



# Report

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## **Lincolnshire Lakes Area Action Plan: Open Space Topic Paper**

North Lincolnshire Council

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**For and on behalf of GVA Grimley Ltd**

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# 1. Introduction

- 1.1 This topic paper sets out the evidence base position in relation to open space, and introduces each of the options in this context.

## 2. Baseline Position

### Core Strategy (June 2011)

- 2.1 Policy CS16 refers to the need to identify a network of strategically and locally important landscape, greenspace and waterscape areas and the policy supports the use of developer contributions to create, improve and maintain green infrastructure assets where appropriate.
- 2.2 Policy CS23 sets out the Council's intentions to ensure the provision of good quality, well maintained leisure, recreation and open space facilities, stating that new / enhanced facilities should be on a scale appropriate to the size and type of settlement. The policy also states that developers will be expected to make an appropriate contribution towards necessary improvements or additional provision of recreation facilities and open space required in connection with their development proposals.

### Supplementary Planning Guidance 10 (2006)

- 2.3 SPG10 provides additional advice with regards to saved policies H10 and R2 of the North Lincolnshire Local Plan.
- 2.4 Policy H10 states:-

*To the extent that the existing public open space provision in an area is insufficient to meet the needs of additional residents, any new housing development shall make provision, as follows;*

- i) New housing developments on allocated and windfall sites of 0.5 ha or more will be required to provide recreational open space on a scale, and in a form, appropriate to serve the needs of residents, or alternatively, where appropriate, to provide commuted payments for this provision to be made offsite, either individually or in combination with existing or other proposed recreational sites and facilities. On large development sites new built facilities may be required which support the recreational open space.*
- ii) The Council will seek to enter into an agreement with developers which will set out the date of provision and arrangements for the maintenance and management of such areas during the course of development and thereafter.*

- iii) *On sites of less than 0.5 ha, the developer will be expected to make an appropriate commuted payment to off-site recreational open space provision within the catchment area and to contribute to future maintenance in accordance with supplementary planning guidance.*

2.5 SPG10 provides additional guidance, setting out the following approach for calculating standards for planning applications as follows:

*Calculation of formal recreational standard*

- 0.9 hectares per 1000 people or 9 square metres per person.
- Average household size in North Lincolnshire is 2.36 persons per household
- So 20 sq mts of formal recreational open space needed per household
- A 1 hectare housing site (30 houses) should provide approximately 600 square metres (0.06 hectares) of formal recreational open space
- Where a large amount of formal recreational space is to be provided, ancillary built facilities may be required.

*Calculation of informal recreational standards*

- 0.4 hectares per 1000 people or 4 square metres per person
- Average household size in North Lincolnshire is 2.36 persons per household
- So 10 square metres of informal recreational open space needed per household.
- A 1 hectare housing site (30 households) should provide about 300 square metres (0.03hectares) of informal recreational open space.

2.6 Applying the calculations to the AAP area, based on a revised figure of 2.29 persons per household as per the assumptions included in the Strategic Housing Market Assessment (SHMA, 2012), 6000 homes with a population of 13,740 would require 12.37ha of formal and 5.50ha of informal open space. This is 'in line' with what would be expected for a residential development in terms of on site provision. If this comes out of the built envelope for residential, it equates to 10.8% of the 165.8 ha land take on Option A (the option with the lowest overall land take area).

## PPG17 Open Space Study (2011)

2.7 In 2011, URS carried out an up to date PPG17 assessment of open space in North Lincolnshire. This identified a strong supply of open space in the district. However, the quality varies and a number of open spaces are in need of investment to improve the quality standard. As such, in addition to setting standards for open space provision, the study recommends policies allow for off site contributions to improve existing open space where appropriate.

2.8 The study sets the following standards regarding open space:

Typology	Quantity Standard	Quality Standard	Accessibility Standard
Parks and Gardens	1.75ha per 1,000 population	To strive for all sites to average to good quality.	Within 800m or 10 minutes travel time
Natural and semi-natural greenspace	10.25ha per 1,000 population. Adopt ANGSt in urban areas.	All sites to be average to good quality	Within 800m or 10 minutes travel time.
Amenity Greenspace	0.53 ha per 1,000 population	Average or above.	Within 600m or 8 minutes travel time.
Outdoor sports facilities	1.22ha per 1,000 population. 0.97 ha per 1,000 population should be dedicated to accessible playing pitch provision for football, cricket, rugby and hockey.	To strive for all formal outdoor sport sites to be of an 'average' quality.	To provide an accessible outdoor sports facility within 1,000m of where people live.
Provision for children and young people	0.37ha per 1,000 children's population	Average play quality	Within 600m
Allotments	0.18 ha per 1,000 population	Average or above quality	Within 1,000m
Cemeteries and churchyards	Non set	61% plus to a good standard	non

2.9 As above, if we assume, based on the SHMA that the population is 2.29 people per household, the total population is 13,740. In terms of children and young people, if the assumptions about school place requirements set out in the Education Topic Paper are used, there will be 0.45 children and young people per house (aged 4 – 16), totalling 2,700.

- 2.10 Using these standards and population assumptions, the following provision would be required for the Lakes development:

Typology	Provision (ha)
Parks and Gardens	24.0
Natural and semi-natural greenspace	140.8
Amenity Greenspace	7.3
Outdoor sports facilities	16.8
Provision for Children and young people	1.0
Allotments	2.5
Cemeteries and churchyards	No standard
<b>TOTAL</b>	<b>192.4</b>

- 2.11 Of these typologies, it is assumed that Parks and Gardens, amenity greenspace, outdoor sports, children and young people and allotments space will be provided inside the built envelope. The total of these different typologies is approximately 52 ha of the total. This would mean that 52 ha of the 166 ha development (Option A) would be given over to open space. This is vastly different to the 18 ha calculated by using SPG10 (see above) and would undermine the achievement of low density development. Natural and semi-natural greenspace would arguably be covered by the SPG10 calculation as well, however if measured for the Lakes that it is outside of the built envelope, that would leave 141 ha to be provided outside of the village boundaries. This would be a very significant land take.
- 2.12 Reviewing the PPG17 Catchment Maps (included in Appendix 1) for different types of open space, it is clear that very little of the Lakes development will be served by existing open spaces in Scunthorpe. In reality, this may not be the case, and the facilities in Scunthorpe are likely to be used by the new residents to at least a limited extent.



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## Stakeholder Meetings

- 2.13 The AAP's strategy for open space provision was discussed at the Environmental Stakeholder Consultancy meeting on 24<sup>th</sup> October 2012. At this meeting, it was agreed that no Grade 1 land would be taken out of agricultural use unless absolutely necessary. The introduction of a 'colour wash' to those areas of the AAP area that will remain as open countryside and/or in ongoing agricultural use was discussed, and that the associated policy would seek to protect and enhance the ecological interest of these areas. It was agreed that this approach would make clear which areas of land within the AAP boundary are not required to facilitate the Lakes development or to form part of it. This would also assist in intrinsically protecting those areas of ecological interest and provide NLC's environment department with some degree of leverage when seeking to ensure agricultural practices that favour ecology.
- 2.14 The application of the PPG17 study requirements for open space provision within the built envelope (village boundaries) was discussed, with the exception of 'natural and semi natural greenspace', which it was suggested would be catered for outside of the settlements. This approach was seen to broadly follow the pattern that exists in the Scunthorpe area for these types of uses.
- 2.15 Officers agreed that the AAP would seek to integrate open space, ecology and waterscape requirements and that a waterscape zone may provide space for wetland, lakes, and associated green and woodland uses that could be used for outdoor activities. It was discussed that the co-location of different types of waterscape uses could provide a focus for the delivery of ecological and recreational benefits.
- 2.16 The meeting also covered the fact that each option would seek to ensure a green gap between each village and between the villages and the motorway. The main exception to this would be villages 1 and 3 on Options A and B where the development would sensitively be designed in relation to the road to articulate that they are separate villages.

## Agreed Approach to Open Space Provision

- 2.17 In summary, SPG10 requires approximately 11% of the allocated residential area to be given over to open space, which is standard for a development and as set out in the Housing Topic Paper would not undermine achieving appropriate density levels for the development. If the PPG17 standards are applied, the land take for green space would

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need to be 116% of the total residential land take (using Option A as an example), which will not be viable / achievable in the Lincolnshire Lakes area.

- 2.18 It is therefore proposed that a mid point is taken between these two approaches and an assumption is made that good design, masterplanning and planning for good quality spaces and sustainable transport links into Scunthorpe will ensure that a satisfactory level of open space is provided or accessible to residents of the Lakes area.
- 2.19 Inside the village boundaries, it will be assumed that approximately 10% of the residential development area will provide for other uses (open space, schools etc.). Outside of the village boundaries, areas identified as green buffers and the non-lake elements of the waterscape zones on the options plans will also contribute to open space requirements. (Green buffers are identified where it is important to ensure a separation between villages and the motorway. They are also typically areas of land where it is unlikely that there will be a viable use / accessibility once the houses are built out).
- 2.20 No development is proposed anywhere on existing Local Wildlife Sites (LWS) and Sites of Importance for Nature Conservation (SINCs), and it may be that improvements to these areas can be secured as part of the open space and ecology strategy for the AAP.

### 3. Options Appraisal

3.1 In line with the approach set out above, all options propose the following:

- Colour-washed land is to remain in agricultural / existing use;
- Green buffers are identified to maintain separation / identify future use;
- The non-lake elements of waterscape zones contribute to PPG17 provision;
- Existing LWS / SINCs are retained and possibly improved;
- The majority of PPG17 open space typologies, with the exception of natural and semi-natural green space, are to be provided for within the village boundaries.

3.2 The total area of open space proposed outside of the village boundaries for each option is summarised in the table below:

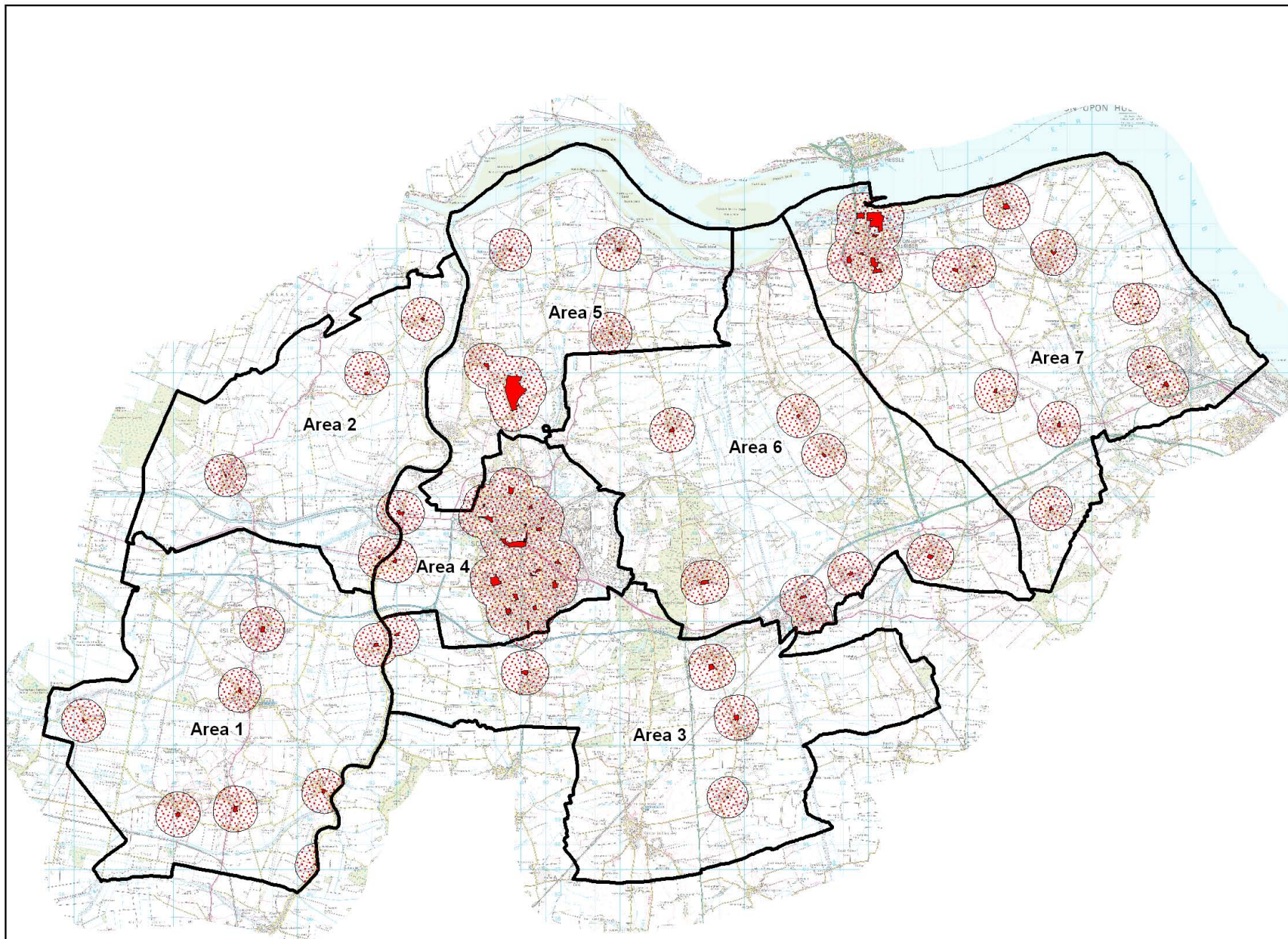
Option	Green Space (ha)	Waterscape (assuming 40% of the areas not lakes) (ha)	Total (ha)
A	32.4	16.2	48.6
B	37.4	18.4	55.8
C	34.8	20.3	55.1
D	55.2	24.4	79.6




3.3 The delivery of green buffers and waterscape zones would need to be either provided by contributions from each developer and paid for from a single pot or on a village by village basis. If the latter approach is taken, consideration of the how to address discrepancies in the 'per house' area of green space / waterscape to be provided would need to be addressed.

## 4. Next Steps

- 4.1 Detailed work with North Lincolnshire Council environmental and open space officers is required as part of the development of the preferred option to ensure the right level and type of open space is being provided and how it will be delivered on the ground.

## Appendix 1 – PPG17 Catchment Maps



- LEGEND**
-  Sub-area Boundary
  -  Parks & Gardens
  -  Parks & Gardens Accessibility Catchment - 800m

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 PPG17 OPEN SPACE STUDY

Drawing Title  
 ACCESSIBILITY ANALYSIS -  
 PARKS & GARDENS

Scale: NTS

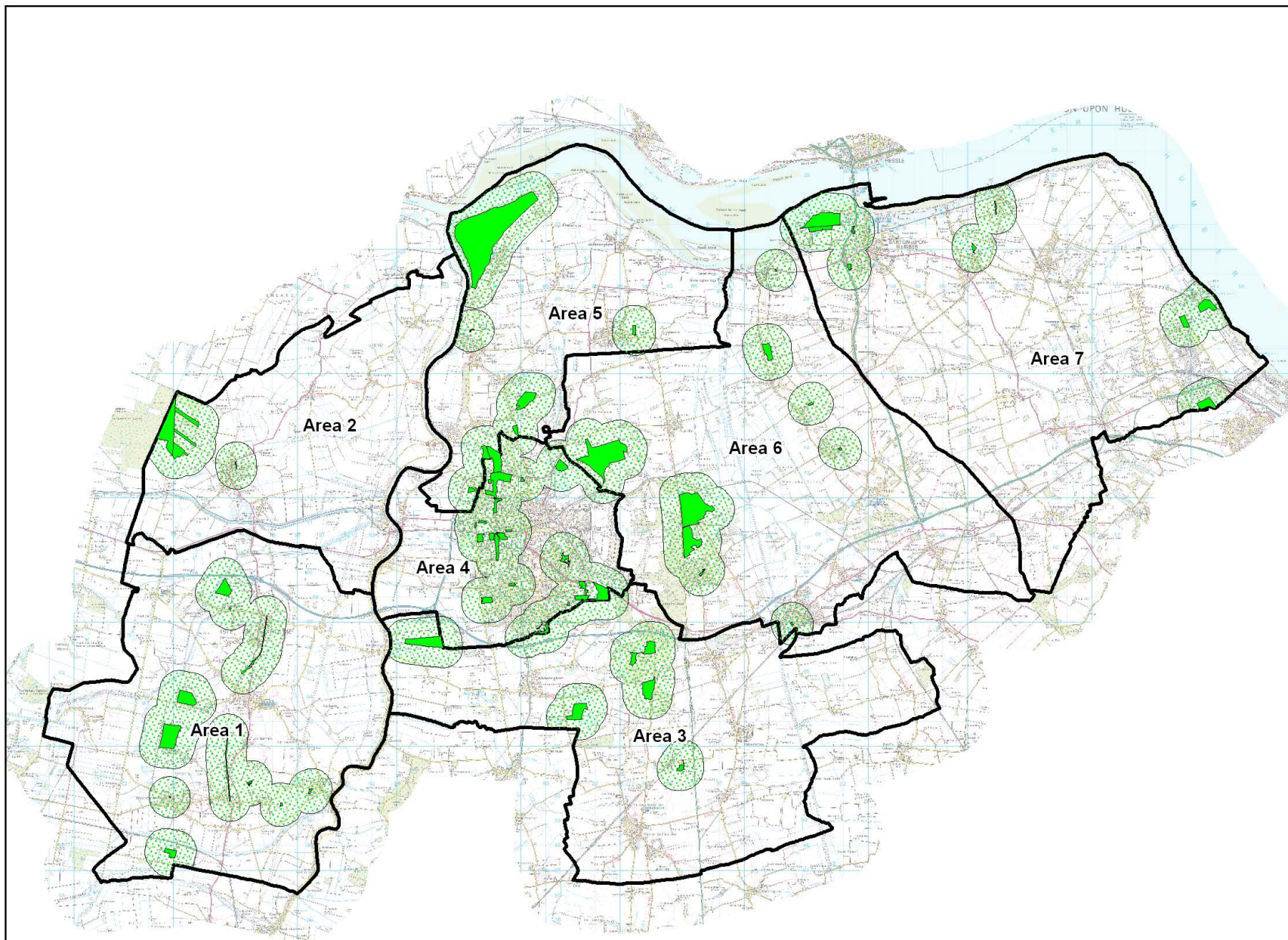
Drawn	DJB	Revised	
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Date	03/12/10	Date	
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Drawing Number  
**MAP 4a**





# LEGEND

-  Sub-area Boundary
-  Natural & Semi-natural Greenspace
-  Natural & Semi-natural Greenspace Accessibility Catchment 800m

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## Drawing Title

ACCESSIBILITY ANALYSIS -  
NATURAL & SEMI-NATURAL  
GREENSPACE

## Scale

NTS

## Drawn

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## Revised

## Date

03/12/10

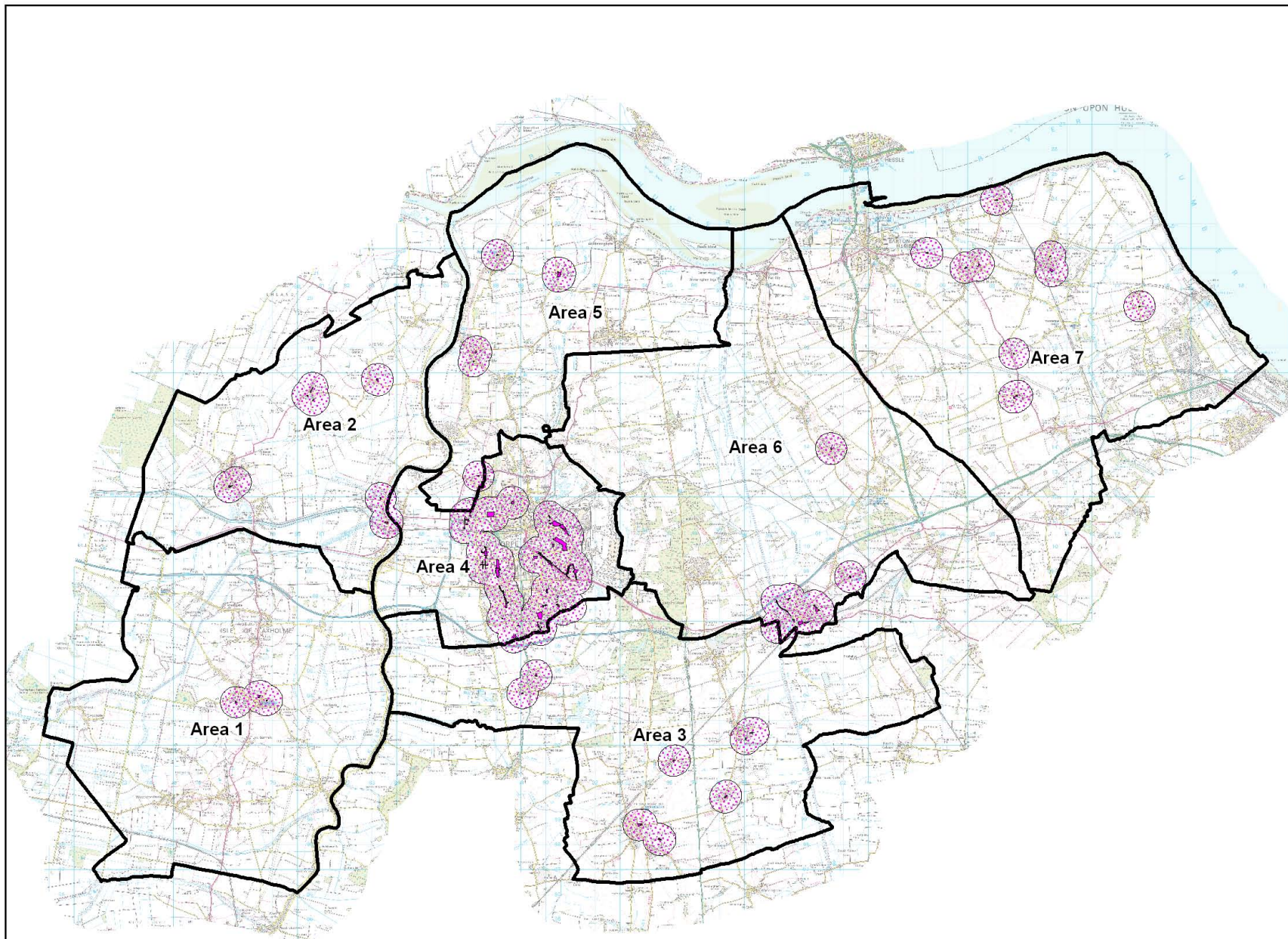
## Date






## Drawing Number

MAP 4b





# LEGEND

-  Sub-area Boundary
-  Amenity Greenspace
-  Amenity Greenspace Accessibility Catchment - 600m

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## Drawing Title

ACCESSIBILITY ANALYSIS -  
AMENITY GREENSPACE

## Scale:

NTS

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## Revised

## Date

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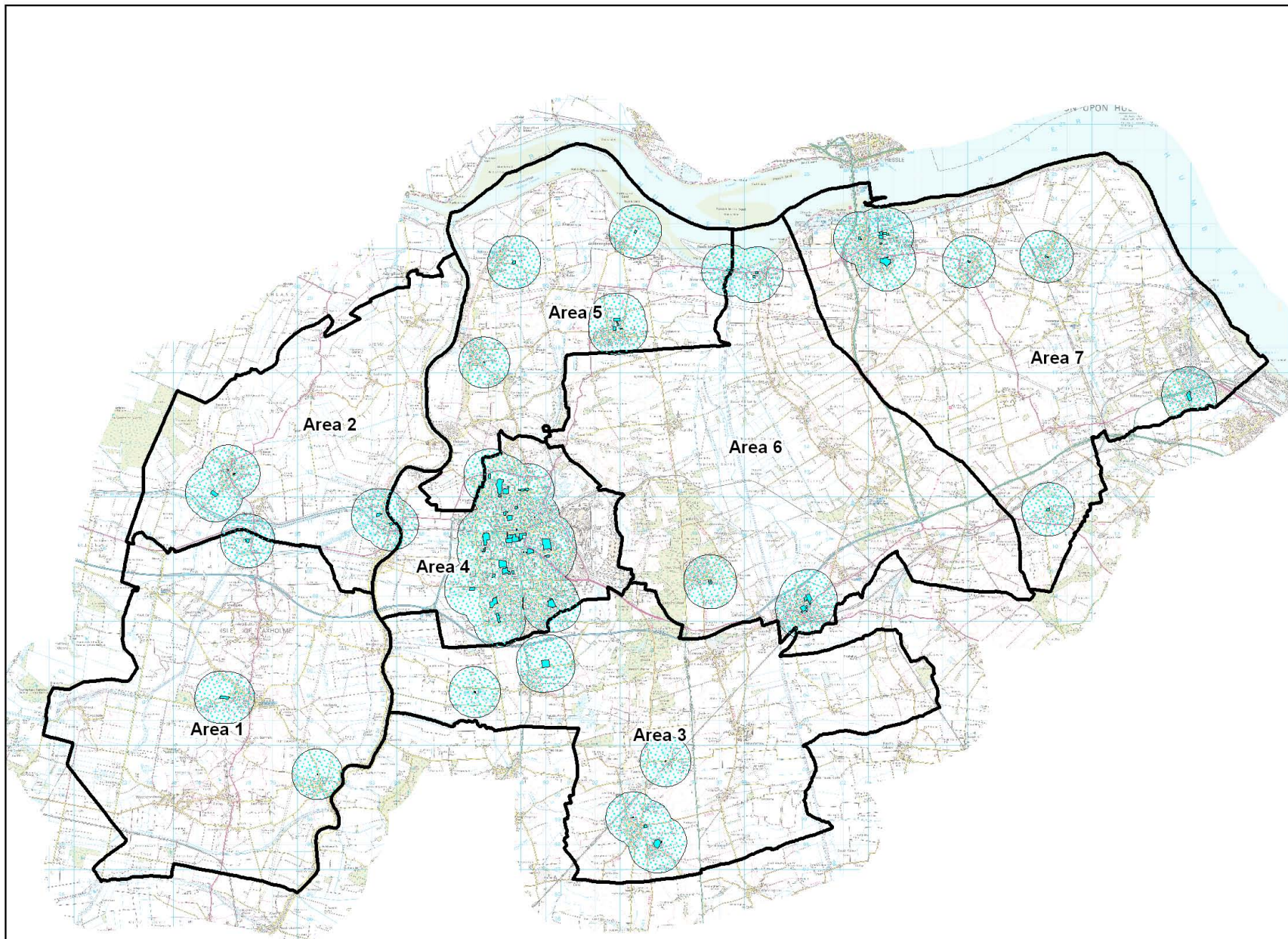
## Date



## Drawing Number

**MAP 4c**





# LEGEND

- Sub-area Boundary
- Outdoor Sports Facility
- Outdoor Sports Facility Accessibility Catchment - 1000m

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ACCESSIBILITY ANALYSIS -  
OUTDOOR SPORTS FACILITIES

## Scale:

NTS

## Drawn

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## Date

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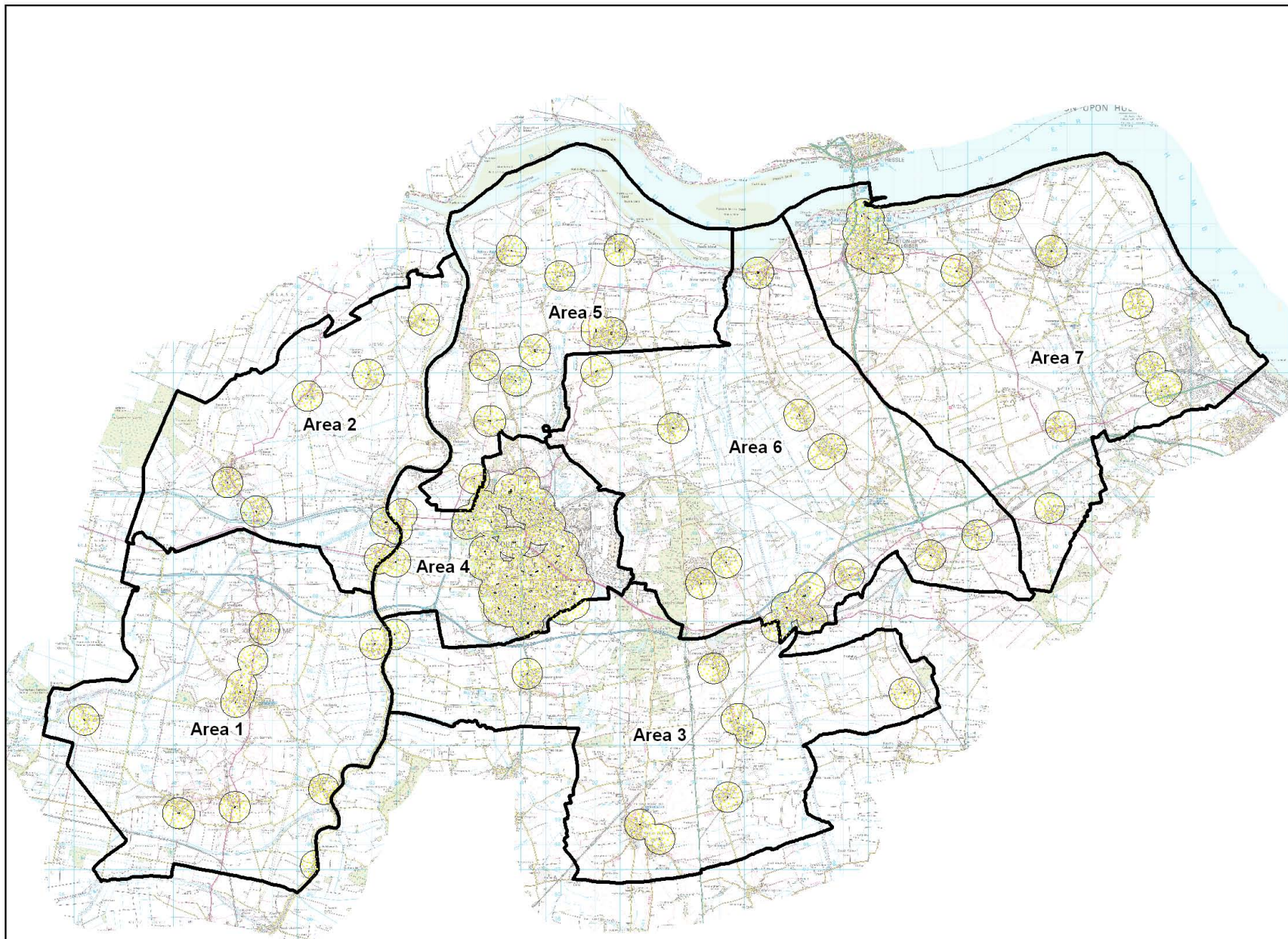
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## Drawing Number

**MAP 4d**





# LEGEND

 Sub-area Boundary

 Provision for Children & Young People

 Provision for Children & Young People Accessibility Catchment - 600m

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## Drawing Title

ACCESSIBILITY ANALYSIS -  
PROVISION FOR CHILDREN  
& YOUNG PEOPLE

## Scale:

NTS

Drawn DJB

Revised

Date 03/12/10

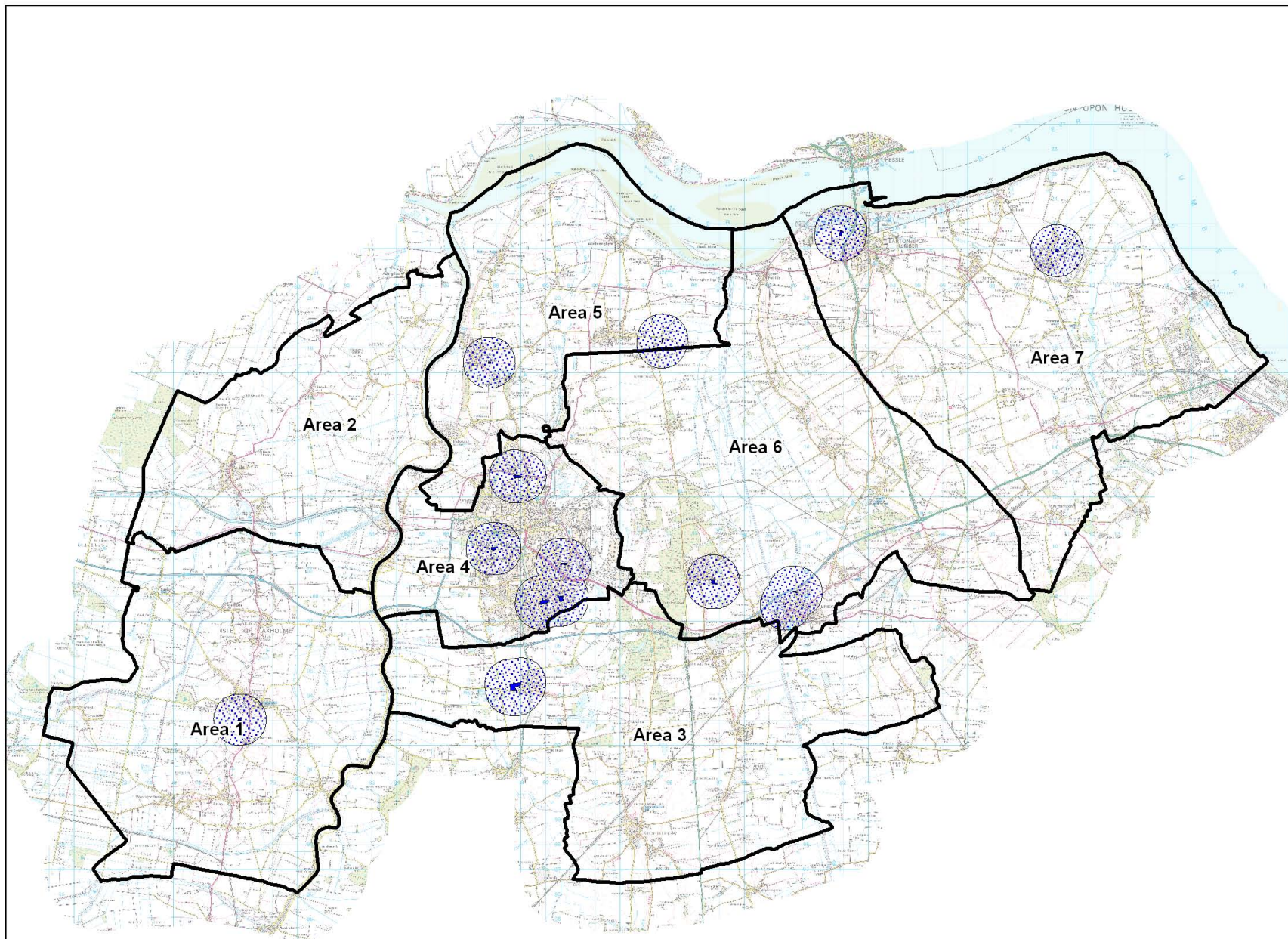
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## Drawing Number

MAP 4e





# LEGEND

-  Sub-area Boundary
-  Allotments
-  Allotments Accessibility Catchment - 1000m

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## Drawing Title

ACCESSIBILITY ANALYSIS -  
ALLOTMENTS

## Scale

NTS

## Drawn

DJB

## Revised

## Date

03/12/10

## Date



## Drawing Number

MAP 4f