

# Adur and Worthing Open Space Study 2019

(As part of the overall Sport, Leisure and  
Open Space Study)



ADUR & WORTHING  
COUNCILS

(FINAL VERSION SEPT 2020)

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## Glossary of Terms

Term	Meaning
<b>A&amp;W</b>	Adur & Worthing
<b>ANGSt</b>	Accessible Natural Green Space Standard
<b>BAME</b>	Black, Asian, Minority Ethnic
<b>CIL</b>	Community Infrastructure Levy
<b>FIT</b>	Fields In Trust (originally known as the 'National Playing Fields Association')
<b>GI</b>	Green Infrastructure
<b>GIS</b>	Geographic Information System
<b>IMD</b>	Index of Multiple Deprivation
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>LAP</b>	Local Area for Play
<b>LEAP</b>	Local Equipped Area for Play
<b>LSOA</b>	Lower-layer Super Output Areas
<b>MUGA</b>	Multi Use Games Area
<b>NEAP</b>	Neighbourhood Equipped Play Area
<b>NEWP</b>	Natural Environment White Paper
<b>NGB</b>	National Governing Body
<b>NPPF</b>	National Planning Policy Framework
<b>NPPG</b>	National Planning Practice Guidance
<b>ONS</b>	Office for National Statistics
<b>P&amp;AGGS</b>	Play and Amenity Green Space Strategy
<b>PPG17</b>	Planning Policy Guidance Note 17
<b>PPS</b>	Playing Pitch Strategy
<b>SDNP(A)</b>	South Downs National Park (Authority)
<b>SPD</b>	Supplementary Planning Document

## 1.0 INTRODUCTION

### 1.1 Overview

This Open Space Assessment has been undertaken by Ethos Environmental Planning to inform Adur District and Worthing Borough Councils' decision-making processes in relation to open space provision. It will inform the emerging Worthing Local Plan and a future review of the adopted Adur Local Plan (2017). It will support the implementation of planning policy when assessing proposals for development in Adur and Worthing and also provide evidence for funding bids.

It is one of a set of reports covering the Adur and Worthing local authority areas and prepared for the Council's as part of a wider Sport, Leisure and Open Space Study.

The five reports are the Adur and Worthing:

- Community and Stakeholder Consultation Report (2019);
- Playing Pitch Strategy (2019);
- Playing Pitch Assessment Report (2019);
- Indoor Sports Facilities Assessment Report (2019); and
- Open Space Study (2019) (this report).

The National Planning Policy Framework (NPPF) (paragraph 96) recognises that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. It requires local planning authorities to set out policies to help enable communities to access high quality open spaces and opportunities for sport and recreation. These policies must be based on a thorough understanding of the local needs for such facilities and opportunities available for new provision.

The study has been carried out in-line with the National Planning Policy Framework (NPPF), which was updated in July 2018 with a further update in February 2019. The assessment has primarily been affected by the omission of Planning Policy Guidance Note 17 (PPG 17) from the national policy framework. Whilst the government has not published anything specifically to replace this document, there is however, still a clear reference made in the new guidance to the principles and ideology established within PPG17. As such the underlying principles of this study have been informed by the former guidance provided in '*Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation*', and its Companion Guide '*Assessing Needs and Opportunities*', which is a tried and tested methodology and takes a consistent approach with many other local authorities.

## 1.2 Purpose of this Report

The overall assessment aims to provide a robust and up-to-date evidence base and strategy of the needs for sports, open space and recreation facilities. It identifies specific needs and quantitative and qualitative deficits or surpluses in the local area.

The key outcomes are:

- Providing evidence to help protect and enhance existing open space provision;
- Informing the development and implementation of planning policy;
- Informing the assessment of planning applications;
- Providing evidence to help secure internal and external funding;
- Providing justification for setting S106 contributions in Adur and inform priorities for potential CIL and S106 funding in Worthing; and
- Providing evidence to help prioritise and inform strategic site maintenance and management plans

To deliver the required outcomes the study has aimed to:

- Provide an up-to-date analysis of open space provision and demand in the study area;
- Identify quantitative or qualitative deficits or surpluses in meeting current and future needs;
- Summarise key findings and issues in terms of ‘protection’, ‘enhancement’ and ‘provision’ of open space;
- Establish clear, prioritised, specific, and achievable recommendations and actions to address the key issues to deliver and maintain the provision required.

## 1.3 Structure of the report

The study follows the five key stages as summarised below:

- Step 1 – Identifying Local Needs
- Step 2 – Audit of Existing Open Space Assets
- Step 3 – Setting Local Standards
- Step 4 – Applying Local Standards
- Step 5 – Drafting Policy Recommendations

## 1.4 The Study Area

### 1.4.1 Overview

The neighbouring local authorities of Adur District and Worthing Borough lie at the heart of the South Coast between Chichester and Brighton. The urban areas are ‘squeezed’ to the north by the South Downs National Park, and the sea to the immediate south. These two natural resources help greatly to define the character and distinctiveness on the study area, but also present challenges to accommodating change and development.

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There is poor east-west strategic road connectivity. The A27 is the only strategic road route along the Coast, which also serves as a local route with multiple junctions, leading to heavy congestion.

The generally high 'quality of life' and growing economy means that increasing numbers of people want to live in the area. This growth is partly a result of "longshore drift" as Brighton and Chichester have become more expensive. Demand from the wider south east and London is also apparent in the area, fuelling house price inflation.

There is a strong visitor economy, with potential for expansion, exploiting the South Downs National Park and opportunities for "active tourism". The Adur and Worthing Economic Strategy (2018 to 2023) identified that the constituent towns have much to offer but can lose out to better-known neighbours, Brighton and Chichester.

#### **1.4.2 Administrative Boundaries**

In order to analyse the current provision and future requirements for open space across the Study Area, the following geographical areas have been used:

- The Study Area (the two local authorities and the relevant part of the South Downs National Park area);
- The two discrete local authorities; and
- Ward boundaries.

These boundaries are shown in Figure 1.1 below and were agreed by the project steering group as the most effective way to analyse open space provision.

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Figure 1.1: The Study Area (N.B. the local authority administrative areas/Local Plan areas do not include the South Downs National Park Authority area, however the Study Area includes the whole area within each Borough/District, for completeness).



### 1.4.3 Population Statistics

Of particular relevance to this study are the ONS mid-year (2017) population statistics by Ward, which provide much more up-to-date figures compared to the 2011 Census data and have been used as the basis for much of the current and future assessment of need for open space.

The population of the Study Area is 173,353. The breakdown by Local Authority and Ward is shown in the table below.

Table 1.1 Ward population statistics (ONS mid-year 2017 population estimates)

Ward	Local Authority	Population (2017)
Buckingham	Adur	3,926
Churchill	Adur	4,460
Cokeham	Adur	4,535
Eastbrook	Adur	4,728
Hillside	Adur	4,332
Manor	Adur	4,440
Marine	Adur	4,765
Mash Barn	Adur	4,433

<b>Ward</b>	<b>Local Authority</b>	<b>Population (2017)</b>
Peveler	Adur	4,322
St Mary's	Adur	5,178
St Nicolas	Adur	3,980
Southlands	Adur	4,152
Southwick Green	Adur	4,501
Widewater	Adur	5,969
<b>Adur Total</b>	<b>Adur</b>	<b>63,721</b>
Broadwater	Worthing	9,653
Castle	Worthing	8,785
Central	Worthing	10,920
Durrington	Worthing	5,792
Gaisford	Worthing	9,796
Goring	Worthing	8,091
Heene	Worthing	8,360
Marine	Worthing	8,294
Northbrook	Worthing	5,715
Offington	Worthing	8,014
Salvington	Worthing	8,945
Selden	Worthing	8,574
Tarring	Worthing	8,693
<b>Worthing Total</b>	<b>Worthing</b>	<b>109,632</b>

## 2.0 METHODOLOGY

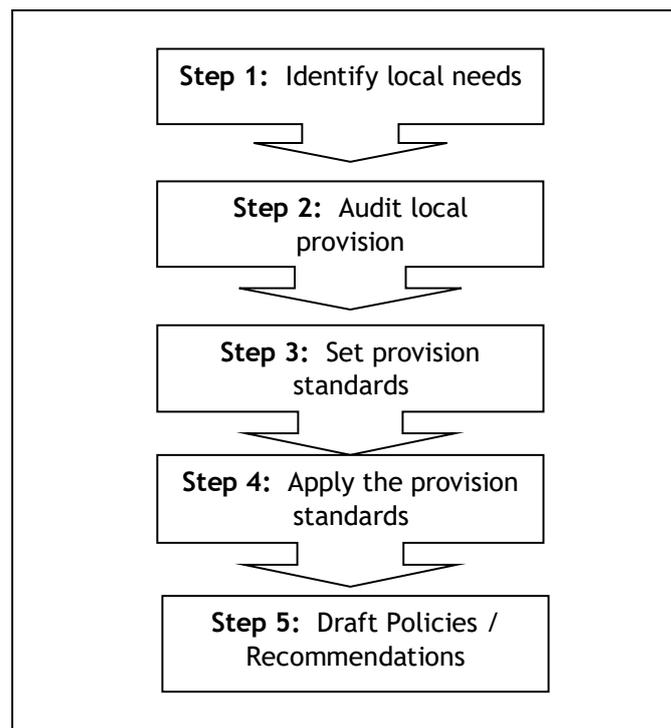
### 2.1 General

The starting point for this study has been the guidance in Section 8 of the NPPF, which adheres to but has superseded PPG17. The policy gives clear recommendations for the protection of, and appropriate provision for, open space but does not provide any detailed guidance on how to conduct an open space assessment. It is therefore both logical and acceptable to reference the guidance for assessment provided in the former PPG17 and its Companion Guide. PPG17 placed a requirement on local authorities to undertake assessments and audits of open space, sports and recreational facilities in order to:

- identify the needs of the population;
- identify the potential for increased use; and,
- establish an effective strategy for open space/sports/recreational facilities at the local level.

The Companion Guide to PPG17 recommended an overall approach to this kind of study as summarised below:

*Figure 2 Summary of methodology*



Within this overall approach the Companion Guide suggests a range of methods and techniques that might be adopted in helping the assessment process. Where appropriate, these methods and techniques have been employed within this study and are explained at the relevant point in the report. In addition, they are summarised in the paragraphs below.

## 2.2 Identifying Local Need (Step 1)

The Community and Stakeholder Consultation Report (2019) examines identified local need for various types of open space, sports and recreational opportunities. It has drawn upon a range of survey and analytical techniques as well as a detailed review of existing consultation data and other relevant documentation. The report details the community consultation and research process that has been undertaken as part of the study as well as the main findings. The findings from the Community and Stakeholder Consultation Report (2019) are summarised in this document.

## 2.3 Audit of Existing Open Space Assets (Step 2)

### 2.3.1 Defining the scope of the audit

In order to build up an accurate picture of the current open space and play provision in the study area an initial desktop audit of the open space asset was carried out, which included:

- analysis of existing GIS data held by the local authorities;
- desktop mapping of open space from aerial photography, the Ordnance Survey Greenspace layer and other open datasets e.g. from Natural England;
- liaison with council officers.

Following this, site visits were undertaken by Ethos during May 2019 at a total of 335 sites, with quality audits undertaken at 224<sup>1</sup> sites (86 of these were children's and youth play spaces). The quality audit drew on criteria set out in the 'Green Flag Award'<sup>2</sup>. The audits were undertaken using a standardised methodology and consistent approach (explained in more detail in section 7.4). However, audits of this nature can only ever be a snap-shot in time and their main purpose is to provide a consistent and objective assessment of a site's existing quality rather than a full asset audit. Clearly, local communities may have aspirations which are not identified in the quality audit, but it is hoped that these can be explored further outside of this study through site management plans and neighbourhood/parish plans as appropriate.

### 2.3.2 Approach to mapping

As part of the audit process, sites were mapped into their different functions using a multi-functional approach to mapping, as demonstrated in Figure 2.2 below.

Where open spaces cross Ward boundaries, in order to calculate the quantity of open space by Ward, these have been split using the Ward boundary.

Only open spaces within the Study Area have been mapped i.e. although cross-border use of open space has been noted and considered (including within the Community and Stakeholder

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<sup>1</sup> Not all sites were quality audited, as the site visits might have revealed that a site was not accessible/private and therefore should not be included.

<sup>2</sup> <http://www.greenflagaward.org.uk/judges/judging-criteria>

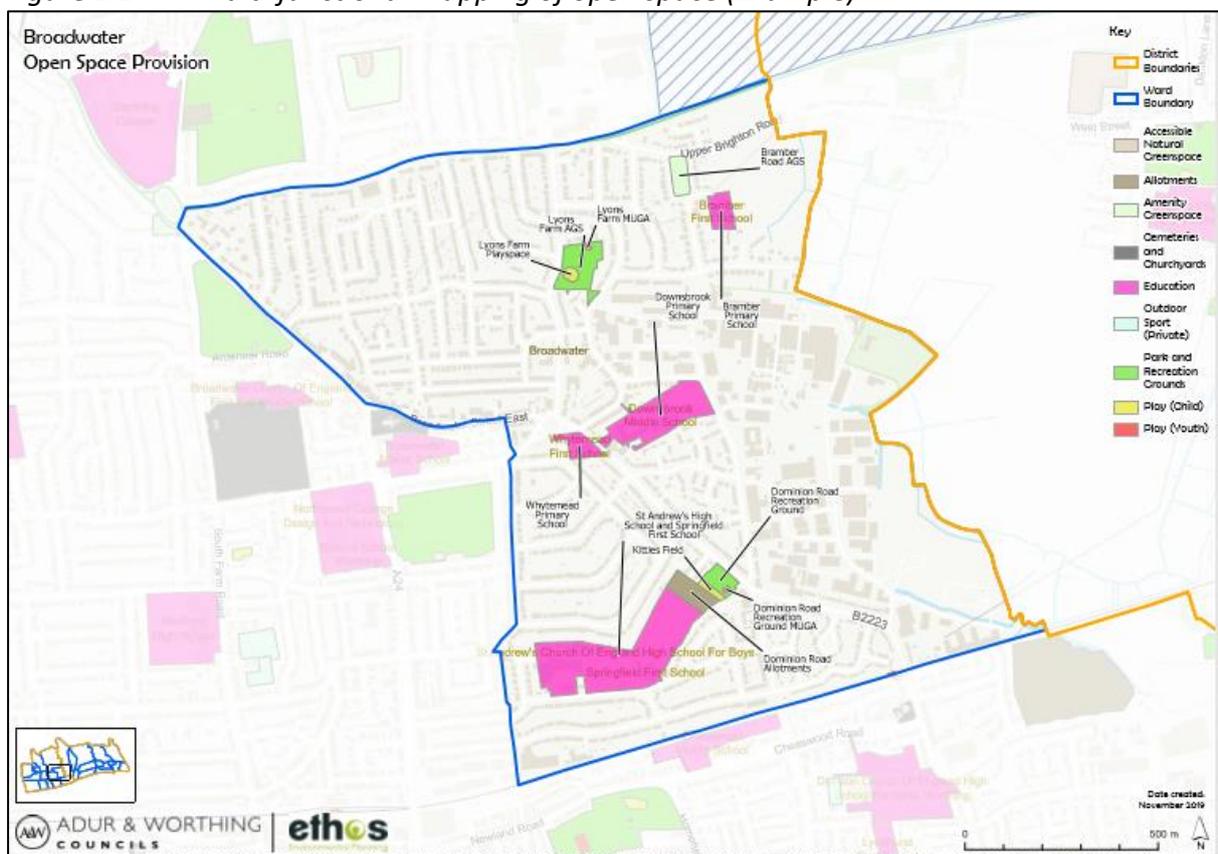
Consultation Report (2019), open spaces falling outside of the Study Area boundary have not been mapped.

Although this study deals with certain typologies of open space, with a focus on publicly accessible open space, the importance of the wider green space network e.g. in terms of green infrastructure, historic, biodiversity, visual amenity and health and wellbeing is recognised.

It should be noted that the typologies mapping is as accurate as possible (as of July 2019) following cross checking with the councils' GIS layers; desktop mapping; consultation with Town and Parish councils; and site visits.

The open space provision tables (in Section 5) and resulting supply and access maps (Section 7) are based on the mapping of open space which was signed off by the Councils in July 2019.

Figure 2.2 Multi-functional mapping of open space (Example)



## 2.4 Set and Apply Provision Standards (Steps 3 and 4)

Local open space provision standards have been set for the Study Area (in agreement with the project team), with three components, embracing:

- quantity;
- accessibility; and
- quality.

## Quantity

The GIS database and mapping has been used to assess the existing provision of open space across the Study Area. The existing levels of provision are considered alongside findings of previous studies, the local needs assessment and consideration of existing and national standards or benchmarks. The key to developing robust local quantity standards is that they are locally derived, based on evidence and most importantly, achievable. Typically, standards are expressed as hectares per 1,000 people. The recommended standards are then used to assess the supply of each type of open space across the Study Area.

## Access

Evidence from previous studies, the needs assessment and consideration of national benchmarks are used to develop access standards for open space.

A series of maps assessing access for different typologies are presented in this report. The maps are intended to be indicative, and more detailed maps by Ward are provided at Appendix 2. They show the walk time<sup>3</sup> buffers along with Census 2011 Output Areas so that the key gaps in access can be identified.

Straight-line walking distances do not account for potential ‘barriers’, such as busy roads, rail lines, cul-de-sacs etc. So, the actual route walked (the pedestrian route) is generally further i.e. straight-line distances are around 60% of actual distances. The standard walk-time and straight-line/pedestrian route distances are shown in the table below:

*Table 2.1 Standard walk-times and distances*

walk-time (minutes)	Pedestrian Route (metres)	Straight-line (metres)
1	100	60
2	160	96
3	240	144
4	320	192
5	400	240
6	480	288
7	560	336
8	640	384
9	720	432
10	800	480
11	880	528
12	960	576
13	1040	624
14	1120	672
15	1200	720
16	1280	768

<sup>3</sup> Drive-time standards have not been proposed as these are normally only appropriate for strategic sites such as country parks and sports hub sites. Drive-time standards generally do not work well for analysing access to local facilities/open space, as they do not generally show where the gaps in access are, and in addition, the consultation has shown that the majority of households access the various open space typologies on foot.

walk-time (minutes)	Pedestrian Route (metres)	Straight-line (metres)
17	1360	816
18	1440	864
19	1520	912
20	1600	960

### **Quality**

Quality standards have been developed drawing on previous studies, national benchmarks and good practice, evidence from the needs assessment and the findings of the quality audits, which were based on Green Flag Award criteria. The quality standards also include recommended policies to guide the provision of new open space through development in the future.

The methodology and an overview of the findings are included in Section 7.4 of this report. The detailed audits have been provided to the client authorities as part of the GIS database.

## **2.5 Drafting Policy Recommendations (Step 5)**

This section outlines higher level strategic options which may be applicable at ward, local authority, and study area wide level. The strategic options address five key areas:

1. Existing provision to be protected;
2. Existing provision to be enhanced;
3. Opportunities for re-location/re-designation of open space;
4. Identification of areas for new provision; and
5. Facilities that may be surplus to requirement.

In addition, information on developer contributions and the methodology for calculating costs for on- and off-site provision of open space is provided in Section 8.7.

## 3.0 CONTEXT

### 3.1 Introduction

This section sets out a brief review of the most relevant national and local policies related to the study, which have been considered in developing the methodology and findings of the study. Policies and strategies are subject to regular change, therefore the summary provided in this section was correct at the time of writing. Adur and Worthing Councils reserve the right to change and update this section as policies change.

It also provides important contextual information regarding health and deprivation for the Study Area.

The policy overview includes analysis of the local authorities' existing strategies and policies. It also includes a review of other strategies of relevance at national and local levels and assesses their implications for the provision of open space, sport and recreation opportunities.

The PPG17 companion guide identified the importance of understanding the implications of existing strategies on the study. Specifically, before initiating local consultation, there should be a review of existing national, regional and local plans and strategies, and an assessment of the implementation and effectiveness of existing planning policies and provision standards.

### 3.2 Strategic Context

#### 3.2.1 National Strategic Context

##### 3.2.1.1 National Planning Policy Framework (NPPF) (February 2019)

The NPPF sets out the Government's planning policies for England and how they should be applied. The NPPF must be adhered to in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

Within the NPPF, open space is defined as 'All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity'.

The NPPF contains the following references that relate to green infrastructure and open spaces:

- **Para 7** - The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
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- **Para 96** - Access to a network of high-quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.
- **Para 97** - Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
  - a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
  - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
  - c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.
- **Para 98** - Planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.
- **Para 149** - Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. Policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts, such as providing space for physical protection measures, or making provision for the possible future relocation of vulnerable development and infrastructure.
- **Para 170** - Planning policies and decisions should contribute to and enhance the natural and local environment.

### 3.2.1.2 Green Infrastructure

The concept of green infrastructure (GI) is now firmly embedded in national policy with the NPPF requiring local planning authorities to set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. It defines green infrastructure as *'a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities'*.

The Study Area has a wide range of existing green infrastructure assets such as open spaces, parks and gardens, allotments, woodlands, street trees, fields, hedgerows, treelines, lakes, ponds, rivers, meadows and grassland playing fields, as well as footpaths, cycleways, shoreline and waterways.

## **Nature Based Solutions**

Nature-based solutions are methods that use nature (or mimic natural processes) for the benefit of people and their environment. They have huge potential to help cities and urban areas become more resilient to climate change, and benefit people's health and the economy. Nature-based solutions are focused on six key areas<sup>4</sup>:

- Urban trees – found in parks, gardens, and along streets, trees can help to regulate urban temperatures, reduce flood risk, and clean the air
- Parks and green spaces – natural or planted green spaces are used for recreation and exercise, as well as being rich habitats for wildlife
- Green buildings – walls and roofs covered with vegetation act like sound and heat insulation for buildings, and absorb rainwater, so reducing flood risk
- Riverbank vegetation – plants along riverbanks trap soil and sediment, improving water quality and reducing flood damage by slowing the flow of water
- Wetland and bioswales – natural wetlands and man-made bioswales (or 'rain gardens') help to purify water and reduce flooding
- Lakes and ponds – natural or artificial waterbodies in cities can hold water for irrigation or drinking, and support a wide range of wildlife.

## **Building with Nature Benchmark**

Building with Nature provides a framework of quality standards to ensure the design and delivery of high-quality green infrastructure, so that developments will also deliver for the natural world and healthy communities.

Drawing from evidence and good practice, high quality green infrastructure has been defined at each stage of the development process, from planning and design, through to long-term management and maintenance. The standards enable nature friendly features to be integrated throughout the development.

Developers can apply to have their scheme assessed, and planners can have their policy document accredited by Building with Nature. The standards<sup>5</sup> are also free to use and can assist with the planning and development of new places and communities.

Although the analysis of GI is not itself covered by the remit of this study, open space forms part of the GI network and the assessment is mindful of the linkages with the concept of GI which looks beyond existing designations, seeking opportunities to increase function and connectivity of assets to maximise the benefits for both people and wildlife.

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<sup>4</sup> <https://earthwatch.org.uk/working-with-business/climate-proof-cities>

<sup>5</sup> <https://www.buildingwithnature.org.uk/how-it-works>

### **3.2.1.3 The Natural Environment White Paper (NEWP) The Natural Choice: securing the value of nature (2011)**

The White Paper<sup>6</sup> recognises that a healthy natural environment is the foundation of sustained economic growth, prospering communities and personal wellbeing. It sets out how the value of nature can be mainstreamed across our society by facilitating local action; strengthening the connections between people and nature; creating a green economy and showing leadership in the European Union (EU) and internationally.

It responds to the 2010 independent review of England's wildlife sites and ecological network, chaired by Professor Sir John Lawton, which identifies the need for more, better and bigger joined spaces for nature.

### **3.2.1.4 Biodiversity 2020: A strategy for England's wildlife and ecosystem services, (August 2011)**

This biodiversity strategy for England builds on the Natural Environment White Paper and sets out the strategic direction for national biodiversity policy to implement international and EU commitments.

The vision for England is: 'By 2050 our land and seas will be rich in wildlife, our biodiversity will be valued, conserved, restored, managed sustainably and be more resilient and able to adapt to climate change, providing essential services and delivering benefits for everyone'.

The mission of this strategy is to 'halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people'. The strategy contains four outcomes to be achieved by the end of 2020. These are:

#### *Habitats and ecosystems on land (including freshwater environments)*

By 2020 we will have put in place measures so that biodiversity is maintained and enhanced, further degradation has been halted and where possible, restoration is underway helping to deliver more resilient and coherent ecological networks as well as healthy and well-functioning ecosystems which can deliver multiple benefits for wildlife and people too.

#### *Marine habitats, ecosystems and fisheries*

By 2020 we will have put in place measures so that biodiversity is maintained, further degradation has been halted and where possible, restoration is underway, helping deliver good environmental status and our vision of clean, healthy, safe productive and biologically diverse oceans and seas.

#### *Species*

By 2020, we will see an overall improvement in the status of our wildlife and will have prevented further human-induced extinctions of known threatened species.

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<sup>6</sup> <http://www.official-documents.gov.uk/document/cm80/8082/8082.pdf>

### People

By 2020, significantly more people will be engaged in biodiversity issues, aware of its value and taking positive action.

#### **3.2.1.5 A Green Future: Our 25 Year Plan to Improve the Environment (2018)**

This 25 Year Environment Plan sets out government action to help the natural world regain and retain good health. It aims to deliver cleaner air and water in our cities and rural landscapes, protect threatened species and provide richer wildlife habitats. It calls for an approach to agriculture, forestry, land use and fishing that puts the environment first.

The 25-year goals are:

1. Clean air.
2. Clean and plentiful water.
3. Thriving plants and wildlife.
4. A reduced risk of harm from environmental hazards such as flooding and drought.
5. Using resources from nature more sustainably and efficiently.
6. Enhanced beauty, heritage and engagement with the natural environment.

In addition, pressures on the environment will be managed by:

7. Mitigating and adapting to climate change.
8. Minimising waste.
9. Managing exposure to chemicals.
10. Enhancing biosecurity.

Actions/policies are identified around six key areas: Using and managing land sustainably; Recovering nature and enhancing the beauty of landscapes; Connecting people with the environment to improve health and wellbeing; Increasing resource efficiency, and reducing pollution and waste; Securing clean, productive and biologically diverse seas and oceans; Protecting and improving the global environment.

The Plan sits alongside two other important government strategies. The Industrial Strategy sets out how productivity will be boosted across the UK through five foundations – ideas, people, infrastructure, business, environment and places. Clean Growth is one of the four Grand Challenges laid out in the strategy that will put the UK at the forefront of industries of the future, ensuring that it takes advantage of transformational global trends. The Clean Growth Strategy sets out the UK's reaffirmed ambition to promote the ambitious economic and environmental policies to mitigate climate change and deliver clean, green growth.

#### **3.2.1.6 Revaluing Parks and Green Spaces Measuring their economic and wellbeing value to individuals (FIT, 2018)**

This report provides a robust economic valuation of parks and green spaces in the UK as well as valuing improvements in health and wellbeing associated with their frequent use. This is the first research study on parks and green spaces to use welfare weighting methodology,

allowing for more informed evidence-based policy decisions. The headline findings from this report are as follows:

- **The Total Economic Value to an individual is £30.24 per year** (£2.52 per month), and includes benefits gained from using their local park or green space and non-use benefits such as the preservation of parks for future generations. The value of parks and green spaces is higher for individuals from lower socio-economic groups and also from black and minority ethnic backgrounds. This research is the first to apply welfare weighting methodology to public parks and green spaces in the UK. The findings show that any loss of parks and green spaces will disproportionately impact disadvantaged and underrepresented communities, precisely those who value them the most.
- **The Wellbeing Value associated with the frequent use of local parks and green spaces is worth £34.2 billion per year** to the entire UK adult population.
- **Parks and green spaces are estimated to save the NHS around £111 million per year** based solely on a reduction in GP visits and excluding any additional savings from prescribing or referrals.

It is the view of Fields in Trust that few public services have such a wide-ranging, positive impact on local communities as parks and green spaces on which to play. Unfortunately, such spaces tend to be valued within local budgets according to their maintenance costs rather than their true dividend to local communities which vastly exceeds such sums because of their multiple benefits. Parks and green spaces can:

- Contribute to a preventative health agenda
- Reduce future Exchequer expenditure
- Reduce health inequalities
- Increase social cohesion and equality

The study captured, in economic terms, a value for parks and green spaces arising from direct use of a park or green space to the individual and the non-use benefits (gained from the existence and preservation of parks and green spaces regardless of use.

Although people who visit a park less often than once a month still value the existence of parks and green spaces, frequent park users state significantly higher Willingness to Pay values for parks and green spaces. Further analysis of the data also revealed significant differences in values depending upon a variety of factors including geographical location, size of park, income and ethnicity. When welfare weighting for income is applied the average Willingness to Pay for parks and green spaces increases significantly for Black, Asian, Minority Ethnic (BAME) and lower socio-economic groups.

The report suggests that parks and green spaces are vital democratic spaces where people come together and interact and can play an important role in promoting social cohesion and integration.

The report found that parks and green spaces are clearly valued highly by communities and provide an enormous amount of quantifiable benefit to their local population. The data

provided by the report on Total Economic Value (use and non-use) of parks and green spaces is demonstrable for the entire local population thus enabling local authorities for the first time to make a robust, evidence-led business case for the economic and wellbeing value of parks and green spaces to local communities. This research will enable a strategic approach to the provision of parks and green spaces by identifying areas where investment will have the most significant impact on individuals. It presents a new and compelling argument that, in a difficult economic climate, the provision of parks and green spaces should be prioritised in areas with lower socio-economic groups and a higher representation of BAME communities given the disproportionately high level of benefits that these groups derive from parks and green spaces. The report identified the positive effects of park usage in respect of 'life satisfaction' including physical and mental health benefits that stem from park usage. Both wellbeing and self reported general health were significantly higher for frequent park and green space users compared to non-users.

The report also highlighted partial cost savings to the NHS through reduced GP visits associated with frequent use of local parks and green spaces.

Parks and green spaces are clearly valued highly by communities and provide an enormous amount of quantifiable benefit to their local population.

### **3.2.1.7 Sporting Future - A New Strategy for an Active Nation (December 2015)**

This cross-government strategy seeks to address flat-lining levels of sport participation and high levels of inactivity in this country. Through this strategy, government is redefining what success in sport means, with a new focus on five key outcomes: physical wellbeing, mental wellbeing, individual development, social and community development and economic development. In future, funding decisions will be made on the basis of the outcomes that sport and physical activity can deliver.

It is the government's ambition that all relevant departments work closer together to create a more physically active nation, where children and young people enjoy the best sporting opportunities available and people of all ages and backgrounds can enjoy the many benefits that sport and physical activity bring, at every stage in their lives.

The government is reaffirming its commitment to Olympic and Paralympic success but also extending that ambition to non-Olympic sports where it will support success through grassroots investment in those sports, and by sharing UK Sport's knowledge and expertise. The strategy outlines what is expected of the sector to deliver this vision, and how the government will support it in getting there.

Public investment into community sport is to reach children as young as five as part of a ground-breaking new strategy. The move will see Sport England's remit changed from investing in sport for those aged 14 and over to supporting people from five years old right through to pensioners, in a bid to create a more active nation.

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Investment will be targeted at sport projects that have a meaningful, measurable impact on how they are improving people’s lives – from helping young people gain skills to get into work, to tackling social inclusion and improving physical and mental health.

Funding will also be targeted at groups who have low participation rates to encourage those who do not take part in sport and physical activity to get involved. This includes supporting women, disabled people, those in lower socio-economic groups and older people.

### **3.2.1.8 Sport England Strategy – ‘Towards an Active Nation’ (2016-2021)**

In response to the Government’s strategy, Sport England’s new strategy vision is that everyone in England, regardless of age, background or ability, feels able to take part in sport or activity. Sport England’s new vision and its supporting aims will therefore contribute to achieving the government’s strategy. Key features of the new Strategy are:

- Dedicated funding to get children and young people active from the age of five, including a new fund for family based activities and offering training to at least two teachers in every secondary school in England to help them better meet the needs of all children, irrespective of their level of sporting ability.
- Working with the sport sector to put customers at the heart of everything they do and using the principles of behavioral change to inform their work.
- Piloting new ways of working locally by investing in up to 10 places in England – a mix of urban and rural areas.
- Investing up to £30m in a new volunteering strategy, enabling more people to get the benefits of volunteering and attracting a new, more diverse range of volunteers.
- Helping sport keep pace with the digital expectations of customers – making it as easy to book a badminton court as a hotel room.
- Working closely with governing bodies of sport and others who support people who already play regularly, to help them become more efficient, sustainable and diversify their sources of funding.

### **3.2.1.9 Intergovernmental Panel on Climate Change (IPCC) Global Warming Report (2018)**

Climate change represents an urgent and potentially irreversible threat to human societies and the planet. In recognition of this, the overwhelming majority of countries around the world adopted the Paris Agreement in December 2015, the central aim of which includes pursuing efforts to limit global temperature rise to 1.5°C. In doing so, these countries, through the United Nations Framework Convention on Climate Change (UNFCCC), also invited the IPCC to provide a Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emissions pathways.

The report finds that limiting global warming to 1.5°C would require “rapid and far-reaching” transitions in land, energy, industry, buildings, transport, and cities. Global net human-caused emissions of carbon dioxide (CO<sub>2</sub>) would need to fall by about 45 percent from 2010 levels by 2030, reaching ‘net zero’ around 2050.

## 3.2.2 Local Context

### 3.2.2.1 Statutory development plans

Worthing Borough Council is currently preparing a new Development Plan. The Worthing Local Plan will guide development in the Borough up to 2033 and will replace the Core Strategy (adopted in 2011). The new Plan will set out the spatial strategy and vision for the Borough and the policies to achieve this. It identifies a housing target of 250 homes per annum as a minimum and will indicate the broad locations for new development. However, it is important to note that the Local Plan is likely to result in a significant shortfall in meeting local housing need. Therefore, a figure of 300 homes per annum may be a more reasonable option for this Study.

Worthing is a tightly constrained, compact town with little scope to grow beyond the current boundary without damaging the Borough's character and environment. Furthermore, although there are some opportunities to intensify development within the town there are relatively few large vacant sites or opportunity areas within the existing built up area boundary.

The Adur Local Plan was adopted in December 2017. It does not cover the South Downs National Park Authority Area. Of particular relevance to this Study is objective 1 of the Local Plan which seeks to deliver a minimum of 3,718 dwellings up to 2032 (177 dwellings per annum) to contribute to meeting objectively assessed needs in Adur in terms of type, size and tenure.

Adur District Council is in partnership with Brighton & Hove City Council, West Sussex County Council and Shoreham Port Authority adopted the Shoreham Harbour Regeneration Area Joint Area Action Plan in October 2019. Shoreham Harbour falls within the Open Space Study Area.

Planned housing growth across the study area will change as local plans and allocations evolve. Such growth will be a key factor influencing demand for open space.

### 3.2.2.2 Other Local Authority Policy

Several existing and proposed council plans and strategies have relevance to the scope of this report, and they include the following.

#### *Platforms for Places (2018-2021)*

Platforms for our Places is a plan that sets out Adur & Worthing Councils' ambition for the two local authorities in respect of community prosperity and wellbeing over three years. Five Platforms are identified as a basis for decisions and actions.

- Our Financial Economies
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- Our Social Economies
- Stewarding our Natural Resources
- Services & Solutions
- Leadership of our Places

The findings of this report will have relevance under many of these themes, but especially in respect of ‘Our Social Economies’ and ‘Stewarding our Natural Resources’.

One of the commitments within the plan is to ‘Use our natural environment to promote health and wellbeing in our community’s economy and places’.

### ***Adur and Worthing Open Space Study (March 2014)***

The 2014 study analysed the supply and demand of the various types open spaces, playing pitches and indoor built facilities across the Councils’ area. The quantity and access standards proposed were as follows:

<b>Open Space Typology</b>	<b>Quantity (ha/1000)</b>	<b>Standard</b>	<b>Access Standard</b>
Parks and Gardens	0.26		15-minute walk time (1200m)
Natural and Semi-Natural Green Space	2.48		15-minute walk time (1200m) 30-minute drive time
Amenity Green Space	0.82		5-minute walk time (400m)
Provision for children and young people	0.05		15-minute walk time (1200m)
Allotments	0.16		10-minute walk time(800m) 10-minute drive time
Cemeteries and Churchyards	0.20		None
Civic Space	0.01		None

The above standards are reflected in the policies of the existing Adur Local Plan, but are not referenced in the current Worthing Borough adopted policies.

These 2014 standards have been considered in Section 6 in the development of new standards, although the brief did not require new standards for cemeteries and churchyards and civic space.

### ***Public Health Strategy 2018-2021: 'Start Well, Live Well, Age Well'***

The strategy recognises the critical role both Councils can and need to play in promoting good health and wellbeing in communities. The Strategy Vision is “We want all of our residents to reach their full potential, to start well, live well and age well and to be able to contribute positively to the creation of enterprising and thriving local communities.”

The Strategy identifies the following priorities, all of which have relevance to the output of this report. We:

- all have the opportunity to enjoy good mental wellbeing and emotional resilience (at all life stages)
- contribute to improved environmental sustainability
- can all access and make positive use of our open spaces
- all have the opportunity to enjoy a healthy lifestyle (diet, weight, smoking, physical activity, alcohol, drugs and sexual health)
- can all enjoy good social connections via purposeful activity at all stages of our life.

### ***Sports and Activity Strategy***

This Strategy is currently work in progress for both Councils. It will flow from the Councils' strategic direction outlined in Platforms for Places.

A background report to the Adur and Worthing Councils' Joint Strategic Committee<sup>7</sup> stressed that a number of sporting facilities (which includes outdoor facilities) which have been in use for many years are now reaching the end of their design life. Replacement will be required within the coming years in order to avoid having to close facilities for expensive maintenance and patching. The report stated that given the range of facilities across the two local authorities and ambition to develop not only a strategy for facilities, but also a wide-ranging strategy that improves the health and wellbeing of communities, there is a need to coordinate and align this work. Emerging recommendations in the draft Activities Strategy recognise the value of green spaces.

### ***Declaration of a climate emergency***

Adur and Worthing Councils declared a climate emergency in 2019, which aims to see the authorities become carbon neutral by 2030. The Councils' are now embarking on a programme of work over the coming decade to reduce carbon emissions and transition to clean transport for all council services and operations, improve energy efficiency of council buildings, and install renewable energy. The Councils have prepared a corporate sustainability framework called Sustainable AW. This sets out the Councils commitment too stewarding, protecting and improving the environment. Working with the local community and collaborating with partners, the Councils are taking action on a number of key areas:

- Transport;
- Energy;
- Waste;
- Water;
- Carbon emissions (from gas, electricity and oil use);
- Biodiversity;

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<sup>7</sup> Delivering our Sports and Activity Strategy - Opportunities for Worthing Leisure Site (Report by the Director for the Economy & the Director for Communities, Joint Strategic Committee, Agenda Item 13 (05/03/2019))

- Shared leadership;
- Climate resilience;
- Food; and
- Land use and planning.

Open space and GI protection, provision and enhancement will play an important part in helping to tackle the climate crisis, with well designed, connected and multifunctional open space providing important functions such as surface water management/flood alleviation, reducing air pollution, reducing heat stress and providing wildlife habitat.

Adur and Worthing Councils will be approaching the management of their open space to provide multifunctional spaces in order to maximise ecosystem services, adapt to climate change and contribute to the Council's becoming zero carbon by 2030.

The Councils are preparing an emerging Joint Local Cycling and Walking Infrastructure Plan (LCWIP). The draft LCWIP includes proposals for primary cycling routes, secondary cycling routes and core walking zones where interventions and future investment is required to create safe and accessible infrastructure.

### 3.3 Health and Deprivation Context

#### 3.3.1 Health summary

The Measuring National Wellbeing project led by the Office for National Statistics has led to the inclusion of four questions on subjective wellbeing in the Annual Population Surveys. Data collated for this on-going project are provided to local authority level, and the following charts indicate how Adur & Worthing local authorities performed against England and the South East region averages in respect of four indicators: Life satisfaction; Worthwhile; Happy; and, Anxiety. The questions were as follows:

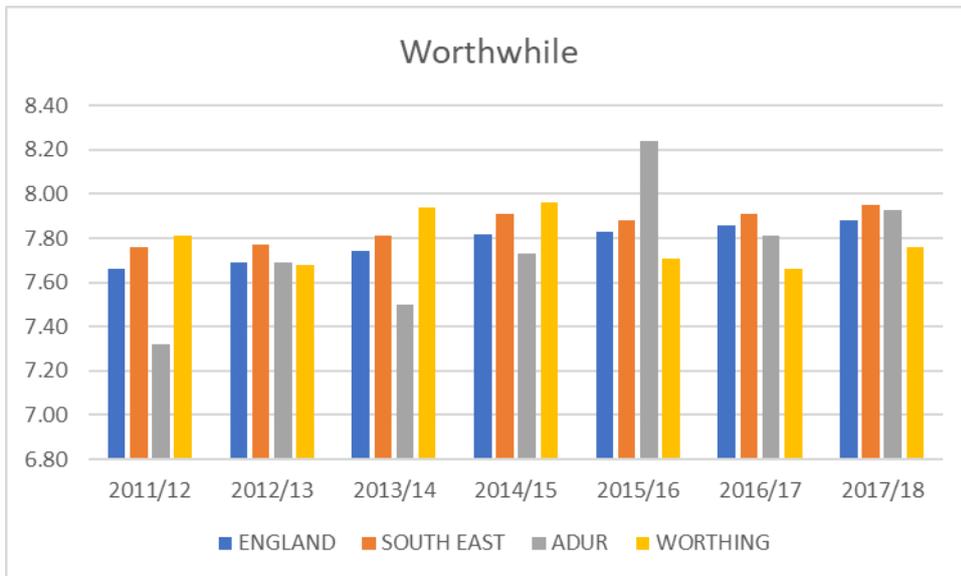
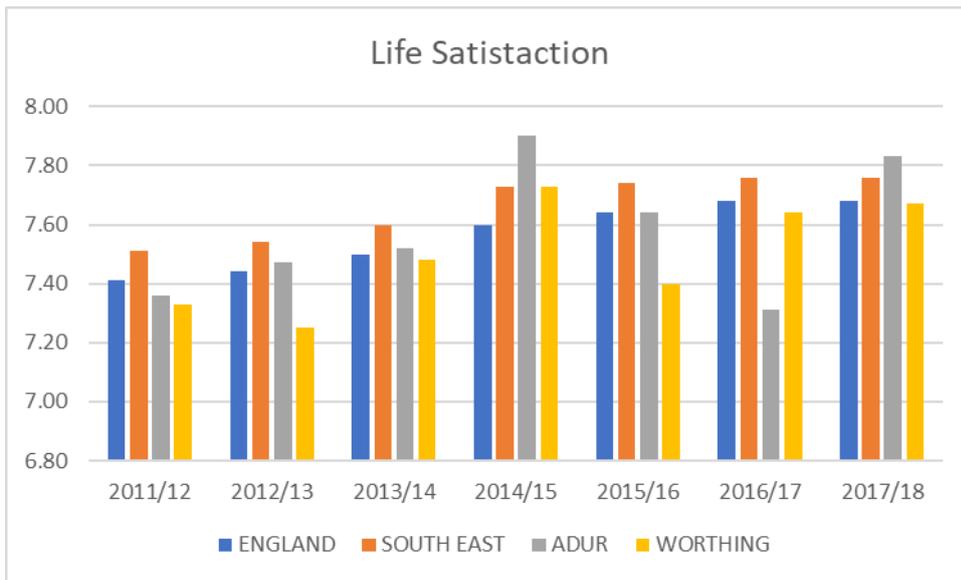
**Life Satisfaction:** Overall, how satisfied are you with your life nowadays?

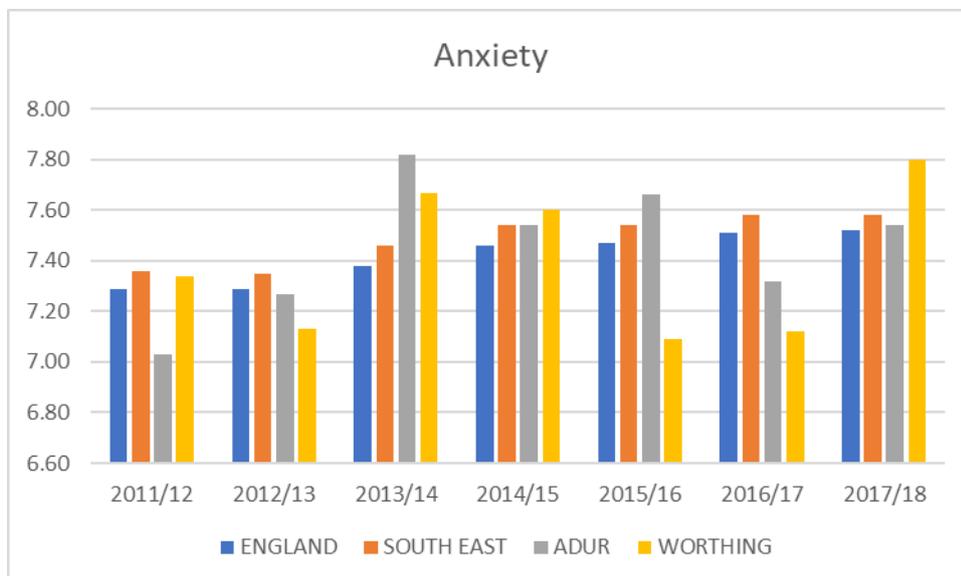
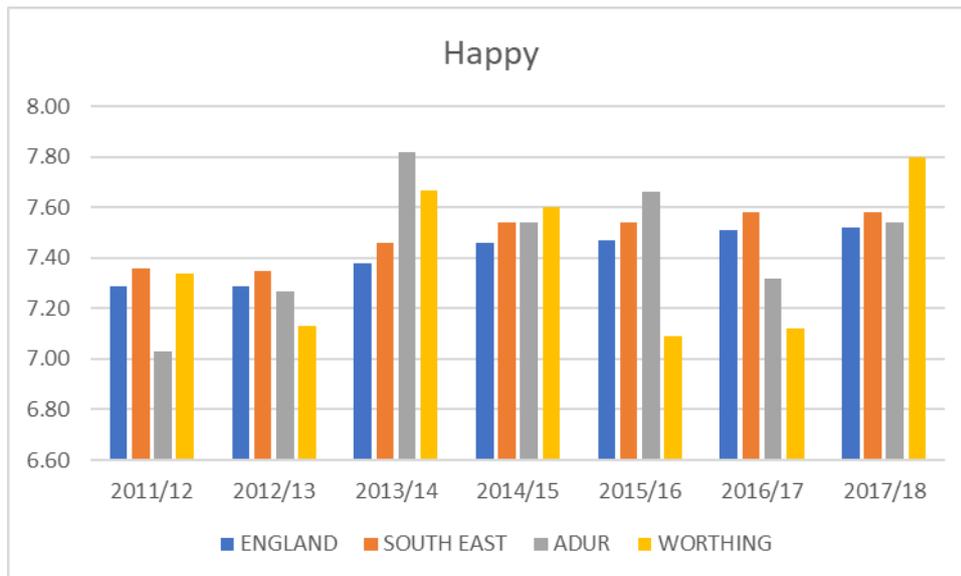
**Worthwhile:** Overall, to what extent do you feel that the things you do in your life are worthwhile?

**Happiness:** Overall, how happy did you feel yesterday?

**Anxiety:** On a scale where 0 is “not at all anxious” and 10 is “completely anxious”, overall, how anxious did you feel yesterday?

Figure(s)3.1: Personal well-being- Adur/Worthing/South East/England





The main observations to be made about the above charts are that:

- for 'Life Satisfaction'; 'Worthwhile'; and 'Happy', the scores for both local authorities fluctuate over the years' measures, although they sometime compare very favourably with the regional and English comparisons; but,
- In terms of 'Anxiety' the comparable markers for this against those for England and the region are often unfavourable.

Public Health England have published the 2018 Health Profile for Adur and Worthing local authorities<sup>8</sup>. A summary is provided below:

<sup>8</sup> [https://fingertips.phe.org.uk/profile/health-profiles/area-searchresults/E10000032?place\\_name=West%20Sussex&search\\_type=parent-area](https://fingertips.phe.org.uk/profile/health-profiles/area-searchresults/E10000032?place_name=West%20Sussex&search_type=parent-area)

**Adur District:**

- The health of people in Adur is varied compared with the England average. 14.4% (1,560) of children live in low income families. Life expectancy for men is higher than the England average.
- Life expectancy is 7.9 years lower for men and 6.8 years lower for women in the most deprived areas of Adur than in the least deprived areas.
- In Year 6, 17.8% (108) of children are classified as obese. The rate for alcohol-specific hospital admissions among those under 18 is 39 per 1000 population. This represents 5 admissions per year. Levels of GCSE attainment (average attainment 8 score) are worse than the England average.
- The rate for alcohol-related harm hospital admissions is 606 per 1000 population. This represents 395 admissions per year. The rate for self-harm hospital admissions is 250 per 1000 population, higher than the average for England. This represents 142 admissions per year. The rates of new sexually transmitted infections and new cases of tuberculosis are lower than the England average. The rates of statutory homelessness and under 75 mortality rate from cardiovascular diseases are better than the England average. The rate of excess winter deaths is higher than the England average.

**Worthing Borough:**

- The health of people in Worthing is generally similar to the England average. 12.5% (2,300) of children live in low income families. Life expectancy for both men and women is similar to the England average.
  - Life expectancy is 8.3 years lower for men and 5.5 years lower for women in the most deprived areas of Worthing than in the least deprived areas.
  - In Year 6, 15.9% (171) of children are classified as obese, better than the average for England. The rate for alcohol-specific hospital admissions among those under 18 is 46 per 1000 population. This represents 10 admissions per year.
  - The rate for alcohol-related harm hospital admissions is 646 per 1000 population. This represents 720 admissions per year. The rate for self-harm hospital admissions is 266 per 1000 population, higher than the average for England. This represents 271 admissions per year. Estimated levels of excess weight in adults (aged 18+) are lower than the England average. The rates of new sexually transmitted infections and new cases of tuberculosis are lower than the England average. The rate of statutory homelessness is lower than the England average.
-

### 3.3.2 Index of Multiple Deprivation (IMD)

The Indices of Deprivation 2019 provide a set of relative measures of deprivation for small areas (Lower-layer Super Output Areas) across England, based on seven different domains of deprivation:

- Income Deprivation
- Employment Deprivation
- Education, Skills and Training Deprivation
- Health Deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment Deprivation

Each of these domains is based on a basket of indicators. As far as is possible, each indicator is based on data from the most recent time point available.

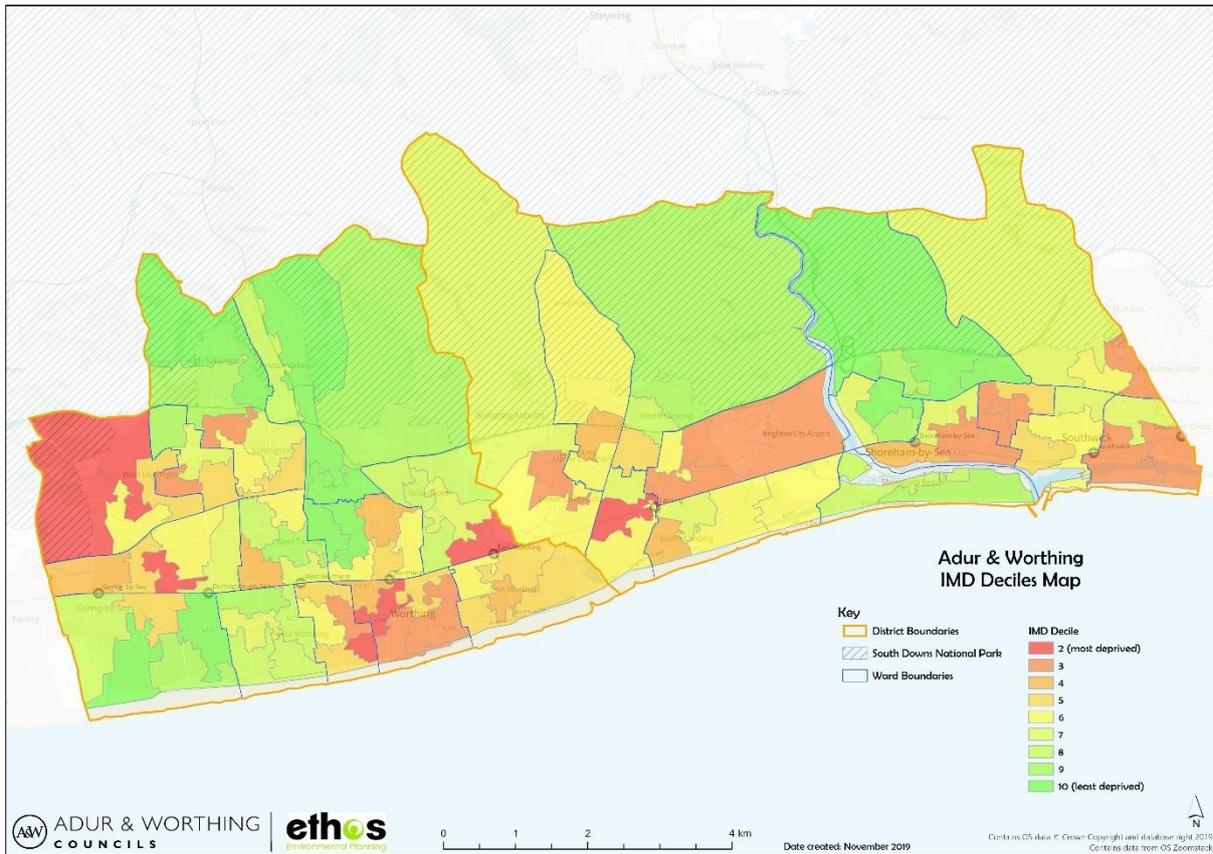
The Index of Multiple Deprivation combines information from the seven domains to produce an overall relative measure of deprivation.

Figure 3 below shows the IMD rank for each LSOA within the Study Area, where 1 is most deprived and 10 is least deprived.

As can be seen, the levels of deprivation within the overall study area are mostly in the mid to higher deciles (i.e. where there is less deprivation). However, this still leaves a considerable number of LSOAs falling in the lower deciles (indicating higher incidences of deprivation). Some of the highest areas of deprivation occur in the Wards of Northbrook, Castle, Heene, Central and Broadwater (in Worthing), and Churchill (in Adur).

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Figure 3.2 IMD ranks in the study area (by LSOA)



## 4.0 LOCAL NEEDS ASSESSMENT (STEP 1)

### 4.1 Introduction

The Community and Stakeholder Consultation Report (2019) examines local need for a wide range of different types of open space and recreation facilities. It draws upon a range of survey and analytical techniques including a review of consultation findings from relevant studies, questionnaire surveys and one to one stakeholder interviews. The work was undertaken from February to May 2019.

Questionnaire surveys were undertaken looking at the adequacy of current provision in terms of the quantity, quality and access, in relation to the various typologies of open space. In summary, questionnaire surveys were undertaken as below:

- A general household survey – postal and online (sent to a random sample of 4,000 households, with 637 surveys completed<sup>9</sup>);
- A survey of Town and Parish councils and Ward Members; and,
- Local groups and organisations' surveys.

In addition to the above a series of one to one stakeholder interviews/surveys were undertaken.

The results of this consultation and other analyses have helped (amongst other things) to inform the content of the recommended local standards (Section 6 of this report). It has also helped the study to understand local people's appreciation of open space and outdoor recreation facilities, and the wider green infrastructure and the values attached by the community to the various forms of open spaces and facilities. This appreciation will have clear implications for the way in which open space and outdoor recreation facilities are considered as part of the review of the local plan as well as in dealing with planning applications.

This section summarises the key findings from The Community and Stakeholder Consultation Report (2019) in relation to open space under four main sections:

1. General Community Consultation;
2. Neighbouring local authorities, town and parish councils, and ward members;
3. Parks, green spaces, countryside, and rights of way; and
4. Play and youth facilities.

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<sup>9</sup> This exceeded the minimum target of 600 returns and represented 1,516 people. 637 returns provide statistically significant findings at 95% confidence level with a confidence interval of  $\pm 3.8\%$ .

## 4.2 General Community Consultation – Key Findings

This provides some key consultation findings from the household survey and from public health stakeholders.

### Quantity

- For most other kinds of open spaces/outdoor facilities the view tended to be that the quantity of provision is sufficient.
- A large majority thought that overall there are enough outdoor bowling greens (84%). Smaller but notable majorities think that in general there are enough parks/recreation grounds (64%); allotments/community gardens (59%); and tennis/netball courts (56%).
- There are a number of open space typologies that a majority of respondents suggest there is a general need for more. 66% highlight a shortfall of facilities for teenagers and just over half suggest a need for more footpaths, bridleways, cyclepaths and woodlands, wildlife areas and nature reserves.
- Other aspects where there was considered to be an overall shortfall by significant numbers (over 45%) were: MUGAs (48%); informal open spaces (47%); and Artificial Turf Pitches (46%); and

### Quality

- For all kinds of outdoor facilities/open spaces a majority of households suggested that in general they were of adequate or better quality (though the most common rating tended to be only "adequate").
- Some kinds of facilities/open spaces were rated highly in terms of quality. These include: outdoor bowling greens (57% rate them as good or very good); allotments and community gardens (50% similarly); parks and recreation grounds (49%); and woodlands, wildlife areas and nature reserves (48%).
- However, 46% of households highlighted the overall quality of outdoor facilities for teenagers as being either poor or very poor compared to 22% believing them to be good/very good. The quality of MUGAs was rated as poor or worse by 37% of respondents.

### Access

In general, a majority of household respondents report that they would not normally travel more than 15 minutes to visit the different kinds of open spaces and outdoor sport/recreation facilities. There is considerable variation however between the typologies. For example:

- 57% of user households are prepared to travel 20 minutes to visit woodlands, wildlife area and nature reserves; and 35% of these report that they would in fact travel more than 20 minutes. 50% would also travel similar lengths of time to visit the beaches/water recreation areas.
  - In contrast, for significant numbers of residents, facilities need to be much more locally accessible before they will be used (for example, play areas and park/recreation grounds).
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- 65% of users would expect play areas to be within a 10 minute travel time, of which 22% would not wish to travel more than 5 minutes.
- 58% of users would expect local parks/recreation grounds and informal open spaces to be within a 10 minute travel time, of which 16% would not wish to travel more than 5 minutes.

In general, household members will travel further to various outdoor sports facilities and MUGAs than parks and play areas:

- 66% will travel for 15 minutes to use Artificial Turf Pitches (of which 18% would travel 20 minutes – some further). 65% would travel similar lengths of time to make use of MUGAs, winter pitches and cricket pitches
- 74% will travel for 15 minutes to use outdoor bowling greens (around 20% of these would travel 20 minutes – some further). 66% would travel similar lengths of time to access Athletics facilities.

For most typologies walking is the norm, most notably for facilities such as play areas (77%); recreation grounds and parks (73%); and informal open spaces (63%). However, a majority of respondent households would normally drive to beaches/water recreation facilities (58%) and woodlands, wildlife areas and nature reserves (53%). In addition, a higher proportion of households would normally drive rather than walk to most sports facilities such as winter pitches, cricket pitches, tennis/netball courts; outdoor bowling greens; and athletic facilities.

### ***Importance of footpath/cycle access***

- 78% of households confirmed that they would be prepared to walk/cycle further if the quality of the route was improved; and 81 % also said that if the quality of the route was improved they would make the journey more often.

### **Priorities**

#### ***Open Space***

- The category highlighted by the largest number of households as a high priority for potential improvement/new provision was better footpaths, bridleway and cyclepath provision (46%) followed by woodlands, wildlife areas and nature reserves (43%).
- Other notable high priorities for improvement noted by significant numbers were parks and local recreation grounds (42%); informal open spaces (39%) and the beaches/water recreation (38%).
- Children's play areas also score quite highly as a priority need (a combined high/medium priority choice for 62% of households - 32% high/30% medium). Youth facilities were rated similarly (a combined high/medium priority choice for 61% of households - 31% high/29% medium).

## Public Health and other issues

- Adur and Worthing Councils recognise the value and importance of access to open space, sport and outdoor recreation facilities in relation to health and wellbeing to residents' quality of life.
- The overall health profile of the area is generally good compared to the England average, but there are certain areas where there are improvements to be made.
- The Public Health Strategy 2018 – 2021 highlights that everyone should have access to open spaces, and this is a key priority of the strategy.
- Examples of the Councils health projects include; Local Cycling and Walking Infrastructure Plan and Activities Strategy (see Section 3.2.2.2).
- Some sectors of the community face particular barriers to access including children, young people and some deprived wards of the area.

## 4.3 Neighbouring Local Authorities and Town/Parish Councils - Observations and key issues

### Neighbouring Local Authorities – Cross Boundary Issues

Section 3.1 of the Community and Stakeholder Consultation Report (2019) reviewed feedback from neighbouring local authorities in relation to the status of their open space strategies/associated studies and any cross-border issues of significance. The variety of documents and strategies in place (and their relevance to current planning policy) is considerable, embracing green infrastructure studies, open space strategies, and sport, recreation and play strategies. The approach adopted by each authority is very much locally derived.

A number of authorities highlighted issues relating to Green Infrastructure but relatively few cross border and wider strategic issues have been specifically identified. There may be scope for neighbouring local authorities to work more together along these lines to make the most of accessible natural green space resources and to develop additional common themes and agendas.

Examples of specific issues of cross/border and wider strategic observations noted by officers from the neighbouring authorities included:

- Arun: The main sports pitch project that potentially has cross border implications with Adur/Worthing is a community sports hub at Angmering.
- Brighton and Hove: It is understood that a section of the population from Brighton and Hove use sports facilities in Adur and Worthing<sup>10</sup>. It is expected that once the King Alfred Leisure Centre is delivered, there will be some reduction in the number of people using facilities outside of the City.

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<sup>10</sup> Regarding residents using facilities in adjacent authority areas this can work both ways. For example, Adur residents may use Brighton and Hove facilities – eg the gymnastics centre at King Alfred's.

- Horsham: It is likely residents in Horsham District, especially those in the southern section, visit facilities in Adur and Worthing and vice versa.
- South Downs: As Local Planning Authority, the SDNPA Local Plan will adopt the appropriate standards identified through such studies undertaken by the relevant district/borough/city council. Green Infrastructure is a key cross boundary strategic issue for the SDNPA. The emerging Green Infrastructure Framework identifies an area of potential opportunity for GI improvements – one of which is the coast communities to the south of the SDNP, which include Adur and Worthing.
- West Sussex County Council: Proposals recently identified through the Shoreham Area Sustainable Transport Package (STP) Feasibility Study would need to make use of some areas of green space in various local parks and recreation grounds to provide cycling infrastructure.

It is notable that many authorities are currently involved with commissioning new open space, sport and recreation related studies or updating previous strategies that are out of date.

### **Parish Councils, Neighbourhood Plans and Adur & Worthing Ward members**

Section 3.2 of the Stakeholder and Community Report (2019) provided findings from the Parish Councils' survey as well as various points highlighted by Ward members. The following are the main points drawn from the surveys focused on ward and parish councillors.

#### **General Overview**

- Worthing Borough Council's administrative area is not parished but there are two parish councils in Adur District - Lancing and Sompting. Both Parish Councils responded to the survey and provided useful information in relation to the audit of open spaces, sport, and recreation.
  - Lancing Parish Council is responsible for a number of open spaces and outdoor facilities as well as a Parish Hall and two sports pavilions. Sompting PC does not manage any open spaces or outdoor recreation facilities. It has management responsibility for the Harriet Johnson Centre.
  - Lancing Parish Council highlighted various specific needs for improvement in both outdoor and indoor provision.
  - In 2017 Sompting Parish Council submitted a Neighbourhood Plan to Adur District Council, though this was withdrawn in 2018 as the parish council wished to amend it. A revised plan is being produced. Shoreham Beach Neighbourhood Forum is in the process of developing a Neighbourhood Plan. Both neighbourhood plans are likely to cover areas of specific relevance to this study; but are in relatively early stages of the statutory Plan making process.
  - Specific comments were received from Borough/District Council Members in the following wards: Buckingham, Marine (Adur), Marine (Worthing), Northbrook, Offington, Selden, Southlands, Tarring, and Widewater.
  - The sector of the community most commonly identified as needing improved provision were children and young people/teenagers.
-

### ***Detailed responses on open space, sport and recreation typologies***

Lancing Parish Council and Adur and Worthing ward members also provided additional responses relating to aspects of quantity and quality of the various kinds of open spaces, sport and recreation facilities within the scope of the study.

## **4.4 Parks, Green Space, Countryside and Rights of Way - Key Findings**

### **Overview**

- Platforms for Places (July 2018) highlights the key role that all kinds of open spaces can have in relation to improving health and wellbeing. There is also a particular focus on how to improve this within children in the Councils area.
- Natural England suggests that the ANGst standards should be a starting point for developing a standard for accessible natural and semi natural green space. Variations from this standard should be justified.
- The Sussex Wildlife Trust provides guidance to the Councils and community groups to advise on managing and maintaining local wildlife sites and locally designated sites.
- Community groups and ‘friends of’ groups play a key role in maintaining and developing open spaces across Adur and Worthing.
- Many stakeholders also highlighted the importance of biodiversity within open spaces, and how this needs to be considered alongside providing outdoor facilities for different ages of people.
- The importance of biodiversity and the health and wellbeing benefits associated with access to good quality open space were key issues highlighted by many stakeholders throughout the consultation.

### **Quantity**

- The Head of Parks and Foreshores notes that broadly there seems to be enough open spaces in total, but that demand is likely to increase as the population of the area increases.
- The majority of community organisations also thought that there was enough open space.
- The household survey highlighted that there was a need for more footpaths, bridleways and cyclepaths (52%) and woodlands, wildlife areas and nature reserves (51%).
- Generally, households thought there was enough provision of the other types of open space.

### **Quality**

- The Heads of Parks and Foreshores noted that the quality of open spaces is broadly good especially within parks and recreation grounds and play spaces.
  - It was also suggested that improvements to the quality of PROWs, cycle paths and bridleways could be made to improve the quality and access potential.
-

- The household survey highlighted that for all kinds of outdoor facilities/open spaces, the majority of households thought that generally they were of adequate or better quality (although the most common rating was adequate).
- There were a few kinds of facilities/open spaces that were rated as high quality in the household survey. These included outdoor bowling greens (57% rated as good or very good), allotment and community gardens (50%); parks and recreation grounds (49%) and woodlands, wildlife areas and nature reserves (48%).
- 46% of households rated the quality of facilities for teenagers as being poor or very poor. The quality of MUGAs was also rated as poor or very poor by 37% of respondents.
- Informal/amenity open space and wildlife areas, nature reserves and woodlands were rated as good or adequate by community groups.
- Water recreation, allotments and footpaths, bridleways and cycle paths all had a majority of community groups rating them as poor quality.

### Access

- Households suggested that they would walk to most typologies, most notably to facilities such as play areas (77%), parks and recreation grounds (73%) and informal open spaces (63%).
- A majority of respondents would normally drive to beaches/water recreation facilities (58%) and woodlands, wildlife areas and nature reserves (53%).
- A small majority would also cycle to facilities, including 15% to footpaths, bridleways and cycle paths.

### Other points raised

- Access to the South Downs is frequently mentioned as a barrier for more people accessing natural green space. Barriers include physical access of lack of PROWs, cycle paths and bridleways, but also a lack of information.
- The Heads of Parks and Foreshores noted that the area has no tree policy strategy, which is important to have to protect all trees within open spaces.

## 4.5 Play Areas and Youth Facilities - Key Findings

### Quantity

- Parish councils and ward members thought that overall there are enough play spaces but a lack of youth facilities. The type of youth facilities available is also variable across Adur and Worthing.
  - Young people and community organisations believed there were enough play spaces but highlighted that there are not enough outdoor youth facilities especially located within parks and recreation grounds.
  - Across all stakeholders consulted it was suggested that there is a lack of MUGA provision.
  - The majority of households (55%) think there are enough children's play areas.
-

- On the other hand, a larger proportion of households (66%) think there is the need for more facilities for teenagers.

### **Quality**

- Parish councils and ward members also highlighted that there are quality improvements to be made amongst provision and that key quality issues include vandalism and anti-social behaviour.
- Young people highlighted that provision was of poor quality, with issues of outdated equipment, vandalism and litter.
- Within the household survey, youth provision was not rated as high in quality with 32% of respondents rating them as adequate and 29% rating them as poor.
- Children’s play spaces were rated higher in quality in the household survey, with 40% rating them as good and 38% rating them as adequate.

### **Access**

- There were no issues with access brought up by any of the stakeholders.
- Lancing Parish Council did note that open spaces should be easy to get to by all members of the community.
- The majority of households (43%) would expect children’s play spaces to be within a 6 – 10-minute travel time.
- It was clear that respondents would expect to travel between 6 – 15 minutes to youth provision with 34% willing to travel 11 – 15 minutes and 32% willing to travel to 6 – 10 minutes.
- A clear majority of households (45%) would expect to travel 11 – 15 minutes to MUGAs.

### **Priorities for improvement**

- Stakeholders clearly identified a need for more youth provision across the area to include a range of types of provision such as skateparks, BMX, basketball courts.
- The need to improve the quality of play spaces and youth provision was highlighted by both parish councils and ward members along with young people. The key quality improvements include updating old equipment, reducing the amount of litter and trying to reduce anti-social behaviour.

### **Other issues/general observations**

- As the demographic of the area changes and the population increases with more families moving into the area, there will be a need for more play spaces and youth provision.
  - The lack of open spaces for teenagers within Adur and Worthing has caused young people to “hang out” within town centres.
-

- Play England and FiT provide useful guidance on play and spatial planning; play space design; and managing risk in play. Some of these could be adopted as guidance and Supplementary Planning Document (SDP)<sup>11</sup>.

#### 4.6 Concluding remarks

Response levels to the residents' survey, parish council surveys and from other stakeholders have been high<sup>12</sup>. This has ensured that a wide and diverse range of views from local people with an interest in open space and outdoor sport/recreation facilities have influenced the findings of the study.

There is a strong degree of consistency across the various sources on key areas of local and strategic need/aspirations, from which we can be confident that the findings are robust and reliable. This provides a strong evidence base to be combined with the detailed sites' audit and analysis.

The findings provide evidence to support the spatial planning standards recommended for the different typologies of open space (see Section 6).

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<sup>11</sup> SPDs need to 'hang off' a relevant planning policy.

<sup>12</sup> The residents survey provided 637 returns exceeding the target response of 600. There was a 100% response rate from neighbouring local authorities and parish councils and a 27% response rate from stakeholders (stakeholders include council officers, community organisations, strategic organisations and play and youth organisations). Please see the Community and Stakeholder Consultation Report (2019) for full details.

## 5.0 AUDIT OF EXISTING OPEN SPACE ASSETS

### 5.1 General approach

This section sets out the open space typologies which have had new standards developed as part of this Study, and those which have been mapped, but do not have standards. The typologies of open space have drawn on guidance provided within PPG17, and through discussions with the project Steering Group. The agreed list of typologies is seen to be locally derived and appropriate for the type and range of open spaces that exist within the study area.

Although sites have been categorised into different typologies, the multifunctionality of different types of open space is important to recognise e.g. amenity green space, accessible natural green space, parks and recreation grounds and allotments may all provide numerous functions such as providing space for recreation, habitat for wildlife conservation, flood alleviation, improving air quality, and providing food growing opportunities. Linked to this are the intrinsic benefits of open space, such as providing an attractive landscape for improving health and wellbeing.

It should be noted that the typologies mapping is as accurate as possible (as of July 2019) following cross checking with the council's GIS layers, desktop mapping, consultation with parish councils and site visits.

The following typologies have been used in this assessment:

Table 5.1 Adur and Worthing Councils' typologies

Typologies mapped with standards	Typologies mapped but no standards <sup>13</sup>
<ul style="list-style-type: none"> <li>• Allotments</li> <li>• Amenity Green Space (&gt;0.15ha)</li> <li>• Park and Recreation Grounds:               <ul style="list-style-type: none"> <li>- Parks and Recreation Grounds</li> <li>- Outdoor Sports Space (Fixed)</li> </ul> </li> <li>• Play Space (Children and youth)</li> <li>• Accessible Natural and Semi Natural Greenspace</li> </ul>	<ul style="list-style-type: none"> <li>• Beaches and Coastal Land</li> <li>• Civic Space</li> <li>• Green Corridors</li> <li>• Churchyards and Cemeteries</li> <li>• Education</li> <li>• Outdoor Sport (Private)</li> </ul>

### 5.2 Typologies with Standards

#### 5.2.1 Allotments

Allotments provide areas for people to grow their own produce and plants. It is important to be clear about what is meant by the term 'Allotment'. The Small Holdings and Allotments Act 1908 obliged local authorities to provide sufficient allotments and to let them to persons living in their areas where they considered there was a demand. The Allotment Act of 1922 defines the term 'allotment garden' as:

<sup>13</sup> An explanation for not developing standards for these typologies is outlined in the following sections

***“an allotment not exceeding 40 poles<sup>14</sup> in extent which is wholly or mainly cultivated by the occupier for the production of vegetable or fruit crops for consumption by himself or his family”***

The Allotments Act of 1925 gives protection to land acquired specifically for use as allotments, so called Statutory Allotment Sites, by the requirement for the need for the approval of Secretary of State in event of sale or disposal. Some allotment sites may not specifically have been acquired for this purpose. Such allotment sites are known as “temporary” (even if they have been in use for decades) and are not protected by the 1925 legislation.

### **5.2.2 Amenity Green Space**

The category is considered to include those spaces (above 0.15ha in size) open to free and spontaneous use by the public, but neither laid out nor managed for a specific function such as a park, public playing field or recreation ground; nor managed as an accessible natural or semi-natural habitat. These areas of open space will be of varied size, but are likely to share the following characteristics:

- Unlikely to be physically demarcated by walls or fences.
- Predominantly lain down to (mown) grass.
- Unlikely to have identifiable entrance points (unlike parks).
- They may have shrub and tree planting, and occasionally formal planted flower beds.
- They may occasionally have other recreational facilities and fixtures (such as play equipment, informal football or ball courts).

Examples might include both small and larger informal grassed areas in housing estates and general recreation spaces. They can serve a variety of functions dependent on their size, shape, location and topography. Some may be used for informal recreation activities, whilst others by themselves, or else collectively, contribute to the overall visual amenity of an area.

Amenity green spaces smaller than 0.15 ha are not included within the analysis for this typology, as it is considered that these sites will have limited recreation function and therefore should not count towards open space provision.

### **5.2.3 Park and Recreation Grounds**

This typology brings together the function of Parks and Recreation Grounds and Outdoor Sports Space as identified in the former PPG17 typology. The distinction between the two typologies in the study area is blurred, with very few formal gardens and many parks and/or outdoor sports space having multi-functions used for both informal and formal recreation. The consultation undertaken indicated that people refer to their local park or rec, and communities do not make a distinction between outdoor sports space and parks and

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<sup>14</sup> 40 Poles equals 1,210 square yards or 1,012 square metres. A Pole can also be known as a Rod or Perch

recreation grounds. Therefore, for the study an overarching typology for Park and Recreation Grounds has been used.

For the purpose of this study, a Park and Recreation Ground is defined as an open space that:

- Has at least two facilities e.g. a children’s play area and tennis courts, or;
- Has provision for formal sport e.g. football or cricket pitch (informal football would be excluded); and
- Is local authority managed (or Town/Parish council managed), for general public access.

Those outdoor sports grounds which are privately managed and have varying levels of public access are mapped as Outdoor Sport (Private). We will identify those sites that allow informal recreation such as dog walking, and these spaces will be considered in the access analysis along with parks and recreation grounds.

The Parks and Recreation Ground typology comprises the general open space surrounding play areas, sports facilities etc. used for general recreation and includes those areas laid out as pitches or fixed facilities such as tennis and bowls (although the pitches and fixed facilities themselves have not been separately mapped) which are accessible i.e. they can be walked over/used informally. Pitches or facilities which have no access e.g. they are fenced off and/or only open to members or clubs have been mapped as Outdoor Sport (Private) and are not included within the quantity analysis for parks and recreation grounds. The Separate Playing Pitch Strategy provides the detail around the locations of pitches and fixed facilities.

The quantity figure for Parks and Recreation Grounds excludes the provision of children and youth play spaces which have been mapped separately/have a separate typology.

Parks and Recreation Grounds take on many forms, and may embrace a wide range of functions including:

- Play space of many kinds;
- Provision for a range of formal pitch and fixed sports;
- Informal recreation and sport;
- Providing attractive walks and cycle routes to work;
- Offering landscape and amenity features;
- Areas of formal planting;
- Providing areas for ‘events’;
- Providing habitats for wildlife;
- Dog walking.

The recommended standards for this typology are intended to provide sufficient space for sports facilities, pitches and ancillary space e.g. footpaths, landscaping etc. The emerging Playing Pitch Strategy should be referred to for evidence relating to recommendations for

playing pitch requirements and their provision<sup>15</sup>. The quantity standard is designed to be flexible so the local authority can make the case for what type of open space/facilities are required where there are multiple use opportunities for example, or where one use is needed more than another – this would be justified on the analysis of particular local circumstances and on a case-by-case basis.

#### **5.2.4 Play Space (Children and Youth)**

It is important to establish the scope of the Study in terms of this type of open space. Children and young people will play/'hang out' in almost all publicly accessible "space" ranging from the street, town centres and squares, parks, playing fields, "amenity" grassed areas etc. as well as the more recognisable play and youth facility areas such as equipped playgrounds, youth shelters, BMX and skateboard parks and Multi Use Games Areas (MUGAs) etc. Clearly many of the other types of open space covered by this Study will therefore provide informal play opportunities.

To a child, the whole world is a potential playground: where an adult sees a low wall, a railing, kerb or street bench, a child might see a mini adventure playground or a challenging skateboard obstacle. Play should not be restricted to designated 'reservations' and planning and urban design principles should reflect these considerations.

However, there are a number of recognised types of play area including Local Areas for Play (LAPs), Local Equipped Areas for Play (LEAPs), Neighbourhood Equipped Areas for Play (NEAPs), school playgrounds, informal ball courts, and 'hang out' areas.

The Study has recorded the following:

- Play Space (Children)
- Play Space (Youth) i.e. Teenage Facilities

The former comprises equipped areas of play that cater for the needs of children up to and around 12 years of age. The latter comprises informal recreation opportunities for, broadly, the 13 to 16/17 age group, and which might include facilities like skateboard parks, basketball courts, BMX ramps and 'free access' MUGAs. In practice, there will always be some blurring around the edges in terms of younger children using equipment aimed for youths and vice versa.

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<sup>15</sup> It should be noted that playing pitches are not only provided within parks and recreation grounds, and the parks and recreation grounds typology/standard therefore will only accommodate a proportion of the requirements for new pitches. The PPS calculations do not include those pitches/facilities which fall within parks and recreation grounds, in order to avoid double counting.

### 5.2.5 Accessible Natural and Semi Natural Greenspace

For the purpose of the open space element of the study, accessible natural and semi natural space covers a variety of spaces including meadows, woodland, copses, river valleys and lakes all of which share a trait of having natural characteristics and biodiversity value and are also partly or wholly accessible for informal recreation.

The South Downs National Park provides access to the countryside through the rights of way network. It was not the intention of this audit to survey and map all these areas, but to focus on sites where there are definitive boundaries or areas of natural green space which have some form of public access. In some cases, access may not be fully clear, however, there is evidence of some level of informal use and access.

Some sites may provide access in different ways, for example, rivers or lakes are often used for water recreation (e.g. canoeing, fishing, sailing). Whilst access may not be available fully across all areas of these sites (e.g. the middle of a lake or dense scrub in a woodland), the whole site has been included within the assessment.

Some natural spaces have no access at all, and whilst they cannot be formally used by the general community, they can be appreciated from a distance, and contribute to visual amenity, green infrastructure and biodiversity. Whilst every effort was made to exclude these spaces from the open space assessment, as already identified, in certain sites access may not always be clear.

The local consultation and research elsewhere (Natural England<sup>16</sup>) have identified the value attached to natural spaces for recreation and emotional well-being. A sense of ‘closeness to nature’ with its attendant benefits for people is something that is all too easily lost in urban areas. Accessible natural green spaces can also make important contributions towards local Biodiversity Action Plan targets and can also raise awareness of biodiversity values and issues.

## 5.3 Typologies with no standards

### 5.3.1 Beaches and Coastal Land

The shingle beaches along the south coast provide space for informal recreation and include important wildlife habitat such as Shoreham Beach Local Nature Reserve.

Whilst no specific quantity or access standards are proposed for this typology, as it would not be appropriate to set requirements for existing or new provision, the study does include an assessment of the resource.

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<sup>16</sup> Natural England have published a variety of health and the natural environment publications at <http://publications.naturalengland.org.uk/category/127020>

### **5.3.2 Civic Space**

Civic and market squares and other hard surfaced areas designed for pedestrians have been identified and mapped, as it is recognised that these provide important space for community events and areas for ‘hanging out’. No standards for provision, access or quality have been set as part of this study.

### **5.3.3 Green Corridors**

Green corridors are those sites that offer opportunities for walking, cycling or horse riding, for leisure purposes or travel and offer opportunities for wildlife migration. Strategically important routes have been identified and mapped where known, but standards for quantity and access have not been set.

### **5.3.4 Churchyards and Cemeteries**

The Study Area has numerous churches and cemeteries, and these provide significant aesthetic value and space for informal recreation such as walking and relaxing. Many are also important in terms of biodiversity. Their importance for informal recreation, aesthetic value and contribution towards biodiversity must be acknowledged, and as such, investment in their upkeep, maintenance and quality is an important factor. Churchyards and Cemeteries have been identified and mapped where known, however, no quantity or access standard for provision will be set, as it is outside the scope of this study to make recommendations related to requirements for new provision.

### **5.3.5 Education**

Many schools and colleges have open space and sports facilities within their grounds. This may range from a small playground to large playing fields with several sports pitches. More often than not, public access to these spaces is restricted and often forbidden. Nevertheless, many of the sports facilities are used by local people on both an informal and formal basis.

Sports clubs may have local informal arrangements with a school to use their pitches, and in some cases more formal ‘dual-use’ agreements may be in place. School grounds can also contribute towards the green infrastructure and biodiversity of an area.

Quantity and access standards are not being proposed for education sites. This is because they are not openly accessible to the public and whilst important to the local community, there is less opportunity for the Council to influence their provision and management. Furthermore, community access to education sites will be assessed within the separate playing pitch strategy for Adur and Worthing.

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### 5.3.6 Outdoor Sport (Private)

Outdoor sports spaces which are privately managed and which may have varying levels of public access (e.g. private sports grounds), have also been recorded and mapped where known. For each Outdoor Sport (Private) space, we will note whether there is access for informal recreation such as dog walking, and these spaces will be included in the access analysis along with parks and recreation grounds.

This typology includes golf courses, where more often than not, public access is restricted. Nevertheless, these facilities are used by local people and they form part of the Green Infrastructure network. This typology also includes fixed outdoor sports space (including tennis courts and bowling greens) which are privately managed, and not freely accessible.

## 5.4 Existing provision of open space

### 5.4.1 Open space provision across the study area

The existing provision of open space is based on the desktop mapping and site surveys undertaken by Ethos Environmental Planning which included:

- analysis of existing GIS data held by the Councils and from other sources such as the Ordnance Survey Greenspace layer;
- desktop mapping of open space from aerial photography;
- liaison with council officers; and
- Site visits to check accessibility, boundaries, typologies and complete quality audits.

We understand that new sites will come forward and there may have been sites that are used by the local community that have not been recorded. Local communities are encouraged to share this information with the Councils for future updates of this assessment.

The following table shows the existing provision of open space in hectares and ha/1000 population and numbers of sites across the Study Area and by Local Authority Area (as at July 2019). Tables 5.2 and 5.3 show the breakdown (in ha and ha/1000) by Ward.

*Table 5.1 Summary of existing provision of open space across the Study Area*

Typology	Adur			Worthing			Full Study Area		
	Ha	Ha/1000	No. of sites	Ha	Ha/1000	No. of sites	Ha	Ha/1000	No. of sites
Allotments	15.32	0.24	17	15.89	0.14	10	31.21	0.18	27
Amenity Green Space	44.27	0.69	40	43.95	0.4	43	88.22	0.51	83
Parks and Recreation Grounds	48.94	0.77	19	90.05	0.82	26	138.99	0.8	45
Play (Child)	2.45	0.04	29	2.91	0.03	29	5.36	0.03	58
Play (Youth)	0.62	0.01	17	0.51	0.00	16	1.13	0.01	33

<b>Accessible Natural Green Space</b>	175.64	2.76	8	279.75	2.55	14	455.39	2.63	22
<b>Cemeteries and Churchyards</b>	11.7	0.18	22	24.95	0.23	25	36.65	0.21	47
<b>Education</b>	125.61	1.97	22	76.73	0.7	32	202.34	1.17	54
<b>Outdoor Sport (Private)</b>	20.64	0.32	13	10.75	0.1	23	31.39	0.18	36

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## 5.4.2 Open space provision by Ward

Table 5.2 Existing provision of open space (hectares) by Ward

Ward	Allotments	Amenity Green Space	Parks and Recreation Grounds	Play (Child)	Play (Youth)	Accessible Natural Green Space	Cemeteries and Churchyards	Education	Outdoor Sport (Private)
<b>Adur</b>	<b>15.32</b>	<b>44.27</b>	<b>48.94</b>	<b>2.45</b>	<b>0.62</b>	<b>175.64</b>	<b>11.7</b>	<b>125.61</b>	<b>20.64</b>
Buckingham	0	0.48	14.54	0.18	0.03	13.37	0	0	0.53
Churchill	0	0.53	1.02	0.31	0	0	0	0	0
Cokeham	0.51	0.84	0	0.03	0	15.17	1.88	8.23	0
Eastbrook	4.47	1.6	6.14	0.24	0.18	0	0.12	3.59	1.59
Hillside	1.7	3.62	1.15	0.24	0.1	65.04	1.97	5.24	0
Manor	1.89	0	5.62	0.16	0	46.01	1.07	67.21	0.56
Marine	0	9.43	1.71	0.32	0	0.02	0.11	0.4	0
Mash Barn	0.04	20.44	3.68	0.25	0.03	0	0	3.1	15.21
Peverel	0	0.53	6.38	0.15	0.08	26.93	1.11	13.46	0
Southlands	0.39	1.24	0.25	0.04	0.02	0	0	0	0
Southwick Green	0.93	2.4	1.02	0.06	0	0	1.21	15.01	1.68
St. Mary's	3.99	1.42	1.87	0.17	0.09	0	0.84	6.31	1.07
St. Nicolas	0.95	0.96	0	0.04	0	0	3.2	0.69	0
Widewater	0.45	0.78	5.56	0.26	0.09	9.1	0.19	2.37	0
<b>Worthing</b>	<b>15.89</b>	<b>43.95</b>	<b>90.05</b>	<b>2.91</b>	<b>0.51</b>	<b>279.75</b>	<b>24.95</b>	<b>76.73</b>	<b>10.75</b>
Broadwater	0.67	0.45	1.47	0.23	0.04	0	0	8.77	0
Castle	0.19	2.83	5.92	0.24	0.02	28.36	0.29	18.34	0.84
Central	0	1.22	12.79	0.41	0.14	0	0.43	2.36	0.43
Durrington	0	0.38	4.09	0.19	0.04	0	0.07	0	0
Gaisford	0	0	4.48	0.12	0	0	6.15	13.97	2.12
Goring	0	16.19	7.49	0.05	0	30.14	0.68	9.85	0
Heene	0	0.26	0	0	0	0	0.53	0	0
Marine	0.37	1.07	2.34	0.2	0.02	0	0.05	0.42	3.4
Northbrook	2.52	18.69	13.31	0.94	0.13	10.32	0	5.27	2.36
Offington	0.34	2.08	13.42	0.04	0.01	180.36	15.42	8.35	1.12
Salvington	0	0.34	9.34	0.19	0.06	30.57	0.61	2.35	0
Selden	5.2	0.44	13.85	0.14	0	0	0.24	5.93	0.21
Tarring	6.6	0	1.55	0.16	0.05	0	0.48	1.12	0.27

Ward	Allotments	Amenity Green Space	Parks and Recreation Grounds	Play (Child)	Play (Youth)	Accessible Natural Green Space	Cemeteries and Churchyards	Education	Outdoor Sport (Private)
<b>Full Study Area</b>	<b>31.21</b>	<b>88.22</b>	<b>138.99</b>	<b>5.36</b>	<b>1.13</b>	<b>455.39</b>	<b>36.65</b>	<b>202.34</b>	<b>31.39</b>

Table 5.3 Existing provision of open space (hectares per 1000 population) by Ward

Ward	Allotments	Amenity Greenspace	Parks and Recreation Grounds	Play (Child)	Play (Youth)	Accessible Natural Greenspace	Cemeteries and Churchyards	Education	Outdoor Sport (Private)
<b>Adur</b>	<b>0.24</b>	<b>0.69</b>	<b>0.77</b>	<b>0.04</b>	<b>0.01</b>	<b>2.76</b>	<b>0.18</b>	<b>1.97</b>	<b>0.32</b>
Buckingham	0	0.12	3.7	0.05	0.01	3.41	0	0	0.13
Churchill	0	0.12	0.23	0.07	0	0	0	0	0
Cokeham	0.11	0.19	0	0.01	0	3.35	0.41	1.81	0
Eastbrook	0.95	0.34	1.3	0.05	0.04	0	0.03	0.76	0.34
Hillside	0.39	0.84	0.27	0.06	0.02	15.01	0.45	1.21	0
Manor	0.43	0	1.27	0.04	0	10.36	0.24	15.14	0.13
Marine	0	1.98	0.36	0.07	0	0	0.02	0.08	0
Mash Barn	0.01	4.61	0.83	0.06	0.01	0	0	0.7	3.43
Peverel	0	0.12	1.48	0.03	0.02	6.23	0.26	3.11	0
Southlands	0.09	0.3	0.06	0.01	0	0	0	0	0
Southwick Green	0.21	0.53	0.23	0.01	0	0	0.27	3.33	0.37
St. Mary's	0.77	0.27	0.36	0.03	0.02	0	0.16	1.22	0.21
St. Nicolas	0.24	0.24	0	0.01	0	0	0.8	0.17	0
Widewater	0.08	0.13	0.93	0.04	0.02	1.52	0.03	0.4	0
<b>Worthing</b>	<b>0.14</b>	<b>0.4</b>	<b>0.82</b>	<b>0.03</b>	<b>0.00</b>	<b>2.55</b>	<b>0.23</b>	<b>0.7</b>	<b>0.1</b>
Broadwater	0.07	0.05	0.15	0.02	0	0	0	0.91	0
Castle	0.02	0.32	0.67	0.03	0	3.23	0.03	2.09	0.1
Central	0	0.11	1.17	0.04	0.01	0	0.04	0.22	0.04
Durrington	0	0.07	0.71	0.03	0.01	0	0.01	0	0
Gaisford	0	0	0.46	0.01	0	0	0.63	1.43	0.22
Goring	0	2	0.93	0.01	0	3.73	0.08	1.22	0
Heene	0	0.03	0	0	0	0	0.06	0	0
Marine	0.04	0.13	0.28	0.02	0	0	0.01	0.05	0.41
Northbrook	0.44	3.27	2.33	0.16	0.02	1.81	0	0.92	0.41

Ward	Allotments	Amenity Greenspace	Parks and Recreation Grounds	Play (Child)	Play (Youth)	Accessible Natural Greenspace	Cemeteries and Churchyards	Education	Outdoor Sport (Private)
Offington	0.04	0.26	1.67	0	0	22.51	1.92	1.04	0.14
Salvington	0	0.04	1.04	0.02	0.01	3.42	0.07	0.26	0
Selden	0.61	0.05	1.62	0.02	0	0	0.03	0.69	0.02
Tarring	0.76	0	0.18	0.02	0.01	0	0.06	0.13	0.03
<b>Full Study Area</b>	<b>0.18</b>	<b>0.51</b>	<b>0.8</b>	<b>0.03</b>	<b>0.01</b>	<b>2.63</b>	<b>0.21</b>	<b>1.17</b>	<b>0.18</b>



## 6.0 THE DEVELOPMENT OF STANDARDS

### 6.1 General

Following the completion of the assessment of local needs and the audit of provision (the first two steps of this study), new standards of provision for open space have been set. This section explains how the standards for the study area have been developed and provides specific information and justification for each of the typologies where standards have been developed.

The standards for open space have been developed in accordance with the NPPF. Standards comprise the following components:

- **Quantity standards:** These are determined by the analysis of existing quantity, consideration of existing local and national standards and benchmarks and evidence gathered from the local needs assessment. It is important that quantity standards are locally derived and are realistic and achievable. The recommended standards need to be robust, evidence based and deliverable through new development and future mechanisms of contributions through on-site or off-site provision.
- **Accessibility standards:** These reflect the needs of all potential users including those with physical or sensory disabilities, young and older people alike. Spaces likely to be used on a frequent and regular basis need to be within easy walking distance and to have safe access. Other facilities where visits are longer but perhaps less frequent, for example country parks, can be further away. Consideration is also given to existing local or national standards and benchmarks.
- **Quality standards:** The standards for each form of provision are derived from the quality audit, existing good practice and from the views of the community and those that use the spaces. Again, quality standards should be achievable and reflect the priorities that emerge through consultation.

The standards that have been set are for **minimum guidance levels of provision**. So, just because geographical areas may have levels of open space provision exceeding the minimum standards, does not mean there is a surplus, as other factors need to be taken into consideration, such as the quality of provision and access to open space i.e. The quantity, accessibility and quality standards need to be considered together – they should not be considered in isolation.

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## 6.2 Allotments

Table 6.1 Summary of quantity and access standard for allotments

Quantity Standard	Access Standard
0.20 ha/1000 population	720 metres (15 minutes walk-time)

### *Existing national or local standards*

National standards for allotments and other such open spaces are difficult to find. The closest thing to such standards appears to be those set out by the National Society of Allotment and Leisure Gardeners (NSALG). These are as follows:

- Standard Plot Size = 330 sq yards (250sqm)
- Paths = 1.4m wide for disabled access
- Haulage ways = 3m wide
- Plotters shed = 12sqm
- Greenhouse = 15sqm
- Polytunnel = 30sqm

The previous joint Open Space Study (2014) for both local authorities recommended 0.16 hectares/1000 people within a 10-minute walk or drive.

### *Justification of a new quantity standard for allotments*

- 78% of all respondents from the household survey ‘never’ use allotments, meaning this is the least used type of open space.
- The existing average level of provision across the study area is 0.18 ha/1000 population.
- The household survey identified 32% of people who felt there should be more allotments, however, 59% felt there are enough. 10% thought there were too many;
- Those responsible for managing local authority allotments in the study area stress that provision is not evenly spread across the population. In Worthing Borough there are some waiting lists.
- The views of relevant groups and societies suggest a perceived shortfall in allotment space overall.
- The value of allotments (and other open spaces) in providing access to outdoor physical activity and associated benefits for health and wellbeing, both physical and mental is recognised by various agencies and organisations.
- The propensity for higher density new housing with smaller gardens is likely to increase demand.
- With the above in mind, a small increase against the existing average level of provision is justified. Therefore, a standard of 0.20 ha/1000 is proposed for analysing existing provision and for new provision, which is a small increase against the previous standard.

### ***Justification of a new access standard for allotments***

- Responses received in relation to acceptable travel times to allotments from the household survey identified a mixed response, with 15% wanting allotments within 5 minutes, 30% between 6 to 10 minutes, 33% between 11 to 15 minutes; 13% between 16 to 20 minutes; and, 9% over 20 minutes. The majority of respondents suggested their preferred mode of transport would be walking.
- This suggests that people do not want to travel far to reach their allotment; however, it is considered that the availability of allotments is more important than having them very close to home, nevertheless there is some demand for facilities relatively nearby. Therefore, a standard of no more than 15 minutes' walk-time (720m metres straight-line walk) is proposed.

### ***Justification of a new quality standards for allotments***

The household survey identified that 50% of respondents thought that allotments were either good or very good quality, whereas 38% thought they were adequate, and 19% thought they were either poor or very poor. Allotment sites were not subject to quality audits as part of this study, this was agreed by the project group as the majority of allotments are locked/not accessible.

The views of relevant local groups and societies suggest a perception that allotments are of generally good quality. Self-management of allotments by local societies has been viewed as successful.

However, a number of general recommendations are made in relation to quality, which should include the following where the landscape allows this:

- Well-drained soil which is capable of cultivation to a reasonable standard.
- A sunny, open aspect preferably on a southern facing slope.
- Limited overhang from trees and buildings either bounding or within the site.
- Adequate lockable storage facilities, and a good water supply within easy walking distance of individual plots where possible.
- Provision for composting facilities or ability to compost on the allotment.
- Secure boundary fencing.
- Good access within the site both for pedestrians and vehicles where possible.
- Good vehicular access into the site and adequate parking and manoeuvring space where possible.
- Disabled access.
- Notice boards.

## **6.3 Amenity Green Space**

*Table 6.2 Summary of quantity and access standard for amenity green space*

<b>Quantity Standard</b>	<b>Access Standard</b>
0.60 ha/1000 population (minimum size 0.15 ha))	480 metres or 10 minutes' walk time

### ***Existing national or local standards***

The Fields in Trust (Previously known as the National Playing Fields Association) Guidance for Outdoor Sport and Play report ‘Beyond the Six Acre Standard’ (2018) proposes a benchmark guideline of 0.6ha/1000 population of amenity green space, and a walking distance guideline of 480m. FIT recommend that the quantity guidelines are adjusted to take account of local circumstances.

The previous joint Open Space Study (2014) for both local authorities recommended 0.82 hectares/1000 people within a 5-minute walk.

### ***Justification of a new quantity standard for amenity green space***

- Existing average level of provision in the study area is 0.51 ha/1000 population (for sites greater than 0.15 ha in size).
- The household survey suggests that 30% of residents used amenity green space daily; a further 16% at least weekly; and 27% at least monthly. The other 27% used such space less often or never.
- The household survey identified that 47% of people felt there was a need for more informal open space areas, whilst 52% felt there was enough.
- Provision varies by Ward with some areas falling well below the average, and others exceeding it.
- Considering the above factors, a minimum standard of 0.60 ha/1000 is recommended for analysing existing provision and for new provision of amenity green space, which is close to the average existing provision level within the study area, and consistent with the FIT guidance (but lower than the 2014 Open Space Study).
- Where a development would result in less than 0.15ha of amenity green space, it will be provided as a single space. For developments that result in more than 0.15ha of amenity green space, the minimum size considered acceptable is 0.15ha. This will avoid a proliferation of small amenity spaces which have no real recreation function.
- When delivering new provision, consideration should be given to combining this with the accessible natural green space standard (i.e. a combined standard of 1.60 ha/1000) in order to provide bigger, more biodiverse spaces.

### ***Justification of a new access standard for amenity green space***

- Responses received in relation to acceptable travel times to informal open space from the household survey identified that people expect informal open space/amenity green space to be relatively close by, with 55% expecting informal open spaces to be within a 10 minute travel time (of which 25% expecting to travel no more than 5 minutes) and a further 21% expecting to travel no more than 15 minutes; and 12% expecting to travel no more than 20 minutes. The preferred mode of transport is by foot (63%).
- This mix in responses indicates that in general, people want amenity green spaces close by, and therefore a standard of no more than 480m (10 minutes’ walk-time) is proposed. This is greater than the recommended standard within the 2014 Assessment of 5 minutes, however, it is considered that an access standard of 10

minutes is more achievable and realistic, and it is backed up by the consultation which indicated a mix in acceptable travel times.

### ***Justification of a new quality standard for amenity green space***

The household survey revealed that the majority (40%) of respondents think that the quality of informal open space is generally adequate, with 42% rating it as either good or very good quality; and 17% rating it as poor.

The audit of provision as well as the consultation has identified the importance attached by local people to open space close to home. The value of ‘amenity green space’ must be recognised especially within housing areas, where it can provide important local opportunities for play, exercise and visual amenity that are almost immediately accessible. On the other hand, open space can be expensive to maintain and it is very important to strike the correct balance between having sufficient space to meet the needs of the community for accessible and attractive space, and having too much which would be impossible to manage properly and therefore a potential liability and source of nuisance. It is important that amenity green space should be capable of use for at least some forms of public recreation activity.

It is therefore recommended that in addition to the minimum size threshold identified above (0.15ha), that all amenity green space should be subject to landscape design, ensuring the following quality principles:

- Capable of supporting informal recreation such as a kickabout, space for dog walking or space to sit and relax;
- Include high quality planting of native trees and/or shrubs to create landscape structure and biodiversity value, in order to maximise natural capital and ecosystem services<sup>17</sup>;
- Include paths along main desire lines (lit where appropriate); and,
- Be designed to ensure easy maintenance.

## **6.4 Parks and Recreation Grounds**

*Table 6.3 Summary of quantity and access standard for parks and recreation grounds*

<b>Quantity Standard</b>	<b>Access Standard</b>
0.80 ha/1000 population	720 metres (15 minutes’ walk time)

### ***Existing national or local standards***

The Fields in Trust (FIT) Guidance for Outdoor Sport and Play report ‘Beyond the Six Acre Standard’ (2018) proposes a benchmark guideline of 0.80ha/1000 population for parks and

<sup>17</sup> Natural Capital is the world’s stocks of natural assets which include geology, soil, air, water and all living things. We derive from natural capital a wide range of services, often called ecosystem services, which make human life possible and include production of food and water, regulation of floods, and non-material benefits such as recreational and spiritual benefits.

gardens, with a walking distance guideline of 710m. In addition to this they also recommend the following standards:

- Playing pitches: 1.20ha/1000 population with a walking distance of 1,200m
- All outdoor sports: 1.6ha/1000 population with a walking distance of 1,200m
- Equipped/designated play areas: 0.25ha/1000 population, with a walking distance of 100m for Local Areas for Play (LAPs), 400m for Local Equipped Areas for Play (LEAPs) and 1000m for Neighbourhood Equipped Areas for Play (NEAPs).
- Other outdoor provision (MUGAs and skateboard parks): 0.30ha/1000 population and a walking distance of 700m.

The previous joint Open Space Study (2014) for the two local authorities recommended as quantity standard of 0.26 hectares/1000 population, within a 15 minute walk time.

### ***Justification of a new quantity standard for parks and recreation grounds***

- Existing average level of provision of parks and recreation grounds in the study area is 0.8 ha/1000 population;
- The household survey highlighted that 20% of respondents used a park or recreation ground almost every day; 47% at least weekly; and, 34% at least monthly.
- The household survey identified that 54% of people felt there were enough parks and recreation grounds (compared to 36% who felt there was a need for more).
- The consultation revealed a view shared by some key stakeholders that future population growth might lead to increased demand for additional park and recreation ground space.
- A proposed standard of 0.8 ha/1000 population (in line with existing provision levels) is therefore proposed for assessing existing provision and for assessing requirements for new provision of publicly accessible facilities.
- It should be noted that this standard is intended to provide sufficient space for pitches, fixed outdoor sport facilities and ancillary space e.g. footpaths, flower beds etc (Children and youth play space is provided in addition to this standard). The separate Playing Pitch Strategy will deal with some of the detail around the requirements for pitches. The proposed standard is designed to be flexible so that the councils can make the case for what open space/facilities are required.
- Although the importance of private sports space is acknowledged, these facilities are not afforded protection under this study, but are covered under the separate Playing Pitch Strategy.

### ***Justification of a new access standard for parks and recreation grounds***

- Responses received in relation to acceptable travel times to park and recreation grounds from the household survey identified a mix in responses, with 16% of people wanting facilities to be within a 5 minute travel time; 42% between 6 and 10 minutes; 23% between 11 and 15 minutes; and 19% over 16 minutes. This indicates that people do not want to travel too far to reach their park and recreation ground. However, it is considered that the availability of park and recreation grounds is more important than having them very close to home.

- The preferred mode of transport indicated by the household survey is by foot (73%).
- Therefore, a standard of no more than 15 minutes' walk-time (720m metres straight-line walk) has been set. This distance is in accordance with the 2014 Open Space Study.

### ***Justification of a new quality standard for park and recreation grounds***

49% of respondents from the household survey felt that the quality of parks and recreation grounds is either good or very good; 39% felt them adequate; and 12% poor.

National guidance relevant to this typology is provided in the 'Green Flag' quality standard for parks which sets out benchmark criteria for quality open spaces. For outdoor sports space, Sport England have produced a wealth of useful documents outlining the quality standards for facilities such as playing pitches, changing rooms, MUGAs and tennis courts plus associated ancillary facilities. The Rugby Football Union have provided guidance on the quality and standard of provision of facilities for rugby, and the England and Wales Cricket Board have provided guidance for cricket facilities. It is recommended that the guidance provided in these documents is adopted by the Councils, and that all new and improved provision seeks to meet these guidelines.

## **6.5 Play Space (children and youth)**

*Table 6.4 Summary of quantity and access standards for play space*

<b>Typology</b>	<b>Quantity Standard</b>	<b>Access Standard</b>
Children's Play Space	0.06 ha/1000 population	480m (10 minutes' walk time)
Youth Play Space	0.06 ha/1000 population	720m (15 minutes' walk time)

### ***Existing National and Local Policies***

The FIT guidance 'Beyond the Six Acre Standard' (2018) recommends provision of 0.25ha/1000 population of equipped/designated play areas, with a walking distance of 100m for Local Areas for Play (LAPs), 400m for Local Equipped Areas for Play (LEAPs) and 1000m for Neighbourhood Equipped Areas for Play (NEAPs). The guidance does not specifically cover the needs of most teenagers.

The previous FIT guidance (The Six Acre Standard) recommended provision of 0.8 hectares per 1000 people for children's play of which around 0.3 hectares should be equipped provision. These standards had been criticised because they are often seen as undeliverable and can result in a proliferation of play areas that can be difficult to maintain, as well as setting unrealistic aspirations in urban areas where insufficient land is available to provide facilities, especially higher density development on brownfield sites. The level recommended within the new guidance (0.25 ha/1000 population), although lower than previously, is still considered to be high, and difficult to deliver.

The following minimum size guidelines and buffers are recommended by FIT:

#### **Playable space (LAP type - need not be equipped)**

1. Minimum active playable space of 100 sq m (need not be equipped).
2. Buffer zone of 5m minimum depth between the active playable space and the nearest dwelling.

#### **Equipped play area (LEAP type)**

1. Minimum activity zone area of 400 sq m.
2. Buffer zone of not less than 10m in depth between the edge of the equipped activity zone and the boundary of the nearest dwelling and a minimum of 20m between the equipped activity zone and the habitable room facade of the dwelling.

#### **Teen Play including a MUGA (NEAP type)**

1. Minimum activity zone area of 1000 sq m divided into two parts; one part containing a range of playground equipment; and the other a hard surface MUGA of at least 465 sq m.
2. Buffer zone of not less than 30m in depth between the activity zone and the boundary of the nearest dwelling. A greater distance may be needed where purpose built skateboarding facilities are provided.

The previous joint Open Space Study (2014) for both local authorities recommended 0.05 hectares/1000 for provision for children and young people within a 15-minute walk.

#### ***Justification of a new quantity standard for play spaces***

- Current average levels of provision of children's play space is 0.03 ha/1000 population, for youth space this is 0.01 ha/1000 population.
- The household survey highlighted that:
  - For children's provision 11% of respondents used provision almost daily; 58% weekly; and, 30% monthly; and,
  - For Youth provision the corresponding percentages were 17%, 45%, and 38%.
- The household survey identified that 44% of people felt there was a need for more children's play areas (compared to 55% who felt there are enough); whereas for facilities for teenagers 65% felt there was a need for more (compared to 33% who felt there are enough).
- As part of the consultation the general view of stakeholders is that there is sufficient provision generally for children, but not for young people.
- It is therefore recommended that existing levels of youth play facilities are increased with a standard of 0.06 ha/1000 population for analysing existing and required provision, and that provision of children's play space should also be increased slightly against the existing provision levels, and likewise aim for 0.06 ha/1000 population.
- It should be reiterated that these are **minimum standards for equipped provision** and **do not include the need for surrounding playable space** as recommended by FIT<sup>18</sup> and

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<sup>18</sup> Fields in Trust Guidance for Outdoor Sport and Play, Beyond the Six Acre Standard – sets out guidance on buffer zones, which should be well designed to enhance play vale and landscape setting.

Play England<sup>19</sup> i.e. this surrounding playable space will need to be provided in addition to the quantity standard.

- The FIT hierarchy approach (LAPs, LEAPs, NEAPs etc.) is a bit dated and it directs developers towards providing standardised play rather than thinking about what is needed locally, and opportunities for more creative play design e.g. natural play. A single standard for children’s play aims to move away from lots of little play areas with low play value which are not sustainable and providing better designed play areas with high play value.
- To order to achieve this, it is considered that the minimum size of equipped play provision would be 100 sqm. In addition to this, buffer zones (which will take a landscape design approach) will be provided between 5m and 30m, depending on the size of the play area. Proximity to housing requires careful consideration in order to avoid conflict.

### ***Justification of a new access standard for play spaces***

- The household survey identified that for children’s play space 65% of people want facilities within 10 minutes (22% within 5 minutes); 23% between 11 and 15 minutes; and, and only 12% would want to travel more than 16 minutes. For teenage facilities 42% of people wanted facilities within 10 minutes (10% within 5 minutes); 34% between 11 and 15 minutes; and, 25% were prepared to travel further than 16 minutes.
- For both children’s and youth provision the majority of respondents said they prefer to walk.

In light of these findings, the following access standards are recommended:

- Children’s provision - 480m (10 minutes’ walk-time). This is less than the recommended standard within the 2014 Study but is backed up by the responses of the consultation and acknowledges that younger children need facilities close to home.
- Youth Provision – 720m (15 minutes’ walk-time). This is in accordance with the 2014 Study.

### ***Justification of a new quality standard for play spaces***

Children’s play spaces were considered to be good or very good quality by 46% of respondents of the household survey, whereas 38% felt they were adequate quality. (16% said they were poor quality).

32% felt that facilities for teenagers were average quality; only 22% felt that they were of good or very good quality. Conversely 48% felt that quality was poor.

In terms of the wider consultation it is fair to say that there was a mixed view in respect of the quality of facilities. Whilst there was a view that overall quality of the stock is of a good

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<sup>19</sup> Design for Play: A guide to creating successful play spaces

standard, several groups and organisations suggest specific facilities which could be improved.

It is expected that the design of play would take a landscape design approach (designed to fit its surroundings and enhance the local environment), incorporating play into the overall landscape masterplan for new development, and could include natural play e.g. grassy mounds, planting, logs, and boulders can all help to make a more attractive and playable setting for equipment, and planting can also help attract birds and other wildlife to literally bring the play space alive. In densely populated urban areas with little or no natural or green space, this more natural approach can help ‘soften’ an urban landscape.

The challenge for play providers is to create play spaces which will attract children, capture their imagination and give them scope to play in new, more exciting, and more creative ways e.g. moving away from fencing play areas (where it is safe to do so), so that the equipment is integrated with its setting, making it feel more inviting to explore and so people are free to use the space without feeling restricted.

Play England are keen to see a range of play spaces in all urban environments:

- A** Door-step spaces close to home
- B** Local play spaces – larger areas within easy walking distance
- C** Neighbourhood spaces for play – larger spaces within walking distance
- D** Destination/family sites – accessible by bicycle, public transport and with car parking.

Moving forward, Play England would like their new Design Guide; *‘Design for Play’* to be referenced and added as a Supplementary Planning Document (SPD) in standard configuration. Play England have also developed a *‘Quality Assessment Tool’* which can be used to judge the quality of individual play spaces. It has been recommended that the Council considers adopting this as a means of assessing the quality of play spaces in their District. Play England also highlight a potential need for standards for smaller settlements and rural areas where the doorstep, local, neighbourhood, and destination hierarchy is unlikely to be appropriate.

Disability access is also an important issue for Play England and they would like local authorities to adopt the KIDS<sup>20</sup> publication; *‘Inclusion by Design’* as an SPD. Their most recent guidance document, *‘Better Places to Play through Planning’* gives detailed guidance on setting local standards for access, quantity and quality of playable space and is considered as a background context for the standards suggested in this study.

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<sup>20</sup> KIDS, is a charity which in its 40 years, has pioneered a number of approaches and programmes for disabled children and young people. KIDS was established in 1970 and in 2003, KIDS merged with KIDSACTIVE, previously known as the Handicapped Adventure Play Association.

## 6.6 Accessible Natural Green Space

Table 6.5 Proposed quantity and access standard for natural green space

Quantity Standard	Access Standard
1.0ha/1000 population (for new provision)	960m (20 minutes' walk time) and ANGSt standards

### **Existing National and Local standards**

Natural England Accessible Natural Green Space Standards (ANGSt):

ANGSt recommends that everyone, wherever they live should have accessible natural greenspace:

- Of at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home;
- at least one accessible 20 hectare site within two kilometres of home;
- one accessible 100 hectare site within five kilometres of home; and,
- one accessible 500 hectare site within ten kilometres of home; plus,
- a minimum of 1 hectare of statutory Local Nature Reserves per thousand population.

The joint Open Space Study (2014) recommended a standard of 2.48 ha/1000 people with a 15-minute walk-time or 30 minutes drivetime to larger spaces.

### **Justification of a new quantity standard for accessible natural green space**

- The existing level of provision across the study area is 2.63 ha/1000 population. However, provision is skewed heavily towards the National Park area. The overall provision across those Wards outside the National Park is 0.52 ha/1000 population.
- The household survey found that 52% of respondents used some form of natural greenspace (including 25% who used it almost daily).
- The household survey identified that 51% of respondents felt there is a need for more woodlands, wildlife areas and nature reserves, compared to 48% who felt there are enough.
- The wider consultation suggested a view that, whilst it might be difficult to create accessible natural greenspace 'from new' in urban areas, there is scope to alter the way in which many existing spaces are managed, so offering a more natural ambience, and encouraging ecological and habitat diversity.
- The importance of accessible natural green spaces is recognised not only in their contribution to recreation and health and wellbeing, but also importantly in terms of Green Infrastructure and nature conservation/biodiversity.
- It is therefore recommended that a standard of 1.0ha/1000 population is used for assessing the requirements for new provision through development. As with all standards, this is a minimum requirement. This is considered a more realistic standard than that proposed in the 2014 study, given the very urban nature of much of the study area outside the National Park.

- As already mentioned under the quantity standard for amenity green space, when delivering new provision, consideration should be given to combining this with the amenity green space standard (i.e. a combined standard of 1.60 ha/1000) in order to provide bigger, more biodiverse spaces, in accordance with the NPPF.
- In terms of analysing existing provision, the ANGSt standards will be applied, in addition to a locally derived access standard which is informed by the results of the consultation (see below);

#### ***Justification of a new access standard for accessible natural green space***

- The household survey identified 21% want woodlands, wildlife areas and nature reserves within 10 minutes travel time (8% within 5 minutes). 22% within 11 and 15 minutes. The majority (57%) were prepared to travel more than 16 minutes – of these, 35% walk and 53% drive; and 12% use other forms of transport.
- This indicates that people are generally willing to travel further to access this type of open space compared to other typologies, and therefore a standard of 960m (20 minutes walk-time) is proposed.
- It is also recommended that the ANGst standards are applied to identify where the key gaps in access are for sites above 20ha. The 300m/2ha ANGst standard is not considered to be very achievable or realistic, and therefore analysis against the locally derived standard of 960m or 20 minutes walk-time is considered to be more realistic.

#### ***Justification of a new quality standards for accessible natural green space***

Satisfaction levels with the quality of accessible natural green space (woodlands, wildlife areas and nature reserves) is good to average, with 48% of people in the household sample survey rating their quality as either very good or good, and 40% as adequate.

The wider consultation suggested a view that, whilst it might be difficult to create accessible natural greenspace 'from new' in urban areas, there is scope to alter the way in which many existing spaces are managed, so offering a more natural ambience, and encouraging ecological and habitat diversity.

This suggests that the provision of new or improved open space cannot be considered in isolation from the means of maintaining such space, perceptions of antisocial behaviour, and ease of access from within the surrounding environment.

The shape and size of space provided should allow for meaningful and safe recreation. Provision might be expected to include (as appropriate) elements of woodland, wetland, heathland and meadow, and could also be made for informal public access through recreation corridors. For larger areas, where car-borne visits might be anticipated, some parking provision will be required. The larger the area the more valuable sites will tend to be in terms of their potential for enhancing local conservation interest and biodiversity. Wherever possible these sites should be linked to help improve their wildlife value and Green Infrastructure functionality as part of a network.

In areas where it may be impossible or inappropriate to provide additional accessible natural green space consistent with the standard, other approaches should be pursued which could include (for example):

- Changing the management of marginal space on playing fields and parks to enhance biodiversity.
- Encouraging living green roofs as part of new development/ redevelopment.
- Encouraging the creation of native mixed species hedgerows.
- Additional use of long grass management regimes.
- Improvements to watercourses and water bodies.
- Innovative use of new drainage schemes / Sustainable Drainage Systems (SuDS).
- Use of native trees and plants with biodiversity value in high quality soft landscaping of new developments.

In any event the above are principles to be pursued and encouraged at all times.

Protecting, creating, enhancing and retro-fitting accessible natural and semi-natural features is a cost-effective and win-win approach to delivering positive outcomes for people and wildlife. The new Building with Nature<sup>21</sup> benchmark quality standards for the design and delivery of GI could be advocated by the council.

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<sup>21</sup> <https://www.buildingwithnature.org.uk/about>

## 6.7 Summary of open space quantity and access standards

Table 6.6 Summary of open space quantity and access standards<sup>22</sup>

Typology	Quantity standards for existing provision and new provision (ha/1000 population)	Access standard
Allotments	0.20	720 metres or 15 minutes' walk-time
Amenity Green Space (sites >0.15 ha)	0.60	480 metres or 10 minutes' walk-time
Parks and Recreation Grounds	0.80	720 metres or 15 minutes' walk-time
Play Space (Children)	0.06	480 metres or 10 minutes' walk-time
Play Space (Youth)	0.06	720 metres or 15 minutes' walk-time
Accessible Natural Green Space	1.0 (for new provision only)	960 metres or 20 minutes' walk-time and ANGst Standards for accessible natural green space above 20ha
<b>Total for new provision</b>	<b>2.72 ha/1000</b>	

It should be noted that a key issue for the area is limited land available for new development, given the South Downs National Park to the north, and the English Channel to the south. Therefore, it will be a challenge to achieve these standards everywhere, and the enhancement of existing facilities (including improving access to facilities) will be key to meeting unmet demand.

<sup>22</sup> In addition to these open space standards, the PPS sets out the requirements for playing pitches.

## 7.0 APPLYING LOCAL STANDARDS

### 7.1 Introduction

This part of the report uses the recommended standards to analyse open space provision across the study area. This section provides an overview of provision and supply across the Study Area and individual Wards, with more detailed maps provided in Appendices 1, 2 and 3.

This section discusses the application of the proposed new standards and their components in respect of 'quantity', 'quality', and 'access'.

#### ***Quantity analysis***

The quantity of provision is assessed using the recommended quantity standards for each of the typologies where a quantity standard has been developed. Recommended standards are expressed as hectares of open space per 1000 population.

The quantity assessment looks at the existing levels of provision, then uses the recommended standard to assess the required level of provision. From this a calculation is made of the supply, which will either be sufficient or insufficient. Within this section, levels of provision are provided by Study Area, Local Authority, and Ward.

#### ***Access analysis***

This section of the report provides analysis of the recommended access standards for each typology across the study area. The maps and analysis in this section are intended to be indicative, providing an overall picture of provision and highlighting any key issues across the Study Area.

However, the key to access analysis, is understanding the picture at a more localised level, therefore, maps showing local access provision by Ward are included in Appendix 2.

#### ***Quality analysis***

This section of the report makes analysis of each typology across the study area – it highlights any common themes or issues that have arisen from the consultation and provides a summary of the quality audit results at the Study Area level. The detailed quality audits have been provided to the Councils as part of the GIS database, and maps by Ward are provided at Appendix 3 which show the ranking of each open space audited (good, average or poor).

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## 7.2 Application of quantity standards

### 7.2.1 Current supply against the standards

The tables below show the existing supply of open space for each typology at the Study Area, Local Authority, and Ward levels. The supply is calculated using the population figures (ONS mid-year 2017 estimates) for each of the geographies and the quantity of open space compared to what the requirements for open space are against the recommended standards.

Positive figures show where the Study Area/Local Authority Area/Wards meet the quantity standard for the open space typology, and negative figures show where there is a shortfall in supply against the quantity standard.

Although these figures highlight where there are shortfalls in supply against the quantity standards and therefore where new provision should be sought, new provision may not be achievable (unless, for example, through new development). These figures can help inform decisions about the form of new open spaces and improvements to existing open spaces, rather than it being imperative that every Ward must achieve a '+' number.

*Table 7.1 Open space supply at the study area level (Adur District and Worthing Borough) against the quantity standards*

Typology	Existing (ha)	Existing (ha/1000)	Required Provision (ha)	Standard/ Required Provision (ha/1000)	Supply (ha)	Supply (ha/1000)
Allotments	31.21	0.18	34.67	0.2	-3.46	-0.02
Amenity Greenspace (>0.15ha)	88.22	0.51	104.01	0.6	-15.79	-0.09
Parks and Recreation Grounds	138.99	0.8	138.68	0.8	0.31	0.00
Play (Child)	5.36	0.03	10.4	0.06	-5.04	-0.03
Play (Youth)	1.13	0.01	10.4	0.06	-9.27	-0.05

Table 7.2 a) Open space supply at the Adur District level against the quantity standards

Typology	Existing (ha)	Existing (ha/1000)	Required Provision (ha)	Standard/ Required Provision (ha/1000)	Supply (ha)	Supply (ha/1000)
Allotments	15.32	0.24	12.74	0.2	2.58	0.04
Amenity Greenspace (>0.15ha)	44.27	0.69	38.23	0.7	6.04	0.09
Parks and Recreation Grounds	48.94	0.77	50.98	0.8	-2.04	-0.03
Play (Child)	2.45	0.04	3.82	0.06	-1.37	-0.02
Play (Youth)	0.62	0.01	3.82	0.06	-3.20	-0.05

Table 7.2 b) Open space supply at the Worthing Borough level against the quantity standards

Typology	Existing (ha)	Existing (ha/1000)	Required Provision (ha)	Standard/ Required Provision (ha/1000)	Supply (ha)	Supply (ha/1000)
Allotments	15.89	0.14	21.93	0.2	-6.04	-0.06
Amenity Greenspace (>0.15ha)	43.95	0.4	65.78	0.6	-21.83	-0.20
Parks and Recreation Grounds	90.05	0.82	87.71	0.8	2.34	0.02
Play (Child)	2.91	0.03	6.58	0.06	-3.67	-0.03
Play (Youth)	0.51	0	6.58	0.06	-6.07	-0.06

Table 7.3 Open space supply (ha) at Ward level against the quantity standards

Ward	Allotments	Amenity Greenspace	Parks and Recreation Grounds	Play (Child)	Play (Youth)
<b>Adur</b>	<b>2.58</b>	<b>6.04</b>	<b>-2.04</b>	<b>-1.37</b>	<b>-3.2</b>
Buckingham	-0.79	-1.88	11.4	-0.06	-0.21
Churchill	-0.89	-2.15	-2.55	0.04	-0.27
Cokeham	-0.4	-1.88	-3.63	-0.24	-0.27
Eastbrook	3.52	-1.24	2.36	-0.04	-0.1
Hillside	0.83	1.02	-2.32	-0.02	-0.16
Manor	1	-2.66	2.07	-0.11	-0.27
Marine	-0.95	6.57	-2.1	0.03	-0.29
Mash Barn	-0.85	17.78	0.13	-0.02	-0.24
Peverel	-0.86	-2.06	2.92	-0.11	-0.18
Southlands	-0.44	-1.25	-3.07	-0.21	-0.23
Southwick Green	0.03	-0.3	-2.58	-0.21	-0.27
St. Mary's	2.95	-1.69	-2.27	-0.14	-0.22
St. Nicolas	0.15	-1.43	-3.18	-0.2	-0.24
Widewater	-0.74	-2.8	0.78	-0.1	-0.27

Ward	Allotments	Amenity Greenspace	Parks and Recreation Grounds	Play (Child)	Play (Youth)
<b>Worthing</b>	<b>-6.04</b>	<b>-21.83</b>	<b>2.34</b>	<b>-3.67</b>	<b>-6.07</b>
Broadwater	-1.26	-5.34	-6.25	-0.35	-0.54
Castle	-1.57	-2.44	-1.11	-0.29	-0.51
Central	-2.18	-5.33	4.05	-0.25	-0.52
Durrington	-1.16	-3.1	-0.54	-0.16	-0.31
Gaisford	-1.96	-5.88	-3.36	-0.47	-0.59
Goring	-1.62	11.34	1.02	-0.44	-0.49
Heene	-1.67	-4.76	-6.69	-0.5	-0.5
Marine	-1.29	-3.91	-4.3	-0.3	-0.48
Northbrook	1.38	15.26	8.74	0.6	-0.21
Offington	-1.26	-2.73	7.01	-0.44	-0.47
Salvington	-1.79	-5.03	2.18	-0.35	-0.48
Selden	3.49	-4.7	6.99	-0.37	-0.51
Tarring	4.86	-5.22	-5.4	-0.36	-0.47

Table 7.3 shows that open space provision varies across Wards and typologies, with some meeting the standards and some falling below e.g. for youth play space there are shortfalls in provision in every Ward within the Study Area. This will be an important consideration when determining the need for on-site open space as part of new development.

It is important that the supply figures are not considered in isolation, as the access and quality results are equally important (see example in Table 8.1, Section 8.4). Just because a typology is in sufficient supply, this does not mean it is 'surplus' to requirements, as the access and quantity standards also need to be considered alongside the quantity requirements. There may also be other factors such as a sites nature conservation, historic or cultural value, or its contribution to the Green Infrastructure network which mean it should be protected (see Section 8.2 of this report).

### 7.2.2 Future need for open space

This section of the report considers the overall implications for open space provision from the predicted population growth resulting from housing allocations and using a median average household size for each of the two local authorities, and the mean of these two for an overall study area average household size<sup>23</sup>.

The figures for open space requirements are for indicative purposes - the calculations are based on all open space being provided on site (which will not be the reality in some cases, as consideration of the individual development size and proximity to existing open spaces needs to be taken into account (see Section 8)).

<sup>23</sup> For both Adur and Worthing local authorities it was agreed that a median household size should be used to estimate future population arising from new housing between 2019 and 3036. Average household sizes were calculated based on ONS mid-year estimates within this range of years. The respective median household sizes were calculated to be: Adur- 2.27; and, Worthing-2.17.

Table 7.4 Open space requirements resulting from housing allocations

	A	B	C	D
	Assumed household size	Housing numbers (2018-2036)	Predicted population increase (A*B)	Open space requirements against quantity standards (C* quantity standards-see Table 6.6)
Adur District	2.27	3,130	7,105	Allotments: 1.42 ha Amenity Greenspace: 4.26 ha Parks & Recreation Grounds: 5.68 ha Play (Children): 0.43 ha Play (Youth): 0.43 ha Accessible Natural Greenspace: 7.10 ha
Worthing Borough	2.17	3,764	8,168	Allotments: 1.63 ha Amenity Greenspace: 4.90 ha Parks & Recreation Grounds: 6.53 ha Play (Children): 0.49 ha Play (Youth): 0.49 ha Accessible Natural Greenspace: 8.17 ha
Overall Study Area			15,273	Allotments: 3.05 ha Amenity Greenspace: 9.16 ha Parks & Recreation Grounds: 12.22 ha Play (Children): 0.92 ha Play (Youth): 0.92 ha Accessible Natural Greenspace: 15.27 ha

More detail around the application of the open space standards and a recommended costings methodology for open space provision/contributions is provided in Section 8.7 of this report.

The efficacy of standards will depend heavily on the way that they are applied. Here are some important and interrelated principles:

- An inability to provide sufficient quantity might be at least partly compensated for through better quality and access. Investment in the quality and robustness of open space can also often improve the ‘carrying capacity<sup>24</sup>’ of open spaces and therefore offset some shortcomings in quantitative provision.
- New and improved open space should be designed and provided to benefit both people and the local/wider environment. Wherever possible it should heighten residents’ overall appreciation, understanding of, and respect for that environment.
- Standards will need to be applied to a variety of circumstances, and flexibility of interpretation is the key to success. A pragmatic approach will be essential given the range of circumstances in which they will be used.
- The standards that have been set are for **minimum guidance levels of provision**. So, just because geographical areas may enjoy levels of provision exceeding minimum standards does not mean there is a surplus, as all such provision may be well used. It is also important to note that the quantity, accessibility and quality standards need to be considered together – they should not be considered in isolation. For example, even if there may be sufficient supply of a particular open space typology against the quantity standard, there may still be gaps in access, or the existing provision may be

<sup>24</sup> Improvements in the quality of open spaces can improve the capacity of that open space to accommodate more people.

poor quality/not fit for purpose – and therefore there would still be shortfalls against the standards.

### 7.3 Application of access standards

This section provides an overview of access to different types of open space typologies across the Study Area, using the access standards summarised in Table 6.6. The maps are intended to provide an overview and are for illustrative purposes only. More detailed maps by Ward are provided for each typology within Appendix 2 (see example at Figure 7.1).

The maps show the walk-time buffers for each open space typology and are created using QGIS and the OSM Tools plugin which relies on the openstreetmap paths and street network to accurately map realistic potential walking routes. The buffers are based on a walk-time of 5 kilometres/3.1 miles an hour<sup>25</sup>.

Table 2.1 (section 2.4 of this report) shows how walk-time relates to straight-line distances and pedestrian route distances. The straight-line walking distances do not take into account roads or barriers to access and so the actual route walked (the pedestrian route) is generally further i.e. straight-line distances are around 60% of actual distances. The more basic straight-line buffer access analysis approach has been used for the ANGSt standards, as this approach is more appropriate for larger sites.

The access maps also show Census 2011 Output Areas (OAs), which are data points (shown in red) on the maps below. Each OA centroid is the lowest level of geography from the census which contains roughly 129 households. Using this point dataset helps to clearly show where the key gaps in access are (i.e. in the populated parts of the study area) when analysing large scale maps.

This section also shows the public rights of way network, which forms an important part of access to open space and the wider countryside.

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<sup>25</sup> This is in line with the British Heart Foundation state as an average walking pace on country and forestry footpaths: <https://www.bhf.org.uk/how-you-can-help/events/training-zone/walking-training-zone/walking-faqs>

Figure 7.1 Example map from Appendix 2: Access maps by Ward



### 7.3.1 Access to open space across the Study Area

Figure 7.2 Access to allotments (15 minute walk-time buffer)

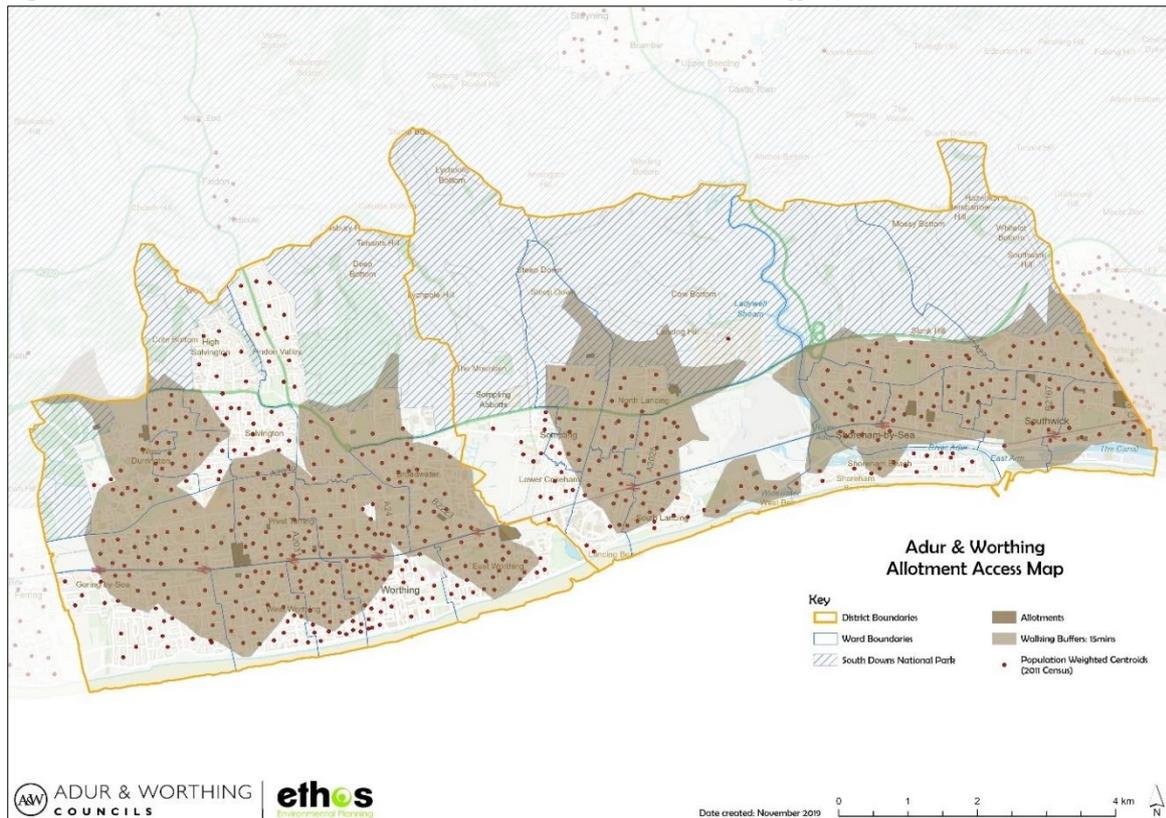


Figure 7.3 Access to amenity green space (10 minute walk-time buffer)

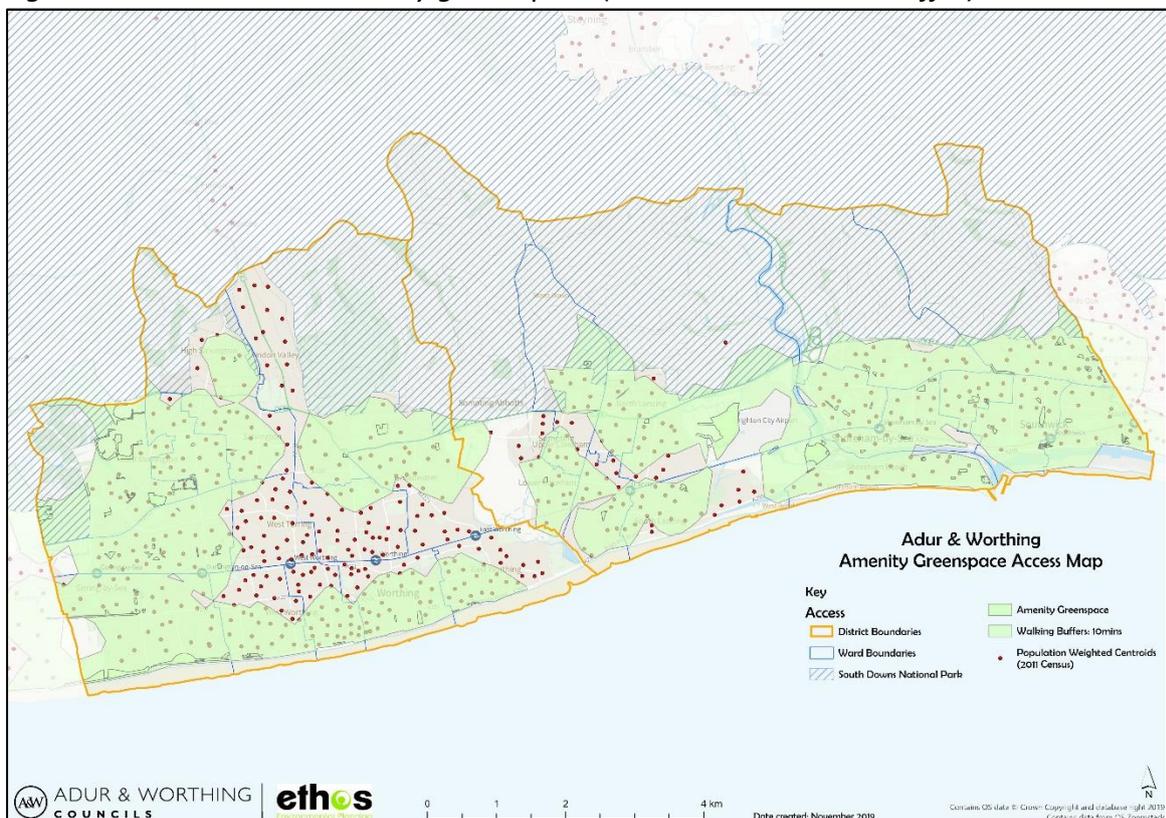


Figure 7.4 Access to parks and recreation grounds (15 minute walk-time buffer)

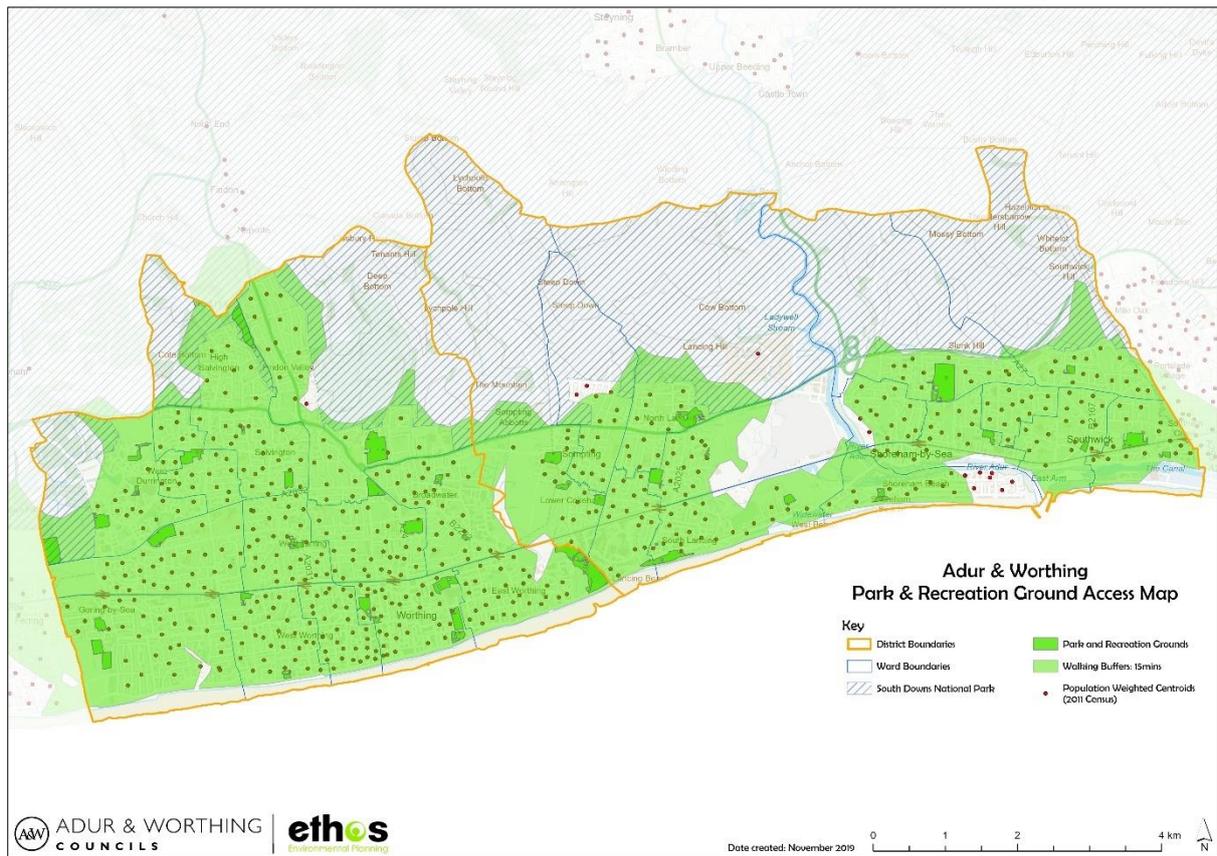


Figure 7.5 Access to children’s play space (10 minute walk-time buffer)

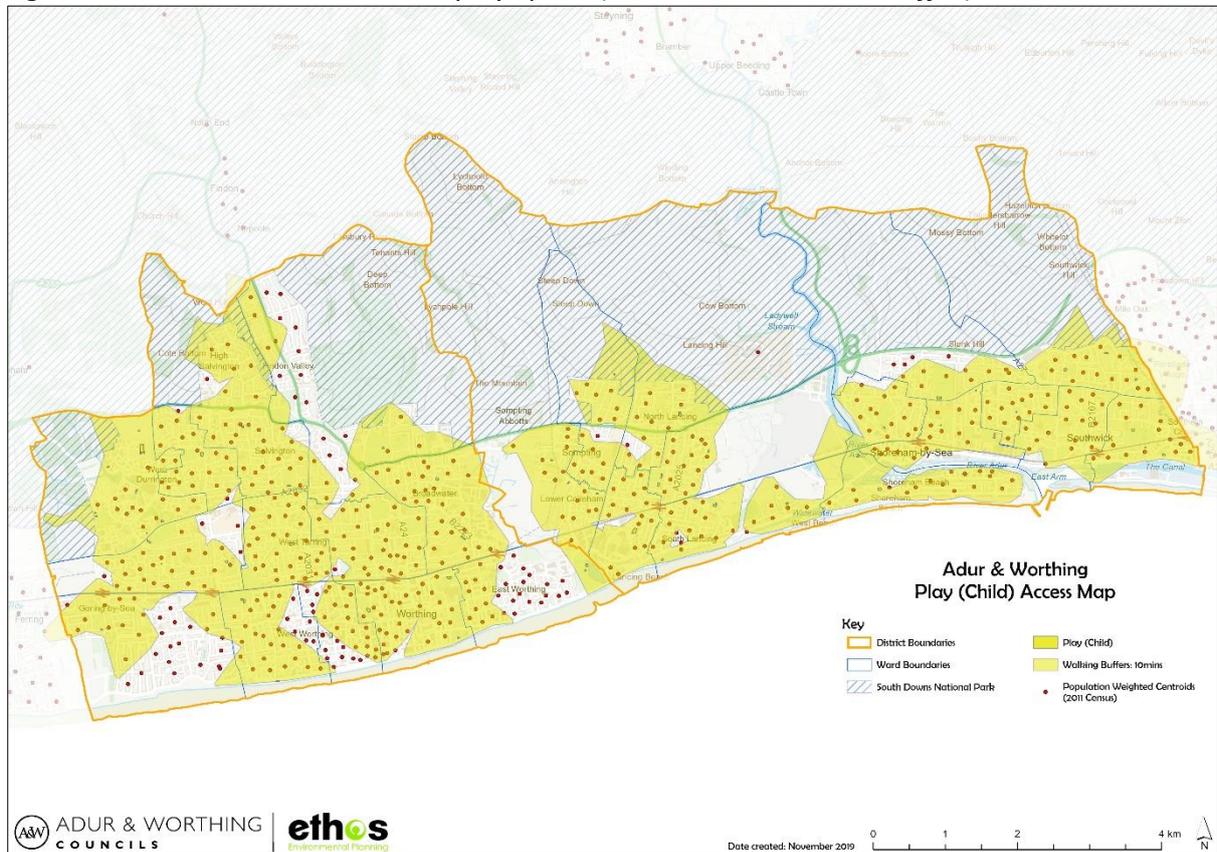


Figure 7.6 Access to youth play space (720m buffer)

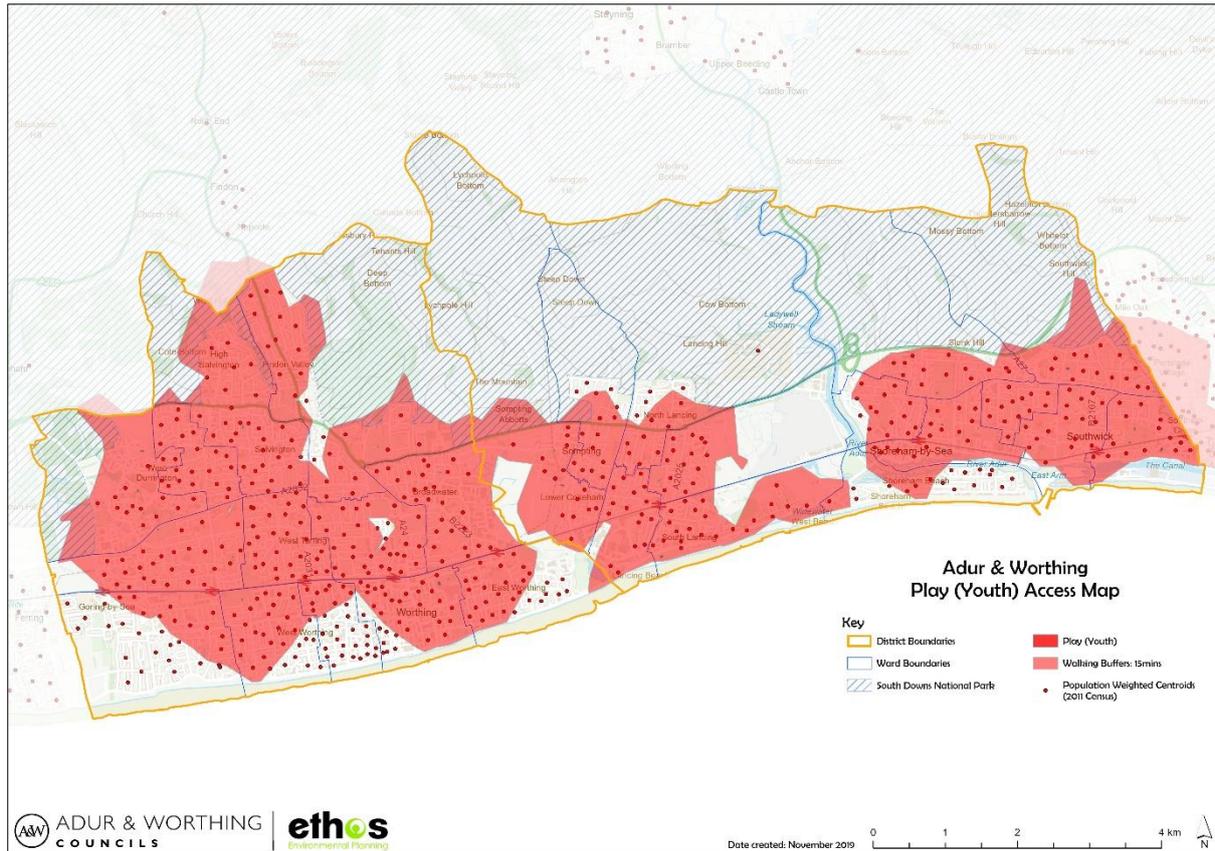


Table 7.5 Summary of access issues for allotments, amenity green space, parks and recreation grounds, play space (children and youth)

Typology	Key Access Issues
Allotments	There are significant gaps across several built-up areas of many Wards, including- Adur: Peverel, Churchill; Widewater; Marine; Marine Adur. Worthing: Goring; Salvington; High Salvington; Offington; Central; East Worthing; Selden.
Amenity Green Space	There are significant gaps in access in a large part of Worthing, including: Marine Worthing, Heene, Gaisford, Broadwater, Selden, Central, Salvington and Offington. Smaller gaps in Adur, including: Peverel, Churchill, Mash Barn and Widewater.
Parks and Recreation Grounds	There are few gaps across any built-up areas of wards. The eastern part of Marine Adur is an exception.
Play Space (Children)	There are significant gaps across several built-up areas of wards, including- Adur: Buckingham. Worthing: Central; Heene; Goring; Offington (notably Findon Valley area).

Typology	Key Access Issues
Play Space (Youth)	There are significant gaps across several built-up areas of wards, including- Adur: Manor; Cokeham; Marine Adur. Worthing: Goring; Marine Worthing; Heene; Selden.

### 7.3.2 Access to accessible natural green space across the Study Area

This section looks at access to accessible natural/semi-natural green space within the Study Area including through the application of the locally derived access standard (see Figure 7.7), and the ANGSt standards, in order to identify the main gaps in access. As already mentioned under section 5.2.5, this typology only includes those natural green spaces which have a definitive boundary and public access e.g. Local Nature Reserves, and not the open countryside where the only access is via the Public Right of Way network.

#### ***Natural England Accessible Natural Green Space Standards (ANGSt)***

ANGSt recommends that everyone, wherever they live should have accessible natural greenspace:

- Of at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home;
- at least one accessible 20 hectare site within two kilometres of home;
- one accessible 100 hectare site within five kilometres of home; and
- one accessible 500 hectare site within ten kilometres of home; plus
- a minimum of 1 hectare of statutory Local Nature Reserves per thousand population.

Figure 7.7 Access to accessible natural green space (960m buffer)

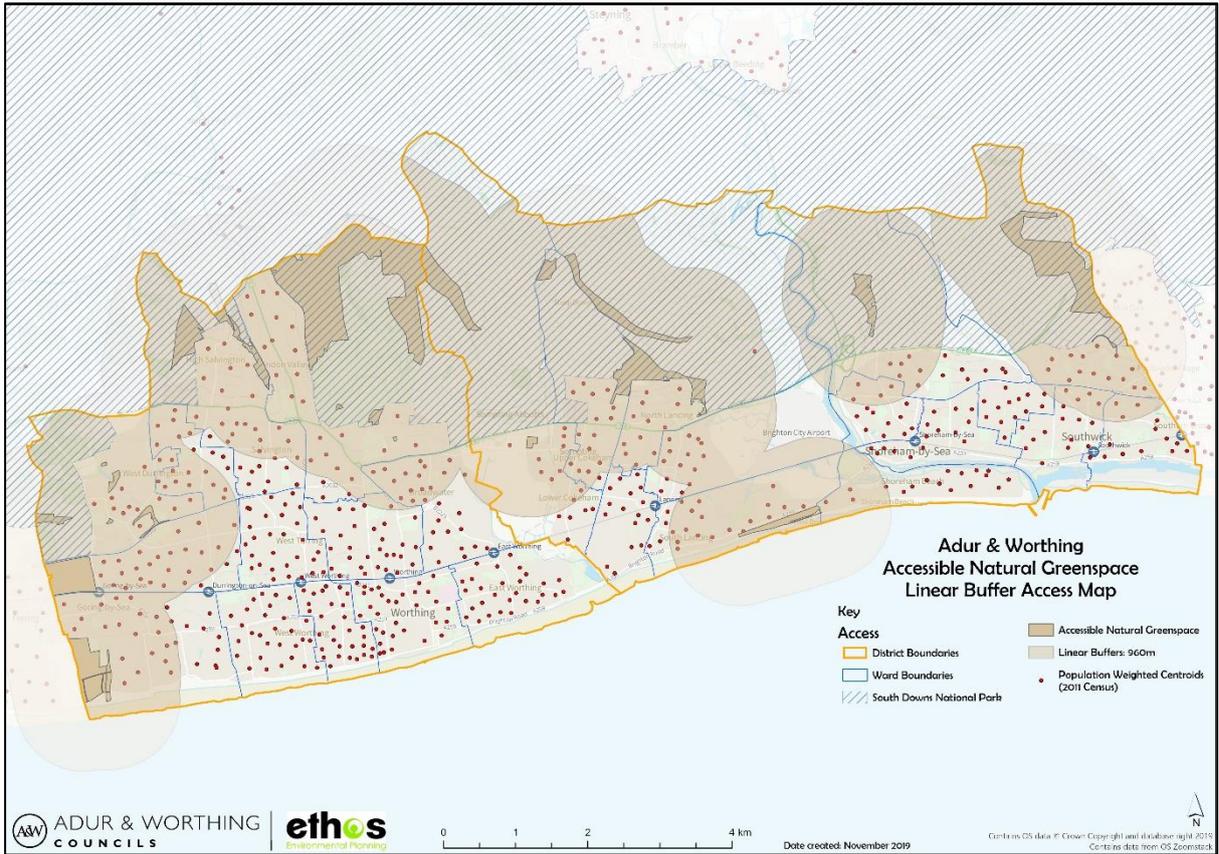


Figure 7.8 ANGSt Standard: Access to 2ha+ sites within 300m

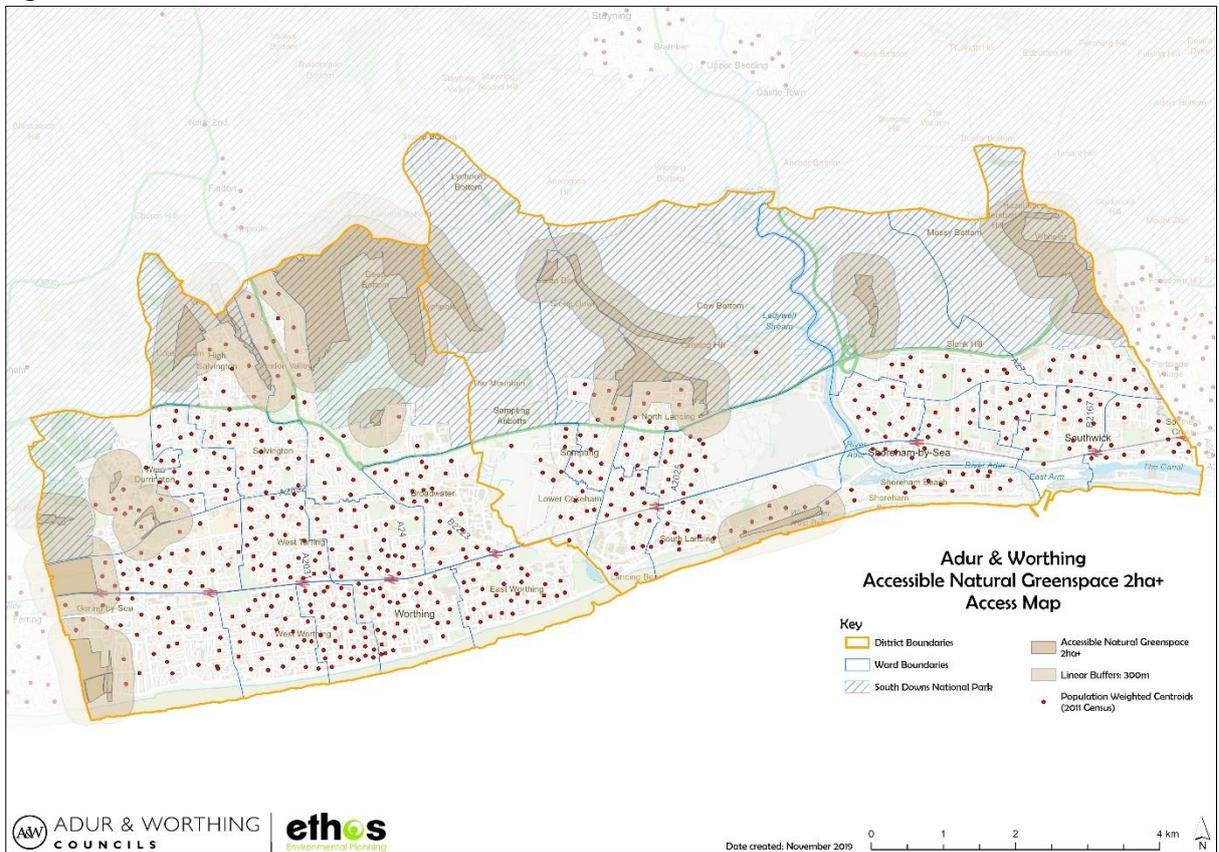


Figure 7.9 ANGSt Standard: Access to 20 ha+ sites within 2 km

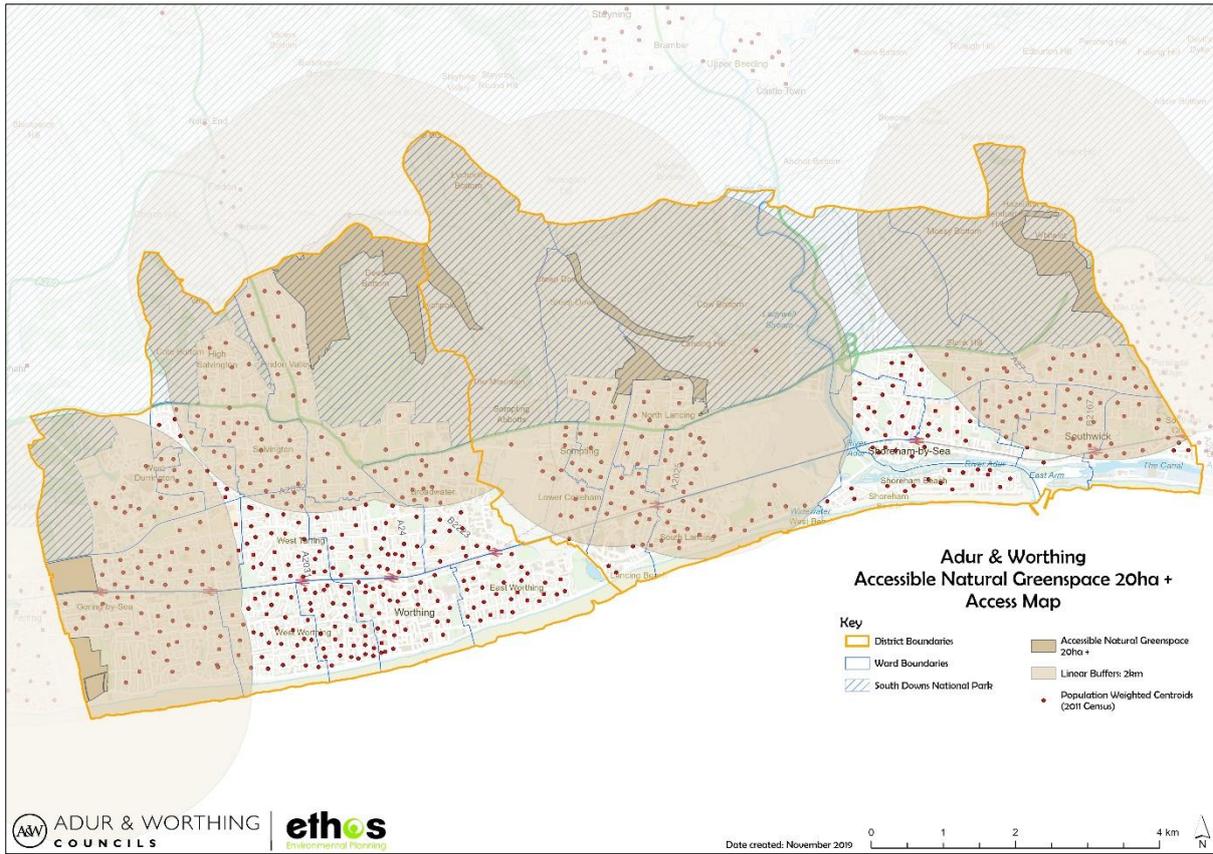


Figure 7.10 ANGSt Standard: Access to 100 ha+ site within 5km

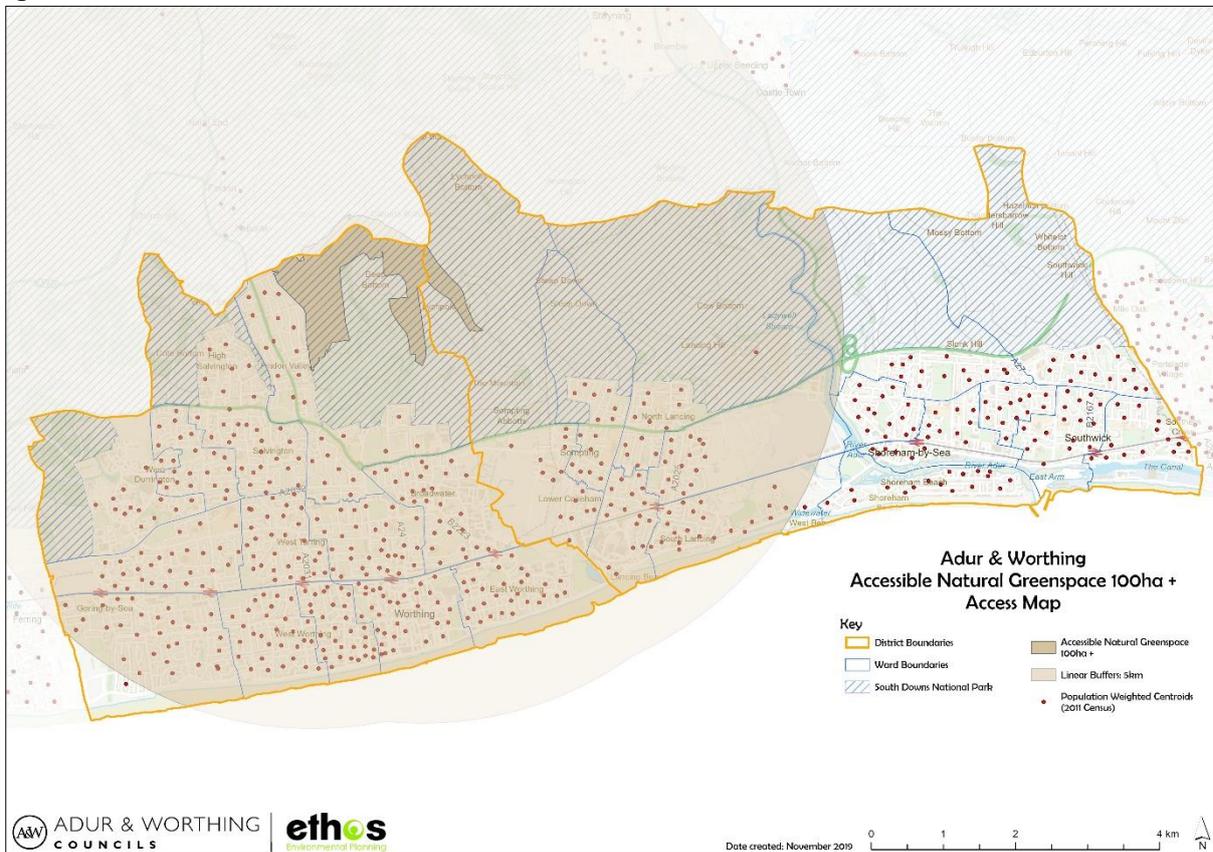


Figure 7.11 Local Nature Reserves



Figure 7.12 The Public Rights of Way Network

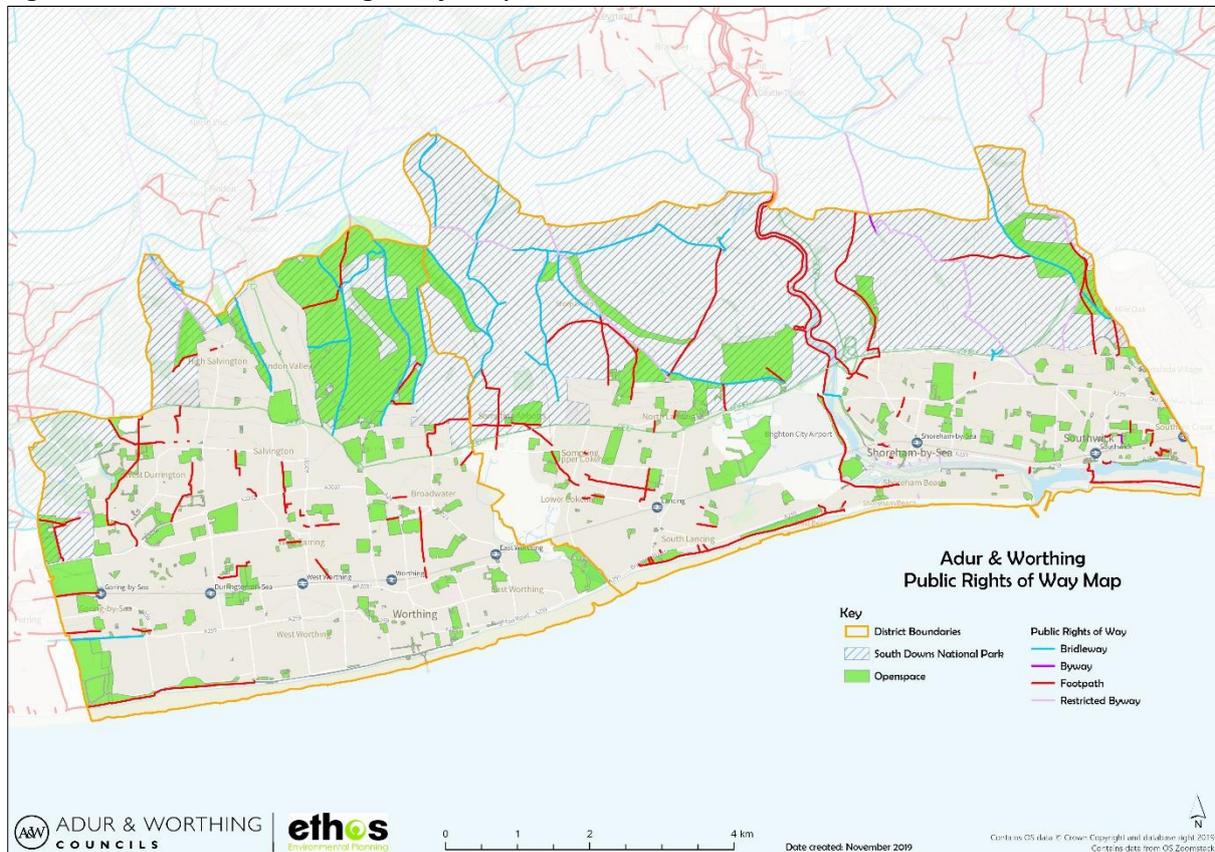


Table 7.6 Summary of access issues for accessible natural green space

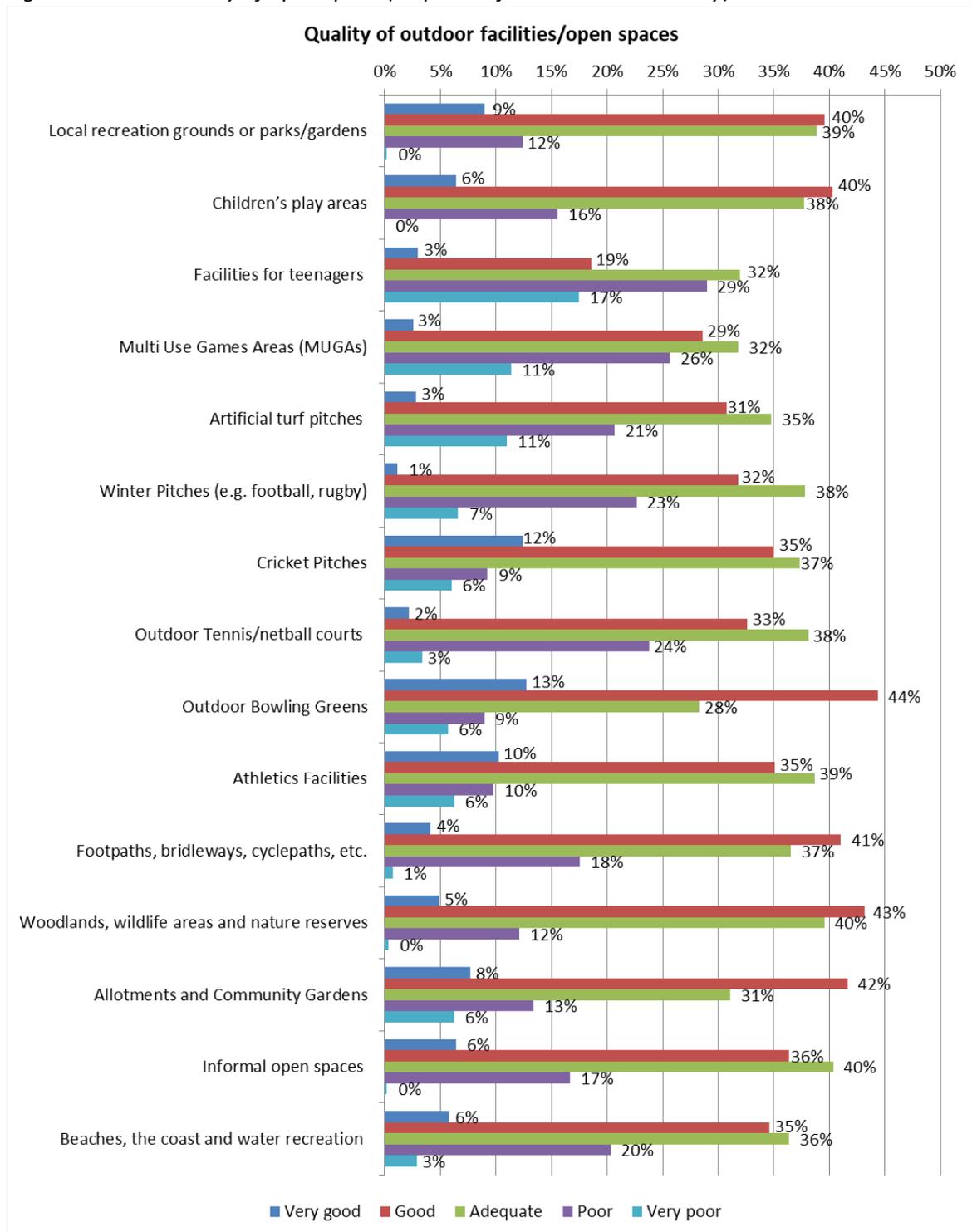
Standard	Key access Issues
Access to accessible natural green space - 960m buffer	There are significant gaps across several built-up areas of many Wards, including- Adur: Churchill; Peverel; St.Mary's; Southlands; Buckingham. Worthing: Marine Worthing; Heene; Central; Selden; Tarring; Gaisford; Broadwater
At least one accessible 2 hectare site, no more than 300 metres (5 minutes walk) from home	When applying this access standard, it can be seen that there are significant gaps in access across the vast majority of the study area. Therefore it is considered that this standard is not very realistic or achievable within the Study Area, and the locally derived 960m buffer is more appropriate in identifying where the key access gaps are.
At least one accessible 20 hectare site within two kilometres of home	There are significant gaps across several built-up areas of many Wards, including- Adur: St.Nicolas; St.Mary's; Marine Adur; Buckingham. Worthing: Tarring Marine Worthing; Heene; Central; Selden; Gaisford; Broadwater
One accessible 100 hectare site within five kilometres of home	Good access across Worthing and the western half of Adur – with a large gap in access in the eastern half of Adur.
One accessible 500 hectare site within ten kilometres of home.	There are no 500 ha sites mapped within the Study Area.
A minimum of one hectare of statutory Local Nature Reserves per thousand population	There are 4 (totaling 77.82ha in size) Local Nature Reserves (LNR's) within the Study Area, all of which are located in Adur. At the Study Area level this equates to 0.45ha per 1000 population of nature reserves, which falls below the ANGSt standard of 1ha/1000.
Access via the PROW network	The PROW network provides access between open spaces and provides an important element of access to/within the countryside. The coastline and South Downs National Park also provide an important recreational resource (for residents but also attracting tourists from a wide area).

## 7.4 Application of quality standards

### 7.4.1 Quality of open space – consultation key findings

Respondents were asked how they rated various types of facilities in the Study Area in terms of quality. The responses of those expressing an opinion on specific categories of facility are illustrated in Figure 7.12 below.

Figure 7.12 Quality of open space (responses from household survey)



For most kinds of open spaces, the general weighting of respondent’s opinions was towards adequate and better, rather than adequate or worse. The one exception to this was provision for youth/teenagers, where the weight of opinion was 56% adequate or better, against 78% adequate to poor.

Table 7.7 ‘Weight’ of household surveys responses on open space quality

Open Space Typology	Adequate to Good	Adequate to Poor
Allotments and Community gardens	88%	51%
Amenity Greenspace	77%	59%
Parks and Recreation Grounds	88%	51%
Play (Children)	86%	54%
Play (Youth)	56%	78%
Accessible Natural Greenspace	88%	52%

#### 7.4.2 Quality of open space – audit methodology

The quality audits were undertaken using a standardised methodology and consistent approach. However, audits of this nature can only ever be a snap-shot in time and their main purpose is to provide a consistent and objective assessment of a site’s existing quality rather than a full asset audit. Site visits were undertaken in May 2019.

The quality audits were designed to focus on the key open spaces. It was not possible to survey all sites due to access restrictions, namely private sports grounds and education sites. Other sites were also excluded due to restrictions on access, and time available. These included allotments, amenity green spaces smaller than 0.15ha in size and churchyards and cemeteries. This has meant that the quality audits have focused on the key open spaces and play areas within the resources available i.e. parks and recreation grounds, large amenity green spaces, children’s and youth play spaces and accessible natural green spaces.

Sites were visited, and a photographic record made of key features, along with a description of the site and recommendations for improvements. An assessment of the quality of the open space was undertaken using the following criteria, which is based on the Green Flag Award criteria:

1. Welcoming
2. Good and Safe Access
3. Community Involvement
4. Safe Equipment and Facilities
5. Appropriate Provision of Facilities
6. Quality/Management of Facilities and Infrastructure
7. Personal Security on Site
8. Dog Fouling
9. Litter and Waste Management
10. Grounds/Habitat Management

Children’s play space and youth play space was also audited separately using the above criteria.

For each of the criteria a score of between 1 -10 is given, where 1 is very poor and 10 is very good. The scores for each site are added together and the mean calculated based on how many criteria were scored (e.g. If ‘Community involvement’ is given N/A for a site, the total will be divided by 9). This mean is then multiplied by 10 to produce the final score from which sites are grouped into 3 categories – good (those sites with a score of between 70 and 100), average (those sites with a score of between 40 and 70) or poor (those sites with a score of between 10 and 40).

### 7.4.3 Quality of open space – audit findings

The quality audit was undertaken at 224 open spaces (including 86 children’s and youth play spaces) across the Study Area. The details of the quality audits are contained within the GIS database provided to the local authorities. For each of the Wards within the Study Area, a map showing the results of the quality audit has been produced, showing the sites which scored good, average or poor quality (see Appendix 3).

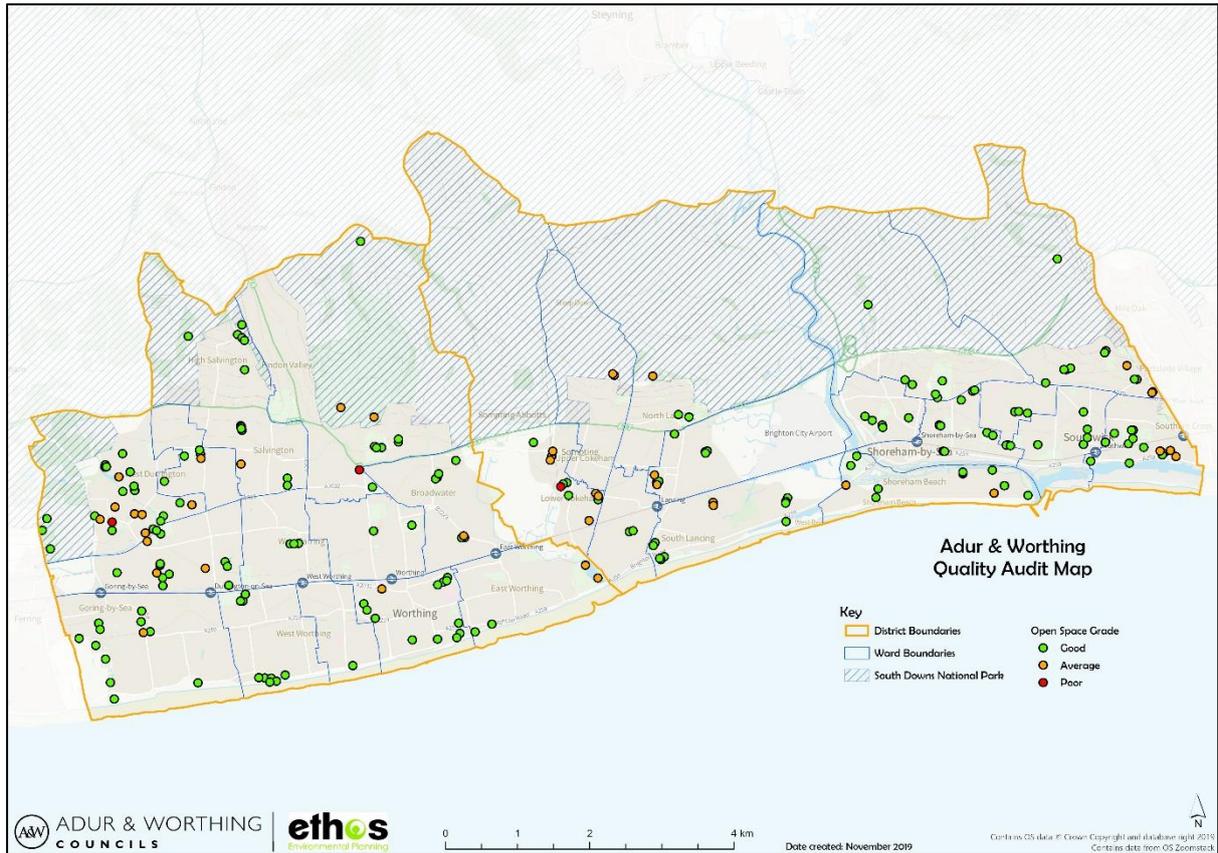
Figure 7.13 and Table 7.8 below provides an overview of the quality audit results across the Study Area. As can be seen, the majority of open spaces were assessed as being of good quality.

Table 7.8 Overview of quality audit scores across the Study Area

Typology	Quality Audit Grade			Total
	A (Good)	B (Average)	C (Poor)	
Accessible Natural Greenspace	12	4	1	17
Amenity Greenspace	59	15	1	75
Green Corridor	1			1
Park and Recreation Grounds	40	5		45
Play (Child)	45	10		55
Play (Youth)	25	5	1	31
Green Corridor	1			
<b>Total</b>	<b>182</b>	<b>39</b>	<b>3<sup>26</sup></b>	<b>224</b>

<sup>26</sup> These sites are: Northbrook Pond ANGS, in Northbrook ward, Offington Avenue AGS, in Offington ward (both in Worthing); and Hamble Recreation Ground BMX Track in Peverel ward (in Adur).

Figure 7.13 Overview of existing open space quality scores



## **8.0 STRATEGIC OPTIONS, POLICY & MANAGEMENT RECOMMENDATIONS**

This section sets out strategic options and policy recommendations for open space within the study area. It draws on all the previous steps of the study to bring together informed recommendations and addresses a number of specific requirements of the study brief.

### **8.1 Strategic Options**

#### **8.1.1 Introduction**

The strategic options address six key areas:

- 1) Existing provision to be protected;
- 2) Existing provision to be enhanced;
- 3) Opportunities for re-location/re-designation of open space;
- 4) Identification of areas for new provision;
- 5) Facilities that may be surplus to requirement;
- 6) Developer contributions and recommended thresholds for on-site provision of open space

#### **8.1.2 Delivering Strategic Options**

The National Planning Policy Framework (NPPF) was first published in 2012 and has since been principally updated in July 2018, with further updates following in February 2019. The NPPF sets out the government's planning policies for England and how these are expected to be applied.

The purpose of the planning system is to contribute to the achievement of sustainable development. The planning system has three overarching objectives (economic, social and environmental), which are interdependent and need to be pursued in mutually supportive ways. Open spaces (provision, protection, enhancement) and their associated intrinsic benefits are key components of all three of the objectives.

Whilst local authorities have an important role in delivering open space, sport and recreation facilities (as do the Private Sector), in some cases their role may move from that of 'deliverer' to 'facilitator'. The aim will be to work with community organisations to make local decisions about how facilities and services will be provided. Organisations such as residents' groups, voluntary organisations, sports clubs and societies will all have a key role in this.

Although it is up to local communities to define their own priorities (such as through neighbourhood plans) the information provided within this study will form a good basis to inform any decisions related to the provision of open space.

The following sections consider the key issues for open space in the study area, and the recommendations that emerge need to be taken in context with National policy (including the Localism Act) and consider how they can fit into local decision making. The following sections serve to highlight issues, but do not necessarily resolve how they may be delivered.

The information provided within this study will also form the basis for potential future strategies. The recommended policies within this study can also be used to help form the basis of any open space policies within the review of the existing local plans.

## 8.2 Existing provision to be protected

**The starting point of any policy adopted by the local authorities should be that all open space should be afforded protection unless, it can be demonstrated it is not required/is surplus to requirements (in accordance with the NPPF).** Even where open spaces are in sufficient supply within a given area, this does not necessarily mean there is a ‘surplus’ in provision of open space, as additional factors such as access to open space, the supply of other typologies of open space, the quality of open space and where new development is planned needs to be taken into account (as explained further in the sections below, and covered in section 7 of this report).

Existing open space or sport and recreation facilities which should be given the highest level of protection by the planning system are those which are either:

- Critically important in avoiding deficiencies in accessibility, quality or quantity and scored highly in the quality assessment; **or**
- Are of particular nature conservation, historical or cultural value.

The quantity analysis, summarised in Table 7.3 (Section 7.2) shows that in every Ward, there is a deficiency in at least one typology of open space. Therefore, the following recommendations are made:

### ***Open Space Policy Direction (protecting open space):***

- |            |  |
|------------|--|
| <b>OS1</b> | The starting point is that all open space will be protected, unless it can be demonstrated that it is surplus to requirements. The distribution of open space varies across the Study Area, however, there are identified shortfalls of at least one typology of open space in all Wards, and in addition, gaps in access to open spaces. It is therefore recommended that priority is placed on protecting those open spaces where there are existing shortfalls against the quantity and/or access standards, and also those open spaces which have scored highly in the quality assessment. |
| <b>OS2</b> | Sites which are critical to avoiding deficiencies, or making deficiencies worse, in respect of quantity, quality or accessibility should be protected unless suitable alternative provision can be provided which would compensate for any deficiencies caused.  |
| <b>OS3</b> | Sites which have significant nature conservation, historical or cultural value should be afforded protection, even if there is an identified surplus in quality, quantity or accessibility in that local area.   |

### 8.3 Existing provision to be enhanced

In areas where there is a quantitative deficiency of provision but no accessibility issues, then increasing the quality/capacity of existing provision may be considered. Alternatively, in areas where facilities or spaces do not meet the relevant quality standards, qualitative enhancements will be required.

This includes those spaces or facilities which:

- Are critically important in avoiding deficiencies in diversity, accessibility or quantity, **but**
- Scored poorly in the quality assessment.

Those sites which require enhancement are identified within the quality audit that was undertaken. Some of the key observations related to site quality, functionality and enhancement include:

1. The importance of providing high quality provision and maintenance of formal facilities such as Parks and Recreation Grounds and Play Space.
2. The need for additional and improved facilities for young people.
3. The role of private sports spaces to some local communities and the need to provide opportunity for investment.
4. The need to ensure high quality open spaces are designed and provided through new development where feasible.
5. The importance of rights of way and accessible natural green space within the Study area, and the need to maintain and enhance provision for biodiversity.
6. The role of open space in contributing to wider initiatives and strategies.
7. Extending and enhancing the network of green infrastructure including the connectivity between sites and improved accessibility to existing sites.

Appendix 3 provides maps by Ward showing the sites that were quality audited and their overall score (good, average, poor), as identified within the quality audit database. An overview of the open space quality audit rank scores is provided in Section 7.4.3. The following recommendations are made in relation the quality of open space:

#### ***Open Space Policy Direction (enhancing open space):***

**OS4** Where new housing development is proposed, and open space is not practicable on site, consideration should be given to improving existing open spaces within the Ward or neighbouring Ward to which the development is located. Priority should be given to any sites identified as poor or average as detailed in the quality audit database<sup>27</sup>.

#### **OS5**

<sup>27</sup> There may also be a demonstrated need to improve the quality of open spaces which were not included within the quality audits (due to resource limitations – see section 7.4.2), or even those sites which were assessed as being good quality – there may be local aspirations for sites which have not been identified within the quality audits.

<b>OS6</b>	New development should seek to achieve the Building with Nature <sup>28</sup> Standards for high quality Green Infrastructure, in order to ensure that new development is multi-functional, climate resilient, future proof, responds to policy (local and national) and is appropriate to the landscape context/ contributes to sense of place.
<b>OS7</b>	The findings of the assessment make recommendations for improving the quality of open space across the Study Area. However, a long-term strategy for achieving improvements could be delivered through a Green Space/GI Strategy, Play Strategy, Neighbourhood Plans or design guidance.
<b>OS8</b>	The highest priorities for improvement (identified in the household survey) include the enhancement of footpaths, bridleways and cyclepaths (it should be noted that West Sussex County Council have responsibility for all Public Rights of Way (PROW)); woodland, wildlife areas and nature reserves and parks and recreation grounds.  Management plans (if not already established) should be developed for the main parks and recreation grounds. These priorities could also be considered in neighbourhood plans and by the local community.

## 8.4 Opportunities for re-location/re-designation of open space

In some areas it may be possible to make better use of land by relocating an open space or sport and recreation facility, especially if this will enhance its quality or accessibility for existing users or use land which is not suitable for another purpose. This needs to be determined at a local level, considering the quality, quantity and access to facilities at neighbourhood level and in some cases across the study area.

Although it is up to local communities to define their own priorities within neighbourhood plans or management plans, the information provided within this study will form a good basis to inform any decisions related to the provision or replacement of open space, sport and recreation facilities. Some settlements may seek a consolidation of facilities on a single site, such as a new sports hub.

These decisions could include the spatial and investment plans for green space and set the foundations for green space provision (e.g. for the lifetime of a plan period). They should outline where different types of facilities and space - such as children's playgrounds, sports pitches, young people's facilities etc. are to be located. It will also identify if any open space is no longer needed and how its disposal or re use can be used to fund improvements to other spaces.

Spatial and Investment plans should apply the standards and be in accordance with the strategic policies set out in the adopted Local Plan (as informed by this study) and seek to

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<sup>28</sup> <https://www.buildingwithnature.org.uk/how-it-works>

ensure that where significant investment is anticipated for green spaces that this is prioritised and realised with the help of key stakeholders and communities.

The standards recommended in this study can be used to help determine a minimum level of quality and quantity of green space provision and the maximum distance people should have to travel to access different types of green space.

This study provides information on the existing supply of different types of open space, an analysis of access and identifies local issues related to quality. It will act as a good starting point for feeding into strategies for future decision making in consultation with the local community.

Table 8.1 below provides an example of applying the supply, accessibility and quality of open space in the ward of Selden in Worthing, in order to highlight potential opportunities for re-location or re-designation of open spaces or improvements to open spaces to help reduce existing shortfalls in quantity, accessibility and quality. It also considers those open spaces which may have potential to be considered as surplus to requirement. This is an example that could be used to guide Adur and Worthing Councils in applying similar solutions to other wards as required.

These considerations will act as a good starting point for decision making but will require further detailed investigation and community consultation before any decisions can be made. For example, just because an open space may be in sufficient supply with overlaps in access, and it may be of average or poor quality, local knowledge (or other considerations such as green infrastructure or historic value) may show that it is a highly valued and/or an important facility, and therefore it should not be considered for alternative use/as being surplus to requirement.

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Table 8.1 Example opportunities for re-designating open space

Ward	Current Provision	Opportunities
Selden	<p>Sufficient supply of allotments and parks and recreation grounds. Shortfalls in amenity green space, children's play space and youth play space.</p> <p>No youth provision or accessible natural green space within the Ward. Good Access to parks and recreation grounds. Large gaps in access to youth provision, allotments, children's play space, amenity green space and natural green space (although there is access against the 100ha site within 5km ANGSt standard).</p>	<p>Although there are shortfalls in the supply and access to amenity green space, there is good access to parks and recreation grounds against the standard, provided by Brooklands Pleasure Park (within the Ward), and a number of parks falling just outside of the Ward boundary (Homefield Park, Beach House Park and Denton Gardens and Beach House Gardens). However, Brooklands Pleasure Park has been assessed as being of average quality, and a number of recommendations have been made to improve the quality of the site. Recommendations include upgrading the children's play area (which could help reduce the quantitative and qualitative shortfalls in children's play space) and accommodating new youth provision (which would reduce the shortfalls in access and quantity). There is little opportunity to address the gaps in access to allotments and children's play spaces. Although there is no accessible natural green space within the Ward, Brooklands Pleasure Park has many attractive natural features such as a lake with reed bed, tall grass areas and scattered trees. There may be potential to improve the wildlife value of the site e.g. through managing areas as wildflower meadows, tree planting, installing bird boxes etc. There is also access to the coast, which provides an important recreational resource for residents in this area.</p> <p>It is recommended that no open spaces are surplus to requirements – as they are either in shortfall, or in the case of parks and recreation grounds, provide opportunities to reduce the shortfalls of children's and youth provision (and the quantitative shortfall in amenity green space). Although there is sufficient supply of allotments against the standard, the allotment cannot be considered as surplus as there is an overall shortfall in Worthing Borough, and the consultation revealed long waiting lists in Worthing.</p>

## 8.5 Identification of areas for new provision

New provision will be required where there is a new development and a planned increase in population, and/or an existing deficiency in supply or access to facilities exists. Section 7 outlines the existing situation with regards to supply, quality and access to open space. This study can be used as the basis for decision making, as follows:

### **Quantity**

Within the study report, for each typology, there is an identified 'sufficient supply' or 'under supply' for each of the Wards, Local Authorities, as well as the overall Study Area. If a given geography has an existing under supply of any typology, there may be need for additional provision. This could be delivered through developing a new site (for example as part of a housing development), acquiring land to extend the site or changing the typology of an existing space (which may be in over supply).

The supply statistics should be used as part of the decision-making process in development management to determine if a new development should provide facilities on-site or enhance existing provision through developer contributions.

The use of the quantity statistics should not be in isolation and considered alongside the access standards.

### **Access**

This study considers how access to different types of open space varies across the various geographies against the proposed standards. The maps in Section 7 (and Appendix 3) show where there are deficiencies and potential over supply of facilities. This information can be used alongside the quantity statistics to determine if new provision or improved accessibility is required in an area. For example, if a new development is proposed, the maps should be consulted to determine if there is an existing gap in provision of a particular typology which could be met by the development.

Therefore, even though the quantity statistics may identify a sufficient supply of a particular typology, there may be gaps in access, and thus a new facility may still be required.

### **Delivering new provision**

There various opportunities for delivering new facilities through new development – developer contributions and to a lesser extent through capital and grant funding.

#### *Community Infrastructure Levy (CIL)*

The CIL is a tool for local authorities to help fund the delivery of infrastructure. CIL is a non-negotiable standard charge on new development. It takes the form of a charge per square metre of net additional floorspace and once adopted, will apply to most new development.

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At the time of writing, Adur District Council uses Section 106 (S106) planning obligations to seek developer contributions and does not use the CIL.

Worthing Borough Council adopted the charging schedule for CIL in February 2015. Therefore, is already the dominant means for securing financial contributions from development in the Borough. To explain the role of CIL and its relationship with S106 agreements the Council has also published a Developer Contributions SPD. CIL money can be used to support development by funding infrastructure to support 'growth', it does not need to be used for providing infrastructure on the site it is collected from. This is not the case for Section 106 agreements where money collected will be restricted to that infrastructure required to directly mitigate the impact of a proposal. Where a development is unable to provide sufficient on-site provision of open space to mitigate the impact of that development both Adur and Worthing Councils can collect contributions that could be put towards off-site provision/enhancement. For Worthing, this is an example of how S106 agreements can be used alongside CIL.

The most recent amendments to the Community Infrastructure Levy (CIL) Regulations (2010) came into force on 1 September 2019. One of the key changes is the lifting of the 'pooling restriction', due to the deletion of Regulation 123. This allows CIL and planning obligations (S106) to fund the same piece of infrastructure and accordingly remove what can be a barrier to development. The new Infrastructure Funding Statements (which replace the regulation 123 lists) required annually from 31 December 2020, will provide an appropriate audit trail of all contributions to receiving authorities and how they are spent, whether S106 or CIL.

#### *Planning Obligations (S106)*

'Section 106' planning obligations may be required for specific on-site mitigation measures and/or contributions towards off-site infrastructure, such as public open space provision. Any adverse impacts on the local environment or local infrastructure, which will arise as a direct result of development, and which can be made acceptable in planning terms, should be mitigated via a planning obligation. Planning obligations must be made in accordance with the three tests of CIL Regulation 122:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and,
- fairly and reasonably related in scale and kind to the development.

New development will be required to provide on-site open space in accordance with Adur and Worthing policy requirements, as informed by the standards outlined in this Study. Whilst not all developments will be of a size that will generate the requirement for on-site open space, when considering future requirements for Adur and Worthing, there will be many that will. This study should be used to inform local decisions about where and when new on-site provision will be required.

Figure 8.1 below shows an example flow chart/decision making process to help developers/Council officers determine the need for on or off-site provision of open space. This is only a guide and requirements will be determined on a case by case basis using the

standards and assessment within this Study. Where possible, this should be determined through pre-application discussions with the Council.

### *Capital and grant funding*

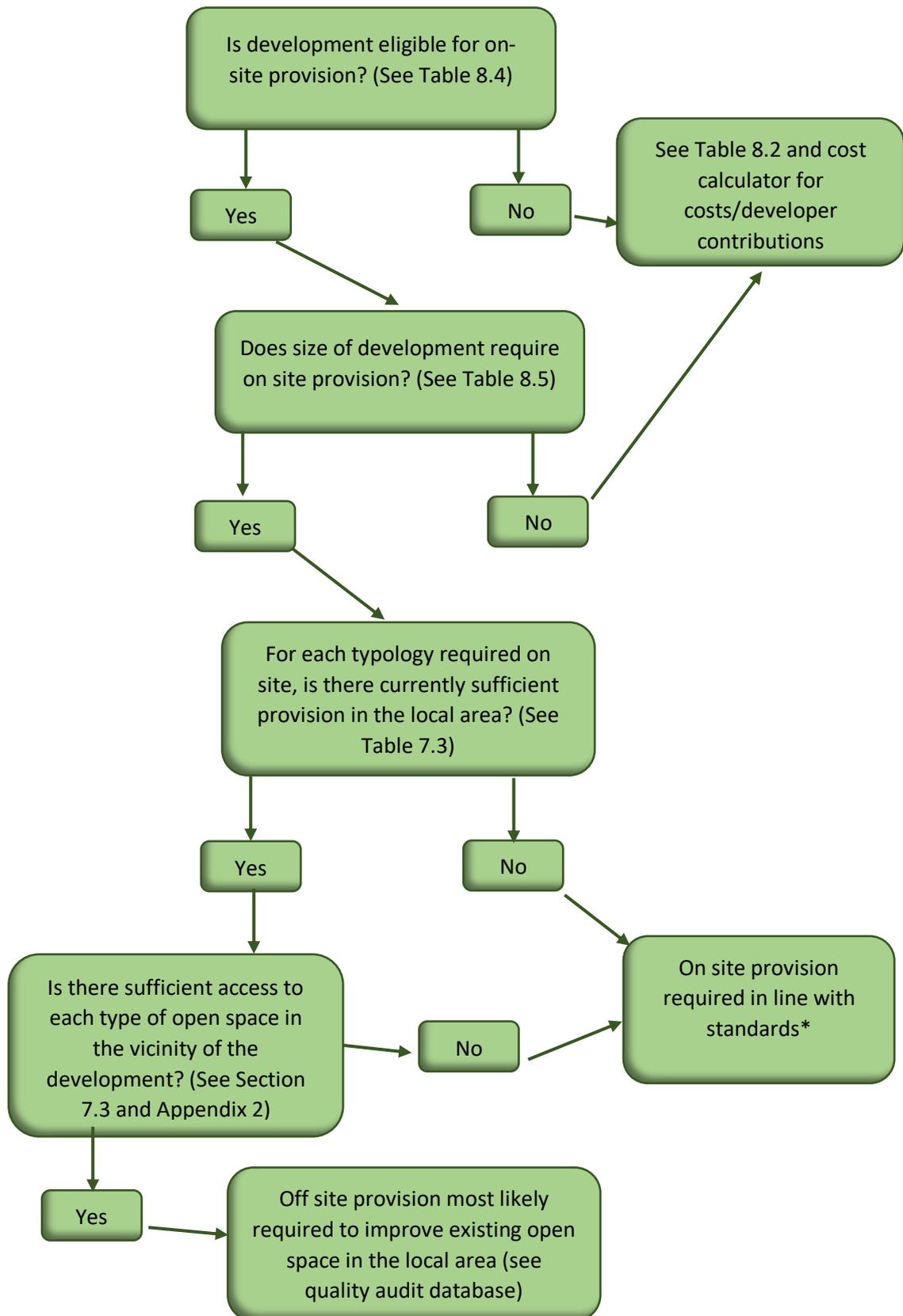
Although the availability of capital and grant funding has diminished in recent years, nevertheless funding does become available for providing facilities for open space, sport and recreation. National and governing bodies for individual sports should be consulted where new infrastructure is required, such as changing rooms and sports pitches. Environmental grants and stewardship schemes are available for managing accessible natural green space. As neighbourhood plans are developed and open space priorities are established within these, funding requirements will be identified and delivery through grant funding can be considered.

### *Requirements for open space from new housing*

Table 7.3 summarises the variation in supply of different typologies of open space across Wards. As identified, every ward has a shortfall in at least one typology of open space, therefore, the starting point for new housing (of a certain size - see Table 8.5 for recommended thresholds) is to assume that some form of on-site open space provision would be required.

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Figure 8.1 Decision making process for on-site provision of open space, or off-site contributions to enhance existing open space



\*if it is not feasible to deliver open space on site due to exceptional circumstances e.g. viability or land availability, then potential to make off site provision will be considered on a case by case basis.

**Open Space Policy Direction (new provision of open space):****OS9**

New provision of open space will be required as part of new development. On-site provision should be provided in line with the proposed open space standards.

Where on-site provision is deemed impractical, or not required e.g. for small sites, consideration will be given to opportunities for off-site provision and/or improvements.

Improvements to existing open space will be considered first in the ward within which the development is located, then in open spaces in neighbouring wards. Open spaces requiring improvements will be identified using the results from the quality audit (those sites being of poor or average quality being the highest priority) and also from site management plans and the Councils' own knowledge of their sites.

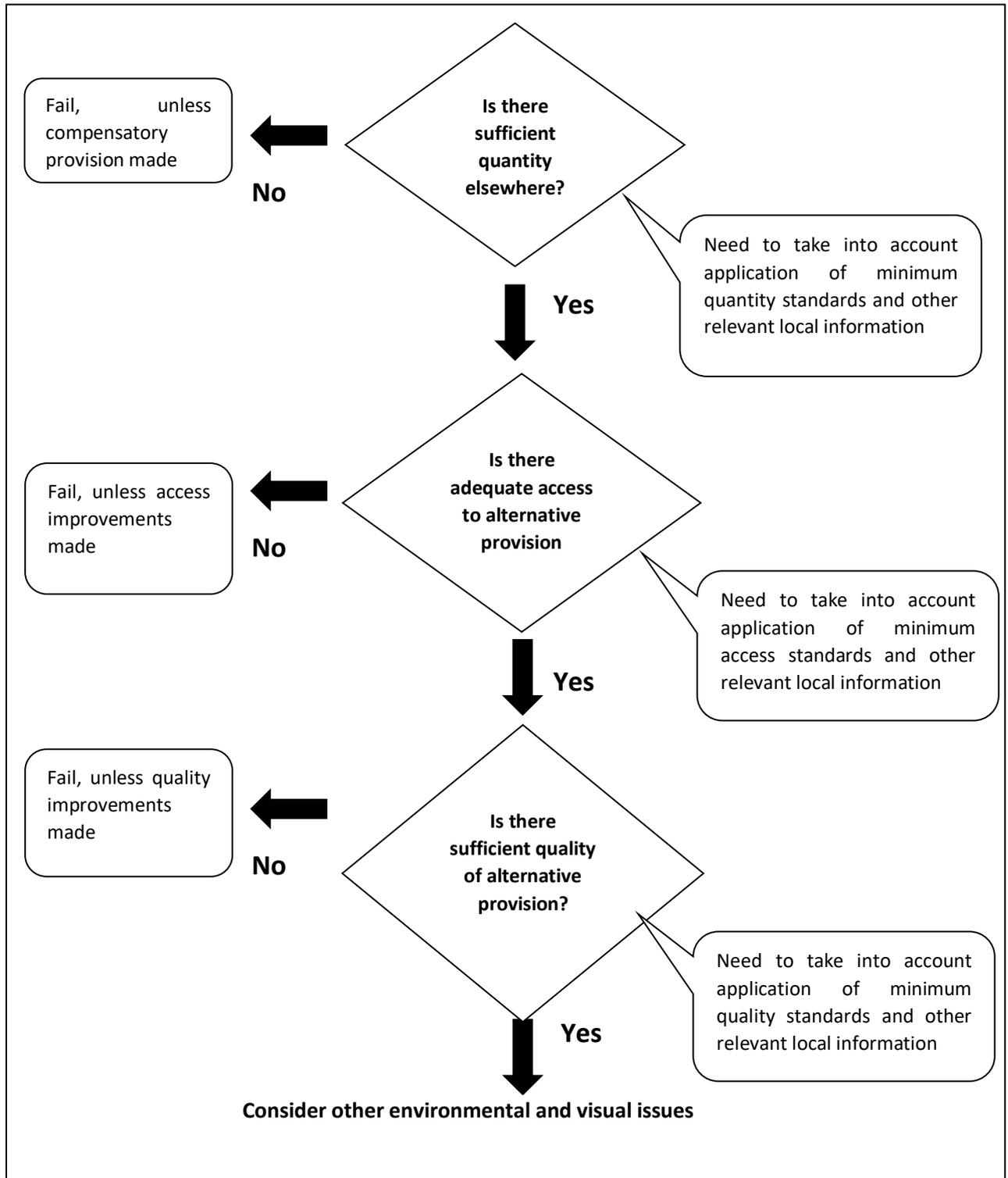
**8.6 Facilities that are surplus to requirement**

In addition to the strategic options outlined above, consideration should also be given to facilities that are surplus to requirement. There are important issues to resolve in terms of striking the correct balance of open space across the study area before any disposal can be contemplated. Whilst there is under provision relative to the minimum standards in several areas, there are other areas where provision compares favourably with the standards. However, it is once again emphasised that the proposed standards are for *minimum* levels of provision. Factors to be taken into account before any decision to release open space for alternative uses can be taken include:

- The local value and use of a given open space - as it may be a locally popular resource.
- Whether future local development/population growth might generate additional demands for open space.
- Whether there is a demonstrable need for some other type of open space within the locality that a given space (subject to a change of management regime) would be well placed to meet.
- Other non-recreational reasons that suggest a space should be retained (which might include ecological and visual reasons).

Figure 8.2 and the associated paragraphs below suggests an outline of the decision process that should be followed before the development/alternative use of an open space can be seriously contemplated. This is unlikely to be a consideration in Adur and Worthing, due to the shortfalls in supply of open space across the Study Area.

Figure 8.2: Outline decision making process in relation to sanctioning (re)development of open space



**Q. Is there sufficient quantity?**

**A.** If the minimum quantitative standard for amenity green space is exceeded in a defined geographical area, the relative provision of other forms of open space must then be considered (amenity green space can in principle be converted into other forms of open space where the need arises). If a) provision meets the minimum quantitative standard; b) there is no significant local information suggesting a need to retain the site; and, c) there is not a perceived lack of other forms of open space, the next question can be addressed.

**Q. Is there adequate access to alternative provision?**

**A.** Within a given geographical area there may be good overall provision of amenity green space relative to the quantity standard, but is it in the right place and can it be easily reached? Applying the accessibility component of the minimum standards will help to answer this question. If other similar open space cannot be easily reached, the site's disposal for other uses may be unacceptable.

**Q. Are other accessible and similar opportunities elsewhere of sufficient quality?**

**A.** If it can be demonstrated that alternative opportunities are sufficient both in quantity and accessibility, there may still exist issues with the quality of these alternative provisions. The quality component of the proposed standards may indicate that certain improvements to alternative opportunities must be made which should be funded and secured before development is permitted.

The quality audit provided as part of this study provides a useful framework for identifying and prioritising open spaces that require improvements. Those open spaces which have been assessed as being of poor or average quality should be prioritised for improvement. If existing open spaces in the vicinity of new development are of poor/average quality, then their improvement (e.g. access improvements, signage, improvements to facilities and/or habitats) would need to be secured before any 'surplus' in a particular open space typology could be considered.

Even if these three tests are passed there may be other reasons for the site to remain as open space. For example, it may have value as a natural habitat or be visually important. Such considerations are important, but beyond the scope of this report.

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## 8.7 Developer Contributions

This section draws on the policy recommendations in the previous section and outlines a process for calculating S106 developer contributions for on and off-site provision.

### 1) *Capital cost of providing open space (on and off site).*

In order to calculate developer contributions for facilities, a methodology has been recommended which calculates how much it would cost the Local Authority to provide them. These costs have been calculated by Ethos Environmental Planning using Spon's<sup>29</sup>. A summary of the costs is outlined in Table 8.2 below. These costs may be used by the local authorities, however up-to-date costings may also be considered from other sources.

Contributions towards the provision or improvement of open space are calculated using the capital cost of provision. The same charges apply to both provision of new facilities and the upgrading/improvement of existing facilities (where related to new development), which will normally include at least some new provision. Contribution per person is taken to be a reasonable approach to calculating the amount of money required and is an accepted approach used by many local authorities, irrespective of whether new provision or improvement of existing facilities is required. It ensures contributions are “in scale” as required by the CIL Regulations. The calculated costs have drawn on the standards of provision summarised in Table 6.6.

*Table 8.2 Costs for providing open space (excludes land costs)*

Typology	Standard (m <sup>2</sup> ) per person (see Table 6.6)	Cost of provision	
		Cost / m <sup>2</sup>	Contribution per person
Allotments	2	£22.34	£44.68
Parks and Recreation grounds (Combined) <sup>30</sup>	8	£92.94	£743.52
Play Space (Children)	0.6	£168.76	£101.26
Play Space (Youth)	0.6	£114.34	£68.60
Amenity green space	6	£20.24	£121.44
Natural green space	10	£20.24	£202.40
<b>Total</b>	<b>29.9</b>		<b>£1,281.90</b>

This shows that it costs £1,281.90 per person to provide new open space to meet the Adur and Worthing standards for open space if contributions are sought for all typologies. These

<sup>29</sup> Spon's Architects' and Builders' Price Book 2017

<sup>30</sup> The cost of provision for parks and recreation grounds does not include the cost of providing playing pitches or fixed facilities such as tennis and bowls, which are additional costs which would need to be agreed in addition to the open space costs, where new pitches or contributions to existing pitches are required. Sport England also set out facilities costs: <https://www.sportengland.org/media/13346/facility-costs-q2-18.pdf>.

calculations may be used to calculate developer contributions for on-site provision and where required, for off-site contributions. Costs should be updated at least annually to account for inflation based on the Bank of England inflation rate (“Index Linking”).

Viability issues will be taken into account when considering the off-site contributions that would be required, on a case by case basis.

A **cost calculator** has been provided to the Councils so that the on and off-site requirements for open space can be calculated for different sized developments. This cost calculator is a recommendation by Ethos that might be further developed by the Councils. It provides an example of how costs might be calculated, but site circumstances will also need to be taken into account e.g. topography.

The cost calculator is based on the following assumptions:

- Average household size (2.2 persons/household)
- The open space quantity standards (see Table 6.6)
- The cost of open space per m<sup>2</sup> (see Table 8.2)
- Thresholds for on-site provision (see Table 8.5)

### **Cost calculator: Example**

A housing development of 95 dwellings in would generate the following minimum requirements for on-site provision of open space and contributions for off-site improvements:

#### On-site provision:

- 0.1254 ha (1254 sqm) of amenity green space (to be provided as a single space)

#### Contributions for off-site provision/improvements required<sup>31</sup>:

- £9,338 for allotments
- £155,396 for parks and recreation grounds
- £21,163 for children’s play space
- £14,338 for youth play space
- £42,302 for accessible natural green space

A screenshot from the cost calculator is provided below:

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<sup>31</sup> Viability issues will be taken into account when considering the off site contributions that would be required, on a case by case basis.

Number of dwellings	Enter number	Equivalent people	Open Space requirement	Required msq per person	Cost per msq	Total requirement (msq)	Cost of provision (£)	On site required?	Calculation	Required quantity on site (msq)	Enter actual provision on site (msq)	Value of provision	Contribution required
1 bed		0	Allotments	2	22.34	418.00	£9,338	0		FALSE	0	0	£9,338
2 bed		0	Amenity Green Space	6	20.24	1,254.00	£25,381	Y		1,254.00	1254	25,381	£0
3 bed		0	Parks & Recreation Grounds	8	92.94	1,672.00	£155,396	0		FALSE	0	0	£155,396
4 bed		0	Play Space (Children)	0.6	168.76	125.40	£21,163	0		FALSE	0	0	£21,163
5 bed		0	Play Space (Youth)	0.6	114.34	125.40	£14,338	0		FALSE	0	0	£14,338
Elderley 1 bed		0	Natural Green Space	10	20.24	2,090.00	£42,302	0		FALSE	0	0	£42,302
Elderley 2 bed		0											
<b>TOTAL</b>	<b>95</b>	<b>209</b>		<b>27.20</b>		<b>5,685</b>	<b>£267,917</b>			<b>1,254</b>		<b>25,381</b>	<b>£242,536</b>

## 2) Maintenance contributions (commuted sums) for on-site provision

Where new open space is provided, the developer would be expected to provide the open space and either maintain the open space through a management company, or if, the site is to be adopted by the Local Authority, then maintenance fees of at least 15 years will be included in the Section 106 legal agreement<sup>32</sup>. If the open space is maintained by a Management Company then the open space should be publicly accessible in perpetuity. It is expected that a management plan for the open space would be submitted and approved by the council as a planning condition or part of the legal agreement. Details of how the Management Company will be established and managed, and the provisions put in place should the management company fail etc. would also need to be approved by the council.

In the event that the open space would be adopted by the Council/Parish council, they may be willing to accept a commuted sum and make arrangements for management of the open space. The amount payable for the commuted sum will be calculated using the figures in Table 8.3 below. These figures do not include professional fees, set up costs and admin etc. The figures in Table 8.3 provide guidance on how much it costs to maintain open space per metre squared. The costs have been provided from maintenance costs estimated by Ethos Environmental Planning using Spon's 2020<sup>33</sup>, and include lifecycle replacement costs. An inflation rate based on the Bank of England inflation rate should be applied. These costs may be reviewed and updated.

Table 8.3 Maintenance costs for open space

Typology	Cost/sq m per annum
Play Space (Children)	£13.34
Play Space (Youth)	£9.21
Parks and Recreation Grounds <sup>34</sup>	£3.47
Amenity Green Space	£0.77

<sup>32</sup> 15 years is considered appropriate, as the maintenance costs provided at Table 8.3 include replacement costs.

<sup>33</sup> Spon's Architects' and Builders' Price Book 2020.

<sup>34</sup> Excludes pitches/sports facilities - Sport England have published information on sports capital and maintenance costs: <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/facility-cost-guidance>

### 3) Eligible types of development for on-site provision

Table 8.4 outlines the type of housing that will be considered eligible for making contributions towards open space to meet the needs of future occupants.

*Table 8.4 Eligible types of residential development*

Category	Open Market Housing / Flats	Affordable Housing	Older People's Accommodation	Permanent mobile homes
Play Space (Children and Youth)	✓	✓	×	✓
Parks and Recreation Grounds	✓	✓	On a case by case basis	✓
Amenity Open Space	✓	✓	On a case by case basis	✓
Accessible Natural Green Space	✓	✓	On a case by case basis	✓
Allotments	✓	✓	On a case by case basis	✓

### 4) Thresholds for provision

The required open space, sport and recreation facilities should in the first instance be provided on-site, with off-site provision/contributions only to be considered where on-site provision is either not needed (considering the analysis of supply, accessibility) or not possible/practicable.

Where facilities are to be provided on-site, Adur and Worthing Councils will expect the developer to provide the land for the facility and either:

- Design and build the provision to the satisfaction of the Councils; or
- Make a financial contribution the Councils so that they may arrange for the construction and development of the required facility.

The decision on whether facility provision is to be on-site, off-site or both depends on the following considerations<sup>35</sup>:

- The scale of the proposed development and site area;
- The suitability of a site reflecting, for example, its topography or flood risk;
- The existing provision of facilities within the parish/neighbourhood;
- Other sites in the parish/neighbourhood where additional provision is proposed; and

<sup>35</sup> Also see flow chart at Figure 8.1

- Existing access to facilities within the parish/neighbourhood.

Table 8.5 provides guidance on how to assess different scales of development sites that could generate a need for facilities in the categories listed to be provided on-site (also see the flow chart at Figure 8.1, which shows how the quantity, access and quality analysis needs to be taken into account). It should also be considered that where a development is of a size that could generate the need for provision of open space on-site, if there is sufficient provision (quantity and access) of an open space typology within the vicinity, then consideration will be given to improving existing facilities as an alternative to new on-site provision.

Where a development would result in less than 0.15ha of amenity green space, it will be provided as a single space. For developments that result in more than 0.15ha of amenity green space, the minimum size considered acceptable is 0.15ha. This will avoid a proliferation of small amenity spaces which have no real recreation function.

It is also considered that the minimum size of equipped children's play provision would be 100 sqm. In addition to this, buffer zones/playable space (which will take a landscape design approach) will be provided between 5m and 30m, depending on the size of the play area.

While Table 8.5 acts as a useful guide to the recommended types of provision in relation to the size of a scheme, each proposal will still be considered on a site by site basis, with on-site provision always to be considered as the first solution. The table below will be most applicable to greenfield sites. For high density brownfield sites, off-site contributions rather than on-site open space provision is considered to be reasonable, due to the limited land available for new development within the study area. The enhancement of existing facilities (including improving access to facilities) will be key to meeting unmet demand.

*Table 8.5 Potential open space requirements based on scheme size*

<b>Type of Provision</b>	<b>10-19 dwellings</b>	<b>20-49 dwellings</b>	<b>50-99 dwellings</b>	<b>100 – 199 dwellings</b>	<b>200+ dwellings</b>
Allotments	Off-site	Off-site	Off-site	<b>On-site</b>	<b>On-site</b>
Amenity Green Space	Off-site	<b>On-site</b>	<b>On-site</b>	<b>On-site</b>	<b>On-site</b>
Parks and Recreation Grounds	Off-site	Off-site	Off-site	Off-site	<b>On-site</b>
Play Space (children)	Off -site	Off-site	Off-site	<b>On-site</b>	<b>On-site</b>
Play Space (Youth)	Off-site	Off-site	Off-site	Off-site	<b>On-site</b>
Accessible Natural Green Space	Off-site	Off-site	Off-site	<b>On-site</b>	<b>On-site</b>

## 9.0 CONCLUSION

This study provides a robust analysis of the status of open space within the Adur and Worthing local authority areas as at 2019. It includes an audit of provision and a local needs assessment (consultation) with findings used to produce new recommended standards for quantity, accessibility and quality of open space. The study also includes a suite of policy recommendations and methodologies for interpreting and informing the needs for the assessed open space typologies over a period up to 2036, as well as a process for calculating developer contributions. It should be read in conjunction with the Community and Stakeholder Consultation Report (2019).

The role and value of open space in contributing to the delivery of national and local priorities and targets is clear from this assessment. It is important that the policies and recommendations included within this assessment are considered for inclusion as statutory planning policy, associated guidance and other council strategies and policy documents. Council officers and elected members play a pivotal role in adopting and promoting the recommendations within this assessment and ensuring that key stakeholders such as councillors, developers and community groups are suitably informed and engaged in the open space process.

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