



Open Space Strategy for Larger Towns in Cornwall

Recommendations for future
provision standards

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Economy, Enterprise & Environment
Directorate

Open Space Strategy for Larger Towns in Cornwall

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Executive Summary

Open space is land in some form of public ownership that is regularly available for recreational or sporting use by the community, and also includes cemeteries & churchyards. Open spaces are valued community assets improving public health, well-being and quality of life, and bringing regeneration benefits to an area.

In 2012 a study of Cornwall's residents recorded that 95% rated having good quality open spaces as important or very important. Open Space Provision Standards are necessary to inform town framework plans, neighbourhood plans and local green infrastructure strategies, and to provide consistent guidance to developers.

This document is the first provision strategy for open space developed in Cornwall since the government set out in the National Planning Policy Framework in 2012 the requirement that robust and up-to-date assessments are undertaken and used to inform policy and to determine what open space, sports and recreational provision is required at a local level.

16 urban areas based around the largest towns and estimated to have the greatest level of growth were identified for this initial study. All open spaces deemed as strategic and in most cases over a minimum size, were mapped and categorized into one of 8 different types including equipped children's play, facilities for teenagers, cemeteries & graveyards and allotments. Evaluations and local consultations form the evidence base for the setting of new realistic & achievable quantity, accessibility and quality provision standards.

12 key policies are recommended that support the delivery of the provision standards and establish principles for future residential development and for the preparation of an Open Space Adoptions Policy.

The methodology can be applied to all settlement areas and it is recommended that it be developed for use in informing Neighbourhood Planning and eventually rolled out to all of Cornwall.

Section 1 - Background

Introduction

1. Cornwall is blessed with fine countryside, much of it accessible, but people of all ages & backgrounds need open spaces close to where they live. Attractive, safe & accessible parks and other open spaces contribute positive social, economic and environmental benefits. Open spaces are valued community assets improving public health, well-being and quality of life, and bringing regeneration benefits to an area. As part of the preparation of the Cornwall Local Plan & Town Framework Plans, Cornwall Council must ensure appropriate protection of open space, as well as the creation of new provision where necessary, as part of the development proposals.
2. This report summarises an assessment of the existing level of different types of open space for 16 towns identified for the allocation of two thirds of the total of Cornwall's predicted growth over the next twenty years. It evaluates the current standard being met by 1511 different spaces in all (amounting to 1904 hectares of open space) and recommends provision standards for quantity, accessibility and quality of publicly accessible space for each town. These standards are based upon local factors and community consultation. The standards will govern the levels & type of provision required of developments in the future to ensure that public open space provision increases with housing growth where it is required. They will also help in prioritising future investment in the open space assets of the council and its partners, and identify opportunities for revenue savings, capital income from grants, planning contributions & through disposal of surplus land and improving management practices.

Definition of open space

3. Open space is defined in the Town and Country Planning Act 1990 as land laid out as a public garden, or used for the purposes of public recreation, or land which is a disused burial ground. For the purposes of this study we will focus on land that is in some form of public ownership and is regularly available for recreational or sporting use by the community. This includes beaches, woodland & wetlands, school playing fields, private sports clubs, allotments and graveyards, as well as parks & gardens and amenity land.



Fig. 1 Tehidy Country Park, Illogan.

Open space provision standards and why we need them

4. The presence of open space close to residents has been shown to increase the level of satisfaction with the local area, and communities have improved physical health and well-being from exercise and relaxation. According to a report produced for the Woodland Trust in November 2013:

"It has been calculated, for example, that £2.1bn of healthcare costs could be saved if everyone had access to green spaces."

As well as providing space for recreation and exercise, parks & open space perform a considerable range of other vital functions for the community such as the following: -

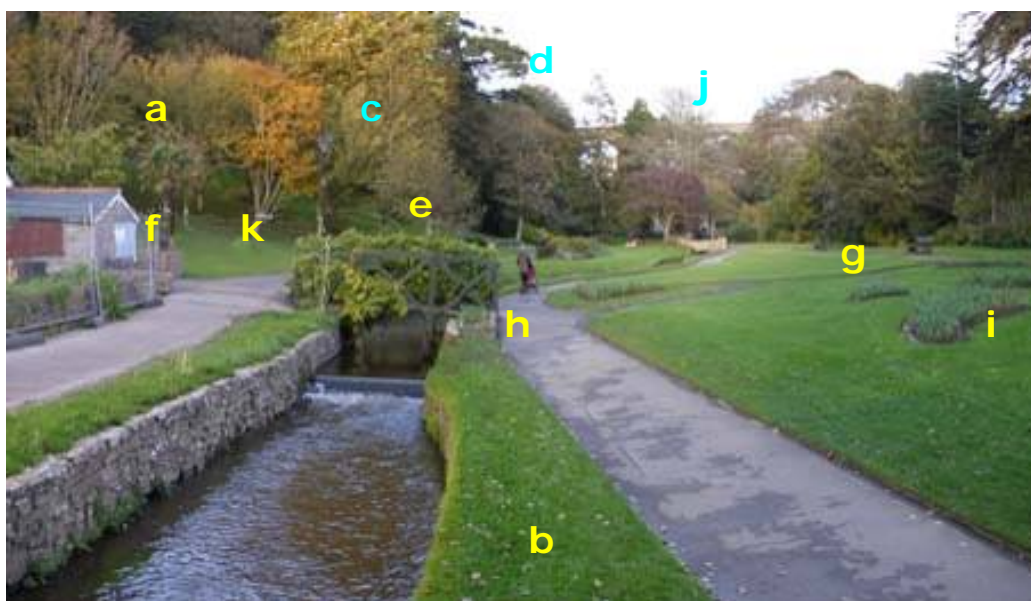


Fig.2 Additional open space functions (Trenance Gardens, Newquay)

- a. Habitat for wildlife and movement corridors for animals, important to local nature conservation.
- b. Flood protection providing areas for rainfall to drain away.
- c. Space for trees, too large for many gardens, which in turn provide shade, climate regulation and shelter.
- d. Air and water purification.
- e. Aesthetic & landscape enhancement and protection of green vistas.
- f. Sense of well-being, improving desirability of an area and increase in property value.
- g. A venue for social interaction, public art and community events.
- h. An outdoor classroom allowing children to explore and learn about the natural world.
- i. Land for community food growing and enjoying horticultural achievements.
- j. Protection of areas and structures of heritage value.
- k. Carbon sequestration in tackling the causes of climate change.

For further benefits of open spaces, including to the local economy, see:

<http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/making-the-invisible-visible-summary.pdf>

5. It is vital to get the right balance of public open space within a community, as too much open space will be under-used and excessively expensive to maintain, putting a burden on the public sector operator. It can also jeopardise the viability of some development and leads to excessive land-take, at the deficit of productive agriculture or other uses.
6. Provision standards are a means of planning for the open space requirements of the existing and future communities. They identify the types of open space needed in a given locality, as well as the amount (area), the number, the distribution, their design and the quality of management. These are summed up in 3 types of standard, quantity, accessibility & quality.

Context

7. The legislation in relation to parks and open spaces is contained in a number of statutory provisions. These include;
 - The Public Health Act 1875 as amended, which described the establishment and maintenance of land for use as public walks and pleasure grounds.
 - The Open Spaces Act 1906 defined open space and contained provisions for open spaces to be transferred to the management of local authorities.
 - The Public Health Amendment Act 1907 allowed for the enclosure & equipping of areas within parks for organised games and charging for the use of this apparatus.
 - The Physical Training and Recreation Act 1937 redefined the duties in the Public Health Acts by empowering councils to provide and equip playing fields and provide the first open spaces intended purely for the playing of games.
 - The Town and Country Planning Act 1990 defined open space and the mechanisms by which it should be made available as part of a housing development.
8. Whilst the provision of parks and open spaces is not a statutory function the Local Government Act 1999, provides local authorities with the powers to promote the economic, social and environmental well being of their communities. As is shown later in the section on consultations, the provision of good quality parks and open spaces can make a huge contribution to all aspects of well being.
9. The Government's National Planning Policy Framework (NPPF 2012) recognises the importance of access to high quality open spaces and sports fields to the health and well-being of communities. The NPPF (2012) requires that *planning policies be based on robust and up-to-date*

assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Whilst the NPPF has superseded the former government's Planning Policy Guidance documents, PPG 17: Planning for Open Space, Sport and Recreation 2002 and its companion guide, they remain very relevant in setting out the inclusions and process of producing an open space assessment and establishing provision standards. PPG 17 recommended a strategy approach and circular 5/05 provided further guidance on the use of planning obligations. The NPPF offers a somewhat general definition for open space in its glossary that includes large areas of water. In the setting of Cornwall this is likely to cause confusion and the former PPG guidance has been opted for as outlined in section 22.

10. The Pre-submission version of the Cornwall Local Plan (March 2013) includes a number of policies relevant to the provision, protection, use and design of open spaces (in particular policies 13, 14, 17, 23, 24, 25, 28).
11. The need for open space standards are supported by the findings of Government White Papers on nature and health. The Government White Paper 'The Natural Choice: Securing the Value of Nature' (Defra, 2011) emphasises the socio-economic and environmental importance of natural spaces and makes recommendations to improve the biodiversity potential of urban open spaces. The Public Health White Paper Health Lives, Healthy People sets out the governments long terms vision for the future of public health in England and for the first time the relationship between environmental quality and good public health has been recognised.
12. The Localism Bill is increasingly leading local communities to develop their own Neighbourhood Plans, within which open space is an important consideration. A local evidence base is essential to properly inform proposals. Whilst communities should have a role in collating the information, there is a need for consistency, synergy with wider strategies & policy. An open space assessment and eventually a strategy will provide the tool-kit and guidance for planning at this scale, and should through on-going consultation allow the strategic prioritisation of the communities' aspirations.
13. Public open space is a vital part of the public realm and is the aspect of green infrastructure most used by the public. In July 2012 Cornwall Council adopted the Cornwall Green Infrastructure Strategy. Its vision is *for a strategically planned and delivered green network throughout Cornwall, comprising of high quality green spaces, corridors and other environmental features delivering a wide range of ecosystems services for the benefit of all.* It also provides a more detailed national & regional policy context for open space and green infrastructure. This study document is intended to inform the local (tier 2 & 3) Green Infrastructure Strategies that are to be developed across the county.
14. The Cornwall Sports Pitch Strategy (draft) is currently being completed for Cornwall Council's Leisure Contracts and Strategy Manager, which outlines outdoor sport pitch requirements to 2026. Open space plays an

important role in delivering these needs and the recommendations need to be synchronized with the other demands to ensure healthy, active communities. The latest sports pitch requirements have been incorporated into the open space standards.

15. The Cornwall Play Strategy was adopted by Cornwall County Council and the individual district Councils in 2007. Its overall aim was that *all children and young people in Cornwall can access the widest possible range of fun positive play experiences and good quality, inspiring, exciting and inclusive play spaces and a welcoming public realm within their local communities*. Equipped children's playgrounds are the most visible aspect of this being delivered. However it is more important to ensure that the opportunities to play & interact in any open space and informal park setting are provided, conserved and enhanced within the local community.

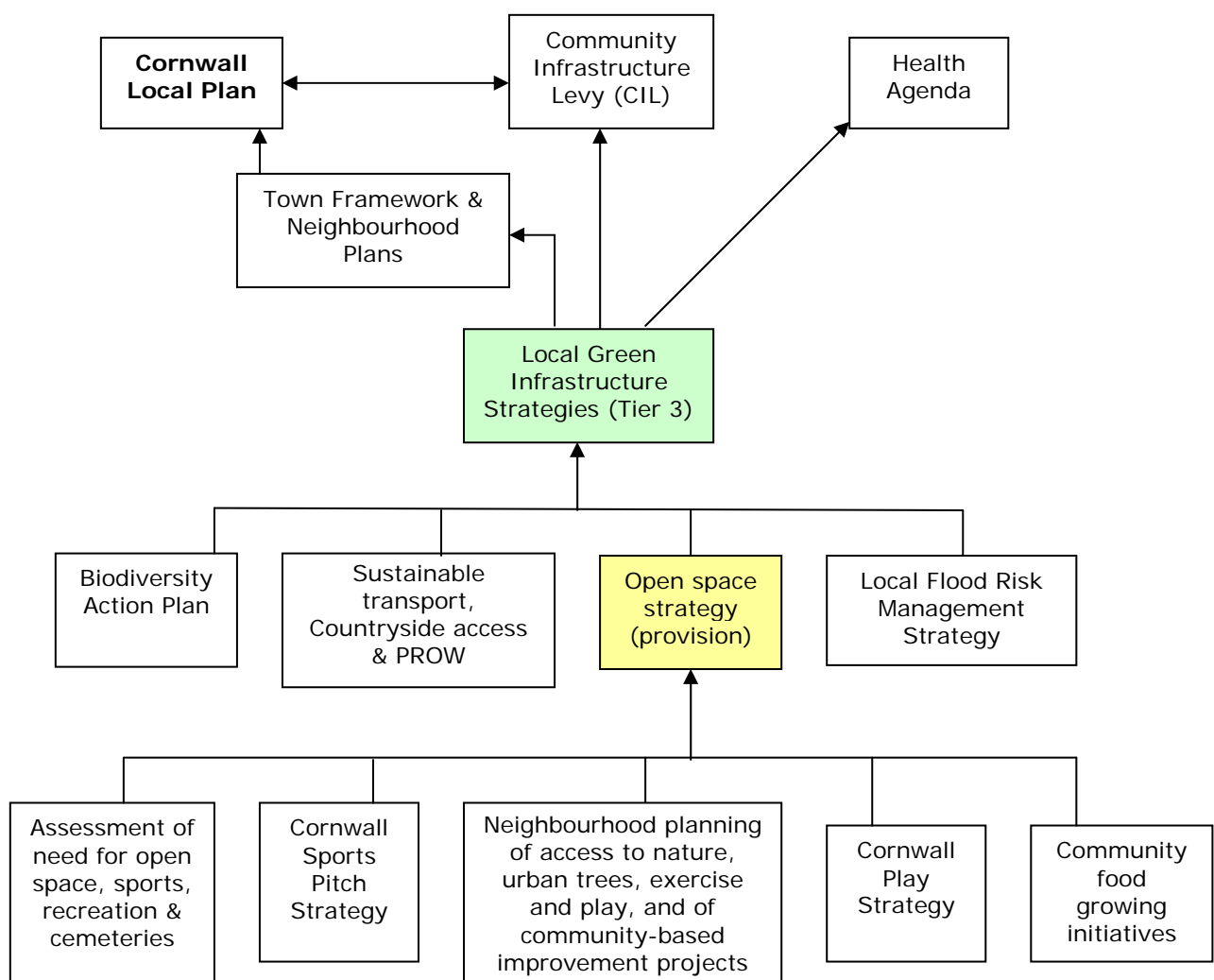


Fig.3 Open space standards context diagram

National vs Local standards

16. A range of standards have been in use historically across Cornwall, ranging from national standards to locally defined ones. National guidance documents such as those produced by the National Playing

Fields Association (now Fields in Trust (FiT)) and Natural England (Access to Natural Green Space Standards - ANGSSSt), do not fully consider all types of open space and they include aspirational targets, which are largely unachievable in some areas. This, combined with the merging of six different planning departments/ approaches as part of the unification of Cornwall Council in 2009, has resulted in uncertainty & inconsistency for developers and planning officers, insufficient strategic green infrastructure planning and poorly designed & located open spaces.

Table 1 combines the available national guidance on open space provision standards to demonstrate the ideal level that should be available for a given population.

Table 1. Open space provision as required by national guidance documents			
National Guidance	Related type of open space	Quantity/ area required per resident (m²/person)	Accessibility (distance) standard (m)
Fields in Trust (former NPFA Six Acre Standard)	Formal sports pitches	16.0	1200m
	Children & young people's equipped play	2.5	240 – 600m
	Informal open space including unequipped 'play space'. Assuming 50% could be provided by natural space covered below.	2.75	60m
Access to Natural Green Space Standards - ANGSSSt	2Ha of local natural green space	8.0 *	300m
	20Ha regional natural green space	10.30 *	2000m
The Thorpe Report on Allotment Provision 1969	Allotments -15 plots per 1000 households. Standard plot 250m ²	1.63	N/A
Total		41.18m² per person or 94.71 m² per dwelling **	

**Extrapolated using typical Cornish town density model*

*** Based on an occupancy rate of 2.3*

- The National Planning Policy Framework (2012) encourages local authorities to set their own standards locally, based upon a provision and needs assessment that engaged the community in the process. *'The assessments should identify specific needs and quantitative or qualitative*

deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision are required'. (para 73)



Fig.4 Bude Beach – coastal spaces provide open space provision for local residents and visitors

Methodology

18. Whilst the NPPF replaces previous planning policy guidance, it is not intended as a prescriptive guidance document. This study therefore uses principles and methodology laid down in Planning Policy Guidance 17 (PPG 17: Planning for Open Space, Sport and Recreation 2002) & its companion guide, supplementary guidance documents by former CABE Space & Natural England and builds on other local studies and strategies prepared in recent years.

19. The open space assessment was restricted to the following towns (plus the city of Truro) indicated by the emerging Cornwall Local Plan as likely to have significant growth in housing in the next twenty years.

Boundaries were defined by the Planning Service and are as follows: -

- Bodmin
- Bude & Stratton
- Camborne, Pool, Illogan and Redruth (CPIR)
- Falmouth and Penryn
- Hayle
- Helston
- Launceston
- Liskeard
- Newquay
- Penzance, Newlyn & Long Rock
- Saltash

- St Austell, Duporth, Charlestown & Carlyon Bay
- St Ives and Carbis Bay
- Torpoint
- Truro & Threemilestone
- Wadebridge

20. *Ownership*

It considers all open space in and around the area of study for which there is legitimate public access throughout, regardless of who owns the land. Stakeholders involved in the provision of open space include the following: -

- Cornwall Council
- Town & Parish Councils
- Sports Clubs & community organisations
- The National Trust
- Housing Associations
- Natural England
- Cornwall Wildlife Trust/Woodland Trust
- Southwest Lakes Trust
- Ministry Of Defence
- National Health Service
- Educational bodies
- Diocese of Truro and owners of public burial grounds
- Forestry Commission land

21. Existing information, aerial photographs and ordnance survey data was collated and local stakeholders consulted in order to identify all open space in the above towns. These have been mapped into ArcView GIS format and categorised, allowing quantitative comparisons (proportionate to the local population) with other towns and existing standards.

22. *Open space types*

It is important to distinguish the different types or categories of open space, in order to better understand the make up of the provision in each area and to recognise the different needs for which open space are required. These are sometimes referred to as open space typologies. There are 10 different types suggested in PPG 17, but these have been simplified based upon those found in Cornwall to 8 types, which are as follows: -

1. Parks and gardens; Amenity green space; Civic spaces
2. Natural and semi-natural green spaces, beaches, green corridors, accessible non-productive countryside in urban fringe areas
3. Public access sports facilities (outdoor): available for community games
4. Children's play area – equipped
5. Provision for teenagers– equipped facilities

6. Allotments, community gardens, and city (urban) farms
7. Cemeteries and churchyards
8. School pitches and outdoor sports club facilities (No or limited public access)

See Appendix 1 for further information on typologies, definitions and inclusions.

Types 1 – 6 are termed the ‘normal’ open spaces as they have been laid out for the recreational use of the general public. In almost all situations standards will only be applied for the normal types. Demand for cemeteries & churchyards (7) and school grounds & private sports space (8), is driven by other specific functions, and their availability for public recreation is highly variable. They do however represent significant green infrastructure assets and can present opportunities when investigating provision requirements of typologies 1, 2 & 3 at a local level. Examples include community use of school & college sports facilities and the Living Churchyards project, which establishes the sites as wildlife havens and where general informal access is usually promoted.

23. *Beaches*

Cornwall's coastline and beaches play a pivotal role in the recreational needs of local residents, whilst also attracting great numbers of visitors, especially in the summer months. Although beaches have been evaluated as natural spaces (typ.2), it is important to consider their unique ability to provide functions associated with other types of open space such as informal amenity (typ.1), sport & recreation (typ.s 3 & 5) and children's play (typ.4). As the area of a beach varies throughout the day, as a result of tides, the areas measured as part of this assessment include all accessible land down to Mean Sea Level. This provides a compromise representing the average height of the ocean's surface (such as the halfway point between the mean high tide and the mean low tide); used as a standard in reckoning land elevation.

24. *Minimum sizes*

The assessment involved a minimum size of space for most types listed above. This is in place to ensure that what is incorporated into the document is strategic and useable open space rather than non-functional verges and spaces of visual amenity only, narrow buffer areas or exceptionally small & isolated grassed areas, which are more often than not unusable space. Consequently the amount of strategic space can be calculated with a greater reliability, and used to make recommendations for the creation or allocation of useful open space in the future. The exception to this is with equipped children's & youth provision, for which there are no minimum sizes, as sometimes these are very small. The specific size limits are described in Appendix 1.

25. All types of space as described above were identified and mapped – see maps in Section 3. A boundary line around each settlement study area was provided by the Planning Service to ensure consistency with other studies. This boundary defined the precise area of study and extent to the population currently served by the open space provision. Populations

were based upon the number of dwellings multiplied by a typical occupant value of 2.3 (based upon the current average in Cornwall). The existing level of open space provision is outlined in Table 2 in the next section and is compared with national guidance standards and the averages identified for the 16 study areas.

26. Consultations with Cornish residents were carried out, which along with existing data, were used to understand the existing quality of open space, how its availability or accessibility is perceived and what needs existing communities throughout Cornwall had. More detailed consultations were carried out with local stakeholders in order to determine future standards, which are discussed in more detail in the Consultations section and in the individual town reports in section 3.
27. Combined these findings were used to develop open space provision standards for each of the towns and to identify the most effective and beneficial locations and design principles for new open spaces, to be created as part of a local green infrastructure strategy encompassing proposed new developments.
28. The normal standards set for most types of open space cover the following: -
 - o **Quantity** – this is the m² of each typology of open space required for each person living in the area.
 - o **Accessibility** – this is the maximum distance that a resident should be expected to have to walk to reach their nearest open space of each typology. Whilst we know how much open space we need from the quantity standard, crucially accessibility informs us how many we need and what the minimum size should be.
 - o **Quality** – an overall benchmark score derived from a quality audit of open spaces, using a range of criteria based upon Green Flag Award* park assessments. This will not only influence the management of open spaces, but also the type and level of provision & features required of developers for inclusion in open space created as part of a development.

** The Green Flag Award is the benchmark national standard for parks and green spaces in the United Kingdom. The scheme was set up in 1996 to recognise and reward green spaces in England and Wales that met their specific high standards, see www.keepbritaintidy.org/greenflag).*

Fig.5 Green Flag Award winner Tuckingmill Valley Park, Camborne/ Carn Brea (annually since 2010)



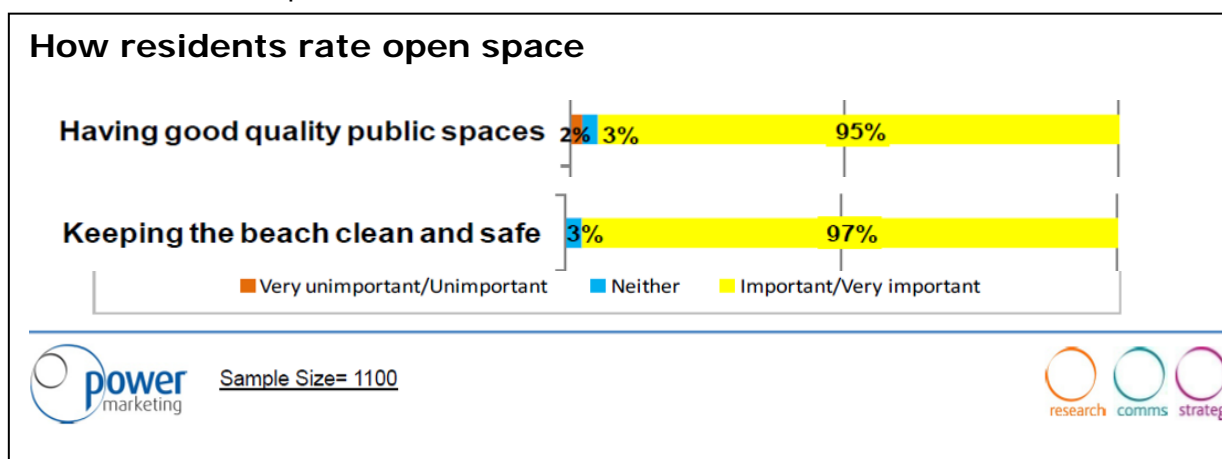
29. **Accessibility and quality provision standards are proposed using a hierarchy that relates to the strategic significance of the space [OS2]** – i.e. the size of community the open space would potentially serve. This aligns with the Council's adopted method of determining the risk and level of service standards for its own environmental assets, and can be defined as follows: -

- **Regional significant sites** are usually the largest or contain the best facilities, and will attract visitors from other towns and communities well outside of the area such as major beaches and country parks. Park.
- **Town & parish significant sites** such as large formal parks and destination play areas have strategic importance within the towns and contain sufficient facility to potentially attract visitors from outside the immediate community.
- **Neighbourhood 1** sites have local importance and contain sufficient provision to meet the needs of the local community, whilst **Neighbourhood 2** sites are the least equipped or most basic amenity, and merely serve residents from the immediate area.

Consultations

30. The 2012 Cornwall Community Attitudes Survey sampled 1100 Cornwall residents via doorstep interviews. From the extract shown below **95% of residents rated having good quality open spaces as important or very important**. Whilst only 2% considered them unimportant.

Unsurprisingly considering their importance to the local economy, the survey also confirmed that keeping the local beaches clean and safe was important or very important to 97% of residents, with none indicating that it was unimportant.



31. The draft Cornwall Sports Pitch Strategy (2013) is based upon consultations with sports clubs, schools and other leisure stakeholders on current trends in demand. The resulting recommendations have been incorporated into the town specific actions later in this study. The assessment is the basis of a set of standards for playing pitches, which have been incorporated into the wider standards for outdoor sports.

32. Consultations on open space provision were included with the Core Strategy Surveys (Jan 2012) held countywide along with engagement of the Town Framework Steering Groups in seven of the 16 town study areas. An additional 513 adult residents were invited to complete a detailed on-line survey for the Cornwall Conversation in August 2012, which was hosted on the Survey Monkey web-site. The feedback is summarised below and has contributed to the understanding of future needs outlined in Sections 2 & 3.

Surveys completed:

169 Core Strategy Consultations (2 questions only)
+ 9 Members of Town Framework Steering Group
+ 283 Cornwall Conversation surveys
461 overall respondents

Although the Cornwall Conversation went out countywide, 65% of the respondents live in one of the town study areas.

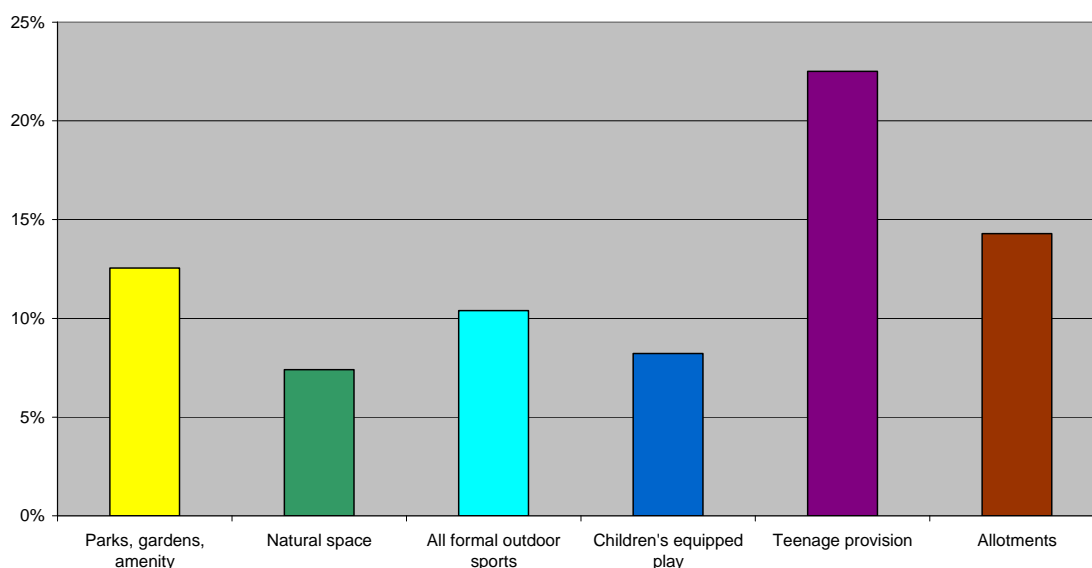
33. Of the respondents (Cornwall Conversation only) asked how often they visited parks and open spaces:

- 1) **66% of residents visit parks or open spaces at least once per week.**
- 2) 89% of residents have visited a park or open space in the last year.

This, coupled with the responses on importance in para 30, it is clear what the value is of open spaces to Cornwall's communities and the importance of ensuring the correct balance of open space provision in each area.

34. The graph in Fig. 6 collates the responses given to which types of open space were most inadequate or unavailable based on the needs of the community in your local area (e.g. within a 15 or 20 minute walk from your home). This indicates that there is a significant perception that there are **insufficient facilities for teenagers and allotments**. This can then be compared to actual provision and judgements made as to whether more facilities are needed or whether it is more a matter of better promotion and access/design improvements.

Fig. 6 Types of parks and open space considered most inadequate or unavailable for local community needs



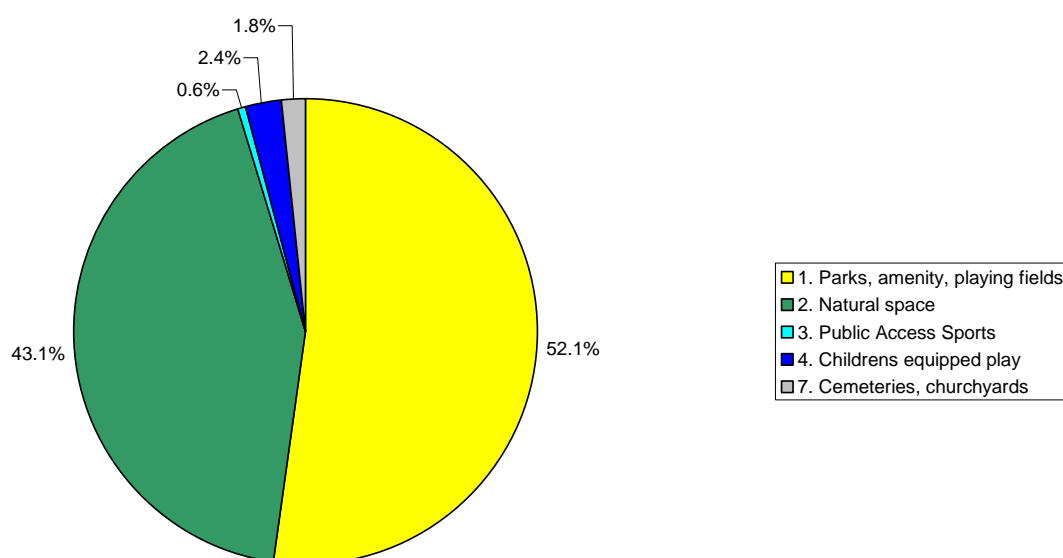
35. When asked whether respondents **walk to a park or open space from their home 75%** said that they did.

Accessibility standards are based upon reasonable walking distances from residents' homes, which dictate both where open space is strategically needed and how many are required. It is therefore helpful to confirm that the majority of people walk to an open space, as it supports the methodology. Where possible we should be encouraging a more sustainable means of travel to open spaces, not only for environmental reasons, but also as there is normally only limited car parking available.

36. Residents were asked to identify the park or open space that they visited the most often on foot from their home. These were categorised

into type and as they had also provided their post code the distance that they walk could be evaluated. The resulting analysis was used to propose new accessibility standards, which is outlined in Section 2 of this report. Fig. 7 shows that the majority of spaces visited by foot are parks, gardens & amenity (typ.1), which in many cases will include equipped facilities for children and young people. Natural open space (typ.2) is the second most commonly visited open space when walking from home.

Fig. 7 Types of open spaces identified as favourite within walking distance (167 responses from Cornwall Conversation 2012)



37. Respondents to a question regarding the park or open space that they visited the most on foot indicated that **76% were satisfied or fairly satisfied** with it.

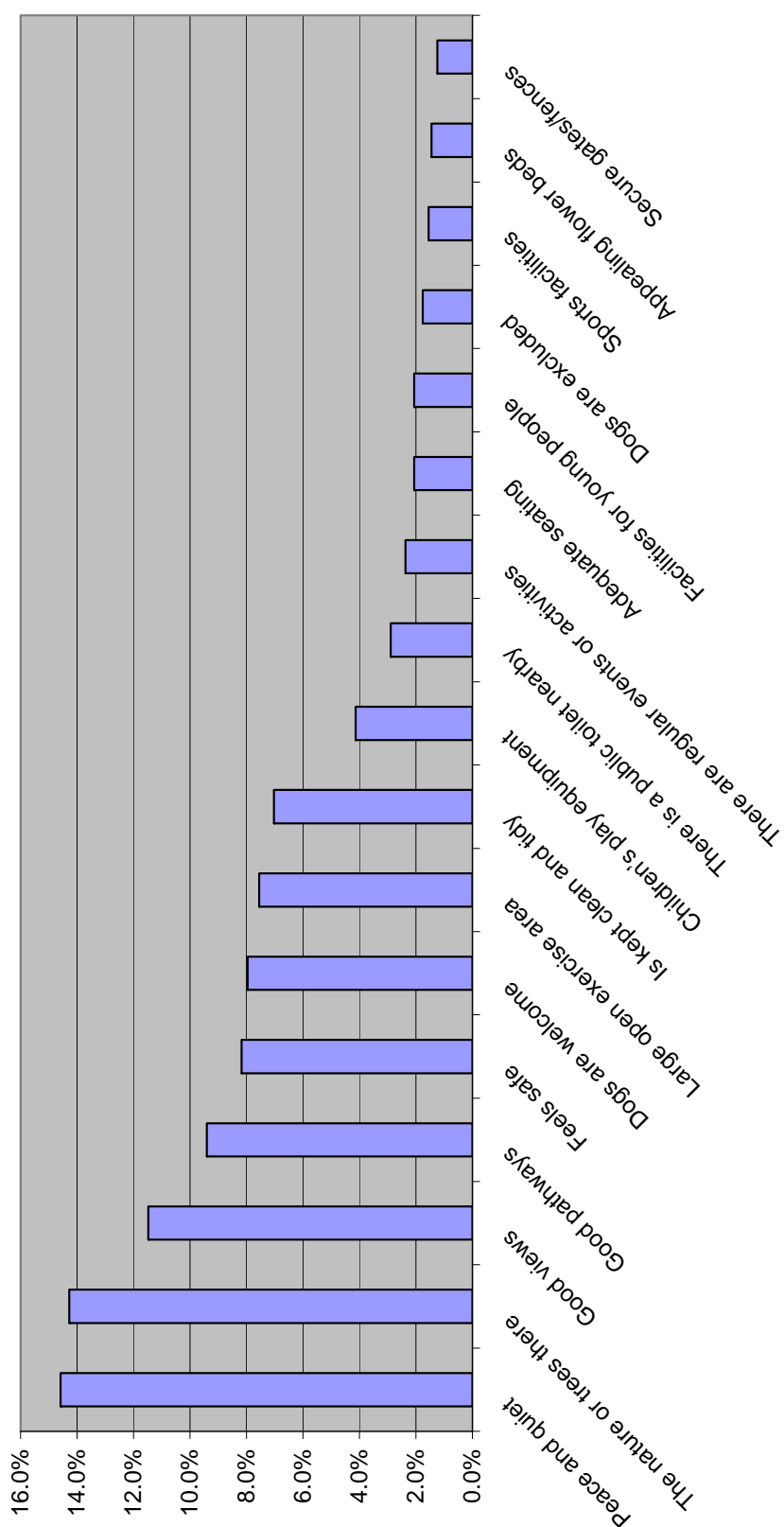
38. The question most consistently answered in all surveys related to the aspects of their preferred open space (within walking distance) that most appealed to them. Respondents were able to select two aspects only from a list 17 options. In Fig. 8 the results reveal that **overall it is the general environment that is the most important factor to residents**. Good access in the form of surfaced pathways outweigh formal features such as fences, flower beds and sports facilities.

39. Respondents were offered an 'other' option and asked to make their own description. Just under half were sufficiently close to one of the options to include with these. This left 7 'other' responses (3%), which cited reasons of accessibility for influencing their choice of open space.

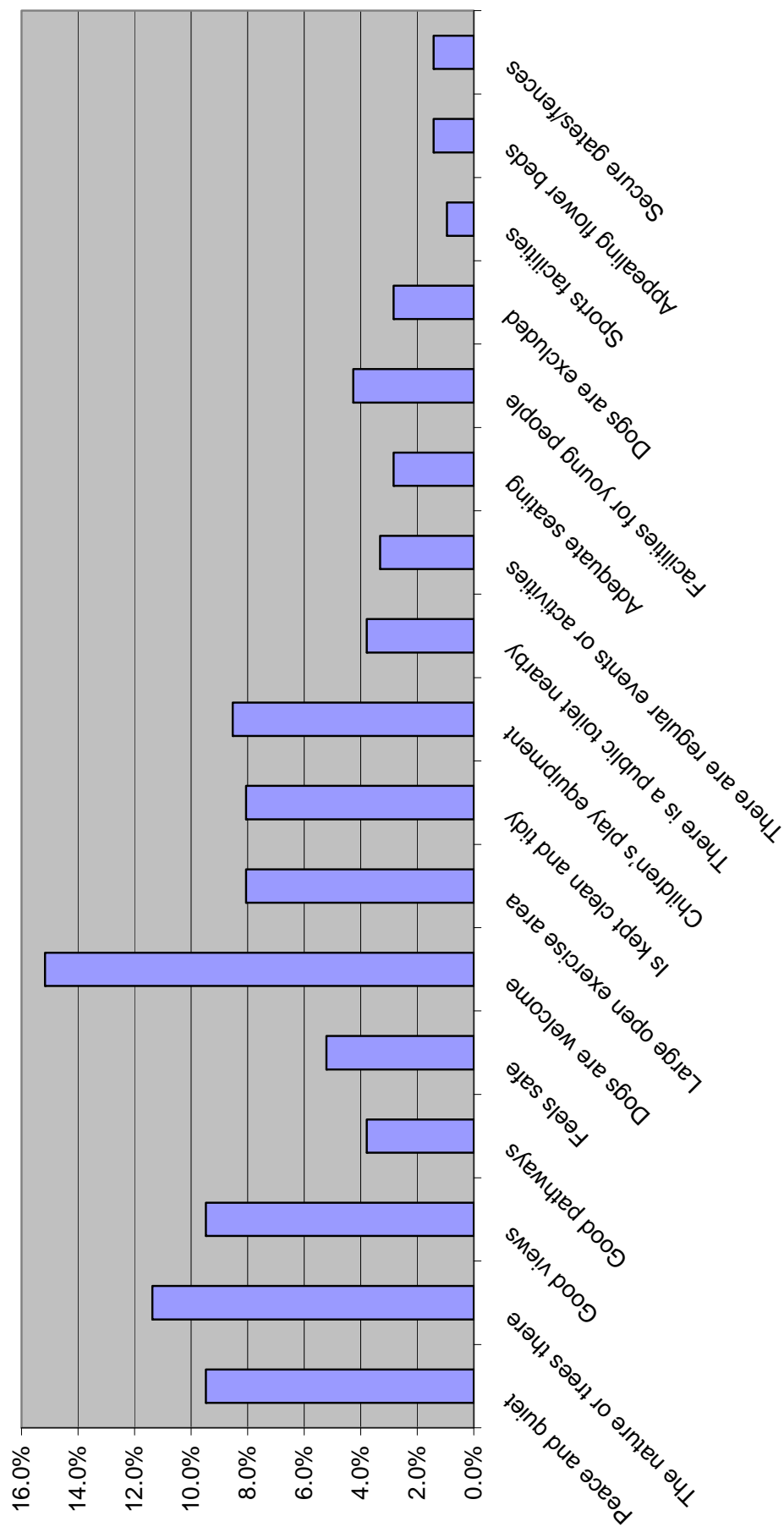
40. The feedback for the above question from the Cornwall Conversation was structured in a way that allows respondents' first choices to be isolated. These are shown in Fig. 9. Whilst the overall trend remains much the same, it does reveal the underlying importance of aspects that appeal to certain sectors of society such as families with children and dog

owners. This demonstrates the **importance of maintaining access for dog walkers, general site cleanliness** and for **providing play opportunities for children**.

Fig. 8 Aspects of parks & open spaces that most appeal to respondents (390 - all surveys)

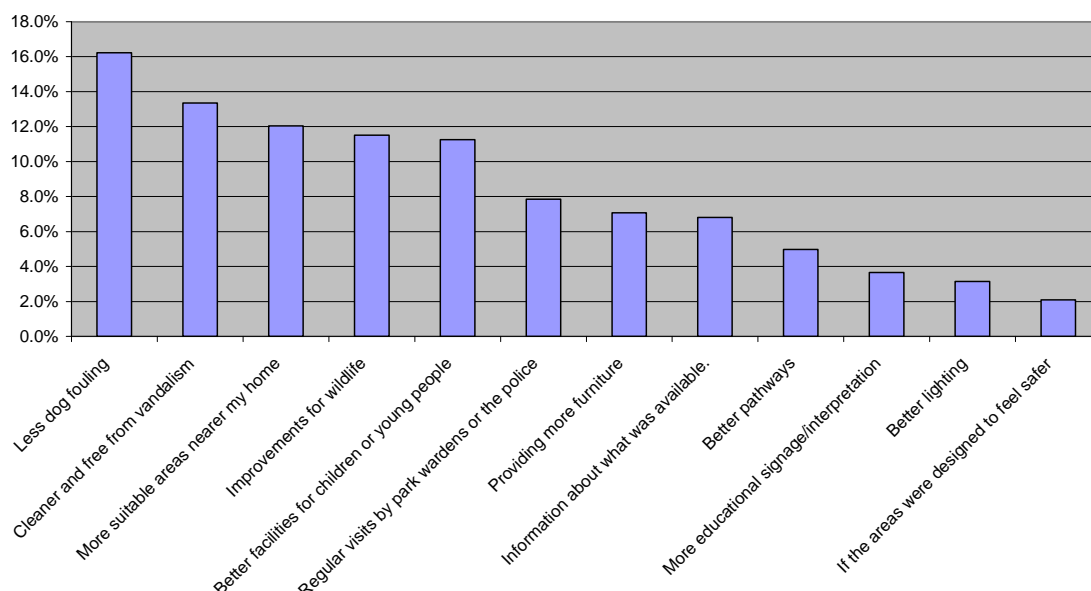


**Fig. 9 Main aspect of parks & open spaces that appeals to respondents of Cornwall
Conversation (213 - 1st choice)**



41. Residents were asked to identify how their local parks or open spaces can be improved to make them visit them more often. Respondents were able to select two aspects only from a list 13 options. Fig. 10 summarises the feedback, which indicates that the quality of cleanliness is the most important aspect to be improved.

Fig. 10 Overall priority improvements needed to local parks or open spaces



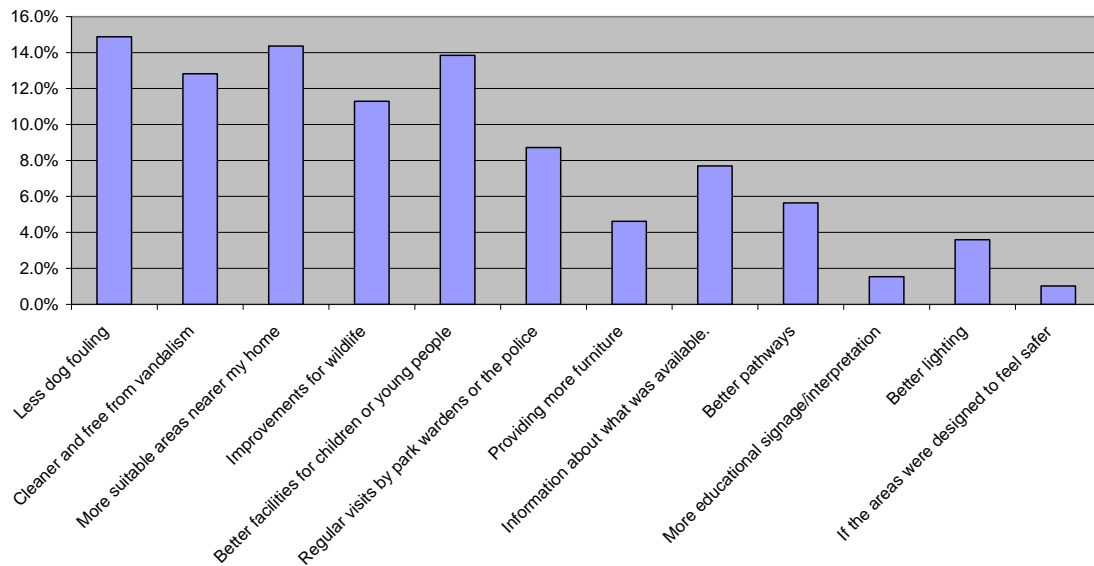
42. The use of parks and open spaces by dog walkers is clearly the most polarising issue. As despite the existence of penalty fines of up to £1,000 for allowing a dog to foul a public space, some dog owners are continuing to violate this order. A combination of tougher enforcement, public awareness and improved site cleaning is required to tackle this long standing problem.

43. Availability of decent open spaces is clearly an issue, and accessibility in terms of proximity to residents needs to be ensured. This matter is dealt with in the following sections under the accessibility standards.

44. The findings suggest that despite the feeling of safety being a major factor to people's use of open spaces (see Fig. 8), design changes to improve this are not considered as important. This may well be due to a perception of the viability of such changes.

45. As before the feedback from the Cornwall Conversation allows us to extract the first choice options, which are shown in Fig. 11. This indicates that, along with the improvements described previously, further investment is needed in facilities for children and young people.

Fig. 11 Priority improvements needed to make respondents visit parks & open spaces more often (1st choice only)



46. The findings outlined in this section form the basis of recommendations on standards for each of the towns, which are detailed in the following two sections, where they are in most cases supplemented with further local scale feedback to ensure specific local relevance. The consultation responses have also fed into Cornwall Council's review of maintenance standards for its own open spaces.

Section 2 - Provision standards overview

Assessment of the existing supply

47. An analysis of all existing open spaces in each of the 16 areas (regardless of ownership) was undertaken to get an accurate understanding of the current amount of open space within the defined area. This will form a key piece of evidence for a number of future open space policies. *See methodology in Section 1 for further details on the approach employed.*
48. A mapping exercise was undertaken for each of the towns to capture the areas of different types of open space (as defined in Appendix 1). Maps for each of the towns appear in Section 3. Following consultations with stakeholders some 'ground-truthing' the open space maps were used to identify the current quantity of each type (hectares), which was converted to an area per person (m² per person) value. These are presented in table 2, from which comparisons could be made with the

Table 2. Existing quantity provision of strategic open space											
Town / city	Current Population	Quantity provision within town for each type (M ² per person)									
		1	2	3	4	5	6		7	8	
		Parks, amenity	Natural Space	Public outdoor sports	Children's Play	Youth provision	Allotments	Total normal OS (1-6)	Cemeteries churchyard	School pitches & sport clubs	Total all types
Bodmin	14,598	9.56	24.66	2.50	0.60	0.06	0.67	38.05	3.45	11.18	52.68
Bude	10,697	6.40	93.37	4.14	0.51	0.05	0.12	104.58	1.75	50.35	156.68
Camborne/ Pool/ Illogan /Redruth	42,980	9.71	9.73	4.20	0.46	0.13	0.94	25.16	3.99	11.41	40.56
Falmouth/ Penryn	31,540	9.50	19.63	2.04	0.31	0.25	1.22	32.95	2.87	17.31	53.14
Hayle	8,669	11.04	80.87	0.47	0.35	0.21	0.92	93.88	2.27	30.00	126.15
Helston	11,500	8.82	14.60	0.00	0.64	0.14	1.07	25.27	2.56	16.41	44.24
Launceston	9,876	7.74	1.65	0.15	0.69	0.00	2.29	12.53	3.29	53.48	69.30
Liskeard	10,168	7.31	15.79	1.16	0.51	0.13	0.42	25.32	2.68	11.98	39.99
Newquay	22,627	8.89	46.49	9.21	0.27	0.10	1.49	66.44	2.31	26.18	94.93
Penzance/ NewIn/ Long Rock	23,791	8.36	12.34	1.67	0.46	0.21	2.42	25.46	2.58	14.16	42.20
Saltash	16,146	10.24	20.68	5.36	0.78	0.47	0.82	38.34	1.34	44.05	83.74
St Austell	24,679	6.72	18.24	0.14	0.57	0.09	0.67	26.43	2.12	35.27	63.82
St Ives	13,736	6.43	51.12	2.75	0.16	0.07	1.24	61.76	3.65	22.84	88.25
Torpoint	8,121	11.84	12.77	8.62	0.52	0.04	1.54	35.33	2.91	57.21	95.44
Truro	26,179	9.16	14.22	1.46	0.58	0.08	0.64	26.14	2.91	30.15	59.19
Wadebridg	7,537	8.15	10.22	2.15	0.65	0.07	2.47	23.71	3.87	13.41	40.98
Average/ median	Total 282,844	8.74	17.01 (med)	2.88	0.5	0.13	1.18	30.45	2.78	27.84	61.07

national standards (such as shown in table 1), and perhaps more usefully between similar towns around Cornwall. Comparisons of the level of natural green space (type 2) are made with the median level rather than mean (average), as the average is somewhat skewed by a few of the coastal towns, which have exceptionally high levels of natural space. The median value represents the middle sum where values are laid out in order, and indicates what is typical in situations of a significant skew.

49. The findings reveal significant variations of provision between the different areas. For example, per person, Bude has the highest overall amount of open space, on account of the large amount of natural coastal assets (typ.2), whilst having the lowest level of parks & amenity (typ.1). Liskeard has the lowest level across all types, but whilst Launceston has a high level of school & private sports space (typ.8), this is largely unavailable for general public recreation needs. Launceston therefore is the town with the lowest level of 'normal' open space.
50. The overall average/median of "normal" types of open spaces in table 2 (30.45m²/ pp) is significantly less than the combined national guidance standards for quantity that appear in table 1 (41.18 m² /pp). Only 4 towns (Bude, Hayle, Newquay & St Ives) have "normal" open space provision above this national standard due to exceptionally high levels of natural space, and none meet all of the standards based upon individual open space type. This is especially apparent with children's play & young people's provision, which range between only 9 - 50% of the national standard (Fields in Trust (FiT)). Without the inclusion of churchyards, cemeteries and private sports facilities the combined provision required by these national standards is generally unachievable and is not based upon modern recreational habits. The establishment therefore of local standards is more appropriate, varying the emphasis enables different communities to conserve or enhance their local identity.
51. Further analysis on the existing level of quantity and accessibility provision for open space is made on a town by town basis in Section 3. Ideally the open space audit would have included quality assessments of all open spaces or representative samples, to get a full picture of their existing condition & community value and their potential to improve. This would have provided a better understanding of the current quality across the various types, in order to inform the setting of future standards for quality and provide a baseline to measure improvement over time. The resources needed were unavailable for this study, however, there is information that we can glean from the consultation data and from available performance indicators. This omission does not affect the setting of quantity and accessibility standards, but makes the prioritisation of projects more difficult – especially between different towns.

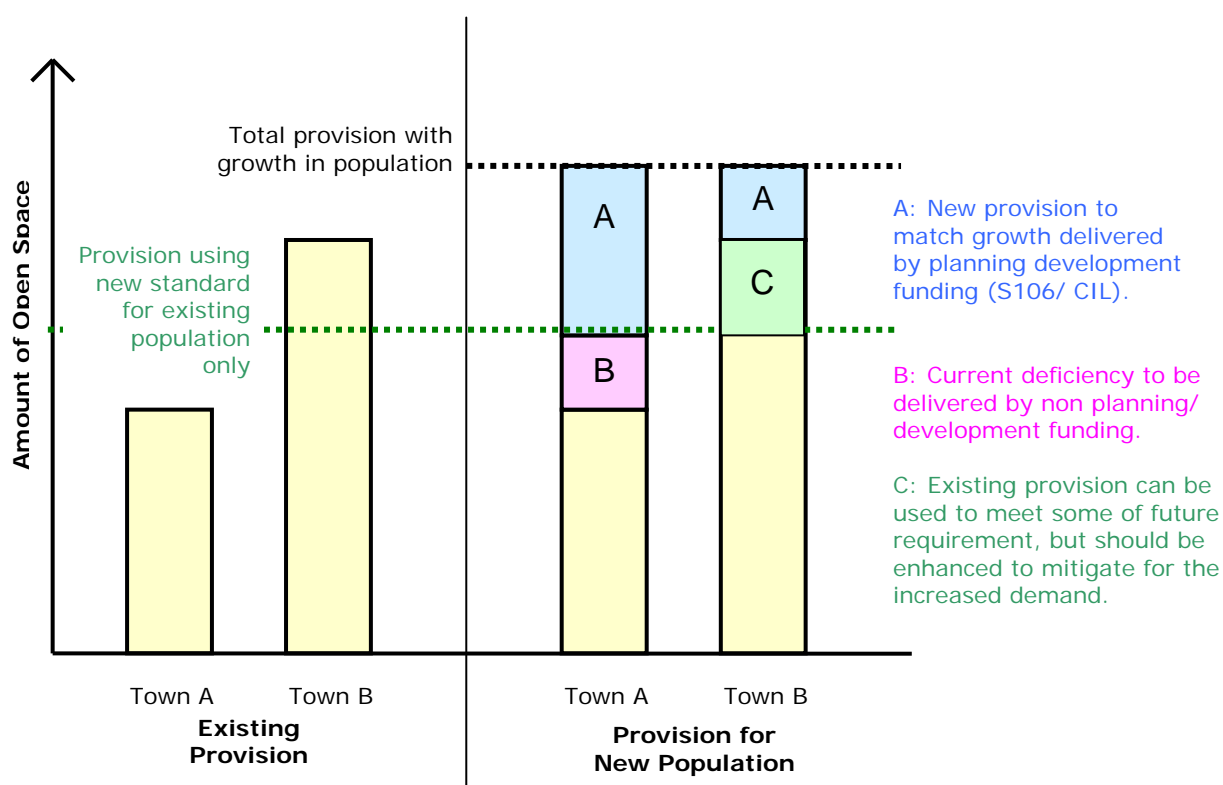
Recommended standards

52. Realistic open space provision standards are required that are based upon local needs and modern recreational habits. The following standards are based upon individual comparisons with averages across the county, local & countywide consultations and relevant up to date local strategies.

Quantity

53. The assessment assumes that the population within a community will increase in line with the proposed increase in the number of dwellings. Whilst numbers of residents per dwelling are predicted to fall, the assessment also assumes that trends in the use of open space will continue, and that communities will increasingly turn to strategic open spaces for their exercise and recreational needs. Consequently the resident per dwelling figure has remained fixed at the current average for simplicity. Future reviews of the standards will enable this to be revised if the evidence requires. Adjustments are made to the existing quantity standards based upon the consultation findings, which varies with types, and is explained in subsequent paragraphs. A reduction of the future requirement of open space is allowed where it is considered that the existing provision can either partially or fully meet the future needs of a larger population. Conversely the requirements are increased where there is evidence of a deficit that needs to be corrected.

Fig. 12 below demonstrates how deficiencies (either current or created via planning growth) will be addressed.



54. The tables that appear in section 3 present new quantity standards specific for each town. The new standards are derived from objective evaluations & calculations for the different types of open space, based upon principles gleaned from the available consultation data. The approaches for the setting of standards for each of the open space types are summarised in para.s 55 – 62.
55. The delivery of open space provision as recommended in Section 3 can only partly be delivered by new development. In some cases existing deficits should be addressed through other town regeneration initiatives and by the change of use of spaces. Specific open space requirements needed by new housing are identified as per dwelling figures under each town study in section 3.
56. The research indicates that the existing average quantity of parks & amenity (typ.1) as shown in table 2 (8.74 m² pp) is adequate, and the community would be satisfied with a small & proportional reduction where other types (e.g. natural and public sports) are available in an abundance. Savings made by a spatial reduction should be used to improve the quality of the open space that is available. Where possible **future standards for parks & amenity (typ.1) have been based on a figure of 9.0 m² pp, which is then reduced by up to 20%, relative to the availability of the other types of open space (excluding school & private sports space (typ. 8)) [OS1.1].**
57. In most cases natural space (2) is in plentiful supply either within the study area or very close to the populations. With the exception of Launceston, Torpoint & Wadebridge it is proposed to limit the creation of new natural space to key green infrastructure routes; and in most parts maintain the existing provision. Consequently when new dwellings are granted permission and the population grows there is an apparent reduction in the quantity standard per head of population. Where not contributing to useable green infrastructure, opportunities should be explored that leave existing natural spaces in or around developments in private ownership, albeit with adequate protection for biodiversity.
58. Public outdoor sports space (3) is expensive to maintain and it often lacks the close management and planned improvement needed to meet the standards needed for most sports. In the cases of small sites, it is often not viable to provide the facilities needed for formal games such as changing facilities; there can be conflicts with adjoining properties and other users (e.g. dog fouling and vandalism). **Users of outdoor sports spaces are far better served by larger strategic sites of a minimum of 1 hectare [OS1.2]**, where several games can be accommodated with better quality shared facilities. The quantity standard for public outdoor sports (3) applies the following principles: -
- Efforts should first be channelled into maximising community use of all schools and private sports club facilities (8) before considering entirely new public outdoor sports (3) provision.
 - New outdoor sports provision created as a result of planning obligations on development should be considered as public

outdoor sports (3). The type of sport activities catered for on new space created should be based upon local needs, and options of third party management by existing or new sports clubs should be explored, providing conditions of public accessibility are imposed. Consequently the target standard is a combination of type 3 and type 4 sport provisions, allowing the flexibility to switch between the two categories.

- **The quantity of sports pitches required equals the Cornwall Sports Pitch Strategy standards (draft 2013) [OS1.2]** specified for the community network area associated with each town plus an additional 20% of area to allow for associated infrastructure (i.e., built facilities, car parking, access routes, spectator areas, pitch realignments). All existing pitches, **whether public outdoor sports (3) or schools and private sports club facilities (8) are considered to have the potential of meeting this standard [OS1.2]**, and a combination of both are used for assessing existing and future provision.
- It is assumed that the existing quantity standard of other sports (tennis & bowling) per person will remain the same as exists in each study area. Consequently the spatial amount required will increase in line with the growth in population, although this will account to a very small area.
- For the purpose of predicting the future provision standard, required as a result of population growth, it is assumed that the current land area identified as schools and private sports club facilities (8) will not change, other than for a small increase in tennis & bowling (see above). With the exception of a few towns exhibiting very high levels of outdoor sports space, it is essential therefore that existing sports pitches are protected, or replaced with the equivalent or better nearby, to avoid an under provision.

59. The data indicates that in the absence of other play environments, **the quantity standard for children's equipped play space per person should be 40% higher than the current average for all 16 of Cornwall's growth areas. Minimum size of 500m² applying to new facilities [OS1.3]**. A value of 0.7m² per person of children's equipped play space per person would be appropriate for all of the towns. Although most types of open space offer play opportunities for children, the consultations show that the presence of a good quality beach can reduce the need for some equipped play. Consequently this standard is **reduced by between 5 –15%, depending upon the scale and accessibility of the local beach(es) [OS1.3]**.

60. Similarly evaluations have shown that **the new quantity standard for equipped youth facilities should be approximately twice the current average (100% higher). Minimum size of 500m² applying to new facilities [OS1.3]**. A value of 0.25m² per person would provide a reasonable mixture of different sorts of facilities at different locations. As with children's play, it is evident that beaches

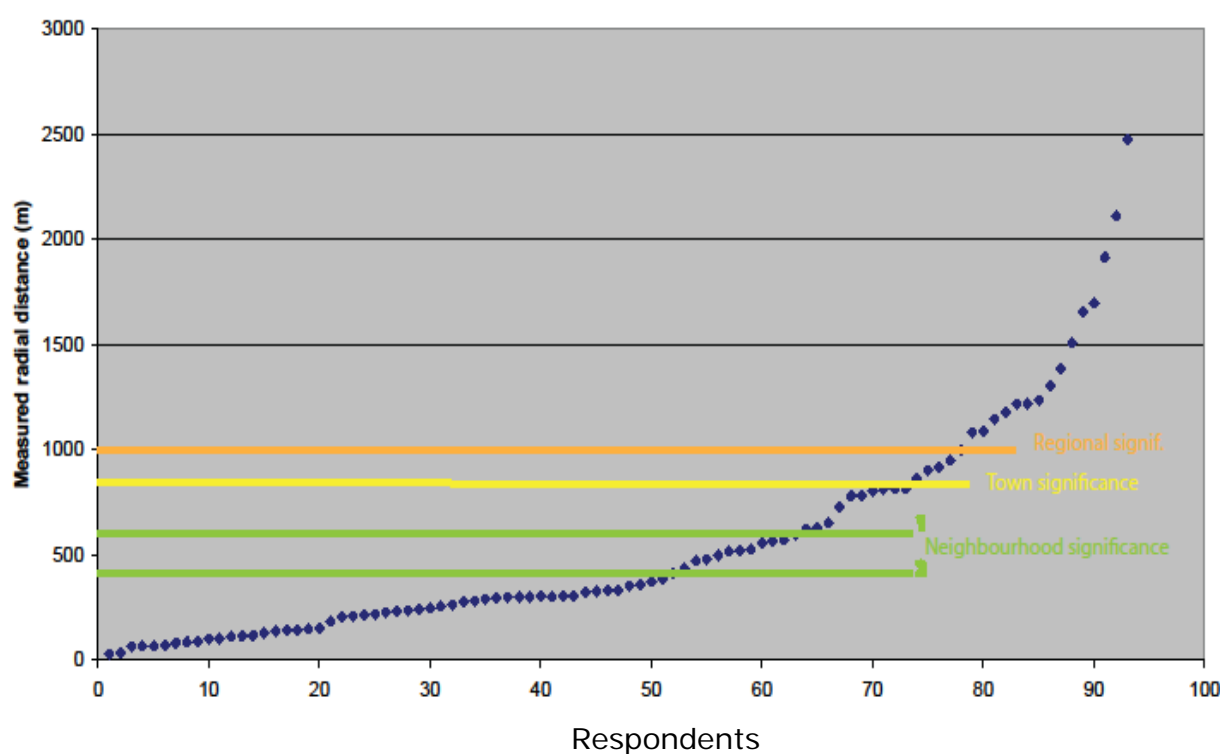
provide an important venue for social and informal sporting activities that can contribute considerably to the needs of young people. Consequently this standard is **reduced by between 5 – 20%, depending upon the scale and accessibility of the local beach(es) [OS1.3].**

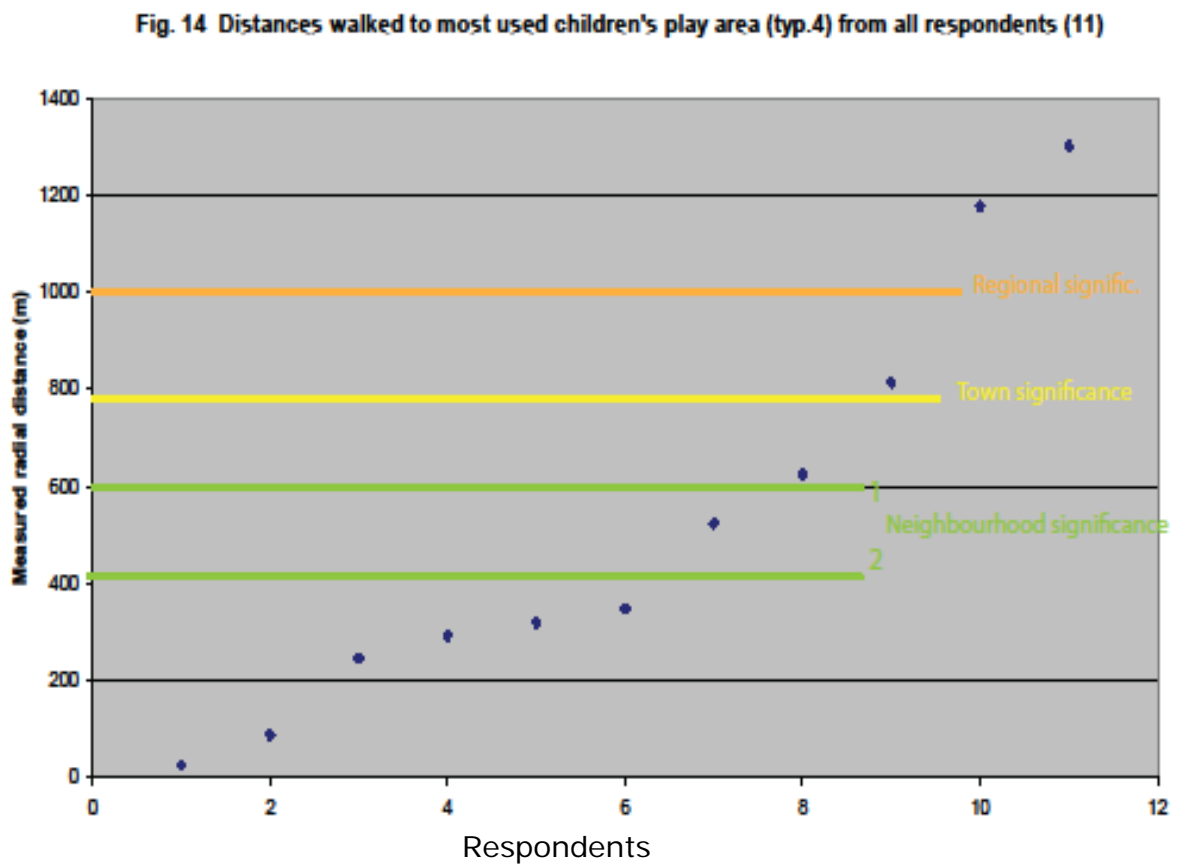
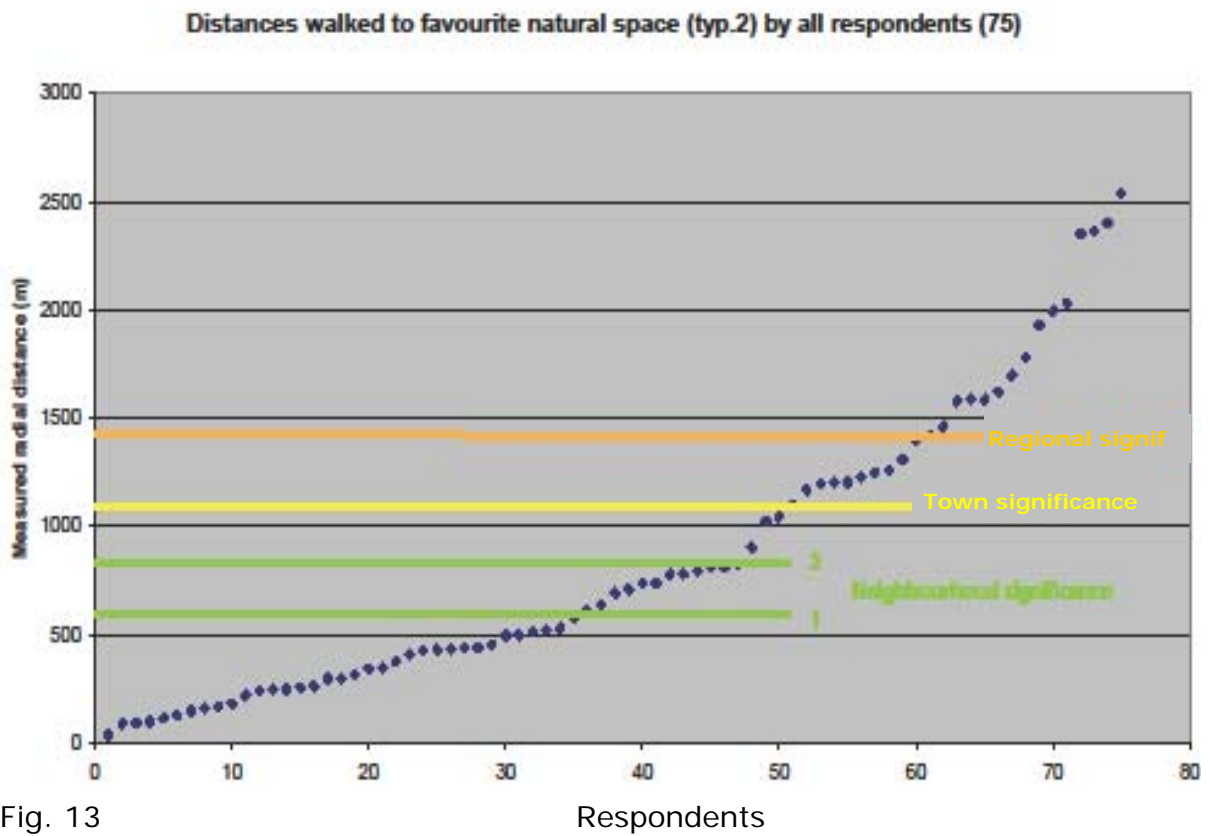
61. The existing provision in allotments varies considerably between different towns, depending on a range of factors such as typical garden sizes, quality of available allotments, average ages of residents and levels of promotion. The allotment standards are based upon an adjustment of the existing towards the average, and factors in evidence of demand derived from consultations with the local town & parish councils.
62. Where there are no immediate plans for new cemeteries the standard for cemeteries and churchyards is simply the existing provision spread across a newer larger population. In the cases of Penzance and Falmouth, where new burial grounds are needed within the next 20 years, the increased area required is included and divided by the forecast population.

Accessibility, minimum size & quality

63. Whereas the quantity standard identifies the amount needed of each type of open space, the accessibility & quality standards define their number, distribution and design.
64. Accessibility is the maximum distance (m) considered acceptable for residents to walk to access an open space, and will vary depending on the type and significance of open space. Town Framework Steering Groups consulted and respondents to the Cornwall Conversation survey provided information that enabled an accurate measurement of the direct distance to the open space that they visited the most often by foot. The distances were plotted and presented in fig.s 12-14.
65. Town Framework Steering groups consulted were also asked to estimate a reasonable time taken to walk to different types & qualities of open space. The average walking speed of adults with children is 4.2km/h or 70m/min based upon data collected nationally on 'School Walking Buses' – Centre for Transport Studies (2007). Based upon the responses from the steering groups the times could be converted to an 'as the crow flies' distance using the walking bus speed of movement radially adjusted to 48m/min based upon typical housing density in Cornwall's towns. Combining these with the analysis of the proportion of the respondents already walking different distances to access different categories of open space resulted in recommended accessibility standards (table 3), which are maximum walking distances and are shown as horizontal lines on the fig.s 12-14.

**Fig.12 Distances walked to favourite park, amenity or playing field (typ.1)
from all consultation samples (93 responses)**





66. When interpreting the accessibility standards circular catchments may be drawn around residential areas with a radius emanating from the open space equivalent to the accessibility standard. Allowance should be made of significant barriers to access, such as rail-lines, steep hillsides, water courses and major carriageway, which will in many cases, discount catchment areas that are on the opposite side of the barrier.

67. *Playable space*

Playable space refers to any useable, open space equipped or otherwise where children can safely play. Whilst there is a need to prioritise strategic open spaces, residents particularly children require some form of open space or equipped facility nearer to their home. Well designed 'Homezone' schemes would also contribute to this provision. Stakeholder consultations countywide determined the maximum walking distance (in terms of time taken) considered acceptable for children to travel from their home to access some form of public open space for informal play as just under 7 minutes, which can be converted to a distance based upon children's walking speeds and typical urban street layouts. **Some form of 'playable' open space should be available for all children within 330m direct distance of all properties within the 16 study areas [OS2].**

68. The quality provision standard is a benchmark that relates to the design, facility, the standard of management and the potential to meet community needs. Based upon the judging criteria for the Green Flag Award the criteria includes:-

- Accessibility
- Welcoming
- Design
- Safety
- Community involvement
- Marketing / promotion
- Sustainability
- Management – Quality of maintenance
- Conservation / Biodiversity

Future quality assessments are needed to measure progress towards the appropriate standard and to measure overall performance. It is simply not realistic to expect all open spaces to conform to the highest standard, and the hierarchy of significance (para. 29) has been used to determine the appropriate level of quality as shown in table 3.

- 1: Very poor (0 - 30%)
- 2: Poor (31 - 40%)
- 3: Fair (41 - 50%)
- 4: Fair/good (51 – 60%)
- 5. Good (61 - 70%)
- 6: Excellent (70 -100%) – Equivalent to a Green Flag Award

69. Strong encouragement is given to creating fewer, larger open spaces that form usable components of the green infrastructure network and improve maintenance efficiency. The smallest new open spaces in most cases will be considered to have a Neighbourhood 1 hierarchy status,

and the minimum size of an unequipped space should be 1000m² [OS1.1].

Table 3. Proposed accessibility & quality provision standards for strategic open space					
Type of open space	Proposed accessibility standard ('as crow flies') depending on open space hierarchy				Min size new (m ²)
	Regional significant	Town significant	Neighbourhood 1	Neighbourhood 2	
1. Parks, amenity	1000m	800m	600m	400m	1000
2. Natural space	1400m	1100m	800m	600m	1000
3. Public sport	No limit	No limit	960m	NA	10000 (1Ha)
4. Children's Equipped Play	1000m	750m	600m	450m	500
'Playable space' of any of the above types		All housing to be no further than <u>330m</u> from at least one open space suitable for children's informal play			500
5. Teen provision	1200m	1000m	800m	620m	500
6. Allotments	NA	No limit	800m	NA	2500
Proposed quality standard	Excellent	Good	Fair/good	Fair	

70. Children's equipped play areas, having the lowest accessibility catchment, are a good indicator of wider accessibility issues in a given area. A detailed assessment of the existing access to these has been included in Appendix 2. Main roads will be seen as a significant barrier to children's play areas; however these need to be assessed on a case by case basis. In some cases it may be a more sustainable option to address the safety of available road crossing points rather than maintaining an additional play area.

Design requirements

71. The green infrastructure network, of which open space is a part, is integral to a development and should be designed at the outset, and where possible should promote sustainable access to key local open spaces. Equally open space must in the future provide a greater degree of multifunction with regards to biodiversity, connectivity and hydrology.

See The Cornwall Local Flood Risk Management Strategy 2014 and Local Plan Policies 13 & 25 (Pre-submission Jan 2014).

An early block plan indicating the general relationship of the proposed open space to topography, existing vegetation, circulation routes and built areas would be a valuable starting point for an initial discussion of proposals.

This multifunctional arrangement is demonstrated in Fig.15, which if it is to be public open space would be categorised as Typ.2 Natural space.

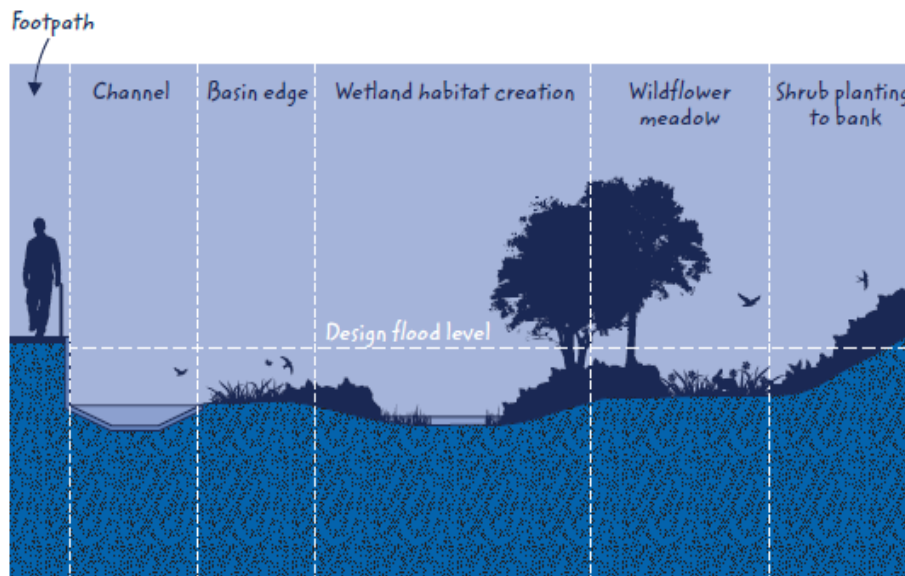


Fig. 15 Multiple benefits from green infrastructure. Extract from Cornwall Local Flood Risk Management Strategy 2014.

The following generic design principles relate primarily to the open space function and are intended to supplement specific requirements outlined for each area in Section 3, as well as in support of principles identified in the future local green infrastructure strategies.

72. *Areas of new open space*

The proposed quantity of overall open space (see Section 3) needed for new housing areas are wholly achievable, maintainable and can easily & viably be accommodated within large development layouts and through public sector projects. Local Plan Policy 13.3 (Pre-submission Jan 2014) seeks the provision of larger multifunctional green space (rather than multiple smaller areas) as appropriate in larger developments. With the majority of developments delivery of the six different types of open space required will be via different delivery mechanisms (e.g. on site, off site contributions). This is defined in more detail in Delivery Mechanisms in Section 3.

73. Private gardens should be used to enhance street aesthetics. Roadside verges & buffers with limited benefit to green infrastructure (including sustainable urban drainage) will have ongoing maintenance costs and should be avoided. Where provided such as for service easements or for road safety they should not be used towards achieving the minimum quantity for open space and will be considered part of the highway subject to a Section 38 agreement. Well located street trees can significantly improve the street scene and improve urban biodiversity, and are more suited to being included carefully within pedestrian walkways without the need for mown grass providing they are afforded sufficient aerated root volume to allow growth, which is protected against excessive compaction. See para.s 78 on trees.

74. The quantity provision standards set in Section 3 ensure a balance between the different types of open space. It is essential that development contributes fairly towards achieving this balance. **The provision of one type of open space in excess of what is required for that area cannot be used to reduce or offset the provision of**

another type, unless specifically agreed as part of a wider strategic plan for the area [OS5].

75. Phasing of creation

Multi-phase developments will be required to complete open space to an approved & adoptable standard in-line with the construction phasing. This will ensure a minimum of provision for new residents and will prevent open space deficits occurring, where construction ceases for an uncertain period.

76. Surveillance

Local Plan Policy 13.1b (Pre-submission Jan 2014) requires good quality public spaces that improve perceptions of safety by overlooking of public space. New residential properties should front onto the open spaces to be an integral part of the public realm, to ensure easy access and self promotion, and to provide natural surveillance, beneficial in deterring anti-social behaviour. Layouts should utilise streets, pathways, front gardens or appropriate low-level features to put distance between properties and potential noise nuisance, boundary conflict and problems resulting from ball games. The exception is with allotments, which may be positioned to the rear of properties where this can be shown to afford better security. Trees & screening features that support green infrastructure principles should be located so as to ensure natural surveillance and/or to screen unwanted vistas.

See also: <http://www.securedbydesign.com/wp-content/uploads/2014/02/SBD-NewHomes14-lowres.pdf>

77. Ground conditions

Consideration of topography & soil quality should be made when planning different types of open space. With the exception of natural space it is important to ensure sufficient provision of level, free-draining, fertile open space where needed for accessible and multifunctional spaces, especially for the purposes of equipped play and sport. Developers will be required to demonstrate site suitability during the design stage and in greater detail prior to construction in a management plan, and to accord with future landscape specifications and other relevant Cornwall Council open space policy.

78. Trees in public spaces

Trees provide important ecosystem services, many of which will be achieved through implementation of the Green Infrastructure Strategy. Multifunctional open spaces can accommodate many trees and the species and locations will be chosen to maximise their aesthetic and functional benefits. For example, for trees to contribute to the control of air pollution, the greatest benefits are normally achieved when they grow close to traffic. Designs should therefore take into account the above and below ground requirements and set aside sufficient space for trees to grow without causing conflicts with infrastructure or buildings

The retention of valuable existing trees will be given a priority and preference should be given to incorporating them into areas of useable public open space or sufficiently-sized gardens. Designs will maximise

the public benefits of existing trees and ensure that sufficient space is available for future growth and protection during construction.

The choice of species and the design of the planting environment must be appropriate to the circumstances. Locally native or naturalised species are likely to be preferred in hedgerows and woodlands, however in some situations non-natives may be better suited to the design. Designers should be mindful of creating landscapes that are resilient to diseases and climate change and complement the local landscape character. The size, specification and provenance of planting stock should be suited to the environment. Natural planting environments will be preferred to engineered environments which risk high maintenance costs and unsustainable rooting zones. However where it is necessary to plant trees within 3m of hard surfaces we would expect to see appropriate engineering solutions to increase growth potential and reduce conflicts from root growth. This might include the use of irrigation systems, root barriers and root crates etc.

79. Play equipment

Equipped Children's Play and Teen Provision should conform to EN1176 standards and will require regular inspection in accordance with ROSPA guidance [OS6]. All areas should afford good natural surveillance from nearby streets and frontages of residential properties, whilst maintaining a minimum distance of at least 20m (children's play) and 30m (youth provision) to the nearest dwelling (habitable room façade). Equipped sites should incorporate landscape interest, natural play features and adequate open, 'breakout' space to allow children to play or to congregate informally. All standards contained here supersede national benchmarks that appear in the Fields in Trust (FiT) 2008 guidance; however it provides a useful reference for designing the different designated play areas. Sites known as Local Areas for Play (LAP) should be treated as general amenity (typology 1) and should not contain formal play equipment. Play England has produced the guidance Design for Play: A guide to creating successful play spaces. See: <http://www.playengland.org.uk/resources/design-for-play.aspx>

80. Where appropriate parks, amenity and natural space should incorporate informal play opportunities, through a diversity of landscape, planting and natural features such as logs, boulders, stepping stones & hedges. This should be an essential element of such areas that are providing the only 'playable space' for local residents. The normal play safety design standards should apply, but features should remain sufficiently robust and low key, to avoid them requiring a regular ROSPA inspection.

81. General equipment

It is important to invest to minimise future maintenance costs. Equipment, signs, boundary treatments and furniture should be constructed to a high standard, be durable and use materials able to withstand the corrosive coastal environment.

82. Biodiversity

Whilst designers of new open space will be required to protect ecological resources in accordance with the Biodiversity Action Plan or under

relevant legislation, Local Plan Policies 23.3 & 25 (Pre-submission Jan 2014) place additional emphasis on the retention, enhancement & buffering of all local biodiversity. The sensitivity of the wildlife to public access should be considered. For instance ground nesting birds and other species will require protection and human access with dogs needs to be restricted. Open space can provide opportunities to incorporate or link up areas of valuable habitat, providing recreational uses and maintenance practices have been adequately considered and set out in a well-researched management plan. This will be especially the case in areas where, due to an existing shortfall in natural space (typ.2), developments are required to meet a lot or all of the local standard set. Sloping open space, areas adjoining pedestrian & cycle routes and sustainable urban drainage schemes (SUDS) lend themselves to a more natural approach, and the establishment of new woodland, heath or wetland should be considered rather than mown grassland. It is essential though that local area distinctiveness be pursued rather than generic types of habitat. Flora rich meadows are usually only viable on a large scale where management allows for the removal of arisings.

In towns with higher existing quantities of natural space (typ.2), where the quantity required of new developments is minimised to green links and SUDS only, it could be more appropriate to retain important biodiversity under private ownership.

83. *Sense of place*

Designs for open spaces should use local materials & techniques in keeping with the area to reflect & enhance the sense of place. Where habitats are fragmented efforts should be made to reconnect them appropriately. See Cornwall & Isles of Scilly Landscape Character Assessment.

84. *Allotments*

New allotments should ensure suitability of soil, drainage and sunlight. Mains water, vehicle access and some provision for parking should be provided. Unlike other types of open space, allotments benefit from a decent degree of security that prevents general access by the wider community, and can be concealed to the rear of properties. Along with the preference for secure fencing, allotment plots tend to vary in the quality of management and the structures used, consequently they can be less visually appealing or even cause a visual intrusion. They should not be located in key vistas or where they affect important landscapes.

Section 3 – Action Plan

Bodmin open space assessment

85. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map1 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

86. The key observations of the existing provision are as follows: -

- **18% higher than average level of children's play (type 4).** In contrast the **provision for teenagers (5) is 51% lower than average.**
- **High level of natural space (type 2).** The level of natural space for Bodmin is actually the 5th highest of the 16 towns studied. Of particular note is Bodmin Beacon, which is, as a result of its size & central location conveniently accessible to much of the population.



Fig.16 Bodmin Beacon Green Flag Award winner (annually since 2008)

- **53% lower than average level of allotment provision (6).**
- **Lower than average private sports (8).** Excluding tennis, bowling & golf facilities, the combined quantity of sports pitches is 12.83 m², which exceeds the playing pitch standard based upon current demand (6.9m² per person) that appears in the draft Cornwall Sports Pitch Strategy.

87. The study was presented to the Bodmin Steering Group in August 2013, and detailed questionnaires returned by 10 members & officers. Of the 6 main typologies the greatest priority was given to Provision for teenagers (typ5), Parks & amenity (typ1) and Natural space (typ2). The consensus was in favour of the recommendation that new strategic open space be created within the proposed urban extensions.

Bodmin open space proposals

88. Table 4 proposes future quantity standards for the town, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the town as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 4 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.
89. The draft Cornwall Sports Pitch Strategy recommends the re-designation of some pitches to address the shortfall, and to increase the community use of pitches on educational sites.
90. As shown in the accessibility map for Bodmin in Appendix 3, there are deficiencies in provision of children's equipped play (typ.4) in the south east of the town and in the northern Town End area. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can be met through delivery of fewer, larger & better designed sites. There can be consolidation of play sites in some areas, such as the Kinsman Estate, and it is felt that a play area in the open space at Hillside Park would have considerable advantage and would enable the removal of other poorly located & stocked facilities nearby. Deficiencies in all types of open space are listed in Table 4 column 2.
91. It is recommended that the following existing open spaces are prioritised for additional investment in the future based upon their strategic value and the consultations (in alphabetical order):
- 1) Bodmin Beacon
 - 2) Camel Trail
 - 3) Fair Park
 - 4) Hillside Park
 - 5) Kinsman Estate play area
 - 6) Midway/Bodiniel
 - 7) Priors Park (including the Meadow)
 - 8) Trengle View/Burden Close open space
92. The quantity of natural space required for new dwellings shown in table 4 is significantly below the standard set due to the existing provision in the surrounding area partly meeting future needs. It is recognised however, that an improvement in quality will be needed such as improving capacity of pitches and conservation works along the Camel Trail and at the Beacon, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*)

93. Further investment through local partnerships will be required to invest in the quality of these natural spaces and to supplement the increases required in children's equipped play, teen provision (equipped) and allotments.

Table 4. Proposed quantity provision standards for strategic open space in Bodmin

Increased population estimate of: 21,498 (3000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s based upon stakeholder consultations	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	-	Additional sites in line with growth	8.76	16.27
2. Natural space	North-east and west extents of town	Provision up by 9% e.g. new GI trails	18.21	10.51
3. Public sport	Extend strategic facility e.g. Bodmin College	Keep in line >Playing Pitch Strategy	9.13 – typ8	19.04
4. Children's Equipped Play	South-east. Town End. Some rationalisation and investment in quality needed. See Appendix 3.	In line with previous level, but ensure adequate maintenance	0.70	1.61
5. Teen provision	Expand at Midway/Bodiniel & Harmer Close. New facility in development West Bodmin	Increase significantly	0.25	0.58
6. Allotments	1 West Bodmin + 1 East Bodmin	Increase by 50% + 1 Replacement	1.00	2.30
7. Cemeteries	Assumes no increase within town study boundary		2.34	-
8. School pitches & clubs	Increase availability to community.	See typ 3	9.13 – typ3	-
Total			40.39	-
Total for 1 – 6 (standards apply)			30.46	50.31

Bude & Stratton open space assessment

94. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map2 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

95. The key observations of the existing provision are as follows: -

- **Provision in general parks and amenity space (type 1) 28% below average** (in terms of area per person) and lowest of 16 areas studied.
- **235% higher than average level of natural space (2)** – the highest of all of the areas studied. The provision comprises beaches, dunes and coastal headland and consequently is concentrated to the west of the town. The beaches, included under this typology, which extend outside of the study area, serve a much wider remit than most natural spaces, providing sport and other formal recreation functions, and for which the town is famous, resulting in the town population swelling during the summer months.



Fig.17 Bude Beach & Sea pool

- **Higher than average level of overall outdoor sports space (3 & 8).** The majority of this is private golf course, which has limited community use. If we extract the golf course, tennis and bowling, combined the provision of sports pitches is meeting the standard based upon current demand (12.3m²/person) identified in the draft Cornwall Sports Pitch Strategy. This would however require that all school sports pitches were made available for formal community use. At the current time the lack of access to quality sports pitches is limiting some clubs with an indication of over 2hectares of latent demand in the area.
- Whilst the **level of provision for children (4) is average** the quantity of **facilities for young people (5) is 61% below average**. It could be argued that the accessible beaches will to a small extent meet some of this shortfall.
- **Allotment provision (6), as mapped, is 90% below average** and lowest of the 16 areas studied, but we are aware that the Friends of the Earth have recently established a new site. Information has been requested on location, size, permanence and how this has affected demand.

96. The draft Cornwall Sports Pitch Strategy is based upon consultations with sports clubs, schools and other leisure stakeholders on current trends in demand. It predicts a significant shortfall in adult & junior football and rugby & cricket pitches in the Bude community network area at some time during the week.

Bude & Stratton open space proposals

97. Bude has the highest level of open space per head of any of the towns in this study. There is though an uneven distribution of some provision, resulting in deficiencies these along with the recommendations for future provision are shown in table 5.

Table 5. Proposed quantity provision standards for strategic open space in Bude & Stratton

Increased population estimate of: 12,767 (900 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity	Stratton	Increase further from beaches	7.31	16.82
2. Natural space	New developments East Bude & Stratton	Existing provision could meet future needs	78.61	5.26
3. Public sport		Potential to meet Playing Pitch Standard	44.8 - Ty8	30.36
4. Children's Equipped Play	Flexbury. See Appendix 3	Increase, but allow for how beach makes contribution	0.64	1.47
5. Teen provision	South Bude, east & Stratton		0.21	0.47
6. Allotments	Further information required.	New FOE site to be mapped and demand re-evaluated.	0.75	1.73
7. Cemeteries	Assumes no increase within town study boundary		1.47	-
8. School pitches & clubs	Increased availability to community.	See typ 3	44.8 – Ty3	-
Total			133.75	-
Total for 1 – 6 (standards apply)			90.10	56.11

98. The quantity of natural and sports spaces required for new dwellings shown above is significantly below the standard set due to the existing provision in the surrounding area partly meeting future needs. It is recognised however, that investment will be required for investment in local open space improvements, such as conservation works along the

river corridors, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).

99. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy it is recommended to relocate or invest in 'poor' quality sites (e.g. Broadclose Hill) to increase their capacity, and to increase community use of pitches on education sites.
100. Further investment through local partnerships will be required to invest in the existing natural space and to supplement the increases required in Parks, amenity, children's play, teenage provision (equipped) and allotments.

Camborne, Pool, Illogan and Redruth open space assessment

101. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map3 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.
102. The key observations of the existing provision are as follows:-
 - **11% higher than average level of Parks & amenity** (type 1).
 - **Lower than typical (median) level of natural space** (typology 2) within the study boundary. However a further 333 Ha of natural open space lies just outside of the study area, but within an accessible 2km of the study boundary.
 - **Slight under provision of outdoor sports.** Despite the higher than average level of public outdoor sports space (3), there is a significantly lower than average level of private sports (8). If we extract tennis, track and bowling, combined the pitch provision is 14.69m²/person. Whilst this almost meets the former national standard (FiT), it is 9% below the standard based upon current demand (16.2m²/person) identified in the latest draft Playing Pitch Strategy 2013. To even achieve this would however require that all primary school sports pitches were made available for formal community use. This standard reflects local demand and is fairly high with the average for Cornwall only 12.3m²/person.
 - **Marginally (10%) below average level of equipped play provision for children** (4).
 - **20 % below average level of allotments** (6).
103. Consultations on open space provision were included with the Core Strategy Surveys (Jan 2012) along with engagement of the Town Framework Steering Group and a countywide survey was undertaken through the Cornwall Conversation. The study was presented to the CPIR Steering Group in 2012, and to each of the Town/parish Councils. The feedback has contributed to the understanding of future needs.
104. The draft Cornwall Sports Pitch Strategy is based upon consultations with sports clubs, schools and other leisure stakeholders on current

trends in demand. It predicts a shortfall in junior football pitches and rugby pitches in the CPIR network area.



Fig.18 – Heartlands, Pool

Camborne, Pool, Illogan & Redruth open space proposals

105. Table 6 proposes future quantity standards for the town, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the CPIR area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 6 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

106. As shown in the accessibility map for CPIR in Appendix 3, there are deficiencies in provision of children's equipped in some areas in the study area. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, whilst several of the proposed developments on the urban fringe present opportunities to meet the needs of existing residents. Deficiencies in other types of open space are listed in Table 6 column 2.

107. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends the development of a new site for mini rugby, the re-designation of some adult football and rugby pitches and increased community use of playing pitches on primary school sites.

108. The quantities of parks & amenity and natural space required for dwellings shown in table 6 is significantly below the standards set due to the existing provision in the surrounding area partly meeting future needs. It is recognised however, that an improvement in quality will be needed to mitigate for the additional population (e.g. at Tehidy Country Park & around the Great Flat Lode Trail), for which contributions for enhancement will be sought (see *203. How to apply the open space provision costs*).

109. Further investment through local partnerships will be required to supplement the increases required in outdoor sports, children's equipped play, teen provision (equipped) and allotments.

110. In addition to the schemes listed in table 6 to address deficiencies, the assessment also recommends that the following existing open spaces are prioritised for additional investment in the future based upon their strategic value (in alphabetical order):

- Beacon Playing Field
- Brea Playing Field
- Camborne Park
- East End Playing Field
- East Pool Park
- Illogan Recreation Ground
- Pendarves Woods
- Red River Nature Reserve
- Roskear Park (King George V) – next to Roskear School
- Roskear Playing Fields – behind Park Rd
- Treskerby Playing Field
- Tuckingmill Valley Park
- Victoria Park
- Weeth School Playing Field



Fig. 19 Illogan Junior Girls Football Club

Table 6. Proposed quantity provision standards for strategic open space in Camborne, Pool, Illogan & Redruth

Increased population estimate of: 53,330 (4500 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity	Treswithian and Mount Pleasant, Camborne. Churchtown Illogan.	Small capacity to contribute to future needs	8.76	13.26
2. Natural space	West Camborne and central Redruth	Minimal new to enable GI links, instead invest in existing in wider area	8.28	5.26
3. Public sport	Strategic sports hubs recommended – 1 in each area	Increase to meet Playing Pitch Standard	20.2 -ty8	44.71
4. Children's Equipped Play	Treswithian and Mount Pleasant Camborne. Penponds. Northwest Pool, Sandy Lane (Redruth). Churchtown Illogan. See Appendix 3	Improved provision at strategic facilities and better distribution	0.7	1.61
5. Teen provision	Central & north Camborne, Pool, Illogan, central and north Redruth	Improved provision at strategic facilities and better distribution	0.25	0.58
6. Allotments	Treswithian, Mount Ambrose, Illogan, Pool	New plots needed	1.00	2.30
7. Cemeteries	Assumes no increase within study boundary		3.21	-
8. School pitches & clubs	See typ 3	See typ 3	20.2 – ty3	-
Total			42.39	-
Total for 1 – 6 (standards apply)			29.98	67.71

Falmouth & Penryn open space assessment

111. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map4 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

112. The key observations of the existing provision are as follows: -

- **15% higher level of natural space** (typology 2). Here the median is used for comparison, as the average is somewhat skewed by a minority of towns with exceptionally high amounts of coastal space. Many of these spaces attract high numbers of local and non-resident visitors alike throughout the year.
- **Both types of sports space are lower than average.** Excluding tennis & golf facilities, the combined quantity exceeds the playing pitch standard based upon current demand (8.9m²/person) that appears in the draft Cornwall Sports Pitch Strategy. This would require that all typ.8 sports pitches are available for community use, and at the current time there is approximately a 1.3ha latent deficiency in the area.
- **39% lower than average level of children's play** (4). There is generally a good distribution of sites, so this suggests that these sites tend to be quite small. In contrast the **provision for teenagers** (5) is almost double the average, but with uneven distribution.

113. The draft Cornwall Sports Pitch Strategy is based upon consultations with sports clubs, schools and other leisure stakeholders on current trends in demand. Unusually most of the playing pitches, recorded here as school or limited access (typology 8), have sufficient community availability to meet most demand. It does however predict a shortfall in junior & adult football pitches and rugby pitches in the area, and attempts should be made to address this by re-designating or increasing capacity of pitches at sites such as Penryn College and Memorial Ground, before establishing new sites.



Fig 20 Junior rugby at Falmouth

114. The Town Framework Steering Group was consulted in April 2012 and the study was presented to both town councils in January 2014. Of the 6 main typologies the greatest priority was given to Parks & amenity (typ1) and Children's play (typ4). The consensus was in favour of the recommendation that new strategic open space be created within the proposed urban extensions.

Falmouth & Penryn open space proposals

115. Table 7 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of

deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 7 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.



Fig.21 Gyllyngdune Gardens, Falmouth

116. As shown in the accessibility map for Falmouth & Penryn in Appendix 3, there is a deficiency in provision of children's equipped in the Mongleath (west Falmouth). Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value sites such as at Oakfield, Ferndale Rd and Permarin Rd. Deficiencies in other types of open space are listed in Table 7 column 2.

117. The quantity of natural space required for dwellings shown in table 7 is significantly below the standard set due to the existing provision in the surrounding area partly meeting future needs. It is recognised however, that an improvement in quality will be needed such as conservation works within the Glasney Valley & Swanpool river corridor, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).

118. Further investment through local partnerships will be required to invest in the quality of these natural spaces and to supplement the increases required in children's equipped play, teen provision (equipped) allotments and cemeteries.

119. In addition to the schemes listed in table 7 to address deficiencies, the assessment also recommends that the following existing open spaces are prioritised for additional investment in the future based upon their strategic value (in alphabetical order):

- Dracaena Playing Field
- Falmouth Cemetery

- Glasney Valley
- Greenbank Gardens
- Permarin Park (non equipped play)
- Swanpool
- Trelawney Park

Table 7. Proposed quantity provision standards for strategic open space in Falmouth & Penryn

Increased population estimate of: 37,520 (2600 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity, civic space	-		8.75	11.03
2. Natural space	-	Increase up to 5% to afford new GI trails only	17.23	10.51
3. Public sport	Enhanced hub facilities at Penryn College and Memorial Ground	Slight increase needed to meet Playing Pitch Strategy in future	16.7- typ8	24.56
4. Children's Equipped Play	New associated with new developments. See Appendix 3.	Increase size & quality of existing	0.67	1.54
5. Teen provision	North Penryn & west Falmouth		0.23	0.30
6. Allotments		Demand exceeding supply	1.26	2.90
7. Cemeteries	New 2.55Ha site needed for Town Framework period.	Limited availability of burial space in Falmouth	3.09	7.12
8. School pitches & clubs	Maintain existing availability to community.	See typ 3	16.7- typ3	-
Total			47.90	-
Total for 1 – 7 (standards apply)			33.35	57.96

Hayle open space assessment

120. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map5 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

121. The key observations of the existing provision are as follows: -

- **27% higher than average level of formal open space (1).** This can to some extent be attributed to the town's marketability as a coastal resort and regular Town In Bloom participant.

- **High level of natural open space (2)** – 190% higher than average, the majority of which is a highly sensitive coastal ecosystem of national importance, which could not sustain the levels of access that other types of natural space could.
- **84% lower than average level of public sports provision (3).** However when combined with private sports (excluding golf & other non-pitch sports), the quantity has the potential to meet the latest playing pitch standard. However none of the school pitches are available for community use, resulting in demand exceeding provision in the area. Efforts should first be channelled into maximising community use of these before considering entirely
- Despite having one of the County's most significant play areas at Hayle Recreation Ground, the **level of equipped children's play (4) is 30% lower** than the average of the towns studied. Provision in the west of the town is very limited.



- In contrast the **level of youth provision (5) is 63% higher**, but again is limited in the west.
- 22% higher than average level of allotments (6).

Fig.22 The skate bowls at Hayle Recreation Ground

122. The draft Cornwall Sports Pitch Strategy predicts a significant shortfall in junior football and rugby & cricket pitches (all age categories) in the Hayle and St Ives network area at some time during the week.

Hayle open space proposals

123. Table 8 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 8 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

124. As shown in the accessibility map for Hayle in Appendix 3, there is a deficiency in provision of children's equipped in the far west of the town. Equipped play areas are highly expensive to maintain and require

regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value sites such as at Loggan's/Kernick Way. Deficiencies in other types of open space are listed in Table 8 column 2.

125. The quantity of space required for dwellings shown in Table 8 is significantly below the standard set due to the existing provision in parks & amenity and natural space partly meeting future needs. It is recognised however, that an improvement in quality will be needed to mitigate for the additional population, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).
126. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends greater community use of school playing fields, along with the re-designation of some adult football pitches and increasing the capacity of existing rugby pitches.
127. Further investment through local partnerships will be required to invest in the quality of the natural spaces (especially the ecologically important & sensitive dunes), and to supplement the increases required in children's equipped play, teen provision (equipped) and allotments.

Table 8. Proposed quantity provision standards for strategic open space in Hayle				
Increased population estimate of: 11,889 (1400 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	-	Existing provision could partly meet future needs	8.68	5.38
2. Natural space	-		59.59	5.26
3. Public sport	-		17.9- typ8	19.04
4. Children's Equipped Play	West - increase at Millpond. Appendix3	Increase with very minor allowance for contribution made by beach	0.69	1.58
5. Teen provision	1 new provision in southwest		0.24	0.55
6. Allotments	West	Increase	1.03	2.36
7. Cemeteries	Assumes no increase within town study boundary		1.66	-
8. School pitches & clubs	Requires increased availability to community.	Combine with typ.3 to meet playing pitch standard	17.9- typ3	-
Total			70.22	-
Total for 1 – 6 (standards apply)			93.75	34.16

Helston open space assessment

128. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map 6 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.



Fig.23 Coronation Park & Boating Lake, Helston

129. The key observations of the existing provision are as follows: -

- **Typical levels of parks and amenity (type 1)**
- **Lower level of natural space (2) within the study boundary.**
14% lower than the median, which is used as the few coastal towns having exceptionally high amounts including beaches. When merely looking at the 9 inland towns the amount in Helston is typical. Also a further 272 Ha of natural open space lies just outside of the study area, but within an accessible 2km of the study boundary. The majority of this is to the south of the town (Penrose/Loe Valley), as a consequence residents further north have a reduced access to this type of open space.
- **Lower than average level of outdoor sports (3).** This is however compensated by playing pitch provision potentially available within school grounds. The apparent lower than average level of private sports (8) is largely due to the absence of large sports uses such as golf courses within the study area. Despite this the provision of sports pitches exceeds the standard based upon current demand (10.4m²/person) identified in the draft Cornwall Sports Pitch Strategy. This would however require that all of Helston Community School's land remain available for community sporting use, as well as all of the primary school sports pitches.

- **27% higher than average level of provision for children (4).**
The site shown on the map at Manor Close is now unequipped and the area has been omitted from the evaluation. The play area at Carey Park is undergoing a fresh investment and will prove invaluable to serving the north west of the town.
- **Slightly lower than average (9%) level of allotments (6).**

130. The draft Cornwall Sports Pitch Strategy predicts a shortfall in junior & mini football pitches and rugby pitches in the Helston & the Lizard community network area at some time during the playing week.

Helston open space proposals

131. Table 9 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 9 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

132. As shown in the accessibility map for Helston in Appendix 3, there is a deficiency in provision of children's equipped play (4) in the northeast of the town. Recent investment at Carey Park has resolved a deficiency in the northwest. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. Deficiencies in other types of open space are listed in Table 9 column 2.

133. Feedback from the stakeholder consultations indicated that provision for teenagers (typ.5), although typical of the 16 towns, is seen as the highest priority for investment. Currently young people are all catered for in the south of the town, and there is clearly a need for a complimentary facility further north, possibly in partnership with Helston School & Community College or within a development.

134. To address the predicted shortfalls identified in the draft Cornwall Sports Pitch Strategy greater community use of school playing fields is required, along with increasing the capacity of overplayed pitches (e.g. Kellaway Parc (football) and King George V Playing Field (rugby)) and increasing the supply of pitches.

135. Further investment through local partnerships will be required to supplement some of the increases required as a result in existing deficiencies such as in teen provision (equipped).

136. In addition to the schemes listed in table 9 to address deficiencies, the assessment also recommends that Coronation Park, and in particular the boating lake area and the skate park, is prioritised for additional investment in the future based upon its strategic value.

Table 9. Proposed quantity provision standards for strategic open space in Helston

Increased population estimate of: 13,570 (900 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	Gwealhellis Warren area, North-east	Emphasis where low in types 2 & 3. Maintain overall	8.82	20.16
2. Natural space	North east & East Helston	New in line with development	14.20	27.67
3. Public sport	Provided solely by typ.8	Playing pitch standards with Typ8	12.8 - typ8	28.70
4. Children's Equipped Play	Northeast. See Appendix 3.	Increase where strategic and maintainable.	0.70	1.61
5. Teen provision	Northern half of town	1 new strategic	0.25	0.58
6. Allotments	North	1 new	1.10	2.53
7. Cemeteries	Assumes no increase within town study boundary		2.17	-
8. School pitches & clubs	Requires investment & increased availability to community.		12.8 - typ3	-
	Total		41.15	-
	Total for 1 – 6 (standards apply)		25.07	81.25

Launceston open space assessment

137. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map7 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

138. The key observations of the existing provision are as follows: -

- Excluding Launceston Golf Course **the total provision of open space in the study area is significantly lower than average.**
- **Very low level of natural open space** (typology 2) – 90% below average for inland towns only. Even when looking outside of the study area there are only privately owned natural spaces with very limited access.

- Higher than average level of public outdoor sports (3). However when we exclude the golf course **the provision of sports pitches overall is typical**. The standard recommended in the draft Cornwall Sports Pitch Strategy for the Launceston community network area however is higher (20.9), and there is evidence of a latent deficiency.
- **36% higher than average level of equipped play space (4).**
- **No outdoor provision identified for youth (5)**
- **Very high level of allotment provision (6)** – 97% above average. Information received in January 2012 indicates no surplus with supply meeting demand.



Fig.24 Launceston Castle grounds contributes to the parks & garden (typ1) provision which is 11% below average

139. The draft Cornwall Sports Pitch Strategy predicts a shortfall in rugby pitches and cricket pitches at some point during the playing week in the Launceston Community network area.

Launceston open space proposals

140. Table 10 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 10 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

141. Feedback from the stakeholder consultations indicated that provision for teenagers (typ.5), along with natural space (2), is seen as the highest priority for investment. A single strategic facility for teenagers at Coronation Park or adjoining the Orchard Centre (Blindhole) would address existing needs, but as development is mainly proposed to the south of the A30 an additional facility in this area would be necessary. Resolving the deficit in natural space (2) for most of the town is likely to be limited to the creation or enhancement of trails that enable better links with the wider countryside.

142. As shown in the accessibility map for Launceston in Appendix 3, there is a deficiency in provision of children's equipped in the north (St Stephen's & Lanstephan) and the Kensey Valley Meadow area. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision should be met through fewer, larger & better designed sites. Deficiencies in other types of open space are listed in Table 10 column 2.

143. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends increasing capacity of overplayed pitches, securing greater community use of school playing fields and re-designation of adult rugby pitches. It identifies a particularly high quantity standard based on current demand for the Launceston Community Network Area as a whole of 20.9m²/person, against which the provision of public outdoor sports (3) would need to double to meet existing demand. The average recommended across the county is 12.3m²/person.

144. Further investment through local partnerships will be required to supplement the increases required in all types of open space except allotments.

Table 10. Proposed quantity provision standards for strategic open space in Launceston				
Increased population estimate of: 13,326 (1500 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² /person)	Minimum quantity needed for new housing (m ² /dwell)
1. Parks, amenity	St Stephens	Increase to average	8.69	19.98
2. Natural space	Green links with town centre	Increase in line with inland towns	14.25	32.78
3. Public sport	Strategic sports hubs recommended	Increase to future Playing Pitch Standard	51.4 - typ8	57.68
4. Children's Equipped Play	St Stephens, Lanstephan and Kensey Valley Meadow	New sites with some consolidation in line with development	0.70	1.61
5. Teen provision	A single facility centrally located	Increase to county standard	0.25	0.58
6. Allotments	In association with new development	1 new: minimum size in line with development	1.85	1.36
7. Cemeteries	Assumes no increase within town study boundary		2.44	-
8. School pitches & clubs	Requires increased availability to community.	See typ. 3	51.4 - typ3	-
Total			79.60	-
Total for 1 – 6 (standards apply)			37.53	114.00

Liskeard open space assessment

145. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map8 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

146. The key observations of the existing provision are as follows: -

- **16% lower than average level of useable general parks and amenity space** (typ1). It should be noted though that there are a considerable number of smaller, isolated amenity greens and verges in residential areas that have been excluded, due to their size and limited capacity for recreation.
- **Level of natural space (2) is low:** 7% under the median value of the 16 towns studied, but unlike most other towns in Cornwall there are no significant areas of natural open space outside of the study area but still easily accessible the town.
- **Lower than average level of both forms of outdoor sports** (3 & 8). If we extract the tennis and bowling, the combined the provision is below the national standard (FiT), and fractionally under the standard based upon current demand (13.1m²/person) identified in the draft Cornwall Sports Pitch Strategy. This would however require that all primary school sports pitches were made available for formal community use.
- **Very low level of allotment space** (6) – 65% below average.

147. The draft Cornwall Sports Pitch Strategy predicts a shortfall in junior



& mini football pitches, full-size & mini rugby pitches and cricket pitches in the community network area at some time during the playing week.

Fig.25 All weather pitch, Lux Park, Liskeard

Liskeard open space proposals

148. Table 11 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 11 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per

dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

149. As shown in the accessibility map for Liskeard in Appendix 3, there is a deficiency in provision of children's equipped in north-east and the south-west of the town (Turnpike Place area) and the extreme north-east (Pengover Rd) area. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value sites such as at Connoc Close.

150. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends the development of additional rugby pitches in partnership with Liskeard & Looe RFC, the extension of a cricket pitch and the increased community use of playing pitches on primary schools.

151. Further investment through local partnerships will be required to supplement the increases required in parks & amenity, outdoor sports, children's equipped play, teen provision (equipped) and allotments.

Table 11. Proposed quantity provision standards for strategic open space in Liskeard				
Increased population estimate of: 13,043 (1250 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² /person)	Minimum quantity needed for new housing (m ² /dwel)
1. Parks, amenity	Addington area (north).	Increase useable space	8.75	20.11
2. Natural space	New provision as part of GI routes	In line with new growth	15.17	29.80
3. Public sport	Additional rugby pitches needed. Strategic hub site only	Increase needed to meet Playing Pitch Standard	16.3 - typ8	36.16
4. Children's Equipped Play	South (Turnpike Place) area and north-east (Pengover Rd) area	New strategic sites with some consolidation to ensure maintainable.	0.70	1.61
5. Teen provision	North-east & north-west	Increase significantly	0.25	0.58
6. Allotments	South-west. 1 nr Hillfort School would be ideal.	Increase	0.75	1.73
7. Cemeteries	Assumes no increase within town study boundary		2.09	-
8. School pitches & clubs	Requires increased availability to community.	See typ.3	16.3 – typ3	-
Total			43.99	-
Total for 1 – 6 (standards apply)			32.56	89.98

Newquay open space assessment

152. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map9 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

153. The key observations of the existing provision are as follows: -

- **67% higher than average level of natural open space (2).** Almost entirely coastal environments, for which Newquay is famous, resulting in the town population swelling to nearly 100,000 in the summer months. Additional beach space is available at when the tide falls below sea-level.



Fig.26 Fistral Beach

- **Slightly higher than average level of outdoor sports when combined – public (3) and private sports space (8).** This is undoubtedly as a result of the town's marketability as a coastal resort and seasonal demand. Combined the current area devoted to sports pitches has the capacity to meet current & future demands, providing quality and accessibility issues are resolved.
- **47% lower than average level of children's play (4).** However demand is, to some extent, to be met by the high standard and accessibility of the nearby beaches captured under natural open space (2).
- **21% higher level of allotment (6) provision than average,** which doesn't include the new site on land south of Tretherras School, Yeoman Way, which requires further evaluation pending mapping.

154. The draft Cornwall Sports Pitch Strategy (2013) is based upon consultations with sports clubs, schools and other leisure stakeholders on current trends in demand. Of the seemingly high amount of land laid out to sport (typologies 3 & 8), only 17% constitutes sports pitches that are available for formal community games. Consequently the Pitch Strategy predicts a shortfall in most types of football, rugby and cricket pitches at some point during the playing week in the community network area. It recommends securing greater community use of school playing fields (e.g. Treviglas Community College and Tretherras School).

The total amount of school pitches has the capacity to meet the needs of an increased population (against the standard based on current demand 8.2 m²/person), and efforts should first be channelled into maximising community use of this existing infrastructure before considering entirely new provision. Identified shortfalls could also potentially be alleviated by increasing the capacity of pitches at Newquay Sports Centre.

Newquay open space proposals

155. Table 12 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 12 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.
156. As shown in the accessibility map for Newquay in Appendix 3, there is a deficiency in provision of children's equipped in the West Pentire and Trevenson Road areas. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value sites such as at Cross Close and Reeds Way. Deficiencies in other types of open space are listed in Table 12 column 2.
157. The quantity of space required for dwellings shown in table 12 is below the standard set due to the existing provision in parks & amenity and natural space partly meeting future needs. It is recognised however, that an improvement in quality will be needed to mitigate for the additional population, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).
158. Further investment through local partnerships will be required to supplement the increases required in children's equipped play, teen provision (equipped) and allotments.

Table 12. Proposed quantity provision standards for strategic open space in Newquay

Increased population estimate of: 30,792 (3550 new dwellings)

Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity	South-east Treninnick/Lane area	Existing & abundance of natural space partly meets additional needs	7.62	9.46
2. Natural space	-	Minimal new for key GI links	34.77	5.26
3. Public sport	Dependent on disposal typ8 pitches at Tretherras Sch	Combine with typ8 to maintain sports pitch standard.	26.4 - typ8	22.63
4. Children's Equipped Play	Consolidation into 1 strategic site south-east Treninnick/Lane. East Tretheras (Pydar Close, Trerice/ Shackleton Drive	Increase, but allow for how beach makes contribution	0.60	1.39
5. Teen provision	Quintrell Downs		0.20	0.45
6. Allotments	New site at Tretherras pending mapping	Increase in line with growth	1.50	3.46
7. Cemeteries	Assumes no increase within town study boundary		1.70	-
8. School pitches & clubs	Requires increased availability to community.	See typ 3	26.4 - typ3	-
Total			72.82	-
Total for 1 – 6 (standards apply)			51.89	42.64

Penzance, Newlyn & Long Rock open space assessment

159. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map10 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

160. The key observations of the existing provision are as follows: -

- **Lower than typical level of natural space** (type 2) – 27% lower than median level unusually so for a coastal town. There is some compensation from additional beach available during low tide and outside of the study boundary towards Marazion.
- **Lower than average provision in overall outdoor sports space** (3 & 8). The average level of typ.8 sports is relatively high on account of the number of golf courses adjacent to other towns. If we extract the tennis and bowling, combined the provision of sports pitches is just below the standard based upon current demand (14.9m²/person) identified in the draft Cornwall Sports Pitch Strategy. This would however also require that all school sports pitches were made available for formal community use.
- **Higher than average level of equipped provision for teenagers** (5) – 61%
- **Very high level of allotment space** (6). Despite containing the 2nd highest provision per head of allotments out of the 16 towns studied (> double average), an audit in 2008 recorded a significant waiting list. Small garden sizes are probably a key factor.

161. The draft Cornwall Sports Pitch Strategy predicts a shortfall in junior & mini football pitches and full size & mini rugby pitches in the community network area, and recommends increasing community use of playing pitches on education sites.



Fig.27 Morrab Sub-Tropical Gardens, Penzance

Penzance, Newlyn & Long Rock open space proposals

162. Table 13 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 13 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.
163. As shown in the accessibility map for Penzance in Appendix 3, there are deficiencies in provision of children's equipped in Newlyn Coombe and Gulval. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value sites such as at the Jack Stevens Estate. Deficiencies in other types of open space are listed in Table 13 column 2.
164. The quantity of natural space required for dwellings shown in table 13 is below the standard set due to the existing provision partly meeting future needs. It is recognised however, that an improvement in quality will be needed to mitigate for the additional population, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).
165. Further investment through local partnerships will be required to supplement the increases required in outdoor sports pitches. The current deficit is likely to be made worse by the proposed disposal of pitches at Long Rock, replacement as part of a new hub facility is therefore essential. The suitability sites for new sports pitches, such as north of Mounts Bay School that are part of a strategic sports hub facility, should be investigated.

Table 13. Proposed quantity provision standards for strategic open space in Penzance, Newlyn & Long Rock

Increased population estimate of: 28,736 (2150 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	-	Increase with development	8.54	19.64
2. Natural space	New provision associated with new GI	Allowance made for natural space outside of study area	10.61	5.26
3. Public sport	New provision as part of strategic hub facility only e.g. north of Mounts Bay School.	Increase in line with Sports Pitch Standard	18.6 - typ8	41.12
4. Children's Equipped Play	Newlyn. Gulval. Trenoweth Rd area	Increase but allowance for beach	0.65	1.50
5. Teen provision	Newlyn Coombe. Long Rock.	Keep in line with growth	0.22	0.51
6. Allotments	Newlyn	1 minimum size new in line with development	2.10	1.34
7. Cemeteries	New site needed in < 10 yrs		2.64	6.06
8. School pitches & clubs	Requires increased availability to community.	See typ.3	18.6 - typ3	-
Total			43.37	-
Total for 1 – 7 (standards apply)			31.65	75.43

Saltash open space assessment

166. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map11 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

167. The key observations of the existing provision are as follows: -

- **17% higher than average level of Parks & amenity (typ.1)**
- The level is **22% higher than the median value for natural space** and 7th highest of the 16 towns studied. Note though that the average is somewhat skewed by a minority of towns with exceptionally high amounts of coastal space. Due to its remoteness the Tamar Estuary Nature Reserve has been excluded for the purposes of the assessment. Whilst Churchtown Farm Community Nature Reserve is managed by Cornwall Wildlife Trust for nature conservation, it was felt that the hay & arable fields should be treated as private agriculture with public rights of way across, rather than public open space with a recreational function. This ensures a consistency in the evaluation when comparing provision with other towns. The non-agricultural natural spaces within the reserve have however been captured.
- **Higher than average level of public outdoor sports space (3) and private sports (8)**, the majority of which is the golf course. If we extract the golf, tennis and bowling, combined the provision of sports pitches is typical and has the potential to meet the latest standard for playing pitches. This requires though that all school sports pitches are made more available for formal community use. The draft Cornwall Sports Pitch Strategy indicates a latent demand for sports pitches of 0.88ha.
- **54% higher than average level of provision for children (4) and 257% higher level of provision for young people (5)**. The levels for both are the highest of the 16 towns and maintenance pressures have prompted calls for a rationalisation of some of the smaller equipped play areas. The relatively large area devoted to the BMX track at Saltmill could be seen as a regional facility, and the costs associated with its construction & maintenance are relatively small compared to similar, smaller facilities such as skate parks and multi-use games areas.
- **31% lower than average level of allotment space (6)**.
- The level of 'normal' types of open space (1 – 6) is actually the 5th highest of the 16 towns studied.

168. The draft Cornwall Sports Pitch Strategy predicts a shortfall in junior football pitches and rugby pitches in the Cornwall Gateway community network area, and recommends the development of additional pitches plus increased community use of playing pitches on education sites.



Fig.28 Wheeled sports users of facility for teenagers (typ.5) at Saltmill Park, Saltash

Saltash open space proposals

169. Table 14 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc.

170. As shown in the accessibility map for Saltash in Appendix 3, the existing extent of the town is well catered for in terms of access to children's equipped play except for Carkeel and a small area of Wearde around Saltash Community School. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, such as the Latchbrook and Pilmere Estates, Buller Park, Mulberry Rd/Cowdrey Terrace and The Brook/Hardings Close. Deficiencies in other types of open space are listed in Table 14 column 2.

171. It is assumed that the majority of the residential development will take place to the north west of the town (Broadmoor Farm). This area is particularly isolated by the A38, which acts as a significant barrier to access most types of open space. Consequently the development in this area, for the purpose of establishing open space requirements, is considered to neither benefit from the existing town provision nor contribute particularly to improving what is available to existing residents. In this case the town wide standards are applied directly to the development. Column 5 of Table 14 provides the minimum quantity of open space specifically needed to be delivered as part of new housing in this area based upon the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

172. Further investment through local partnerships will be required to supplement the increase required in allotments.

Table 14. Proposed quantity provision standards for strategic open space in Saltash				
Increased population estimate of: 18,446 (1000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing NW of A38. (m² per dwelling)
1. Parks, amenity	-	Existing provision could partly meet future needs	8.70	20.00
2. Natural space	-		18.67	32.78
3. Public sport	New provision to form part of strategic hub facility	Increased to meet future Playing Pitch Standard	46.9 – typ8	34.50
4. Children's Equipped Play	Rationalisation needed. Carkeel deficient.	In line with county standard	0.70	1.61
5. Teen provision	West Saltash		0.33	0.55
6. Allotments	North or west	Increase	1.00	2.30
7. Cemeteries	Assumes no increase within study boundary		1.18	-
8. School pitches & clubs	Requires increased availability to community.	See typ. 3.	46.9 - typ3	-
Total			77.48	-
Total for 1 – 6 (standards apply)			37.75	91.75

St Austell, Duporth, Charlestown & Carlyon Bay open space assessment

173. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map12 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2..

174. The key observations of the existing provision are as follows: -

- **23% lower than average level of formal open space (typ1).**
Third lowest of the 16 areas studied.
- **Good level of natural open space (2)** – 7% over the median, the majority of which is coastal, aren't so easily accessed by people living in much of St Austell. Accessibility standards will play a crucial role in evaluating future needs. As the local population increases though the area wide level will inevitably fall, even where developers are required to provide significant areas of new natural space. It is clear

from the consultations that even away from the coast the quantity available is greater than what is perceived. This is likely to be down to how accessible the sites are and their general quality. This should be investigated and it may be worthwhile disposing of sites with limited potential in order to invest in new or enhancing sites nearby.

- **Higher (14%) than average level of children's play (4).**

Investment has benefited a number of sites in recent years; however



several of the sites captured have very little or no play value remaining and some strategic rationalisation would be appropriate.

Fig.29 Play area at Poltair Park, St Austell

- **Low level of provision for teenagers (5).** 29% below average.
- **Low level of allotment provision (6).** 43% below average, but assessment suggests additional capacity at the private site on Sawles Road.
- **Higher than average level of private sports space (8),** the majority of which is golfing in nature. However the lower than average level of public sports provision (3), when combined with ample private sports (excluding golf & other non-pitch sports), results in a ~0.65ha latent demand in sports pitches. The quantity has the potential to meet existing, but requires that all of the school pitches are available for community sports use.

175. It is clear that the St Austell area is one of contrasts when it comes to open space provision. It should be noted that overall the level is higher than average, but the distribution is uneven, with north & west areas having significantly lower provision.

176. The draft Cornwall Sports Pitch Strategy predicts a shortfall in adult & junior football, rugby and cricket pitches at some time during the playing week in the St Austell network area.

St Austell, Duporth, Charlestown & Carlyon Bay open space proposals

177. The study was presented to the St Austell Town Framework Steering Group in November 2013, and detailed questionnaires returned by 10 members & officers. Of the 6 main typologies the greatest priority was given to Parks & amenity (typ1) and Natural space (typ2). The consensus was in favour of the recommendation that new strategic open space be created within the proposed urban extensions, but that the overall levels of most types of space across the study area should increase. Inevitably this will require significant investment in addition to

what may be possible through development. The feedback has contributed to the understanding of future needs and is reflected in the proposals in tables 1 & 2.

178. Table 15 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 15 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

179. As shown in the accessibility map for St Austell in Appendix 3, most areas are well catered for in terms of access to children's equipped play except for Caryon Bay and the western extremes of St Austell. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, such as at Boscoppa, St Blazey, Church Rd (Charlestown), Woodland Close and Pyramid Close. Deficiencies in other types of open space are listed in Table 15 column 2.

180. To resolve existing deficiencies in outdoor sports pitches draft Cornwall Sports Pitch Strategy recommends increasing the supply of football pitches and/or obtaining greater community use of school playing fields for football, rugby and cricket e.g. at Poltair Community School and Sports College.

181. Further investment through local partnerships will be required to supplement the increases required in all types of open space. This increases pressure for space and we would recommend that opportunities be better protected and public access & usability be improved to spaces such as:-

- School pitches and private outdoor sports club facilities.
- The grounds in front of the One Stop Shop (Penwinnick Rd)
- Space near entrance to Cornwall College (Tregonissey Rd)
- On land adjoining the North East Distributor Road
- Alexandra Road Cemetery
- Hills Quarry
- Chipponds Quarry
- Trenance/Trethowel Woods & St Austell River Valley.
- Gover Valley

182. In addition to the schemes listed in table 15 to address deficiencies, the assessment also recommends that the following existing open spaces are prioritised for additional investment in the future based upon their strategic value (in alphabetical order):

- Alexandra Road Cemetery (GI)
- Boscoppa/Bethel Park
- Carlyon Bay
- Linear Park
- Mount Charles Recreation Ground (Woodland Road)
- Poltair Park
- Regatta Field, Charlestown
- The Meadows

Table 15. Proposed quantity provision standards for strategic open space in St Austell, Duporth, Charlestown & Carlyon Bay

Increased population estimate of: 29,279 (2000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	Carlyon Bay, Duporth, Boscoppa, Far west (Gover), Ropehaven Rd/Close.	Increase to average & take account of availability of other types.	8.78	20.21
2. Natural space	Town centre, Mt Charles. Enhancements to Alexandra Rd Cemetery	Maximise GI provision from development with improved management to even distribution	17.81	35.66
3. Public sport	New strategic hub facility needed.	Slight increase combined with typ. 8 provision to meet future Playing Pitch Standard	29.2 - typ8	26.77
4. Children's Equipped Play	Carlyon Bay, Far west (Gover), Duporth.	Slight increase with some strategic rationalisation	0.70	1.60
5. Teen provision	North & East. Carlyon Bay.	Increase significantly	0.25	0.56
6. Allotments	East or North	Increase nearer to Cornwall average	0.97	2.22
7. Cemeteries	Assumes no increase within study boundary		1.79	-
8. School pitches & clubs	Requires increased availability to community.	See typ. 3.	29.2 - typ3	-
Total			60.02	-
Total for 1 – 6 (standards apply)			28.50	87.02

St Ives & Carbis Bay open space assessment

183. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map13 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

184. The key observations of the existing provision are as follows: -

- **Provision in general parks and amenity space (1) is 26% below average** and the lowest of the 16 areas studied. This reflects the density of housing in the town and the limited space available. Many of the existing public gardens & amenity spaces are too small to be considered to have a sufficiently strategic recreational function.
- **83% higher than average level of natural space** (typology 2) – typical of a main beach resort town. It comprises both hillside environments such as at Steeple Woods, as well as the coastal landscapes. The beaches, included under this typology, extend significantly outside of the study area. These spaces serve a much wider remit than most natural spaces, providing sport and more formal recreation functions and for which the town is famous, resulting in the town population swelling during the summer months.
- **Lower than average level of overall outdoor sports space** (3 & 8). The majority of this is the Tregenna Golf Course, which has limited community use. If we extract the golf course, tennis and bowling, combined the provision of sports pitches is well below the national standard (FiT), but does meet the standard based upon current demand (6.9m²/person) identified in the draft Cornwall Sports Pitch Strategy. This would however require that all school sports pitches were made available for formal community use. As the majority of sports require decent level land, sites of suitable topography should be secured for future needs.
- **The level of provision for children (4) is 68% below the average** and the lowest per person of the 16 towns studied.
- **Provision for young people (5) is 50% below average.** It could be argued that the accessible beaches will to a small extent meet some of this shortfall.



Fig.30 Ayr Field Play Area, St Ives. (Photo credit: C Sanger)

185. The draft Cornwall Sports Pitch Strategy predicts a significant shortfall in junior football and rugby & cricket pitches (all age categories) in the Hayle and St Ives network area at some time during the week.

St Ives & Carbis Bay open space proposals

186. Table 16 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 16 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

187. As shown in the accessibility map for St Ives in Appendix 3, there is a deficiency in equipped children's play in the Chy-an-Gweal and The Belyars areas. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, such as at Carbis Bay, where the low value facility at the Trewartha Estate could be phased out. Deficiencies in other types of open space are listed in Table 16 column 2.

188. The quantity of natural space required for dwellings shown above is significantly below the standard set due to the existing provision in parks & amenity and natural space partly meeting future needs. It is recognised however, that an improvement in quality will be needed to mitigate for the additional population, for which contributions for enhancement will be sought (see 203. *How to apply the open space provision costs*).

189. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends greater community use of school playing fields, along with the re-designation of some adult football pitches and increasing the capacity of existing rugby pitches.

190. Further investment through local partnerships will be required to invest in the existing natural space and to supplement the increases required in Parks & amenity, children's play, teenage (youth) provision and allotments.

191. In addition to the schemes listed in table 16 to address deficiencies, the assessment also recommends that the following existing open spaces are prioritised for additional investment in the future based upon their strategic value (in alphabetical order):

- Chy An Gweal Gardens
- Mike Peters Estate

- Palemon Best
- Richmond Gardens
- Trewartha
- Trewyn Gardens

Table 16. Proposed quantity provision standards for strategic open space in St Ives & Carbis Bay				
Increased population estimate of: 16,036 (1000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity	-	Increase	7.47	17.17
2. Natural space	-	Existing provision could partly meet future needs	44.11	5.26
3. Public sport	New provision as part of a strategic hub facility only.	Currently meets Playing Pitch Standard	21.4 - typ8	19.04
4. Children's Equipped Play	Chy-An-Gweal and The Belyars areas	Increase, but allow for how beach makes contribution	0.59	1.36
5. Teen provision	Carbis Bay and north-east of St Ives		0.19	0.44
6. Allotments	Carbis Bay area	Small increase	1.27	2.92
7. Cemeteries	NA	Assumes no increase within town boundary	3.13	-
8. School pitches & clubs	Requires increased availability to community.		21.4 - typ3	-
Total			78.16	-
Total for 1 – 6 (standards apply)			55.47	46.19

Torpoint open space assessment

192. All types of open space as defined in Section 1 were identified and mapped (Map14 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

193. The key observations of the existing provision are as follows: -

- **The existing level of strategic parks, amenity & civic areas (1) is 35% above the average** and the highest (per person) of the 16 town study areas in Cornwall.
- There is an exceptionally **high level of sports space** both public (type 3) and private (8) when compared with the averages found in the 16 town areas studied. Much of the type 8 serves the military

barracks and potential availability for local community use is unknown. Even when the military sites are excluded the quantity exceeds the playing pitch standard based upon current demand (12.5m²/person) that appears in the draft Cornwall Council Sports Pitch Strategy

- The level of **natural green space (2) is 25% below** the median. Here a comparison is made with the median, as the average is somewhat skewed by a minority of towns with exceptionally high amounts of coastal space. A more natural approach to the management of some of the type 1 Park/amenity land could be a method to address this shortfall.
- Whereas the level of children's play is average, the **level of provision for teenagers (5) is 73% lower**.
- **High level of allotment space (6): 30% above average**



*Fig. 31
Thanckes Park,
Torpoint*

Torpoint open space proposals

194. Table 17 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 17 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

195. As shown in the accessibility map for Torpoint in Appendix 3, most areas are well catered for in terms of access to children's equipped play

except for the north-western extreme of the town. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision should be met through fewer, larger & better designed sites. Deficiencies in other types of open space are listed in Table 17 column 2.

Table 17. Proposed quantity provision standards for strategic open space in Torpoint				
Increased population estimate of: 8,926 (350 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m²/ person)	Minimum quantity needed for new housing (m² per dwelling)
1. Parks, amenity	-	Evidence indicates that existing provision could meet future demand	8.83	0.00
2. Natural space	South east.	Increase in association with GI routes	12.40	28.52
3. Public sport	-	* Combined with typ. 8 provision needs to meet future Playing Pitch Standard	15.3 - typ8	34.50
4. Children's Equipped Play	West	Enlargement west and/or new site depending on development	0.70	1.61
5. Teen provision	West and south east	Increase provision at Jubilee Field	0.25	0.58
6. Allotments		Expansion at Thanckes Park if demand	1.50	2.56
7. Cemeteries	Assumes no increase within town boundary	NA	2.64	-
8. School pitches & clubs	Requires increased availability to community.	See 3. *	15.3 - typ3	-
Total			78.37	-
Total for 1 – 6 (standards apply)			23.68	67.77

196. The quantity of parks/amenity space (1) required for dwellings shown above is zero due to the existing provision in the surrounding area meeting all future needs. It is recognised however, that an improvement in quality & connectivity will be needed to mitigate for the additional population, for which contributions for enhancement will be sought for investment in local open space improvements, such as improvements at Thanckes Park (see 203. *How to apply the open space provision costs*).

197. The draft Cornwall Council Sports Pitch Strategy predicts a shortfall in junior football, and rugby pitches at some time during the playing week in the Cornwall Gateway community network area, which can be addressed by securing greater community use of facilities on educational sites.

198. Further investment through local partnerships will be required to invest in the existing natural space and to supplement the increases required in natural space, children's equipped play and teenage (youth) provision.

Truro & Threemilestone open space assessment



*Fig. 32
Lemon
Quay,
Truro
(typ1
civic
space)*

199. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map15 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

200. The key observations of the existing provision are as follows: -

- Although the data reveals a low level of public sports provision (typology 3) there is a **higher than average level of private sports space** (8), half of which are sports pitches belonging to the schools. Excluding tennis & golf facilities, the quantity meets the national guidance (Fit), and exceeds the playing pitch standard based upon current demand ($11.6\text{m}^2/\text{person}$) that appears in the draft Cornwall Sports Pitch Strategy. However significant facilities such as at Richard Lander and Truro Schools are currently unavailable for community use. This is resulting in an existing deficiency of 3.43 Ha in the Truro & Roseland network area. Efforts should first be channelled into maximising community use of these before considering entirely new provision.
- **Low level of allotment space** (6) – 46% below average

- **39% lower than average level of provision for teenagers (5).** This is as a consequence of the one newly improved skate park having to serve the entire city.
- **The level of natural green space is 16% below the median*, but is quite typical for non-coastal towns.** Here a comparison is made with the median, as the average is somewhat skewed by a minority of towns with exceptionally high amounts of coastal space.

201. The draft Cornwall Sports Pitch Strategy predicts a shortfall in mini & junior football, and rugby pitches at some time during the playing week in the Truro network area, which can be addressed by securing greater community use of facilities on educational sites.

Truro & Threemilestone open space proposals

202. Table 18 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 18 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

203. As shown in the accessibility map for Truro in Appendix 3, there is currently a deficiency in equipped children's play in the Highertown area. It is expected that this will be addressed by new facilities, created as part of future housing developments. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision can still be met through fewer, larger & better designed sites. There can be consolidation of play sites in some areas, resulting in the removal of low value facilities at Carewpole Clo/Riverside & Polruan Rd, Malpas, the Tregurra Estate and Silver Way, Threemilestone. Deficiencies in other types of open space are listed in Table 18 column 2.

204. New youth provision (5) should complement existing rather than mimic the existing Hendra Skate Park and would ideally cater for non-skate type activities, such as multi-use games areas, teen shelters and challenging play, depending on local consultations with young people.

205. Further investment through local partnerships will be required to invest in the existing natural space and to supplement the increases required in outdoor sport, children's play, teenage (youth) provision and allotments.

Table 18. Proposed quantity provision standards for strategic open space in Truro & Threemilestone

Increased population estimate of: 33,079 (3000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity, civic space	-	Existing provision could partly meet future needs.	8.82	17.31
2. Natural space	Improved links to Truro south & Threemilestone	New in association with GI routes	14.13	31.75
3. Public sport	New strategic hub facility needed.	Combined with typ. 8 provision needs to meet future Sports Pitch Standard	25.0 - typ8	32.02
4. Children's Equipped Play	Highertown	Enlargement of strategic sites	0.70	1.61
5. Teen provision	East Truro, Highertown, Threemilestone	Increase	0.25	0.58
6. Allotments	West	Increase	0.90	2.07
7. Cemeteries	Assumes no increase within study boundary		2.30	-
8. School pitches & clubs	Requires increased availability to community.	See typ. 3	25.0 - typ3	-
Total			52.14	-
Total for 1 – 6 (standards apply)			25.98	85.33

Wadebridge open space assessment

206. All types of open space as defined in Section 1 were identified and mapped within the planning area (Map16 in Appendix 2) and the areas used to inform existing level of provision (in terms of quantity per person) as shown in Table 2.

207. The key observations of the existing provision are as follows: -

- The level of **natural green space (type 2) is below** the median, as the river corridor is predominantly in private ownership. Here a comparison is made with the median, as the average is somewhat skewed by a minority of towns with exceptionally high amounts of coastal space.
- Although the data reveals a **low level of both types of outdoor sports provision (types 3 & 8)**, this is partly due to an absence of a golf course within the study area. Excluding tennis & bowling facilities, the quantity meets the playing pitch standard based upon

current demand (12.3m²/person) that appears in the draft Cornwall Council Sports Pitch Strategy.

- Whereas the level of children's play is above average, **level of provision for teenagers (5) is 46% lower.**



- **Allotment provision is more than double the average** and the highest level of provision per head of the 16 town areas studied.

Fig. 33 Wadebridge Allotment & Garden Soc

208. The draft Cornwall Council Sports Pitch Strategy predicts a shortfall in mini football, and rugby pitches at some time during the playing week in the Wadebridge & Padstow network area.

209. The study was presented to the town council in January 2014 and feedback from the stakeholder consultations indicated that provision for teenagers (typ.5) is seen as the highest priority for investment. The consensus was in favour of the recommendation that new strategic open space be created within the proposed urban extensions.

Wadebridge open space proposals

210. Table 19 proposes future quantity standards for the towns, based upon an increased population. Column 2 identifies the existing areas of deficiency based on the current population data and applied accessibility standards shown in Table 3. The delivery of open space provision for the area as a whole, which incorporates growth in line with the Local Plan, as recommended in column 3 and column 4 (value 'per person'), can only partly be delivered by new development, with existing deficits being rectified by other methods e.g. regeneration projects, change of use etc. Column 5 of Table 19 provides the minimum quantity of open space specifically needed to be delivered as part of new housing proposals in support of the town wide standard. This is given as a 'per dwelling' value for ease of use by developers and planners, and to avoid ambiguity in making the necessary calculations.

211. As shown in the accessibility map for Wadebridge in Appendix 3, most areas are well catered for in terms of access to children's equipped play except for the north-western and northern extremes of the town. Equipped play areas are highly expensive to maintain and require regular specialist inspections. The improved standard of provision should be met through fewer, larger & better designed sites. Deficiencies in other types of open space are listed in Table 19 column 2.

212. To resolve existing deficiencies in outdoor sports pitches the draft Cornwall Sports Pitch Strategy recommends an increase in number of rugby pitches and securing greater community use of facilities on education sites.



Fig.34 The Camel Trail

213. Further investment through local partnerships will be required to supplement the increases required in all standard types of open space except for allotments. Additional investment is recommended for the Camel Trail, which not only generates considerable revenue through tourism, but also connects much of the town with a much needed access to nature.

Table 19. Proposed quantity provision standards for strategic open space in Wadebridge				
Increased population estimate of: 9,837 (1000 new dwellings)				
Type	Existing requirements based upon assessment of distribution	Recommend.s on future provision	Future quantity provision standard town wide (m ² / person)	Minimum quantity needed for new housing (m ² per dwelling)
1. Parks, amenity		Increase	8.76	20.15
2. Natural space	River corridor and north east	Increase in association with GI routes	12.96	29.80
3. Public sport	* Combined with typ. 8 provision needs to meet future Playing Pitch Standard		15.6 - typ8	32.89
4. Children's Equipped Play	North west North east	Enlargement west and/or new site depending on development	0.70	1.61
5. Teen provision	New site in east – compliment facility	New facility at Eddystone Rd	0.25	0.58
6. Allotments	Assumes no increase within town boundary	No change	1.89	0
7. Cemeteries	-	NA	2.96	-
8. School pitches & clubs	Requires increased availability to community.	See 3. *	15.6 - typ3	-
Total			43.09	-
Total for 1 – 6 (standards apply)			29.86	85.02

Delivery mechanisms

214. *Roles & responsibilities*

As demonstrated in section 1 (20. *Ownership*) the management of open space involves a wide range of landowners. Equally delivery will require positive collaborations between several different organisations, and by a multitude of means, often by being incorporated into local master planning, development briefs, regeneration initiatives and community & partner schemes, or through spin off projects and direct stakeholder-led activities. The following section identifies how the resources needed to realise the proposals will be obtained.

215.1 **Cornwall Council will:**

- **As a major owner & operator of open space the Council will continue to manage its environment assets in accordance with the new local quantity, accessibility and quality (Environment Service) standards laid down in this document [OS3].**
- **Work with local partners to investigate and facilitate Town & Parish Councils and community Groups to have an increased role [OS3]** in improving their local open spaces and in service delivery of Cornwall Council's environment assets, including asset transfer, providing management standards are not likely to fall below the minimum quality standard defined in this strategy.
- **Ensure that development contributes towards the delivery of the open space needs of these communities, through the planning of strategic & multifunctional on-site open space and by imposing appropriate planning obligations [OS4].**
- **Cornwall Council will keep the records and assessments up to date to enable regular reviewing of the provision standards and their delivery [OS12].**

215.2 Town & Parish Councils will:

- Utilise the local provision standards in the development of neighbourhood plans, project proposals and funding priorities.
- Manage open spaces in their control to ensure delivery of the open space provision standards as a minimum.
- Obtain feedback on the standards and submit these to enable future reviews.
- Monitor the implementation of the local open space provision standards in their local areas, and support the development of local green infrastructure strategies.

215.3 Partner agencies and community bodies will:

- Work with the local authorities to deliver strategic open space needs & schemes, and add value through the pooling of resources, volunteering & joint fund-raising.

- Manage open spaces in their control to ensure delivery of the open space provision standards as a minimum.
- Provide feedback on the standards & their delivery, and submit these to the local authority to enable future reviews.

215.4 Developers will:

- Contributes towards the delivery of all local open space provision standards, through the creation of decent on-site open space that allows for sustained maintenance. The quantity is dependent on the scale of the residential development, and is set out (as per dwelling m²) in the action plan tables for each study area.
- Comply with appropriate planning obligations for those open space needs that cannot strategically & viably be created within the curtilage of their development. See below.

216. *Planning obligations*

A planning obligation is a legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal. Planning obligations can help to remedy local deficiencies in the quantity or quality of open space, sports and recreational provision. Local authorities will be justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local needs. Since 6 April 2010, in determining an application, it has been unlawful to take into account, when deciding whether to grant planning permission, a planning obligation that does not meet all of the three tests:

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

The agreement to provide open space as part of the development and/or contribute towards providing it elsewhere in the locality is termed 'a Section 106 Agreement'. These have since been supplemented by the Community Infrastructure Levy (CIL), which is a levy allowing local authorities to raise funds for more strategic infrastructure from owners or developers of land undertaking new building projects in their area.

Contributions (based upon the local open space needs) will be sought from all housing developments via a combination of onsite provision of useable & quality open space where appropriate and strategic provision delivered off site. [OS7].

Table 20 proposes the means by which the open spaces needed as a result of new developments (see action plan tables for each area) should be delivered or funded.

Table 20 Mechanisms for delivering open space from development	
Type of open space	Delivery/funding mechanism
1. Parks, amenity	On/adjoining site where minimum size can be met or equivalent off site contribution (s106)
2. Natural space	On/adjoining site e.g. trails, SUDS, green corridors or equivalent off site contribution (s106)
3. Public sport	Off-site strategic hub (S106 until replaced by CIL)
4. Children's Equipped Play	On or off site (S106)
5. Teen provision	Off site (S106 until replaced by CIL)
6. Allotments	On or off site (S106)
7. Cemetery	On or off site (S106)

217. Costs

The open space quantity provision standards determine the amount of open space required per person. This can be used to identify the level of provision required as a result of new developments (m²). Whilst this provides a spatial understanding it is important to equate this to a cost (£) for forward planning growth, project budgeting and for calculating off-site contributions for developments where it would be unfeasible or inappropriate to provide all of the space required on site.

The open space provision costs are equivalent to the capital cost for the creation of a particular type of new open space. These costs can include Land costs & related legal fees, Construction costs (hard & soft landscaping, internal infrastructure) and the costs for certain aspects of maintenance essential for the establishment of the space ('pump priming').

Local authorities have to determine the cost of providing the open spaces locally, which must be based upon suitable design and service standards. and there are significant variations between what values different local authorities apply. **Costs to be based upon the Council's Service Provider rates for the construction and pump priming of typical spaces and rates will increase annually by the relevant rate of inflation. Where contributions required are below the average due to the amount already available, a 'top-up' contribution will be sought towards the enhancement of existing open space of that type in the area to mitigate for the impact from the increased demands [OS7].**

The approach to developing these costs for Cornwall is summarised in Appendix 3, with the conclusions presented in the following table 21.

Table 21. Costs for the provision of open space in Cornwall for the calculation of off-site contributions (CIL/S106). As of 2014.				
	Type of open space	Minimum size new (m ²)	Cost * (£/m ²)	Cost to average dwelling
1	Parks, amenity	1000	£14.24	£281.45
2	Natural space	1000	£2.12	£69.88
3	Public sport	10,000 (1Ha)	£26.52	£834.96
4	Children's Equipped Play	500	£107.19	£170.58
5	Teen provision	500	£161.32	£91.20
6	Allotments	2500	£4.24	£9.03
7	Cemetery	NA	£4.24	-
			Total	£1,457.10

*Costs will be increased annually based upon the relevant rate of inflation.

218. *How to apply the open space provision costs*

Where a town study area has been found to not have an over-provision in a certain type of open space, the amount required from all development will be equal to the number of new residents multiplied by the new provision standard. Developers are not expected to address existing shortfalls, but investment is needed to ensure that the situation is not made worse as a result of the development. In situations where the quantity per head of population recommended for a particular type of open space is less than the current provision (over-provision) the amount required by new development will be reduced, subject to accessibility criteria being fulfilled. In these cases though, it would be necessary to mitigate for the impact of the new residents on these existing spaces. Whilst the existing open spaces may partially meet the quantity needed, there are normally quality issues that increased use will exacerbate. For this reason a contribution is sought from all development towards enhancements of local open spaces of that type where there is an over provision, except for typ.3 outdoor sports & typ.6 allotments where capacity is pre-determined. This contribution towards enhancements is equivalent to the average quantity standard across the 16 study town areas less the standard required from new development.

A template for calculating contributions & costs will be produced for use in each area, which will be made available to developers & planners.

Contributions towards the off-site provision of open space should be paid to the Council prior to the occupation of 50% of dwellings or earlier where in line with other S106 contributions. The allocation of funds to schemes will be in accordance with the Council's procedure for the use of Amenity Contributions received via Planning Obligations.

219. *Barriers to access*

In some cases large urban extensions might be isolated from the main town settlement by a major barrier such as a watercourse or the A30 or A38.

Developments in these areas will need to be assessed to establish whether they are too isolated to benefit from the existing provision in the town study area, in which case the town wide standards in all cases should apply and no contribution towards local enhancements would be taken.

220. Other investment opportunities

220.1 Multi-agency public sector funding for the delivery of projects that meet cross-cutting targets, such as:-

- Public health
- Economic regeneration
- Sport
- Anti-social behaviour & youth diversion
- Flood risk management
- Wildlife/habitat protection
- Tourism
- Public Art

220.2 External grants

- Sport England
- National Lottery (Heritage Lottery Fund, Awards for All)
- Football Foundation
- Woodland grants. Available from Forestry Commission (e.g. Big Tree Plant), the Woodland Trust, several independent trusts (e.g. MEV Foundation) and from carbon off-setting firms.
- Sustrans
- Private sector - Landfill Tax, Aggregate Levy, Major corporation environmental grants
- Small grant organisations & trust funds

A number of funding streams are only available to community groups or town & parish councils. See para 223. Partnership in service delivery & asset transfer

220.3 Income from licensing activities & sales on public spaces. E.g. cafés, mobile refreshments and events.

220.4 Disposal of unsuitable and inadequate assets

The National Planning Policy Framework (NPPF 2012) section 74 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- 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.

The Open Space Provision Standards provide a framework for appraising the value & importance of open space. As a result certain land could be identified as not being essential to meet requirements.

The loss of public open space, as a result of disposal though, should be mitigated (where appropriate and justified) with

improvement to the quality of open spaces in the local area [OS11]. Where, following local consultations, a change of use to a different form of open space is not considered appropriate, the National Planning Policy Framework (NPPF 2012) permits the disposal of these sites. Identification, reporting, legal investigation, consultation, valuation, marketing and eventual transfer costs need to be factored into the process and reimbursed from the eventual income. So as to avoid undermining the entire premise by which the provision standards are set and to avoid challenge by communities and developers, **when considering the allocation of income generated by the disposal of public open space, regard should be given to the NPPF 2012 and how contributions are sought from developers in the area and, where possible, it should be used to reinvest in improving other local open spaces in the area [OS11].**

220.5 Donations, memorial tributes

- E.g. furniture, trees, works of art, play/sport features
- Business sponsorship of sites, equipment, furniture or facilities
- Needs careful management to ensure the right feature in the right place and that maintenance is guaranteed for a finite period only (such as 10 years)

Adoption & long term maintenance

221. *Management of new spaces*

The Local Planning Authority cannot require open space sites arising out of new developments to be vested with the local authority. It can require that maintenance in perpetuity be secured one way or another, since it is not acceptable to allow open space sites to become neglected. A number of other options are available for developers to consider including retaining responsibility themselves, engaging a contractor to undertake their maintenance obligations, establishing a management or residents committee or even a trust. The onus would be on the developer to demonstrate through the S106 Agreement that the mechanism would secure maintenance in perpetuity. It is therefore the developer's decision as to which approach to securing the ongoing management and maintenance to take, but the local authority must be satisfied that the chosen option will result in the sustainable and effective management of any open spaces in perpetuity.

222. For consistency, long-term sustainability and because in most cases open space should also benefit the wider community, it is best managed by a local authority as a community asset. In most cases significant or equipped new open spaces will initially be adopted by Cornwall Council in line with adoptions of highway infrastructure and approved drainage schemes, for which an open space commuted maintenance sum will be required based upon current policy. Land & maintenance sum transfers may then be made to the local town or parish council where appropriate. This will be addressed in more detail in a separate Adoptions Policy. Realistically there are a number of mechanisms for managing smaller, unequipped open space, either by

Cornwall Council, the local town/ parish council or a management company/trust.

223. Partnership in service delivery & asset transfer

Since Cornwall Council was formed in 2009 it has been working with Town & Parish Councils and community groups across Cornwall to increase their role in influencing and delivering local services. This was reinforced by the Localism Act in 2011 and the current reality is that budget pressures within Cornwall Council's Environment Service will limit the capacity to manage strategic improvements to its open spaces or to take on additional services. Increasingly local partnerships will be relied upon to meet these demands.

224. Delivery plans for open spaces created in developments

Where open space is proposed within a development the level of detail provided at the time of a full planning application is rarely sufficient to reliably determine the degree of capital investment required, nor ascertain the scale of the maintenance required. Additional information and more detailed designs are required to ensure that designs are safe & appropriately equipped, and to evaluate the implications for future management. **It is essential to ensure that adequate measures have been put in place for the long term maintenance of any open space prior to the development commencing. An Open Space Delivery Plan should be submitted to and approved by the Council [OS8],** which sets out the following: -

- Phasing of delivery of the entire development and the phasing of open spaces.
- Detailed designs and specifications in relation to the agreed phase submitted. These will need to meet landscape specification standards to be prepared by the Council.
- A collated list of features and areas requiring management for estimating long term costs.
- Maintenance Schedules for all aspects of the open space in relation to the agreed phase submitted.
- Conservation of heritage features & areas of ecological importance and habitat management plans where relevant.
- Proposed method of management, evidence of agreement and where this is not a local authority a business plan is required to demonstrate that the maintenance will be adequately funded.

225. Phasing of open space creation

It is essential that open spaces in new developments are completed in line with the development. Where open space is created in the final stage it becomes more difficult to enforce the Section 106 agreement, residents of earlier phases are left without vital infrastructure for long periods and ground conditions can become compromised. In some cases where residents have occupied new dwellings for a considerable time, a minority can make the implementation of approved plans for children's play or youth provision quite difficult. Furthermore there is a history

across Cornwall of developers abandoning sites in the final stage without adequately completing the open spaces or making provision for their long term maintenance.

Section 106 agreements should stipulate that no more than 75% of dwellings in any phase should be occupied until the open space land in that phase has been laid out and approved by Cornwall Council as being completed in accordance with the approved plans [OS9].

226. Open space commuted maintenance

The need to find efficiency savings and absorb regular cuts in budgets has made it impossible for the Council to take on and maintain in perpetuity an ever-increasing number of open space sites. This can now only be considered if initial financial resources are provided to do so. An Open Space Adoptions Protocol will be prepared to explain the terms and define the process.

In the absence of a statutory obligation, all requests to Cornwall Council to adopt public open space will only be considered provided the following criteria are satisfied:-

- **The open space is laid out in accordance with the relevant planning permission and approved delivery plan [OS10].**
- Certification of safety (e.g. EN1176 for play areas) and warranty documents are provided (see OS4).
- **An open space commuted maintenance sum equivalent to twenty years of predictable maintenance is provided [OS10].**
The sum will be based upon the costs provided by Cornwall Council's Environment Service Provider and the specifications provided with the Delivery Plan, and will meet the standards set in the Environment Service Standards Plan.

Where requested an open space commuted maintenance sum will be calculated following approval of the Open Space Delivery Plan.

Where the Delivery Plan identifies the open space for local authority adoption the Open Space Maintenance Sum agreed by the recipient local authority should be paid to the Council once the laying out has been approved in accordance with the above criteria. **No more than 75% of the dwellings in any phase should be occupied until this sum is paid and the process to transfer title and responsibility has commenced [OS8].**

Programme, Monitoring & Review

227. The open space provision standards contained in this document have been developed based upon estimated growth over the next Local Plan period, and unless the standards are revised they will remain applicable to 2030. It is important to maintain the records & mapping up to date, in order to monitor the progress of delivery, and to enable the standards to be reviewed at regular intervals.

228. **It is recommended that stakeholders be consulted every three years to ensure that the standards set and the priority actions can be kept up to date [OS12].**
229. In order to be fully useable by planning officers, developers, stakeholders and the public space team, a web-based resource is required. This will simplify the application of the provision standards and enable greater clarity on potential requirements and the likely costs.
230. There is a distinct absence of robust & up to date open space provision standards elsewhere in Cornwall. **Attention must now turn to assessments of smaller settlements and eventually all of rural Cornwall [OS12],** in order to ensure a consistent and fair approach is rolled out to the entire county.



Fig.35 Tehidy Country Park

Summary of Recommendations & Principles

Evaluations of strategic open space in the 16 study areas along with local consultations form the evidence base for the setting of the following open space provision standards for these areas: -

OS1. Quantity standards that vary for the different areas based upon local factors, including the following: -

OS1.1 Type 1 parks & amenity space to be based upon a maximum provision of 9m² per person with a reduction of up to 20% proportional to the availability of other public open space. Minimum size of 1000m² applying to new spaces. *[Para.s 56, 69]*

OS1.2 Outdoor sports provision to be delivered with larger strategic facilities based upon the draft Cornwall Sports Pitch Strategy standards through a combination of typ 3 (public access) and typ 8 (restricted access) sites. Minimum size of 1ha applying to new facilities. *[Para. 58]*

OS1.3 Type 4 children's play and type 5 youth provision to be generally increased to the realistic and fairer targets of 0.7 and 0.25 respectively, with reductions of up to 15% and 20% (respectively) relative to the accessibility of beaches. Minimum size of 500m² applying to new facilities. *[Para.s 59, 60]*

OS2. Accessibility and quality standards are set that are proportional to the strategic significance of the open space (regional, town/parish, neighbourhood), and that ensure that some form of 'playable' open space (equipped or otherwise where children can safely play) should be available for all children within 330m direct distance of all properties within the 16 study areas. *[Para.s 29, 67]*

New open spaces will be created as a result of partnership working and the management of residential development within these study areas, which will contribute towards tackling some shortages. The following policies are proposed to steer the creation of open spaces that are sustainable and maximise their benefit to future residents.

OS3. As a major owner & operator of open space Cornwall Council will continue to manage its environment assets in accordance with the standards laid down in this document and work with local partners to investigate and facilitate Town & Parish Councils and community Groups to have an increased role. *[Para. 215.1]*

OS4. Cornwall Council will ensure that development contributes towards the delivery of the open space needs of these communities, through the planning of strategic & multifunctional on-site open space and by imposing appropriate planning obligations. *[Para. 215.1]*

OS5. The provision of one type of open space in excess of what is required for that area cannot be used to reduce or offset the provision of another type, unless specifically agreed as part of a wider strategic plan for the area. *[Para. 74]*

OS6. Equipped Children's Play and Teen Provision should conform to EN1176 standards and will require regular inspection in accordance with ROSPA guidance. *[Para. 79]*

OS7. Contributions (based upon the local open space needs) will be sought from all housing developments via a combination of onsite provision of useable & quality open space where appropriate and strategic provision delivered off site. Costs to be based upon the Council's Service Provider rates for the construction and pump priming of typical spaces and rates will increase annually by the relevant rate of inflation. Where contributions required are below the average due to the amount already available, a 'top-up' contribution will be sought towards the enhancement of existing open space of that type in the area to mitigate for the impact from the increased demands. *[Para.s 216, 218]*

OS8. To ensure that adequate measures have been put in place for the long term maintenance of any open space, an Open Space Delivery Plan should be submitted to and approved by the Council prior to the development commencing. *[Para. 224]*

OS9. Section 106 agreements should stipulate that no more than 75% of dwellings in any phase should be occupied until the open space land in that phase has been laid out and approved by Cornwall Council as being completed in accordance with the approved plans. *[Para. 225]*

OS10. All requests to Cornwall Council to adopt public open space will require an open space commuted maintenance sum be paid, equivalent to twenty years of predictable maintenance calculated following approval of the Open Space Delivery Plan. No more than 75% of the dwellings in any phase should be occupied until this sum is paid and the process to transfer title and responsibility has commenced. *[Para. 226]*

OS11. The loss of public open space, as a result of disposal to development, should be mitigated (where appropriate and justified) with improvement to the quality of open spaces in the local area. When considering the allocation of income generated by the disposal of public open space, regard should be given to the National Planning Policy Framework and how contributions are sought from developers in the area and, where possible, it should be used to reinvest in improving other local open spaces in the area. *[Para. 220.4]*

OS12. Cornwall Council will keep the records and assessments up to date to enable regular reviewing of the provision standards and their delivery. Consistent assessments of provision and standards should be delivered to the remainder of the county, and stakeholders consulted every three years to ensure that the standards set & the priority actions are kept up to date. *[Para.s 215.1, 228, 230]*



Appendices

1. Typology descriptions (*follows*)
2. Town analysis mapping (*separate cover*)
3. Accessibility mapping: children's equipped play (typ.4) (*separate cover*)
4. Open space cost analysis (*separate cover*)

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Appendix 1

Open Space Type & Ref No.	Planning Policy Guidance PPG17 typology	Category descriptions likely to be found in Cornwall	Unless adjacent other OS, min. size of space (m ²)
1. Parks and gardens; Amenity green space; Civic spaces	Parks	Urban parks, 'recreation grounds', 'King George V playing fields' or any decent 'playing fields' with multiple formal uses other than sport. Could contain equipped play areas. Millennium Greens.	>1000
	Amenity green space	Informal recreation spaces, landscaped & managed (formally rather than natural) green spaces in and around housing, hospitals, colleges & public buildings. Village greens.	>1000
	Civic Spaces	Civic and market squares and other hard surfaced areas designed for pedestrians.	>500 These are sometimes relatively small, but highly strategic
	Public gardens.	Highly formalized public gardens, comprising floral displays, seating.	
2. Natural and semi-natural green spaces, Green corridors, accessible countryside in urban fringe areas	Natural and semi-natural green spaces	Land that is open to the public that is predominantly managed for nature conservation. Publically accessible nature reserves, woodlands, urban forestry, scrub, heath, grasslands (e.g. commons and coastal), wetlands, open and running water, reservoirs, heritage mine workings and derelict open land and rock areas (e.g. cliffs, quarries and pits). Country Parks – Tehidy & Kitt Hill. Accessible beaches down to Mean Sea Level. Unlike other typologies the majority of the space will not receive regular short grass mowing. Long established & permanent grasslands managed for meadow flora through one or two crops per year or by natural or livestock grazing, accessible beyond any PROW. Riverside and other narrow strips of land associated with public access, bridleways, cycle ways, national trails, former tramways and rights of way.	>1000
	Green Corridors		>500
	Accessible countryside in urban fringe areas	Generally agricultural or private natural space adjoining housing areas where informal recreation has been established and permitted for at least five years. This is more than a mere public right of way across land, and implies that the public may roam & play throughout the land as long as they adhere to the Countryside Code.	>1000

Open Space Type & Ref No.	Planning Policy Guidance PPG17 typology	Category descriptions likely to be found in Cornwall	Unless adjacent other OS, min. size of space (m ²)
3. Public access sports facilities (outdoor): available for community games	<p>Outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned)</p> <p>* Here separated based upon accessibility for general public. See 8.</p>	<p>Seasonal and fixed spaces that are formally used for junior or adult sports leagues and are openly accessible to the public (fees may apply). Outdoor gym equipment. Natural or artificial surfaces and either publicly or privately owned - including tennis courts, sports pitches, athletics tracks and other outdoor sports areas, which may be used for informal recreation when not in sporting use. Public access should be interpreted as available for community use for appropriate sports matches. It might not necessarily mean that the sports ground can be accessed by others for informal use e.g. dog walking.</p> <p>Very often these facilities are located within parks or recreation grounds (type 1), in which case only the formal pitch should be distinguished in this category.</p>	>500
4. Children's play area – equipped	Provision for children	Public areas specifically laid out for children's play either comprising landscaping or equipment to provide a range of play opportunities. Free access playgrounds and Adventure Playgrounds (e.g. Gwel-An-Top, Redruth).	No minimum for existing. Usually, but not always, part of other open space. In future minimum of 500m ²
5. Provision for teenagers– equipped facilities	Provision for teenagers	Public areas specifically laid out for young people such as multi-use games areas (MUGA), wheeled sports & skate parks, outdoor basketball hoops, and informal 'hanging out' areas or teenage shelters. Extreme play equipment aimed primarily at 12-17yrs age group.	No minimum for existing. Usually, but not always, part of other open space. In future minimum of 500m ²
6. Allotments, community gardens, and city (urban) farms	Allotments, community gardens, and city (urban) farms	Local authority or privately operated allotments, community orchards. Permaculture and community food growing initiatives.	<p>Non-standard small plots & access: >300m²</p> <p>In future minimum of 2500m²</p>

Open Space Type & Ref No.	Planning Policy Guidance PPG17 typology	Category descriptions likely to be found in Cornwall	Suggested size threshold. Unless strategically significant the minimum size of space (m ²).
7. Cemeteries and churchyards	Cemeteries and churchyards	Operating & closed graveyards, cemeteries, gardens of remembrance, church grounds, woodland burial land.	>1000
8. School pitches and outdoor sports club facilities (No or limited public access)	<p>Outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned)</p> <p>* Here separated based upon accessibility for general public – See 3.</p>	School playing fields, golf courses, bowling greens and private sports clubs with limited public (non-member) access. Includes facilities on military bases, college campuses and private institutions. Any land or portions of land associated with a school used for the provision of sporting, academic or extracurricular programs outdoors, which often includes other facilities, including playgrounds and recreational places.	>1000