Census 2011 table PHP01). Examples of which can be found in Appendix 3.

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5.0 Step 3: Establishing the Open Space Requirement of the Proposed New Development

Once it is established that there is a deficiency of open space within the locality, it is then necessary to establish the open space requirement of the proposed new development. This is divided into two parts:

- a) Occupancy Assumptions;
- b) Recreational Needs.

Occupancy assumptions establish the number of people per dwelling type which when multiplied with the FiT benchmark standard for each open space category establishes the recreation needs of the proposed new developments.

5.1 A) Occupancy Assumptions

5.1.1 Since FiT's standards are based on population it is necessary to estimate the average level of occupancy of the proposed new development is required. The average occupancy rate is based on table DC4405EW, Tenure by household size by number of bedrooms Census 2011.

No. of Bedrooms	Average Occupancy Rate	
	Gwynedd	Anglesey
1	1.31	1.26
2	1.72	1.74
3	2.35	2.36
4	2.82	2.41
5 or more	3.18	3.04

5.1.2 Where the numbers and/or bedroom sizes of dwellings are unknown (e.g. outline applications), the open space provision would have been reserved through a planning condition or legal agreement to enable the matter to be resolved when a detailed application is made.

5.2 B) Recreational Needs

5.2.1 In order to calculate the recreational needs of a proposed new development the following calculation is needed:

Occupancy Assumptions (per bedroom size)		
x		
Need per Unit (m²)		
Outdoor Sport 16m ²	Children's Informal Play Space 5.5m ²	Children's Equipped Play Space 2.5m ²
x		
Number of Units		

Example:

Proposed development of 50 houses in Gwynedd (10 two bedroom, 25 three bedroom and fifteen 4 bedroom).

i) Outdoor Sport

A. Number of Bedrooms	B. Occupancy Assumption	C. Need per Unit (m ²) (B x 16m ²)	CH. Number of Units	Total Need (m ²) (C x CH)
1	1.31	20.96	0	0
2	1.72	27.52	10	275.20
3	2.35	37.60	25	940.00
4	2.82	45.12	15	676.80
5 or more	3.18	50.88	0	0
Total	-	-	50	1892m²

ii) Children's Informal Play Space

A. Number of Bedrooms	B. Occupancy Assumption	C. Need per Unit (m ²) (B x 5.5m ²)	CH. Number of Units	Total Need (m ²) (C x CH)
1	1.31	7.21	0	0
2	1.72	9.46	10	72.10
3	2.35	12.93	25	323.25
4	2.82	15.51	15	232.65
5 or more	3.18	17.49	0	0
Total	-	-	50	628m²

iii) Equipped Children's Play Space

A. Number of Bedrooms	B. Occupancy Assumption	C. Need per Unit (m ²) (B x 2.5m ²)	CH. Number of Units	Total Need (m ²) (C x CH)
1	1.31	3.28	0	0
2	1.72	4.30	10	43.00
3	2.35	5.88	25	147.00
4	2.82	7.05	15	105.75
5 or more	3.18	7.95	0	0
Total	-	-	50	295.75m²

Therefore for the above example the estimated new provision of open spaces for the proposed development is as follows:

- i. Outdoor Sport = 1892m²**
- ii. Informal Children's Play Space = 628m²**
- iii. Equipped Children's Play Space = 295.m²**

6.0 Further Information & Contacts

For further information please contact the:

Joint Planning Policy Unit

☎ 01286 685003

✉ planningpolicy@gwynedd.llyw.cymru

<https://www.gwynedd.llyw.cymru/en/Council/Strategies-and-policies/Environment-and-planning/Planning-policy/Joint-Local-Development-Plan/Joint-Local-Development-Plan.aspx>

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<http://www.anglesey.gov.uk/planning-and-waste/planning-control/>

- Further information regarding the quality, design, health and safety of open space provision

Fields in Trust Cymru

<http://www.fieldsintrust.org/wales>

Royal Society for the Prevention of Accidents:

<https://www.rospa.com/play-safety/advice/design/>

Appendix 1 – Breakdown of Costs

The calculation of costs is based on (i) FiT standards (which identify a level of provision per 1,000 population), and (ii) likely basic costs for the provision of open space provision. If the cost of providing the various categories of open spaces changes over time, the most recent cost framework will be used.

	Cost per square metre		
	Provision	Maintenance	Total
Playing pitches	£11.69	£5.23	£16.92
Outdoor sports	£11.69	£5.23	£16.92
Children's play space (equipped)	£37.99	£79.30	£117.29
Children's play space (informal)	£11.40	£5.57	£16.97
Neighbourhood amenity	£11.69	£5.23	£16.92

* As a general rule funds which have not been spent within 8 years from the date of payment or 5 years from completion of the development whichever is the later, will returned to the applicant.

Appendix 2 – Open Space Assessment Maps

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Appendix 3 – Estimation of population

