

Borough of Oadby & Wigston



Oadby & Wigston

**Developer Contributions
Evidence Base for Open Space,
Sport and Recreation
Consultation Draft (incorporating
Green Infrastructure)**

August 2011



1. Background to Open Space, Sport and Recreation (incorporating Green Infrastructure)

Background

- 1.1 This section of the Supplementary Planning Document provides greater clarity on the interpretation of the policies contained within the Core Strategy on Community Infrastructure (Core Strategy Policy 10), Open Space and Facilities for Leisure, Recreation and Tourism (Core Strategy Policy 17) and Green Infrastructure (Core Strategy Policy 5).
- 1.2 Through the negotiation of Section 106 Agreements, planning obligations will aim to reduce the negative impacts of development on local communities, achieving sustainable development and enabling improvements to open space, sport and recreational facilities (incorporating Green Infrastructure) in the Borough.
- 1.3 This section also includes details on how the Borough Council will seek to protect and enhance Green Infrastructure through the negotiation of Section 106 Agreements.

PPG 17 Open Space, Sport and Recreational Facilities Study (May 2009)

Standards for Open Space, Sport and Recreation in the Borough

- 1.4 Oadby and Wigston Borough Council's Open Space, Sport and Recreation Facilities Study (2009) lists nine typologies of open space, sport and recreation facilities in the Borough. These are as follows:
 - Parks and Recreation Grounds;
 - Outdoor Sports Space;
 - Children and Young People's Space;
 - Informal Open Space;
 - Natural Green Space;
 - Allotments;
 - Sports Halls;
 - Swimming Pools; and
 - Small Halls / Community Venues
- 1.5 The following table, derived from Oadby and Wigston Borough Council's Open Space, Sport and Recreation Facilities Study (2009), illustrates the standards that the Borough Council would use as the basis for justifying quantity and access standards for open space, sport and recreation (incorporating green infrastructure) seen to be deficient in the Borough.

Typology	Quantity Standard	Provision per dwelling (sqm)
Children & Young People's Space	0.30 ha/1000 ppl	7.8
Parks and Recreation Grounds	0.5 ha/1000 ppl	13
Outdoor Sports Space	1.0 ha/1000 ppl	26
Allotments	0.5 ha/1000 ppl	13

1.6 As illustrated below, the study identifies four distinct typologies of open space, sport and recreation facilities in which the Borough is deficient and should seek contributions from developers in order to increase supply:

- **Children and Young People's Space** – Equipped children's space (for pre-teens); and, provision for teenagers. The latter comprises informal recreation opportunities for, broadly, the 13 to 16/17 age group, which might include facilities like skateboard parks, basketball courts and 'free access' Multi Use Games Areas (MUGAs). In practice, there will always be some blurring around the edges in terms of younger children using equipment aimed for older persons and vice-versa. Fields in Trust, formerly the National Playing Fields Association (NPFAs), break down children and young person's playing space into three categories: Local Areas for Play (LAPs); Local Equipped Areas for Play (LEAPs); and Neighbourhood Equipped Areas for Play (NEAPs). For further information on this, visit the Fields in Trust website at www.fieldsintrust.org
- **Outdoor Sports Space** – These include seasonal and fixed sports spaces that are openly accessible to the public including sports pitches for cricket, football and rugby. They also include fixed sports spaces such as tennis courts and bowling greens. Very often these facilities are located within Parks or Recreation Grounds, and as such, many of the facilities, especially sports pitches are multi-functional. This means they can be used for sport one day, and for the rest of the week function as a space to walk and play.
- **Allotments** – Allotments provide areas for people to grow their own produce and plants. The Small Holdings and Allotments Act 1908 obliged local authorities to provide sufficient allotment space 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: "an allotment not exceeding 40 poles 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" (nb. 40 poles equals 1,012 square metres. A pole can also be known as a Rod or Perch).
- **Parks and Recreation Grounds** – All sites including recreation grounds, parks and formal gardens have been placed under a single classification called Parks and Recreation Grounds. They take on many forms and may

embrace a wide range of functions including: informal recreation and outdoor space; play space of many kinds (including for sport and children's play); providing attractive walks to work; offering landscape and amenity features; areas of formal planting; providing areas for 'events'; and, providing habitats for wildlife.

Thresholds for developer contributions towards Open Space, Sport and Recreation

- 1.7 Developer contribution towards the necessary on-site and off-site infrastructure and facilities to service development commensurate to the scale and nature of development proposed is necessary for the granting of planning consent. Contributions will be expected according to the following development thresholds:

Typology of Open Space	Quantity Standard (hectares / people)	Provision per dwelling (sqm)	Threshold for Contribution
Outdoor Sports Space	1.0 ha / 1000	26	<p>Developments of 1 to 100 qualifying dwellings:</p> <ul style="list-style-type: none"> A financial contribution would normally be sought to contribute towards the provision of new or upgrading of existing facilities available locally as long as they have sufficient capacity; <p>Development exceeding 100 qualifying dwellings:</p> <ul style="list-style-type: none"> On site provision of outdoor sports space will normally be required. The size of this should be commensurate to the number of dwellings being built. Tennis, Netball, Basketball courts and Bowling Greens are most suitable to smaller sites. Where there is a demand for a particular facility that is too large for the land available, a financial contribution towards off site provision will be acceptable, as long as land is made available that conforms with the Community Infrastructure Levy Regulation 122(2) tests. A financial contribution towards outdoor sports space may also be acceptable where it is not possible or desirable to make provision on site.
Children and Young People's Space	0.3 ha / 1000	7.8	<p>Developments of 1 to 25 qualifying dwellings:</p> <ul style="list-style-type: none"> Given that the size of the site is likely to be less than 1 hectare and the high costs of maintaining small areas of open space, on site provision will not normally be acceptable. A financial contribution towards the provision of a new, or enhancement of an existing, area of children and young people's space off site will be sought. The financial contribution will be based on a per dwelling basis. In some locations however, it may still be necessary to provide small areas of amenity open space as part of the development.

Typology of Open Space	Quantity Standard (hectares / people)	Provision per dwelling (sqm)	Threshold for Contribution
			<p>Developments of 26 to 50 qualifying dwellings:</p> <ul style="list-style-type: none"> • 1 LEAP will normally be required on site; or where on site provision would not be appropriate (e.g. A high density scheme and / or a development that is well related to a town centre), a financial contribution towards the provision and maintenance of a new, or enhancement of an existing area of children and young people's space off site will be sought. • The financial contribution will be on a per dwelling basis; or, where some on site provision is appropriate, but space does not permit the provision of a full scale LEAP, the provision of an area of children and young people's space will be required on site, proportional to the scale of development. The remainder of the provision that cannot be accommodated on site should be provided through a financial contribution towards the provision and maintenance of a new, or enhancement of an existing, area of children and young people's space off site. <p>Developments of 51 to 100 qualifying dwellings:</p> <ul style="list-style-type: none"> • One NEAP will normally be required on site; or: where on site provision would not be appropriate (e.g. a high density scheme and / or a development that is well related to a town centre), a financial contribution towards the provision and maintenance of a new, or enhancement of an existing, children and young people's space and / or sports facility off site will be sought. The financial contribution will be on a per dwelling basis and this will be calculated against the LEAP standard formula; or, • Where some on-site provision is appropriate, but space does not permit the provision of a full scale NEAP, provision of a children and young people's space and / or sports facility will be required on site, proportional to the scale of the development. The remainder of the provision that cannot be accommodated on site should be provided through a financial contribution

Typology of Open Space	Quantity Standard (hectares / people)	Provision per dwelling (sqm)	Threshold for Contribution
			<p>towards the provision and maintenance of a new, or enhancement of an existing, children and young people's space and / or sports facility off site. The financial contribution for this will be on a per dwelling basis and this will be calculated against the LEAP standard formula.</p> <p>Developments exceeding 100 qualifying dwellings:</p> <ul style="list-style-type: none"> A range of children and young people's space and open space will be required on site at a minimum of 7.8 sqm per dwelling. This will include at least one NEAP. The remainder of the provision should be made up of NEAPs, LEAPs and other forms of open space that can be used for play by children and teenagers. This could include country parks and informal areas of open space that might contribute to maintaining local biodiversity. <p>Specialist institutions such as Residential Care Homes will be exempt from paying a contributions towards Children and Young People's Space. Negotiation of such exemptions will be accounted for as part of a Section 106 Agreement on a site-by-site basis.</p>
Parks and Recreation Grounds	0.5 ha / 1000	13	<p>For developments of 1 to 99 qualifying dwellings or when a development exceeding 100 qualifying dwellings does not have sufficient land to provide on-site provision, an off-site financial contribution will be sought.</p> <p>Due to the size and nature of this form of open space provision, the Borough Council will only seek on-site provision for parks and recreation grounds from developments exceeding 100 qualifying dwellings. This need shall be determined on a site-by-site basis based upon local need.</p>
Allotments	0.5 ha / 1000	13	<p>Due to the size and nature of this form of open space provision, the Borough Council will only seek on-site provision for allotments from developments exceeding 100 qualifying dwellings. This need shall be determined on a site-by-site basis based upon local need.</p>

- 1.8 New residential development leading to a net increase in dwellings within a locality will be required to provide new open space, sport and recreation provision in accordance with the Core Strategy policies, taking account of the Oadby and Wigston Open Space, Sport and Recreation Facilities Study (2009). Green infrastructure considerations will be assessed on a site-by-site basis.

Qualifying Housing Development Size Thresholds for Contributions

- 1.9 The Borough Council will seek developer contributions from developments of 3 or more dwellings.

On Site Provision / Contribution in Lieu

- 1.10 Developments will be considered on a site-by-site basis and where several developments in close proximity to one another take place, the Borough Council may pool contributions (in accordance with the Community Infrastructure Levy Regulations) from each of the developments in order to fund the open space, sport and recreation (incorporating green infrastructure) requirements in an equitable way.

Landscaping and Design for On or Off-Site Facilities

- 1.11 In line with Core Strategy Policy 17, good landscaping and design as part of an area of open space, sport and recreation can significantly enhance the experience of those using the facility. Appropriate landscaping can also contribute to the nature and biodiversity value of the Borough if new facilities are designed sensitively.
- 1.12 Landscaping schemes should be considered as part of the overall design of the area of play and open space to ensure planning becomes an integral part of the scheme.
- 1.13 A range of species should be chosen to provide interest throughout the year. Consideration should be given to providing a mix of colour, texture and smell. Planting should be designed so as to provide adequate shelter, but also allow good surveillance of the facility from neighbouring pedestrian routes and buildings.
- 1.14 Details of planting schemes should be submitted to the Borough Council for approval prior to development commencing.
- 1.15 The Borough Council has its own design for benches and bins which should be used in all areas of open space, sport and recreation in order to facilitate branding throughout the Borough. Other forms of hard landscaping should be sourced by the developer, but details submitted to the Borough Council for approval prior to development commencing. The Borough Council are in the process of producing a Public Realm Strategy and once finalised, this document will provide a greater level of detail towards the Borough's requirements.

Play and Sporting Equipment

- 1.16 Appropriate play and sporting equipment should also be sourced by the developer and details submitted to the Borough Council for approval prior to development commencing. Any play equipment must comply with the relevant regulations current at the time of installation e.g. BS EN 1176 and BS EN 1177 and to provide an exciting, challenging but safe environment for the appropriate age group it is intended for. The Borough Council must agree the design and equipment which should be robust and easy to maintain. Signage, benches and bins included must be to the Borough Council's corporate style.
- 1.17 Upon completion of an open space, an independent post installation inspection should be carried out by a registered play inspector and any defects remedied at the expense of the developer. Risk assessment for the play equipment will be required. The area will then be put onto a 12 month period of maintenance during which time the developer will be responsible for all maintenance including inspection of play equipment, litter and graffiti removal etc. to the Borough Council's standard.
- 1.18 The Borough Council will be guided by the Fields in Trust, formerly National Playing Fields Association (NPFPA), standards for equipped play provision:

Equipped provision type	Age-group	Minimum size of activity area	Characteristics
Local Equipped Area for Play	Pre-teens	400 m ² (0.04 ha)	5 types of play equipment, small games area, seating
Neighbourhood Equipped Area for Play	Older pre-teens and teens	1,000 m ² (0.1 ha)	8 types of play equipment, opportunities for ball games or wheeled activities, seating

Unit costs, assumptions and examples

Commuted sums for future maintenance

- 1.19 All schemes that necessitate open space provision will require the developer to maintain the area or pay for the maintenance costs incurred by the scheme for the first 20 years. The contributions will be in the form of a commuted sum payment, which relates to the size and context of the site. In line with the Community Infrastructure Levy Regulations, the open space provision must fairly relate to the scale of development and specifically relate to the growth that each new development creates. Post April 2014, it may be necessary for up to 5 developments planning obligations to be pooled (Community Infrastructure Levy Regulation 123 (3) to fund the development and maintenance of larger open space facilities supporting those developments. The tables below show the commuted sum calculation. Costing for specific

developments should be carried out in conjunction with the Grounds Maintenance Supervisor.

- 1.20 The frequency of operations is in line with current grounds maintenance schedules but may be adjusted according to each site.

Unit Costs for Off-Site Financial Contributions

- 1.21 The following tables indicate how the costs of provision have been established and are based upon the Borough Council's own information in relation to providing and maintaining relevant types of open space. They will be updated regularly in accordance with the Grounds Maintenance Supervisor's up to date records. The following details 6 categories which have been allocated to ensure the complete comprehension of costs necessary for the achievement of quality open spaces. (All figures are in £'s unless otherwise stated):

- A – Outdoor Sports Space
- B – Children and Young People's Space
- C – Parks and Recreation Grounds Space
- D – Maintenance of Outdoor Sports Space
- E – Maintenance of Children and Young People's Space
- F – Maintenance of Parks and Recreation Grounds Space

A –Outdoor Sports Space Requirement – cost per hectare for establishment

1 football pitch including cultivation (7200m ²)	8,000
1 Multi Use Games Area (MUGA) (800m ²)	60,000
1 Supply and install youth shelter inc. hard standing	8,700
Grass surround (2,000m ²)	2,750
Supply and install Litter Bin x 3	999
Total per hectare	80,449
Cost per m²	8.04

Please note that should land drainage measures be deemed appropriate then the cost for doing this would need to be calculated on a site by site basis.

B – Children and Young People's Space Requirement – establishment of 400m² play area (LEAP standard)

LEAP Standard 400m ² Play Space (including minimum of 5 items of play equipment, safety surfacing, grassed area and safety surfacing)	60,000
Dog proof fencing and gates 100lm	8,500
Supply and install Litter Bin x 1	333
Supply and install Dog Bin x 1	191
Supply and install (OWBC) Bench x1	650
Total for 400m²	69,674
Cost per m²	174.19

C – Parks and Recreation Grounds Space Requirement – establishment of 1 hectare

Hard surface/pathways 800, x 1.2m = 960 linear m	48,800
Establishment of grass 9,000m ²	6,750
Plant trees - 10 heavy standards	1,200
- 50 whips	85
Shrub planting 100m ²	1,555
Supply and install OWBC Benches x 3	1,950
Supply and install Litter Bin x 3	999
Supply and install Dog Bin x 1	764
Total per hectare	62,103
Cost per m²	6.21

D – Maintenance of Outdoor Sports Space Requirement – cost per hectare

Cutting of pitch	300
Additional maintenance (e.g. Fertilizer, harrow etc)	600
Multi Use Games Area (MUGA)	500
Teenage shelter	50
Grass surround – cutting	200
Litter collection and emptying (3 bins)	360
Weekly litter picking	400
Sweeping of hard surfaces	250
Total per annum	2,660
Total over 20 years	53,200
Total over 20 years per m²	5.32

E – Maintenance of Children and Young People’s Space Requirement – cost per 400m²

Grass cutting	500
Risk Assessment Annual	150
Quarterly Check	150
Weekly inspection of LEAP	600
Maintenance of equipment – 5 pieces at £250 each	1,250
Fence / bench / bin maintenance	150
Litter/Dog bin collection and emptying (2 bins)	240
Weekly litter picking	200
Total per annum (400m²)	3,240
Total over 20 years (400m²)	64,800
Total over 20 years per m²	162.00

A Number of proposed dwellings x 26 (total square metre area of Outdoor Sports Space required per dwelling) x area cost per square metre = total Outdoor Sports Space contributions

B Number of proposed dwellings x 7.8 (area of Children and Young People's Space per dwelling) x area cost per square metre = total contribution towards Children and Young People's Space

C Number of proposed dwellings x 13 (area of Parks and Recreation Grounds Space per dwelling) x area cost per square metre = total contribution towards Parks and Recreation Grounds Space

D Number of proposed dwellings x 26 (total square metre area of Outdoor Sports Space required per dwelling) x 20 year maintenance cost per square metre = total maintenance of Outdoor Sports Space contributions

E Number of proposed dwellings x 7.8 (area of Children and Young People's Space per dwelling) x 20 year maintenance cost per square metre = total maintenance contributions for Children and Young People's Space

F Number of proposed dwellings x 13 (area of Parks and Recreation Grounds Space per dwelling) x 20 year maintenance cost per square metre = total maintenance contributions for unequipped Parks and Recreation Grounds Space

1.26 Total financial contributions required where no on site provision is proposed = **A+B+C+D+E+F**. The sum required at 1 April 2011 is £3,144 per dwelling in lieu of open space provision.

1.27 For category B (Children and Young People's Space) and category E (Maintenance of Children and Young Person's Space), there will be discounts as follows:

1 Bed / Studio – 100% discount

2 Bed – 50% discount

3+ Bed – 0% discount

	0% (Full Contribution)	50% Contribution (B & E Discount Incorporated)	100% Contribution (B & E Discount Incorporated)
3+ Bed Dwelling	£3,144		
2 Bed Dwelling		£1,833	
1 Bed Dwelling			£522

2. Summary of Provision of Open Space by Ward

Sufficient supply

Under supply

	Allotments	Children & Young People's Space	Outdoor Sports Space	Parks & Recreation Grounds
Oadby Grange	Under supply	Under supply	Under supply	Sufficient supply
Oadby Uplands	Under supply	Under supply	Under supply	Under supply
Oadby St Peters	Sufficient supply	Under supply	Under supply	Under supply
Oadby Woodlands	Under supply	Under supply	Under supply	Under supply
Oadby Brocks Hill	Under supply	Under supply	Sufficient supply	Under supply
Wigston Meadows Court	Under supply	Under supply	Under supply	Under supply
Wigston Fields	Sufficient supply	Under supply	Under supply	Sufficient supply
Wigston St. Wolstans	Under supply	Under supply	Under supply	Under supply
South Wigston	Under supply	Under supply	Under supply	Sufficient supply
Wigston All Saints	Under supply	Under supply	Under supply	Sufficient supply

Table 7.3.1 – PPG17 Open Space, Sport and Recreation Facilities Study (May 2009)



3. Open Space Quantity per New Dwelling

Open Space quantity per new dwelling is calculated using the following formulae:

$$(A \times B) / C \times D$$

Where:

- A** Total Borough population / 1,000
- B** PPG17 Required Standard (hectares)
- C** Total number of dwellings in the Borough
- D** 10,000

1,000 is the constant population used when calculating the PPG17 Standard (hectare) per population (as prescribed within the Borough's PPG17 Play, Open Space, Sport and Recreation Facilities Study).

10,000 is the constant used to convert Hectares to Square Metres.

Outdoor Sports Space

Outdoor Sports Spaces require a provision of 1 hectare per 1000 population. The Borough has a total population of 58,500, with a total number of 22,511 dwellings.

$$((58,500/1,000) \times 1) / 22,511 \times 10,000$$

$$58.5 / 22,511 \times 10,000 = 25.987$$

= 26 square metres of Outdoor Sports Space requirement per dwelling.

Children and Young People's Space

Children and Young People's Space require a provision of 0.3 hectares per 1000 population. The Borough has a total population of 58,500, with a total number of 22,511 dwellings.

$$((58,500/1,000) \times 1) / 22,511 \times 3,000$$

$$58.5 / 22,511 \times 3,000 = 7.7961$$

= 7.8 square metres of Children and Young People's Space requirement per dwelling.

Parks and Recreation Grounds

Parks and Recreation Grounds require a provision of 0.5 hectares per 1,000 population. The Borough has a total population of 58,500, with a total number of 22,511 dwellings.

$$((58,500/1,000) \times 1) / 22,511 \times 5,000$$

$$58.5 / 22,511 \times 5,000 = 12.9935$$

= **13** square metres of Parks and Recreation Grounds requirement per dwelling.

Source: (Source: DCLG and LSR Online, 2009 mid-year estimates)