

**Tandridge Open Space, Sport and
Recreation Facilities Assessment:**



**Open Space Study
(October 2017)**



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Tandridge Open Space Study

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Glossary of Terms

Term	Meaning
ANGSt	Accessible Natural Green Space Standard
CIL	Community Infrastructure Levy
DPD	Development Plan Document
FIT	Fields In Trust (originally known as the 'National Playing Fields Association')
GI	Green Infrastructure
GIST	Green Infrastructure Strategy
GIS	Geographic Information Systems
LAP	Local Area for Play
LEAP	Local Equipped Area for Play
MUGA	Multi Use Games Area
NEAP	Neighbourhood Equipped Play Area
NEWP	Natural Environment White Paper
NGB	National Governing Body
NPPF	National Planning Policy Framework
PPG17	Planning Policy Guidance Note 17
SPD	Supplementary Planning Document
PPS	Planning Policy Statement
WASt	Woodland Access Standard

1.0 INTRODUCTION

1.1 Background

Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of communities. The National Planning Policy Framework requires local planning authorities to set out policies to help enable communities to access high quality open spaces and opportunities for sport and recreation. These policies must be based on a thorough understanding of the local needs for such facilities and opportunities available for new provision.

Ethos Environmental Planning Ltd (in conjunction with Leisure and the Environment, and RQA Ltd) were commissioned by Tandridge District Council to undertake an Open Space, Sport and Recreation Facilities Assessment and Playing Pitch Strategy. The Study responds to national policy requirements and will inform the preparation of the Council's emerging Local Plan.

1.2 The Open Space, Sport and Recreation Facilities Assessment

The Open Space, Sport and Recreation Facilities Assessment examines existing and projected needs for open space, sport and recreation provision, using a variety of data sources, together with independent investigation, stakeholder and community consultation and surveys. Analysis of the data gathered and the reporting of findings has followed appropriate national guidance.

In brief, the scope of the Study covers:

- Open space, including amenity and natural space, parks and recreation grounds, play space, allotments and burial grounds.
- Outdoor sports space.
- Built sports facilities (primarily sports halls and swimming pools).

1.3 How does this report relate to the Open Space, Sport and Recreation Assessment?

This Open Space Study has been undertaken by Ethos Environmental Planning to inform the preparation of the Council's new Local Plan and the Council's decision-making process in relation to open space provision up to 2033. The Open Space Study is one of 5 reports provided as part of the overall Tandridge District Council Open Space, Sport and Recreation Facilities Assessment. It updates the Open Space, Sport and Recreation Typologies and Standards (August 2017) published as part of the Council's Garden Village Consultation and takes account of consultation responses received.

The 5 reports are the:

- Tandridge Community and Stakeholder Consultation (October 2017)¹;

¹ This updates the Community and Stakeholder Consultation (August 2017) report.

- Tandridge Open Space Study (October 2017)² - this report;
- Tandridge Playing Pitch Strategy and Action Plan (October 2017)³;
- Assessing Needs and Opportunities for Indoor Sports Facilities in Tandridge (October 2017);
- Likely Requirements for Open Space, Sport and Recreation Provision for a Garden Village (August 2017).

The Study has been carried out in-line with the National Planning Policy Framework (NPPF) (*Para 73 and 74*). The Study has primarily been affected by the revocation of Planning Policy Guidance Note 17 (PPG 17) from the new national policy framework. Whilst the government has not published anything specifically to replace this document (it does signpost the Sport England guidance for sports facilities assessments⁴), there is however, still a clear reference made in the new guidance to the principles and ideology established within PPG17. As such the underlying principles of this Study have been informed by the former guidance provided in '*Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation*', and its Companion Guide '*Assessing Needs and Opportunities*', which is a tried and tested methodology and takes a consistent approach with many other local authorities.

It should be noted that this Study provides an evidence base for planning policy, and is not a strategy document. The recommendations (Section 8) of this assessment include the basis for the formulation of policies related to open space that will be included within the Local Plan.

1.4 The Local Plan

The Council is preparing a Local Plan to deliver housing, employment and other types of development to meet local need up to 2033. The Council has already conducted two Local Plan consultations under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, the Local Plan Issues and Approaches Consultation (2015) and the Local Plan Sites Consultation (2016).

To guide the preparation of the Local Plan going forward the Council agreed a Preferred Strategy for the Local Plan. The Preferred Strategy sets out a hybrid approach seeking to deliver development in the short term, subject to meeting the exceptional circumstances test, on the edge of the district's sustainable settlements in addition to a strategic development that accords with the principles of a Garden Village to meet long-term development needs.

A further Regulation 18 consultation was carried out - between August and October 2017 to explore potential broad locations for a Garden Village. The Council will prepare a draft Local Plan, which is likely to be subject to public consultation in 2018.

² This report updates the Open Space, Sport and Recreation Typologies and Standards report (August 2017)

³ This report includes the Playing Pitch Strategy Needs Assessment as an Appendix to the Strategy and Action Plan

⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/open-space-sports-and-recreation-facilities-public-rights-of-way-and-local-green-space/open-space-sports-and-recreation-facilities>

1.5 Purpose of this Report

The aims of the Study are to provide a robust assessment of needs and provision of open spaces in order to establish local provision standards and create an up-to-date evidence base which can be used to inform the Local Plan. The standards will be used to assess development proposals affecting open spaces during the Local Plan period, recognising the need for improving the quality of existing open spaces in addition to requiring new provision.

The standards are justified by the evidence contained in the Community and Stakeholder Consultation Report (October 2017) and replace the standards set out in the Tandridge District Open Space Assessment (November 2015).

The Study will provide the Council with up to date information on open space location, coverage and provision. It will provide a comprehensive assessment of the current level of provision of the different types of open space.

The brief also requires an assessment of the level of provision of churchyards and cemeteries. Whilst most open space studies would not set standards for this type of provision (as per the previous Tandridge District Open Space Assessment, Report of Findings November 2015), in Tandridge there is a particular need to understand existing provision and to take a strategic view as to the future requirements for burial land.

The Study also recognises the intrinsic benefit of open space i.e. the benefits a space generates for people and wildlife including landscape, ecology, education, health benefits, 'sense of place' and economic benefits.

The brief for the Study highlighted that the core outputs are:

- A comprehensive audit of existing facilities (irrespective of ownership and extent of public access and covering all types of provision), including a review of local standards.
 - Analysis of existing deficiencies and surpluses on the basis of updated standards for all types of provision, including the spatial identification of deficiency/surplus areas, where appropriate.
 - A forecast of future needs based on socio-demographic trends, trends in the popularity of different activities, and the impact of the emerging Local Plan and other Council policies, and of currently planned provision. This should also identify the land use implications that would follow from making up deficiencies in provision.
 - Site-specific recommendations in relation to the open spaces, sport and recreation sites that are being considered as part of site selection process for the Council's Local Plan, including appropriate recommendations for re-provision where necessary.
 - Appropriate recommendations in relation to open space, sport and recreation provision as part of the new and extended settlement options that are being considered as part of the Local Plan.
 - An indication of strategic options including:
-

- a) Which existing provision should be retained;
- b) Which existing provision should be enhanced;
- c) Which existing provision, if any, should be relocated;
- d) Which existing provision is surplus to requirements; and
- e) Where opportunities for new provision can be identified.

1.6 Structure of the Report

The Open Space Study follows the five key stages as summarised below:

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

1.7 The Study Area

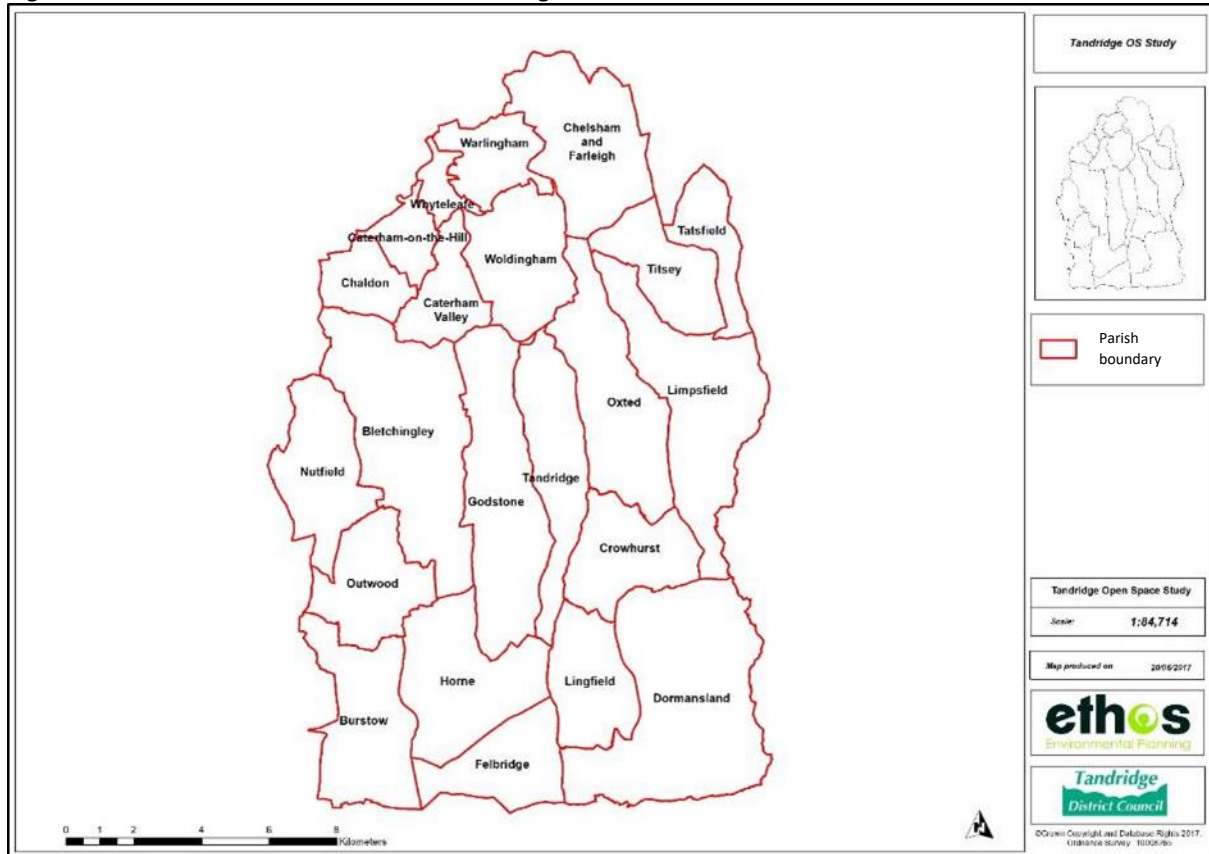
1.7.1 Overview of Tandridge

Tandridge is a predominantly rural district. There are three main built up areas: Caterham; Warlingham/Whyteleafe in the north and Oxted/Hurst Green/Limpsfield just south of the M25 motorway. There are two larger rural settlements (excluded from the Green Belt) Lingfield in the south-east and Smallfield in the south-west. There are also a number of villages and some other smaller settlements and areas of sporadic development in the Green Belt. About 94% of the area is Green Belt. There are two Areas of Outstanding Natural Beauty (AONB), the Surrey Hills AONB in the north and the High Weald AONB in the south-east.

1.7.2 Administrative Boundaries

In order to analyse the current provision and future requirements for open space across Tandridge, Parishes have been used as the geographical areas (as shown in figure 1). These boundaries are the basis for collating census data across the council area. Of particular relevance to this Study are population statistics (Census, 2011), which have been used as the basis for much of the current and future assessment of need for open space.

Figure 1 Parish boundaries in Tandridge



1.7.3 Population Statistics

The total population of Tandridge (based on the 2011 Census) is 83,000. Table 1 below shows the breakdown by Parish.

Table 1 Parish population statistics (Census 2011)⁵

Parish	Population (2011)
Bletchingley	2973
Burstow	4333
Caterham Valley	8348
Caterham-on-the-Hill	12742
Chaldon	1735
Chelsham and Farleigh	865
Crowhurst	281
Dormansland	3519
Felbridge	2096
Godstone	5949
Horne	811
Limpsfield	3569

⁵ Where a Parish population is below 100 or if there are less than 40 households, ONS are not publishing results (this is displayed as 'No data' in Table 1). In order to run the data analysis in ArcGIS for the parish of Titsey a figure of 100 has been used.

Parish	Population (2011)
Lingfield	4467
Nutfield	2673
Outwood	720
Oxted	11314
Tandridge	663
Tatsfield	1863
Titsey	No data
Warlingham	8036
Whyteleafe	3900
Woldingham	2141

2.0 METHODOLOGY

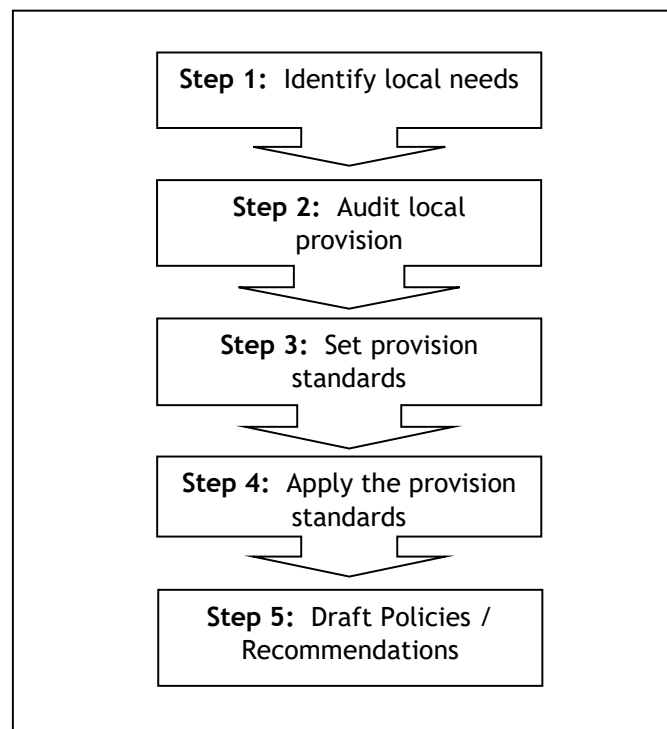
2.1 General

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

- Identify the needs of the population;
- Identify the potential for increased use;
- Establish an effective strategy for open space/sports/recreational facilities at the local level.

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

Figure 2 Summary of methodology



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

2.2 Identifying Local Need (Step 1)

The Community and Stakeholder Consultation Report (October 2017) examines identified local need for various types of open space, sports and recreational opportunities. It has drawn upon a range of survey and analytical techniques as well as a detailed review of existing consultation data and other relevant documentation. The report details the community consultation and research process that has been undertaken as part of the study as well as the main findings. The findings of this assessment are summarised in this document.

2.3 Audit of Existing Open Space Assets (Step 2)

2.3.1 Defining the scope of the audit

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

- Analysis of existing GIS data held by Tandridge District Council;
- Desktop mapping of open space from aerial photography;
- Questionnaires to town and parish councils;
- Liaison with council officers.

Following this, site visits were undertaken by Ethos at 154 open spaces and 56 outdoor play spaces to assess the quality of sites. The quality audit drew on criteria set out in the 'Green Flag Award'⁶. The audits were undertaken using a standardised methodology and consistent approach. However, audits of this nature can only ever be a snap-shot in time and their main purpose is to provide a consistent and objective assessment of a sites existing and potential quality rather than a full asset audit. Clearly, local communities may have aspirations which are not identified in the quality audit, but may be explored further through site management plans as appropriate.

2.3.2 Approach to mapping

As part of the audit process, sites were mapped into their different functions using a multi-functional approach to mapping. The advantage of the multi-functional approach is that it gives a much more accurate picture of the provision of open space. This is more advantageous than the primary typology approach which tends to result in an over assessment of provision, and which can significantly impact decisions on quantity standards. The differences in approach are demonstrated in figures 3 and 4.

⁶ <http://www.greenflagaward.org.uk/judges/judging-criteria>

Figure 3 Primary approach to open space mapping

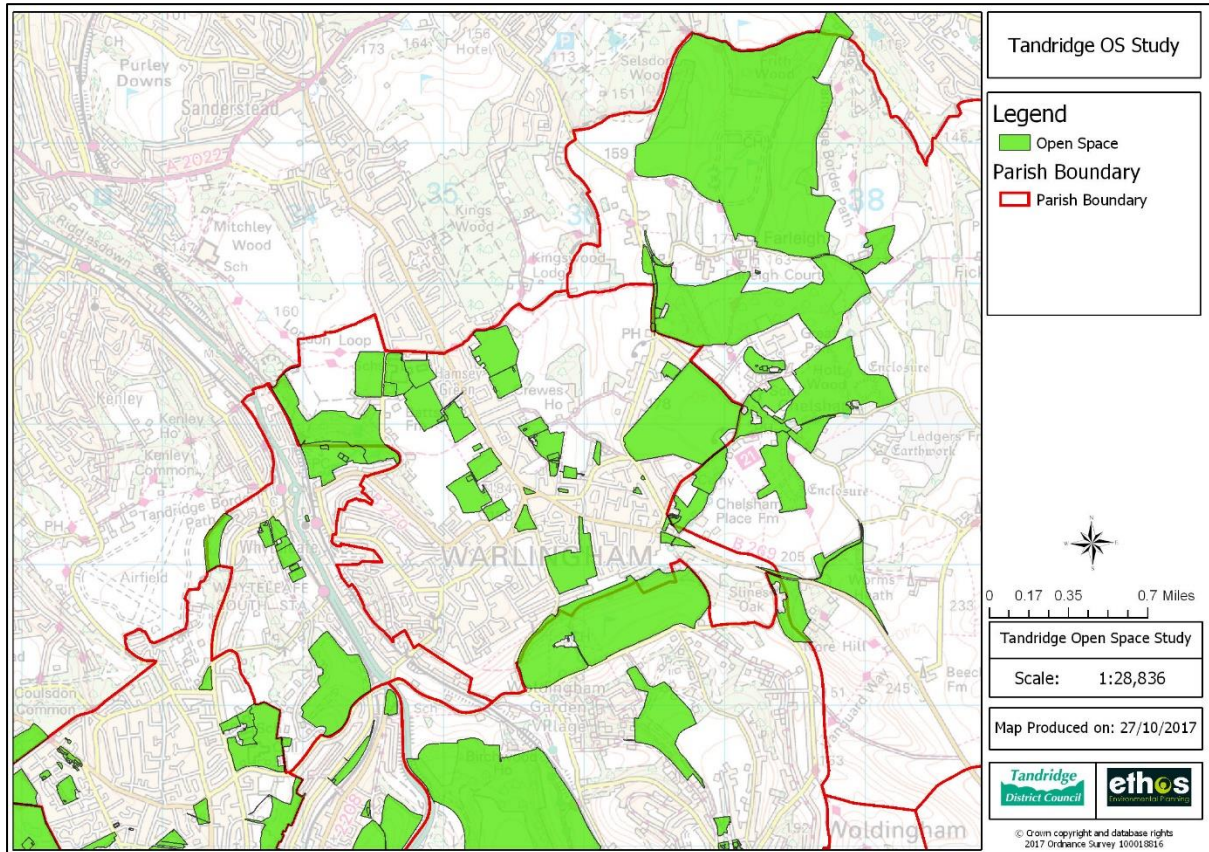
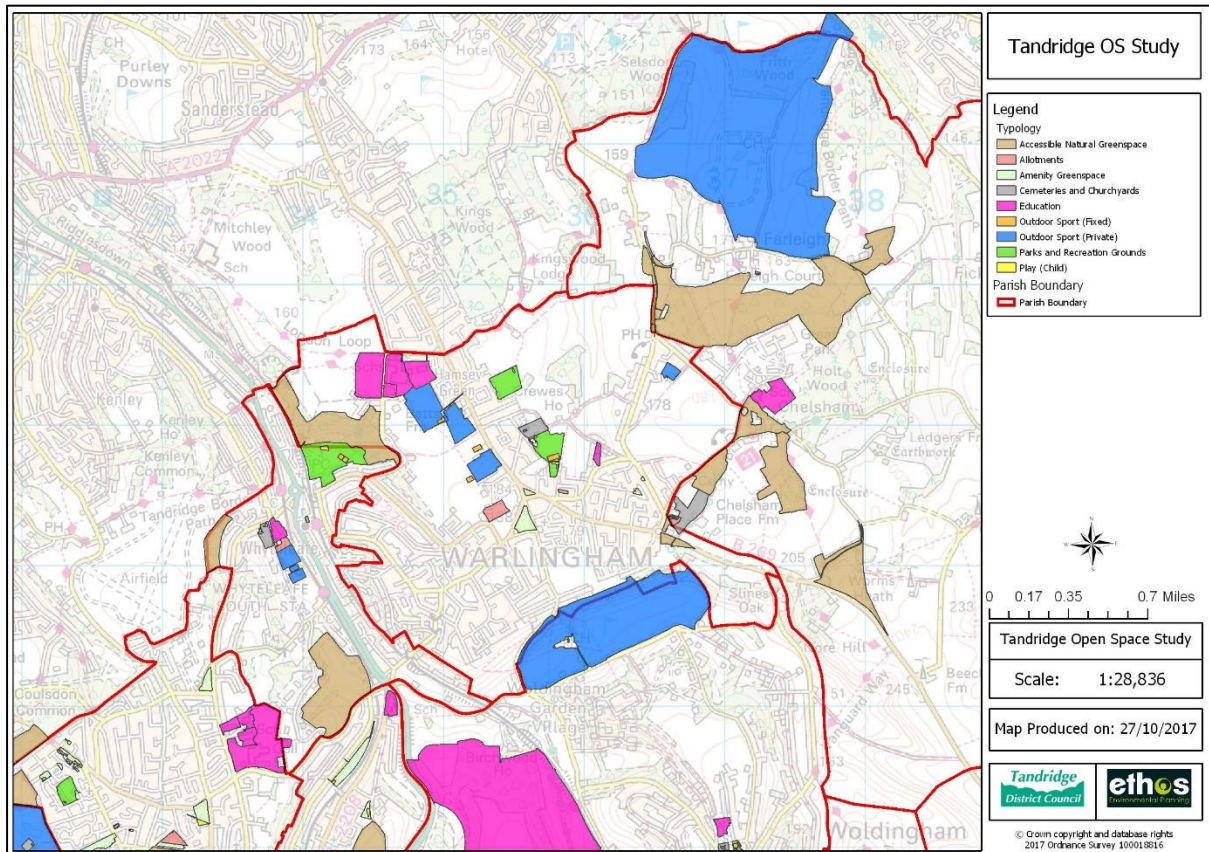


Figure 4 Multi-functional mapping of open space



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

Local provision standards have been set, with three components, embracing:

- Quantity;
- Accessibility; and
- Quality.

Quantity

The GIS database and mapping has been used to assess the existing provision of open space across the study area. The existing levels of provision are considered alongside findings of previous studies, the local needs assessment and consideration of existing and national standards or benchmarks. The key to developing robust local quantity standards is that they are locally derived, based on evidence and most importantly achievable. Typically, standards are expressed as hectares per 1000 population. The recommended standards are then used to assess the supply of each type of open space across the study area.

A separate methodology has been used to assess the requirements for new burial space, and a standard set for new provision. The existing supply (against a standard) for churchyards and cemeteries has not been assessed, although provision figures for this typology (in hectares and hectares per 1000 population) have been provided.

Access

Evidence from previous studies, the needs assessment and consideration of national benchmarks are used to develop access standards for open space. Typically, standards are expressed as straight-line walk times. A series of maps assessing access for different typologies are presented in the report.

Quality

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

2.5 Drafting Policy Recommendations (Step 5)

This section outlines higher level strategic options which may be applicable at parish and district wide level. The strategic options address five key areas:

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

3.0 CONTEXT

3.1 Introduction

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

This section also provides contextual information regarding health and deprivation for the district.

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

3.2 Strategic Context

3.2.1 National Strategic Context

3.2.1.1 National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies for England and how they should be applied. The NPPF must be adhered to in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. The NPPF contains the following references that relate to green infrastructure and open spaces:

- **Para 17 - Achieving Sustainable Development - Core Planning Principles:** Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking.
 - **Para 58** - Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.
Para 73 - Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. 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 is required.
 - **Para 74** – 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; or
- The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- **Para 75** - Planning policies should protect and enhance public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.
- **Para 99** - Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape.
- **Para 109** - The planning system should contribute to and enhance the natural and local environment.

3.2.1.2 Green Infrastructure

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

The district has a wide range of existing green infrastructure assets such as open spaces, parks and gardens, allotments, woodlands, street trees, fields, hedges, lakes, ponds, meadows and grassland playing fields, as well as footpaths, cycleways and waterways. However, the concept of GI looks beyond existing designations, seeking opportunities to increase function and connectivity of assets to maximise the benefits for the community.

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

The White Paper⁷ recognised that a healthy natural environment is the foundation of sustained economic growth, prospering communities and personal wellbeing. It sets out how the value of nature can be mainstreamed across our society by facilitating local action; strengthening the connections between people and nature; creating a green economy and showing leadership in the EU and internationally.

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

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

⁷ <http://www.official-documents.gov.uk/document/cm80/8082/8082.pdf>

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

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

Habitats and ecosystems on land (including freshwater environments)

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

Marine habitats, ecosystems and fisheries

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

Species

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

People

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

3.2.1.5 Sporting Future - A New Strategy for an Active Nation, December 2015

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

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

The government is reaffirming its commitment to Olympic and Paralympic success but also extending that ambition to non-Olympic sports where it will support success through grassroots investment in these sports, and by sharing UK Sport's knowledge and expertise.

The strategy outlines what is expected of the sector to deliver this vision, and how the government will support it in getting there.

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

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

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

3.2.1.6 Sport England Strategy – 'Towards an Active Nation' 2016-2021

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

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

3.2.1.7 National Governing Body (NGB) 2013-17 funding

NGB 2013-17 funding is the centrepiece of Sport England's strategy with over £450 million to be invested in work with NGBs. Young people (14-25 years old) will benefit from 60% of this investment. Programmes will include helping young people move from school sport into club sport and working with universities and colleges to create more sporting opportunities for

students. Additional funding will be available to governing bodies that are successfully increasing participation.

3.2.2 Local Context

3.2.2.1 Tandridge District Council Corporate Objectives

The Councils Key Corporate Objectives for 2017/2018 for making Tandridge a vibrant place to live, work and visit will be to:

1. Provide high quality, customer friendly services;
2. Make efficient and effective use of resources;
3. Support residents and protect the local environment;
4. Work with local businesses to promote economic growth and employment; and
5. Work in partnership with other public services to deliver the best service possible.

While all of these are of relevance to the Open Space, Sport and Recreation Facilities Assessment, Objective 3 is of particular importance.

3.2.2.2 Local Plan

The emerging Local Plan and evidence base

The District Council is preparing a Local Plan that will look forward to 2033. The Local Plan will replace the Council's planning policies currently set out in the Tandridge District Core Strategy (2008). It will set out a new development strategy for district; allocate sites for housing, employment and open spaces; and, set out policies to be used in the assessment of planning applications. Identified development needs over the plan period, as set out in the Strategic Housing Market Assessment 2015 Objectively Assessed Need Technical Paper, is 9,400 homes, which translates into an annual housing requirement of 470 units per annum⁸.

The Council has agreed a Preferred Strategy to guide its approach in developing the Local Plan. It outlines, in principle, the areas where development will be located and the approach to infrastructure, economic development and the natural environment.

The Council's Preferred Strategy is infrastructure-led and sets out a hybrid approach to meeting development needs over the plan period. It seeks to meet development needs:

- A. In the short term within and on the edge of sustainable settlements, and where exceptional circumstance can be demonstrated; and

⁸ The Council's Objectively Assessed Need (OAN) for housing will be updated prior to the submission of the Local Plan to the Planning Inspectorate. Any update will need to be mindful of both the existing methodology for assessing OAN set out in the Planning Practice Guidance (PPG) and the Government's recent consultation on a standardised methodology for assessing housing need. Accordingly, it is likely that the Objectively Assessed Need for housing over the plan period will be subject to change.

- B. In the long term through a strategic development that accords with the principles of a Garden Village.

Garden Village

In exploring potential locations for a Garden Village, the Council have sought to identify broad locations that can accommodate a minimum of 2,000 homes, including affordable and market housing, as well as commensurate employment space, open space, education and healthcare provision and supporting infrastructure. Sports and recreation space will also form part of the necessary community infrastructure in creating a balanced and sustainable community.

Potential locations for a Garden Village

At this stage, the Local Plan strategy does not set out in detail exactly where new development will take place, but sets out the principles on which decisions will be based. Whilst the detailed assessment of development proposals submitted by site promoters as well as further evidence base gathering and liaison with infrastructure providers, were ongoing at the time of preparing this report), the Council have identified three broad locations where a potential Garden Village could be accommodated:

- Blindley Heath;
- South Godstone; and
- Redhill Aerodrome (in Reigate and Banstead Borough and Tandridge District).

The Council will determine the preferred location for the Garden Village, which will be subject to consultation as part of the draft Local Plan. The potential Garden Village locations that are being explored could potentially accommodate development, ranging from 3,000 to 8,000 dwellings. Using a household size of 2.3⁹ persons/dwelling, this could mean a potential Garden Village population of between 6,900 to 18,400. A Garden Village anywhere within this range would generate significant additional demand for sports and recreational opportunities.

The Local Plan: Issues and Approaches document (2015) identifies a number of issues that the Local Plan seeks to address. The following issues were identified with relevance to health and wellbeing:

- Some low quality sport and recreational areas that are in need of improving.
- Growing population increases demand on current open space provision.
- Over 65% of adults living in Tandridge district are overweight or obese (have a body mass index greater than 25kg/m²) and almost 1 in 5, 4-5 year olds and over

⁹ The 2014 based household projections (2016) project that household size in Tandridge will decrease from 2.40 persons to 2.25 persons over the plan period. This figure has been rounded up to 2.3. The figure represents the latest information available at the time of writing and therefore differs slightly to the assumed household used in the Likely Requirements for Open Space, Sport and Recreation Provision for a Potential Garden Village (August 2017).

25% aged 10-11 are overweight or obese.

- The prevalence of depression across the East Surrey Clinical Commissioning Group is 5.6%, this is third worst compared to the other Surrey CCGs.
- A disconnect between design, planning and wellbeing, for example; visiting a place or using a well-designed space can help improve mental health issues, obesity and quality of life.
- Due to the rural nature of the district, there are some unsympathetic leisure uses, such as paintballing and quad biking.
- More pressure on health services within the district, exacerbated by an ageing population.

The following draft objectives are set out within the Issues and Approaches document (2015) and are particularly relevant to the Study:

No	Objective
7	Support our town centres to be vital and viable through encouraging wider diverse retail and leisure opportunities as well as regeneration.
8	Assist in improving health and wellbeing through designing places and spaces that give positive experiences with access to appropriate facilities and services.
15	Work with partners and service providers to maximise funding that will assist in the delivery and improve accessibility of infrastructure, services and facilities necessary for the district.

The Local Plan Garden Villages Consultation (14 August 2017 to 9 October 2017) also identifies a number of principles and objectives for the Garden Village that are relevant, for example:

Principles

- Development that responds to the surrounding landscape character, provides access to multi-functional open spaces and the countryside using integrated green and blue infrastructure
- Sociable neighbourhoods with walkable access to services, facilities and recreation assets
- To support the well-being of residents and create healthy communities with opportunities for local food production and exercise

Objectives

O5: Landscape and Green Infrastructure Objective

The setting of the Garden Village will be designed to limit its impact on the wider environment and compliment the character of the surrounding landscape. The layout and design of the village will respond to and be guided by the wider features of the area, i.e. land relief, water courses etc. and utilise such features to enhance identity and character. Landscaping will flow through the design of the village using green and blue (water) corridors, biodiversity enhancements, open spaces, allotments and soft-landscaping and planting which can be enjoyed by the community, enhancing access to the natural environment and encouraging wellbeing.

O6: A Social Community Objective

To provide community assets, including village halls, recreational spaces, pubs, local shops, takeaways, restaurants, etc. that can be self-funded and managed through a number of different initiatives including Community Right to Buy, Community Land in Trusts, voluntary arrangements, land stewardship models, Conservation Land Trusts (to preserve natural habitats).

3.2.2.3 Tandridge District Core Strategy, October 2008

The Tandridge District Core Strategy was adopted by the Council in October 2008. The Core Strategy is the overarching document within the Local Plan which sets out the long term strategic vision for the district. In order to achieve this vision, the document highlights the issues facing Tandridge today and details specific objectives to overcome them. These objectives are implemented through the policies contained within the Core Strategy; all of which look to achieve sustainable development. The Council is in the process of reviewing the effectiveness of the existing Core Strategy policy in line with paragraph 73 of the NPPF.

The Council's vision for Tandridge set out in the Core Strategy 2008 is: "Tomorrow's Tandridge will be a place where the community lives and works within environmental limits; where the wider environment and the distinctive and attractive character of the towns, villages and the landscape is protected and enhanced. It will be a place that is safe and secure; where social exclusion and poverty is minimised and where vulnerable people are supported. There will be adequate housing, infrastructure, services and improved public transport to meet the needs of all sections of the community. The above features will be underpinned by a successful and sustainable economy with viable and vital town centres serving Oxted and Caterham, and thriving villages and rural areas that meet the needs of their communities."

The following policies are relevant to the Open Space Study:

Policy CSP 11 Infrastructure and Services

Appropriate levels of infrastructure and services will be sought through both public and private funds. In assessing infrastructure and service requirements the Council will have regard to the cumulative impact of development. Developers will be required to contribute to improved infrastructure and services (including community needs) necessary to support the proposed development; the Council will generally require such provision to be made before the development is occupied.

Planning permission will only be granted for developments which increase the demand for off-site services and infrastructure where sufficient capacity exists or where extra capacity can be provided, if necessary through developer funded contributions.

Planning applications which in the Council's opinion will require the provision of infrastructure or a financial contribution to services will be expected to be accompanied by unilateral obligations, as described in ODPM Circular 5/2005.

The Council will seek to introduce a Community Infrastructure Levy to ensure a more equitable contribution is made to infrastructure and service provision from all residential and commercial development.

Where appropriate the Council will use a Community Infrastructure Levy to supplement any negotiated Section 106 agreement. Negotiated agreements will still be necessary to secure affordable housing and to address costs related to specific development sites.

Policy CSP 13 Community, Sport and Recreation Facilities and Services

Existing community, recreational, sports facilities and services (see Glossary) and open space will be safeguarded. New or improved facilities to meet the needs of all sections of the community will be encouraged. The Council will encourage the dual use of community and sports facilities.

Residential development may be required to include appropriate open space, play areas or other accessible green space to meet the needs of residents and/or to contribute to the enhancement of such facilities in the area.

The loss of open space, sport and recreation facilities is dealt with in national planning policies (PPG17). For the loss of other community facilities and/or services as defined in the Glossary, the principles of assessment set out in those national planning policies (PPG17) will be operated, and the exact details will be set out in the Development Control DPD.

The Council will apply the standard of 1.27 ha per 1000 population to the provision of playing space for all ages.

The Council will seek to protect the Rights of Way network, in particular the North Downs Way national trail, the Greensand Way and Vanguard Way recreational paths from developments that would adversely affect the enjoyment of users of the network. The Council will encourage improvements to the network and the North Downs Way.

Policy CSP 17 Biodiversity

Development proposals should protect biodiversity and provide for the maintenance, enhancement, restoration and, if possible, expansion of biodiversity, by aiming to restore or create suitable semi-natural habitats and ecological networks to sustain wildlife in accordance with the aims of the Surrey Biodiversity Action Plan.

The Council will seek to enhance biodiversity by supporting the work of the Downlands Countryside Management Project and by supporting Local Nature Reserves and Community Wildlife Areas.

3.2.2.4 Tandridge Local Plan Part 2: Detailed Policies

The Tandridge Local Plan Part 2: Detailed Policies supports the adopted Core Strategy (Part 1 of the Tandridge Local Plan) by containing a set of detailed planning policies to be applied locally in the assessment and determination of planning applications over the plan period (2014 - 2029). These detailed policies replace the remaining 'saved' policies from the 2001 Tandridge District Local Plan.

The policies contained in the Tandridge Local Plan Part 2 do not repeat those from Part 1; however they play an important role in the delivery of the overall vision and objectives for the district. For this reason, Parts 1 and 2 of the Tandridge Local Plan should be read in conjunction with one another.

Relevant policies are:

DP18: Community, Sports & Recreational Facilities

A. Proposals involving redevelopment or a change of use which would result in the loss of any premises or land currently or last used as a community facility will be permitted where:

1. There is no longer a demand for the facility, rendering it financially unviable. This should be demonstrated through an active 12 month marketing exercise, where the building or land has been offered for sale or letting on the open market at a realistic price and no reasonable offers have been refused; and
2. There are sufficient similar facilities nearby or where alternative provision can be made on another site to the same or a higher standard in terms of community benefit; or
3. The current use will be retained and enhanced by the development of part of the site.

B. Proposals for the provision of new community, sports and recreational facilities will be encouraged where they are sustainably located and are suitable to meet the needs of the local community, subject to other relevant Development Plan policies.

C. Proposals involving the loss of existing open space, sports and recreational buildings and land will generally be resisted and will only be found acceptable where they satisfy the requirements of paragraph 74 of the National Planning Policy Framework

DP19: Biodiversity, Geological Conservation & Green Infrastructure

This policy includes the following:

- A. There will be a presumption in favour of development proposals which seek to:
-

1. Protect, enhance or increase the provision of, and access to the network of multi-functional Green Infrastructure (GI);
2. Promote nature conservation and management;
3. Restore or create Priority Habitats; or
4. Maximise opportunities for geological conservation.

B. In order to conserve and enhance the natural environment, proposals which would result in significant harm to local, national or statutory sites of biological or geological importance or the broader GI network will be refused planning permission unless:

1. All reasonable alternative locations with less harmful impacts are demonstrated to be unsuitable; and
2. The proposal incorporates measures to avoid the harmful impacts arising, sufficiently mitigate their effects, or, as a last resort, compensate for them.

3.2.2.5 Tandridge District Council Open Space Assessment (2015)

The Study provided an assessment of the quantity, accessibility, quality and intrinsic benefits of existing provision for open space across the district. It provided advice and recommendations for the development of the Local Plan and Wellbeing Space Strategy.

The following standards were set for Tandridge, drawing on the consultation undertaken, national guidance and benchmarking:

Typology	Existing Level of provision (ha per 1000 residents)	Recommended quantity standard (ha per 1000 residents)	Recommended access standard ¹⁰
Outdoor sports facilities	1.36 ¹¹	1.35	4km (drive time standard of 7.5 minutes).
Play provision for children and young people	0.04	0.10	600m
Natural and semi natural green space	11.42	11.40	2km for sites greater than 20ha 800m for sites up to 20ha
Amenity green space	0.67	0.60	800m
Allotments	0.11	0.125	800m

¹⁰ The residents survey revealed that walking is the main mode of travel for the majority of residents

¹¹ Includes playing fields owned by local sports clubs and providing different levels of community use

Quality/value standards were also recommended based on Green Flag criteria and from the results of the site visits, consideration of the community views and a judgement on the quality which can be delivered.

The assessment found that there was no surplus or deficit in the existing provision of open spaces, with the exception of provision for play provision for children and young people and a minor deficiency in access to allotment provision.

Responses from residents and parish councils highlighted the need for improved cycleways with residents suggesting they would be willing to cycle to open space but felt existing provision was too limited or not suitable to enable this. The Assessment noted that whilst overall the district's open spaces met accessibility standards a number of sites were difficult to find and not well signposted. This included larger open spaces that should be easy to find.

3.2.2.6 The Tandridge District Playing Pitch and Open Spaces Strategy (2005-2015)

This Study followed the Sport England guidance in place at the time of its completion in 2005 but is now out of date.

In 2005 the main sports specific conclusions were:

Football

- All existing football pitches should be retained although consideration needs to be given to adding junior markings onto selected pitches as well as providing dedicated junior pitches where demand is identified.
- Seek to maintain and improve where necessary, the overall condition of football pitches within the district.

Cricket

- There appears to be an abundance of cricket pitches within the district. Consultation should be carried out with clubs and the Surrey Cricket Board regarding the long-term sustainability of all clubs within the district. Consideration should be given to the long-term requirement for these pitches

Rugby Union

- All existing rugby pitches should be retained with consideration given to the provision of junior pitches within the district.

Hockey

- The need for a floodlit Synthetic Turf Pitch (STP) in the north of the district is recognised. Consideration should be given to supporting existing STP's and ancillary facilities.

The 2017 Playing Pitch Study and Action Plan is currently being prepared and will provide new planning guidance analysing the supply of and demand for the individual pitch sports.

3.2.2.7 Tandridge District Wellbeing Space Strategy (2015)

This Strategy emphasises the key role that all kinds of open spaces can have in relation to improving health and wellbeing; and provides a plan as to how the Council and its partners can maximise that benefit for local people. It notes that by better understanding the district's wellbeing issues, existing provision and what local communities want, the Council and its partners can target resource more effectively and where it will have the greatest impact.

The first part of the Strategy outlines national guidance and examples of best practice. It also outlines the Council's current approach. The second part of the Strategy looks at what the district's wellbeing needs are; and the third at the open space that is currently provided. The Strategy then identifies whether there are opportunities for things to be done differently so that the Council and its partners can better provide open space that helps local residents and visitors lead healthier lives.

3.2.2.8 The Surrey Children and Young People's strategy (2012-17)

The Surrey Children and Young People's strategy (2012-2017) uses a 'Lifecourse outcomes' approach, aiming to ensure Surrey's children and young people will:

- Be happy, healthy, safe and well educated;
- Have access to high quality leisure, cultural and economic opportunities; and
- Be able to make a positive contribution to society.

The main focus areas are family and parenting, pregnancy and early years' support, education and material wellbeing. The six themes, to all of which play can contribute, are:

1. Positive relationships with peers;
2. Good physical health;
3. Good mental health;
4. Leisure activities;
5. Safety and reduced exposure to risks; and
6. Positive cultural experiences.

3.3 Health and Deprivation Context

3.3.1 Introduction

Public Health England have published the 2017 Health Profile for Tandridge¹². In summary, the health of people in Tandridge is generally better than the England average. Tandridge is one of the 20% least deprived districts/unitary authorities in England, however about 11%

¹² <http://fingertipsreports.phe.org.uk/health-profiles/2017/e07000215.pdf>

(1,600) of children live in low income families. Life expectancy for both men and women is higher than the England average.

The Census 2011 gives insights into the general health of residents. The percentage of people in bad health in Tandridge is lower than the England and South East levels, but slightly higher than the Surrey percentage, as shown in the table below.

Table 3 People with poor health, Source: Census 2011

	Tandridge	Surrey	South East	England
General Health - % in bad health	2.9%	2.7%	3.4%	4.2%

3.3.3 Index of Multiple Deprivation (IMD) Analysis

The Indices of Deprivation 2015 provide a set of relative measures of deprivation for small areas (Lower-layer Super Output Areas) across England, based on seven different domains of deprivation:

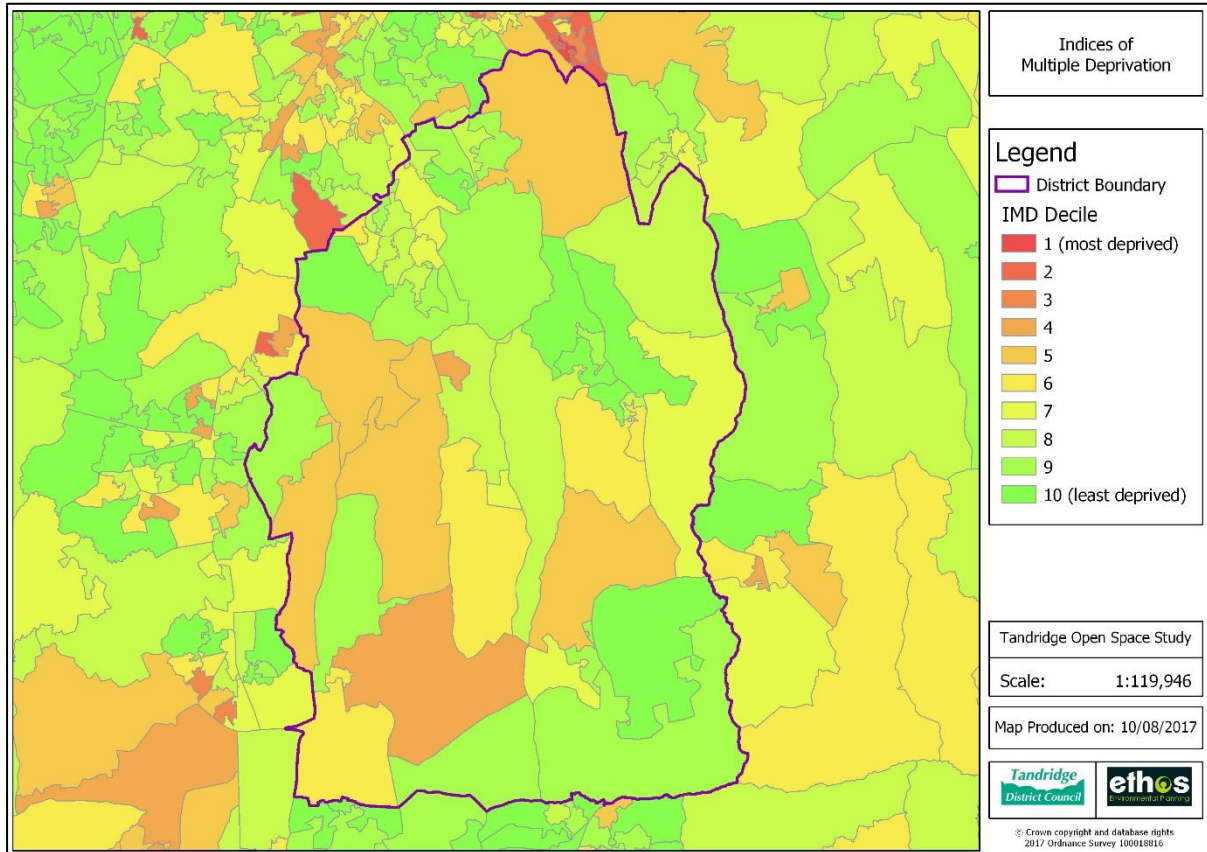
- Income Deprivation
- Employment Deprivation
- Education, Skills and Training Deprivation
- Health Deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment Deprivation

Each of these domains is based on a basket of indicators. As far as is possible, each indicator is based on data from the most recent time point available; in practice, most indicators in the Indices of Deprivation 2015 relate to the tax year 2012/13.

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

Figure 5 below shows the IMD rank for each LSOA within the district, where 1 is most deprived and 10 is least deprived.

Figure 5 IMD ranks in Tandridge District (by LSOA)



As can be seen from figure 5, levels of deprivation are generally very low within the district, with the exception of the majority of the parish of Horne and a small part of Godstone having higher levels of deprivation.

4.0 LOCAL NEEDS ASSESSMENT (STEP 1)

4.1 Introduction

The Community and Stakeholder Consultation Report (October 2017) examines local need for a wide range of different types of recreational open space. It draws upon a range of survey and analytical techniques including a review of consultation findings from relevant studies, questionnaire surveys and one to one stakeholder interviews. The work was undertaken from February to July 2017.

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

- A general household survey (online, with 384 surveys completed);
- A survey of parish councils;
- Churchyards, cemeteries and burial ground manager's survey; and
- Local groups and organisations' surveys.

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

The results of this consultation and other analyses has helped amongst other things to inform the local standards (section 6 of this Open Space Study). Crucially it has also helped the Study to understand local people's appreciation of open space, sport and recreation facilities, and the wider green infrastructure and the values attached by the community to the various forms of open spaces and facilities. This appreciation will have clear implications for the way in which open space, sport and recreation facilities are considered as part of plan-making, as well as in dealing with planning applications.

The key findings from the Community and Stakeholder Consultation are summarised below under 5 sections:

- General community consultation;
 - Neighbouring local authorities; and parish councils;
 - Parks, green spaces, countryside, and Rights of Way;
 - Play and youth facilities; and
 - Churchyards, cemeteries and burial grounds.
-

4.2 General Community Consultation – Key Findings

4.2.1 Quantity

Open Space

- There are a number of typologies where respondents suggest more are needed. Over 60% of respondents suggest a shortfall of informal open spaces - for ball games, picnics, hobbies, dog walking etc; woodlands, wildlife areas and nature reserves; facilities for teenagers; and rights of way.
- Following this, other aspects where there was considered to be an overall shortfall by a majority were: children's play areas; local parks and recreation grounds; water recreation facilities; and allotments.
- Nearly three quarters of households thought that overall there are enough outdoor bowling greens. Smaller majorities think that in general there are enough tennis courts and grass playing fields.

Indoor Facilities

- A clear majority of households reported that overall there are currently enough of all of the various kinds of indoor sport and leisure facilities; most notably in relation to village halls/community sports centres; swimming pools; and gym/health and fitness facilities.
- The two kinds of facility where a significant minority of respondent households believe that overall there is a need for more are sports/leisure centres and specialist indoor sports facilities such as indoor bowls and tennis centres.

4.2.2 Quality

Open Space

- For all kinds of outdoor facilities/open spaces a majority of households suggested that in general they were of average or better quality (though the most common rating tended to be only "average"). However, for some typologies there were notable levels of dissatisfaction with general levels of quality as noted below.
 - Nearly half of households reported the overall quality of outdoor facilities for teenagers as being either poor or very poor. The quality of MUGAs, water recreation facilities and artificial turf pitches - was rated as poor or worse by around a third of respondents.
 - In contrast, some kinds of facilities/open spaces were rated relatively highly in terms of quality. These include: parks and recreation grounds; woodlands, wildlife areas and nature reserves; play areas; and rights of way.
-

Indoor Facilities

- In broad terms respondent households appear quite satisfied with the quality of indoor sports and recreation provision. All are commonly rated as being of average or better quality.
- The indoor facilities most commonly regarded as being of good or very good quality by nearly half households are swimming pools; sport and leisure centres (48%); and gym/health and fitness facilities (47%).
- The quality of specialist sports centres was not rated quite as highly. Similarly for village halls and community centres.

4.2.3 Access

Open Space

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

- 39% of user households are prepared to travel 16 minutes or more to visit water recreation facilities; 31% of households are prepared to travel that long to make use of artificial turf pitches; and 30% to access MUGAs.
- In contrast, for significant numbers of residents, facilities need to be much more locally accessible before they will be used (for example, play areas, parks and recreation grounds, and informal open space areas - for ball games, picnics, hobbies, dog walking etc).
 - 82% of users would expect play areas to be within a 10 minute travel time, of which 45% would not wish to travel more than 5 minutes.
 - 73% of users would expect local parks/recreation grounds to be within a 10 minute travel time, of which 39% would not wish to travel more than 5 minutes.
 - 73% of users would expect informal open spaces to be within a 10 minute travel time, of which 29% would not wish to travel more than 5 minutes.

For most typologies walking is the norm, most notably for facilities such as play areas, footpaths/bridleways and cyclepaths, parks and recreation grounds; and informal open spaces. However, a majority of respondent households would normally drive to artificial turf pitches and water recreation facilities. In addition, a higher proportion of households would normally drive rather than walk to tennis/netball courts; outdoor bowling greens; and playing fields.

Indoor Facilities

- Nearly two thirds of users are prepared to travel up to 15 minutes to use some facilities such as specialist indoor sports facilities. 18% of these would travel up to 20 minutes and 12% more than 20 minutes.
- In the cases of swimming pools and sports leisure centres nearly 60% of users are prepared to travel up to 15 minutes to make use of such facilities. For swimming pools 29% would travel up to 20 minutes. For sports/leisure centres 23% would travel up to 20 minutes. Only around 7% of users would travel for longer than this to use such facilities.
- In contrast, for significant numbers of residents, some indoor facilities need to be more locally accessible before they will be used. For example, 64% of users of village halls and community centres would not wish to travel more than 10 minutes, of which 24% would expect to travel 5 minutes or less.

Importance of footpath/cycle access

- 61% of households confirmed that they would be prepared to walk/cycle further if the quality of the route was improved; and 72% also said that if the quality of the route was improved they would make the journey more often.

4.2.4 Priorities

Open Space

- The category highlighted by the largest number of households as a high priority for potential improvement/new provision is woodlands, wildlife areas and nature reserves (61%) followed by better footpaths, bridleway and cyclepath provision (59%).
- Other notable high priorities for improvement noted by significant numbers are informal open spaces (58%) and parks and local recreation grounds (57%);
- Children's play areas also score quite highly as a priority, as did access to areas for water recreation.

Indoor facilities

- For indoor sports and leisure facilities in general, fewer households highlighted high priority needs. Improvements to swimming pool provision gained the highest proportion of high priority ratings.
 - Following this, improvements to sport and leisure centres are rated as a high priority by 23% with an additional 40% of medium priority ratings.
-

4.2.5 Public Health and other issues

- Tandridge District Council fully recognises the value and importance of access to open space, outdoor recreation facilities and indoor leisure facilities, in relation to improving health and wellbeing and in relation to residents' quality of life.
- The Council's Wellbeing Space Strategy (2015) specifically highlights that open spaces such as parks, commons, sports pitches, woodland and allotments play an important role in helping people lead healthy lives; and that access to good quality green space is associated with a range of positive health outcomes'
- Examples of District Council health projects include: Wellbeing Prescription; Free Outdoor Gyms; Community Gardening in Caterham; and Get Active 50+ (in partnership with Active Surrey).
- The District Council has also worked with Tandridge Leisure Trust to deliver free gym inductions.
- The Surrey County Council Public Health lead officer highlighted the general importance of open space, sport and recreation in relation to supporting a number of objectives of the Surrey Health and Wellbeing Board.
- Some sectors of the community face particular barriers to access such as disabled people; children and young people; households in the more isolated rural areas and those in the more deprived wards of the study area.

4.3 Neighbouring Local Authorities and Parish Councils - Observations and key issues

4.3.1 Neighbouring Local Authorities – Cross Boundary Issues

Section 3.1 of the Community and Stakeholder Consultation Report (August 2017) briefly reviewed feedback from neighbouring local authorities in relation to the status of their open space strategies/associated studies and any cross border issues of significance. The variety of documents and strategies in place (and their relevance to current planning policy) is considerable, embracing green infrastructure studies, open space strategies, and sport, recreation and play strategies. The approach adopted by each authority is very much locally derived.

A number of authorities have highlighted the Ashdown Forest Joint SAMM Strategy but in general few cross border and wider strategic issues have been identified. There may be scope for neighbouring local authorities to work more together along these lines to make the most of accessible natural green space resources and to develop additional common themes and agendas.

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

4.3.2 Parish Councils

Section 3.2 of the Community and Stakeholder Consultation Report (August 2017) provided findings from the parish councils' survey undertaken for the study. 17 of the 21 local parish councils responded.

General Overview

- 10 of the 17 parish councils who responded were directly responsible for the management of various local spaces and outdoor recreational facilities. Only two managed indoor halls.
- 10 of the local councils who responded noted that there was a need for additional or improved open space, play, sport and recreation facilities within their parish.
- The sectors of the community most commonly identified as being poorly served in relation to their needs were children, young people/teenagers, older people and sports teams.

Common areas of concern

The needs and aspirations that individual parishes identified were very varied. The more frequently highlighted typologies are:

- Indoor facilities – varied needs including village hall improvements, additional space, indoor bowls, youth club space, sports halls and swimming pools.
- Play areas and youth facilities – new provision for some but primarily for refurbishments and improvement to existing facilities.

Quality factors - open space provision

The quality factors most commonly deemed to be of a high priority as regards recreational public open spaces are that:

- They should be easy to get to for all members of the community.
- They should be safe and secure for those using them.
- Equipment and grounds should be of high quality and well maintained - they should be clean and free from litter and graffiti.

Other factors specifically highlighted included:

- There should be enough open space to enable ball games to be played, i.e. a grassed area of sufficient standard that would enable games to be played informally - such as cricket and football.
 - Need for accessible information about the maintenance regime for each open space (e.g. seasonal cutting, wildlife protection, volunteering etc) via websites. Provision of signage to encourage people to take home their litter; and historic information available if relevant.
-

- Open spaces should be well lit or not hidden with trees and foliage so that people feel safe.
- Seating should be provided on footpaths at the point where the views are good.

Detailed responses on open space typologies

The parish councils provided detailed responses relating to aspects of quantity and quality of the various elements of open spaces surveyed.

4.4 Parks, Natural Green Space and Rights of Way - Key Findings

4.4.1 Overview

- The Wellbeing Space Strategy (2015) emphasises the key role that all kinds of open spaces can have in relation to improving health and wellbeing; and provides a plan as to how the Council and its partners can maximise that benefit for local people.
- Queens Park and Whyteleafe Recreation Ground are regarded as high profile sites by the Council based on the range of facilities provided and their value to a wide range of sports and local community interests.
- The importance of partnership working, both with strategic organisations and through parish councils etc. is highlighted.
- Natural England suggests that the ANGst standard should be a starting point for developing a standard for natural and semi natural green space. Variations from this standard should be justified.
- The Woodland Trust Woodland Access Standard (WAS - endorsed by Natural England) provides guidance on access to Woodland, which should also be taken into consideration.
- Many stakeholders highlight the importance of biodiversity and having multi-functional open spaces that take biodiversity into account in relation to design and maintenance. A number of stakeholders also note the need to balance access and outdoor recreation with conservation in environmentally sensitive areas.
- The importance of biodiversity, ecological networks and the health and wellbeing benefits associated with access to good quality open space were key issues highlighted throughout the consultation.

4.4.2 Quantity

- The District Council's Parks and Countryside Manager notes that broadly speaking there seem to be enough open spaces in total but there is a need to retain the current level and improve what is available.
 - He also noted that sites are distributed throughout the district but the main sites tend to be situated in the north and south of the district, with the central area being less well served.
-

Household Survey:

- Over 60% suggest a shortfall of informal open spaces - for ball games, picnics, hobbies, dog walking etc; woodlands, wildlife areas and nature reserves; facilities for teenagers (64%); and rights of way (62%).
- Other aspects where there was considered to be an overall shortfall by a majority were: children's play areas; local parks and recreation grounds; water recreation facilities; and allotments.

4.4.3 Quality

- The District Council Parks and Countryside Manager notes that quality is generally good though budgets for maintenance have been reduced over recent years leading to a comprehensive review of contracts to ensure that maintenance is provided at an appropriate level to match the character of the sites and the needs of local communities.

Household survey:

For all kinds of outdoor facilities/open spaces a majority of households suggested that they were of average or better quality (though the most common rating tended to be only "average"). However, for some typologies there were notable levels of dissatisfaction with general levels of quality as noted below.

- Nearly half of households highlighted the overall quality of outdoor facilities for teenagers as being either poor or very poor. The quality of MUGAs, water recreation facilities and artificial turf pitches was rated as poor by about one third of respondents.
- In contrast, some kinds of facilities/open spaces were rated relatively highly in terms of quality. These include: parks and recreation grounds; woodlands, wildlife areas and nature reserves; play areas; and Rights of Way.

Community group survey:

- All of the groups noted the quality of parks and recreation grounds are either good or very good. Similarly for play areas and wildlife areas, nature reserves and woodlands.
 - Opinion on the general quality of allotments and water recreation facilities was divided across the spectrum from very good to very poor.
 - The quality of footpaths, bridleways and cyclepaths is rated as at least adequate with more rating them as good than adequate. Similarly for amenity green spaces such as grassed areas for dog walking, informal games, picnics etc.
-

4.4.4 Access

Household survey:

- In general, a majority of household respondents report that they would not normally travel more than 15 minutes to visit the different kinds of open spaces and outdoor facilities. There is considerable variation however between the typologies.
- The detailed findings relating to acceptable access times to the various typologies will be considered in detail to help determine the access elements of relevant standards for different kinds of open space.
- 61% of households confirmed that they would be prepared to walk/cycle further if the quality of the route was improved. 72% said that if the quality of the route was improved they would make the journey more often.

Other points raised

- Some sectors of the community face particular barriers to access such as disabled people; children and young people; households in the more isolated rural areas and those in the more deprived areas of the district.
- The District Council's Parks and Countryside Manager noted that for District Council sites access for disabled people is generally good and care is taken to maximise access in line with the good practice guidance relating to the different kinds of open space/facility.

4.5 Play and youth facilities - Key Findings

4.5.1 Quantity

The District Council's Parks and Countryside Manager noted that:

- Play space is spread fairly evenly between the north, south, east and west of the district, with greater provision in the more populated areas of Caterham, Hurst Green and Lingfield.
- There appears to be a shortage of neighbourhood provision (or play space that caters for a whole range of children and young people) to the east of the district, although in the Hurst Green/Oxted/Limpsfield area, Master Park in Oxted is the only area that caters for all age groups.

Residents' survey

- A clear majority of respondents (64%) to the residents' survey believe that overall across Tandridge District there is insufficient provision of youth facilities.
 - A smaller majority (59%) also say that overall there are not enough play areas.
-

Play and Youth Organisations Survey

- A small majority of the groups thought that there weren't enough equipped play areas for children aged 12 or under but that there were enough open space areas for informal and natural play.
- A large majority thought that there were not enough outdoor facilities for teenagers, most clearly for activity areas such as skate parks but also for MUGAs and youth shelters/areas where teenagers can "hang out".

4.5.2 Quality

The Parks and Countryside Manager noted that:

- 90% of District Council sites have been refurbished since 2008 so quality generally is good.
- Refurbishments or new facility developments follow good practice design principles such as Design for Play (Play England) and inclusive disability guidance (provided by the disability charity Kids).
- Ideally, play spaces serving small communities will have play provision for all ages and abilities. Larger communities are likely to need to develop a hierarchy of play provision, befitting toddlers, juniors and teenagers.

Residents' survey

- The quality of youth facilities is not rated highly - 83% of respondent households say that they are at best adequate with 47% of those rating them as poor or very poor).
- In general residents have less concern with the quality of equipped play areas across the district (41% rated them as being good or very good in contrast to 22% rating them as poor or very poor).

Play and Youth Organisations Survey

- The view on the quality of equipped play areas for children of 12 and under was very varied, with some groups rating quality in general as being good but others as poor.
- The quality of the various kinds of facilities for teenagers was generally rated as poor by a clear majority.

4.5.3 Access

The District Council Parks and Countryside Manager noted that:

- Refurbishments or new facility developments follow inclusive disability guidance (provided by the disability charity Kids).
 - Queens Park play area is a particularly good example of an inclusively designed facility.
-

Residents' survey

- 82% of respondents from the household survey would expect play areas to be within a 10 minute travel time, of which 45% would not wish to travel more than 5 minutes.
- A majority of respondents (54%) would be prepared to travel 15 minutes to make use of Multi Use Games Areas (of which 30% would travel up to 20 minutes).

Play and Youth Organisations Survey

- A number of organisations commented on the need for improved access for disabled children and young people.

4.5.4 Priorities for improvement

The consultation with play/youth organisations looked at the kinds of play and youth facility provision where improvements were most needed.

- The kinds of facilities that were most frequently rated as being a high priority for improvement were play areas with more challenging equipment for teenagers; access to natural areas for play activity; and MUGAs.

4.5.5 Other Issues / General Observations

- The Parks and Countryside Manager noted the difficulty in maintaining the quality and adequate maintenance of play and youth facilities when budgets are reducing; and that a number of sites are still in need of refurbishment.
- Following this Study the Parks and Countryside Manager noted the need to adopt a new Play Strategy.
- The value of play in relation to improvements to children and young people's health and wellbeing was highlighted by a number of stakeholders.
- Stakeholders noted the need for well-designed play and youth facilities, the value of consultation with young people and the wider community in that process, and the potential for natural landscaped play areas in which play equipment may not be necessary or simply be a small element of the overall design.
- Play England provide useful guidance on play and spatial planning; play space design; and managing risk in play. Some of these could be adopted as guidance and Supplementary Planning Documents.

4.6 Churchyards, Cemeteries and Burial Grounds – Key Findings

- 33 sites were identified and most of the sites (25) are managed by local churches (primarily Church of England). Five are managed by parish councils - Bletchingley Cemetery; St Lawrence Churchyard (Caterham on the Hill); Godstone Burial Ground; Nutfield Cemetery and Woodland Burial; and Oxted Burial Ground. One site is managed by the District Council (St Mary's Church, Caterham) and one site is managed by the London Borough of Croydon (Green Lawn Memorial Park, Warlingham). In

addition, one site is managed by a Trust - Titsey Foundation (St James Churchyard, Titsey).

- Of the 33, 21 are confirmed as open. Ten are closed and information of a further two is lacking (Baptist Chapelyard in Dormansland and St James Churchyard in Titsey).
- Of the burial grounds confirmed as open, many managers report that they are approaching full capacity and that available plots for burial are few. Some managers are looking into the possibility of extending their site to accommodate future need.
- There is no burial space available in Caterham Valley Parish. Public consultation via the Neighbourhood Plan requests burial ground facilities. Chaldon Village Council note that provision is inadequate.
- A recent extension to Warlingham Churchyard has been agreed and the Parish Council note that this “will provide sufficient capacity for the foreseeable future”.
- The District Council’s own site is nearing capacity as is the site managed by the London Borough of Croydon. Croydon note that they are “currently working on an application to extend the cemetery and would wish to work in partnership with Tandridge District Council to facilitate this for the benefit of residents of both boroughs”.
- A number of the closed sites are noted as being valuable recreational/ecological assets to the local community.

4.6 Concluding remarks

The survey work, stakeholder consultation, desk-based research and group sessions have highlighted a wide range of issues of value to the Open Space, Sports and Recreation Assessment. There is a strong degree of consistency across the various sources on key areas of local need and aspiration from which we can be confident that the findings are robust and reliable, providing a strong evidence base to be combined with the detailed facilities audit.

The findings and evidence highlighted in the Community and Stakeholder Consultation Report (October 2017) will feed into:

- The development of open space policy statements; and
 - The standards for typologies of open spaces (quantity, quality and access elements).
-

5.0 AUDIT OF EXISTING OPEN SPACE ASSETS

5.1 General approach

This section sets out the typologies which have standards developed or have been included within the quantitative or access analysis. The typologies of open space have drawn on guidance provided within PPG17, and through discussions with Council officers. The agreed list of typologies is seen to be locally derived and appropriate for the type and range of open spaces that exist within the district.

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

The following typologies have been set:

Table 4 Tandridge District typologies

Typologies mapped with standards	Typologies mapped but no standards ¹³
<ul style="list-style-type: none"> • Allotments • Amenity Green Space (>0.40 ha) • Natural Green Space • Park and Recreation Grounds: <ul style="list-style-type: none"> - <i>Parks and Recreation Grounds</i> - <i>Outdoor Sports Space (Fixed)</i> • Play Space (Children) • Play Space (Youth) • Accessible Natural Green Space • Churchyards and Cemeteries¹⁴ 	<ul style="list-style-type: none"> • Education sites • Outdoor Sports Space (Private)

¹³ An explanation for not developing standards for these typologies is outlined in the following sections.

¹⁴ Standards for Churchyards and Cemeteries are analysed at a district wide level.

Open Space Typologies with standards

5.1.1 Allotments



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

“an allotment not exceeding 40 poles¹⁵ in extent which is wholly or mainly cultivated by the occupier for the production of vegetable or fruit crops for consumption by himself or his family”

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

¹⁵ 40 Poles equals 1,210 square yards or 1,012 square metres. A Pole can also be known as a Rod or Perch.

5.1.2 Amenity Green Space



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

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

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

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

5.1.3 Park and Recreation Grounds



This typology brings together the typology of *Parks and Gardens* and *Outdoor Sports Facilities* as identified in the Tandridge District Open Space Assessment, Report of Findings (Groundwork/TSE Research 2015). As a result of this current study, in particular the mapping and quality audit process, it was apparent that the distinction between these two typologies was blurred. It was also noted that the previous study itself also makes reference to the cross over in types of provision between the two typologies.

Furthermore, within the district, there are very few formal gardens and many parks and/or outdoor sports facilities were found to be multi-functional, used for both informal and formal recreation. In addition, the consultation highlights that people refer to their local park or recreation ground, and communities do not necessarily make a distinction between outdoor sports space and parks and recreation grounds. Therefore, for the purpose of this study an overarching typology for Parks and Recreation Grounds has been used.

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

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

When mapping this type of provision, a multi-functional approach to mapping has been adopted as shown in Figure 4, where play spaces, youth spaces and fixed outdoor sports facilities (e.g. tennis courts, bowling greens) are separately mapped. Individual playing pitches (e.g. football, rugby) are not separately mapped as the assessment of these facilities is included within the separate Playing Pitch Strategy.

In calculating the quantity supply for parks and recreation grounds, the total figure includes the general park area plus the fixed outdoor sports facilities. The figure excludes the provision of children and youth play spaces which are considered in a separate typology.

The standards for this typology (set out in Section 6 below) are intended to provide sufficient space. The Playing Pitch Strategy deals with some of the detail i.e. supply of pitches and how they will be laid out.

5.1.4 Play Space (Children and Youth)



It is important to establish the scope of the Study in terms of this type of open space. Children and young people will play/'hang out' in almost all publicly accessible "space" ranging from the street, town centres and squares, parks, playing fields, "amenity" grassed areas etc. as well as the more recognisable play and youth facility areas such as equipped playgrounds, youth shelters, BMX and skateboard parks and Multi Use Games Areas (MUGAs)¹⁶ etc. Clearly many of the other types of open space covered by this Study will therefore provide informal play opportunities.

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

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

The Study has recorded the following:

¹⁶ MUGAs are also included within the Outdoor Sports Provision typology (section 2.1.7).

- Play Space
- Teenage Facilities

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

The previous open space study (Tandridge District Open Space Assessment, Report of Findings (Groundwork/TSE Research, November 2015) included provision for children and young people as one typology, however, having assessed provision on the ground and considered feedback from community consultation, it became clear that the needs of these users and types of facilities are quite distinct. Therefore, the current Tandridge Open Space, Sport and Recreation Facilities Assessment allows for a separate assessment for children's and youth facilities.

Play space (Children)

Play Areas are an essential way of creating safe but adventurous places for children of varying ages to play and learn. The emphasis in play area management is shifting away from straightforward and formal equipment such as slides and swings towards creating areas where imagination and natural learning can flourish through the use of landscaping and natural building materials and the creation of areas that need exploring.

Play Space (Youth)

This category includes skate parks/BMX tracks and MUGAs for ease, as most of these are predominantly used by young people and have been installed with this key client group in mind.

Teenagers should not be ignored, it is important to create areas for 'hanging out' such as shelters and providing them with things to do such as bike ramps. Currently recognisable provision for teenagers is few and far between.

5.1.5 Natural Green Space



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

The nature of the geography of Tandridge means there are large tracts of open countryside, much of it is private land used for farming, however, there is significant access to the countryside provided through the Rights of Way network. It was not the intention of this audit to survey and map all these areas, but to focus on sites where there are definitive boundaries or areas of natural green space which have some form of public access.

Access to these spaces may be provided via statutory Rights of Access or permissive codes allowing the public to wander freely, or via defined Rights of Way or permissive routes running through them. In some cases, access may not be fully clear, however, there was evidence of some level of informal use and access.

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

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

The local consultation and research elsewhere (Natural England¹⁷) have identified the value attached to natural spaces for recreation and emotional well-being. A sense of 'closeness to nature' with its attendant benefits for people is something that is all too easily lost in built up areas. Natural green spaces can make important contributions towards local biodiversity and can also raise awareness of biodiversity values and issues.

A combined standard for amenity green space and natural green space is recommended for assessing the requirements for new provision (see section 6.3 and 6.6). Existing provision of natural green space is analysed using the Natural England Accessible Natural Green Space (ANGSt) Standard (see section 6.6), which only considers sites above 20ha. The importance of smaller (<20ha) natural green spaces for informal recreation and wildlife/habitat conservation is recognised, however the supply of these smaller sites has not been analysed as part of this study. Tables 5, 6 and 7 provide quantity figures for accessible natural green space.

5.1.6 Churchyards and cemeteries



The district has numerous churches and cemeteries and these provide significant aesthetic value and space for informal recreation such as walking and relaxing. Many are also important in terms of biodiversity. Their importance for informal recreation, aesthetic value and contribution towards biodiversity must be acknowledged, and as such, investment in their upkeep, maintenance and quality is an important factor.

Within Tandridge, there is also a need for additional burial space, as the existing supply is being exhausted, and unlikely to meet future needs. Whilst most open space studies would not set standards for this type of provision (as per the previous Tandridge District Open Space

¹⁷ Natural England have published a variety of health and the natural environment publications at <http://publications.naturalengland.org.uk/category/127020>

Assessment, Report of Findings November 2015), in Tandridge there is a particular need to understand existing provision and to take a strategic view as to the future requirements for burial land. The methodology for this assessment is therefore different to the assessment of other types of open space, as explained in section 6.7.

Churchyards and cemeteries have been mapped, and information on whether the churchyard is closed or open for burial was recorded following consultation with burial ground managers (see Community and Stakeholder Consultation Report (October 2017)). There were two instances where no response was received, and no further information could be found, so in these cases, the open/closed status was recorded as unknown. Section 7.3.4 provides a map showing which churchyards and cemeteries are open or closed for burial.

A quantity standard has been developed for new provision burial space, which considers death rates, cremation and burial rates, standard grave size and the need for surrounding space. The requirements generated from planned growth within the district have also been considered. A standard for assessing existing supply has not been set, although provision figures for this typology (in hectares and hectares per 1000) have been provided.

Open space typologies with no standards

5.1.7 Education



Many schools and colleges have open space and sports facilities within their grounds. This may range from a small playground to large playing fields with several sports pitches. Public access to these spaces is often restricted and in many cases forbidden. Nevertheless, many of the sports facilities are used by local people on both an informal and formal basis.

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

Quantity and access standards have not been proposed for education sites. This is because they are not openly accessible to the public and whilst important to the local community, there is less opportunity for the Council to influence their provision and management. Furthermore, community access to education sites is assessed within the separate Playing Pitch Strategy for Tandridge.

The separate outdoor sport and leisure centre standards, proposed in this report, suggest ways in which education facilities might help contribute and count towards achieving acceptable standards of provision, if subject to binding community use agreements.

5.1.8 Outdoor Sport (Private)



Outdoor sports space with limited public access (e.g. private sports grounds), have also been recorded and mapped where known. Private sport space makes up an important part of outdoor sports provision across the district, and forms an important part of the community facilities. The private sports spaces have been mapped separately to publicly accessible sites, to determine exact provision of the different types of provision.

The separate outdoor sport standard, proposed in the Playing Pitch Strategy, suggests ways in which private outdoor sport facilities might help contribute and count towards achieving acceptable standards of provision, if subject to binding community use agreements.

5.2 Existing provision of open space

5.2.1 Provision across the district

The following table shows the average existing provision of open space in hectares and ha/1000 population across the district. The figures for 'Park and Recreation Grounds (Combined)' include a combination of the following typologies:

- Park and Recreation Grounds;
- Outdoor Sport (Fixed).

Table 5 Summary of existing provision of open space across the district

Typology	Existing Provision (Ha)	Existing Provision (Ha/1000)
Allotments	17.06	0.20
Amenity Greenspace	34.77	0.42
Parks and Recreation Grounds (Combined)	77.66	0.94
<i>Parks and Recreation Grounds</i>	74.46	0.9
<i>Outdoor Sport (Fixed)</i>	3.2	0.04
Play (Child)	2.93	0.03
Play (Youth)	0.62	0.01
Accessible Natural Greenspace	877.35	10.56
Cemeteries and Churchyards	27.28	0.33
Outdoor Sport (Private)	59.62	0.72
Education	420.85	5.06

5.2.2 Provision in parishes

Quantity Statistics

The following tables shows the average existing provision of open space in hectares (table 6) and ha/1000 population (table 7) for each of the parishes in the district.

Table 6 Existing provision of open space (hectares) in parishes

Parish	Allotments	Amenity Greenspace	Parks and Recreation Grounds (Combined)	Parks and Recreation Grounds	Outdoor Sport (Fixed)	Play (Child)	Play (Youth)	Cemeteries and Churchyards	Education	Accessible Natural Greenspace	Outdoor Sport (Private)
Bletchingley	0.64	2.15	3.04	2.88	0.16	0.19	0.07	0.34	15.83	115.14	0
Burstow	3.9	0	5.55	5.51	0.04	0.08	0.04	0.76	9.17	4.06	8.26
Caterham Valley	0	2.6	3.06	3.06	0	0.23	0	3.5	258.3	102.1	0
Caterham-on-the-Hill	3	7.96	11.22	10.9	0.32	0.67	0.05	3.33	30.21	39.62	0
Chaldon	0	0	2.36	2.36	0	0	0	0.27	10.56	57.67	0
Chelsham and Farleigh	0.27	0	0	0	0	0	0	4.68	4.26	95.88	0
Crowhurst	0	1.15	0	0	0	0	0	0.31	0	2.26	0
Dormansland	0	0.22	1.8	1.67	0.13	0.11	0	0.66	32.28	0	5.19
Felbridge	0	0.37	1.48	1.48	0	0.05	0.01	0.76	1.28	0	1.93
Godstone	0.68	0.34	7.43	7.43	0	0.19	0.01	2.1	242	121.43	6.89
Horne	0	0	0	0	0	0.07	0	0.99	0	0	2.59
Limpsfield	1.65	2.57	0	0	0	0.02	0	1.12	23.9	332.46	2.91
Lingfield	1.65	0	3.44	3.39	0.05	0.29	0.09	1.42	9.13	7.51	5.79
Nutfield	1.57	1.69	2.39	2.38	0.01	0.1	0.07	1.82	1.69	10.42	3.24
Outwood	0	2.95	0.56	0.56	0	0.04	0.07	0.19	0	34.96	0.9
Oxted	0.34	9.58	14.57	13.6	0.97	0.47	0.1	3.2	27.09	96.78	3.64
Tandridge	0	0.43	0	0	0	0.01	0	0.52	0.14	23.31	0
Tatsfield	1.07	1.67	0.01	0	0.01	0.04	0.1	0.63	1.3	30.68	2.1
Titsey	0	0	0	0	0	0	0	0.17	0	34.77	0
Warlingham	1.93	1.93	15.93	15.16	0.77	0.29	0	5.3	14.48	84.99	13.48
Whyteleafe	0.64	0	8.4	8.16	0.24	0.16	0	1.31	19.77	42.86	2.71
Woldingham	0	0.43	2.05	1.72	0.33	0.09	0	1.11	240.27	94.07	0

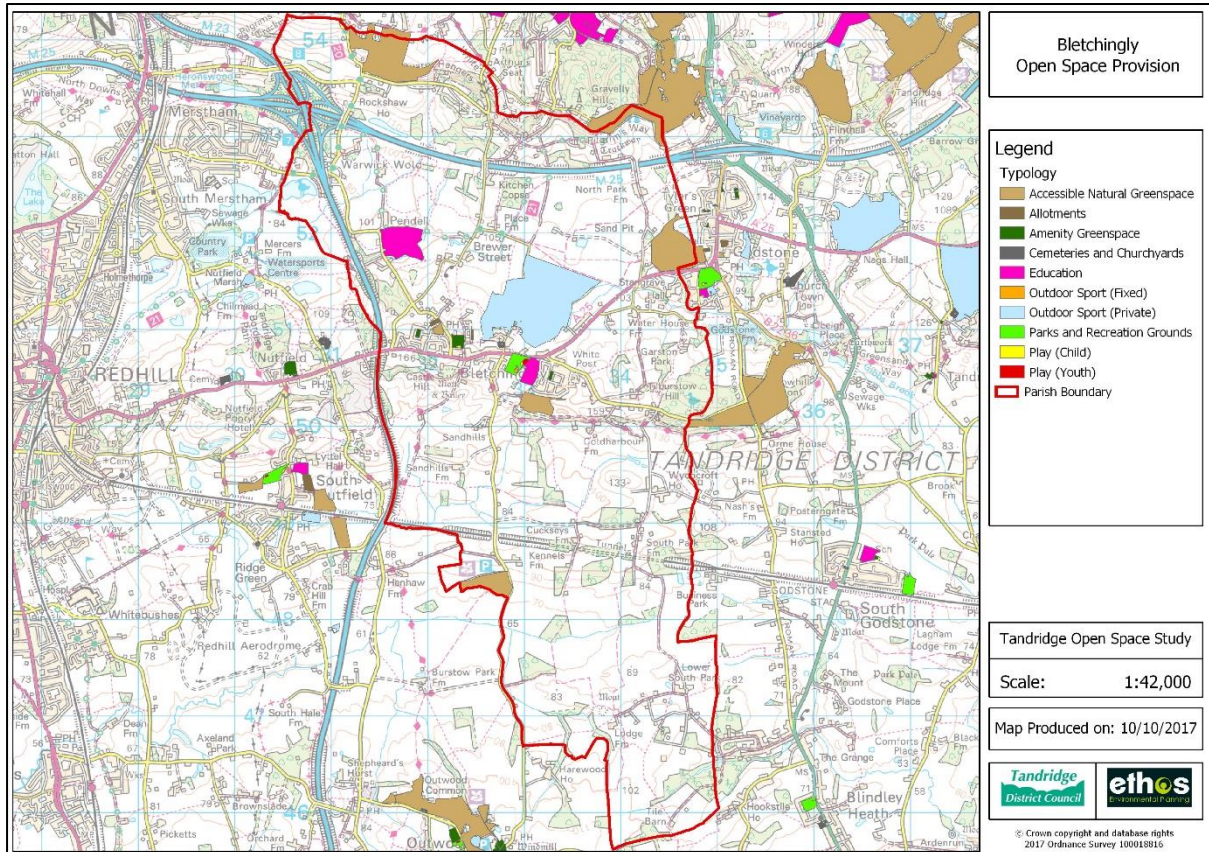
Table 7 Existing provision of open space (ha/1000 population) in parishes

Parish	Allotments	Amenity Greenspace	Parks and Recreation Grounds (Combined)	Parks and Recreation Grounds	Outdoor Sport (Fixed)	Play (Child)	Play (Youth)	Cemeteries and Churchyards	Education	Accessible Natural Greenspace	Outdoor Sport (Private)
Bletchingley	0.22	0.72	1.02	0.97	0.05	0.06	0.02	0.11	5.32	38.73	0
Burstow	0.9	0	1.28	1.27	0.01	0.02	0.01	0.18	2.12	0.94	1.91
Caterham Valley	0	0.31	0.37	0.37	0	0.03	0	0.42	30.94	12.23	0
Caterham-on-the-Hill	0.24	0.62	0.89	0.86	0.03	0.05	0	0.26	2.37	3.11	0
Chaldon	0	0	1.36	1.36	0	0	0	0.16	6.09	33.24	0
Chelsham and Farleigh	0.31	0	0	0	0	0	0	5.41	4.92	110.84	0
Crowhurst	0	4.09	0	0	0	0	0	1.1	0	8.04	0
Dormansland	0	0.06	0.51	0.47	0.04	0.03	0	0.19	9.17	0	1.47
Felbridge	0	0.18	0.71	0.71	0	0.02	0	0.36	0.61	0	0.92
Godstone	0.11	0.06	1.25	1.25	0	0.03	0	0.35	40.68	20.41	1.16
Horne	0	0	0	0	0	0.09	0	1.22	0	0	3.19
Limpsfield	0.46	0.72	0	0	0	0.01	0	0.31	6.7	93.15	0.82
Lingfield	0.37	0	0.77	0.76	0.01	0.06	0.02	0.32	2.04	1.68	1.3
Nutfield	0.59	0.63	0.89	0.89	0	0.04	0.03	0.68	0.63	3.9	1.21
Outwood	0	4.1	0.78	0.78	0	0.06	0.1	0.26	0	48.56	1.25
Oxted	0.03	0.85	1.29	1.2	0.09	0.04	0.01	0.28	2.39	8.55	0.32
Tandridge	0	0.65	0	0	0	0.02	0	0.78	0.21	35.16	0
Tatsfield	0.57	0.9	0.01	0	0.01	0.02	0.05	0.34	0.7	16.47	1.13
Titsey	0	0	0	0	0	0	0	1.7	0	347.7	0
Warlingham	0.24	0.24	1.99	1.89	0.1	0.04	0	0.66	1.8	10.58	1.68
Whyteleafe	0.16	0	2.15	2.09	0.06	0.04	0	0.34	5.07	10.99	0.69
Woldingham	0	0.2	0.95	0.8	0.15	0.04	0	0.52	112.22	43.94	0

Maps showing provision by parish

Appendix 2 provides a map for each of the parishes within the district showing the provision of open space. An example map is shown in figure 6.

Figure 6 Example map showing existing provision of open space by parish (appendix 2)



6.0 THE DEVELOPMENT OF STANDARDS

6.1 Introduction

Following the completion of the assessment of local needs (Community and Stakeholder Consultation Report (October 2017) and the audit of provision (the first two steps of this Study), new standards of provision for open space, sport and recreation facilities are set out below. This section explains how the standards for Tandridge have been developed, and provides specific information and justification for each of the typologies where standards have been set.

The justification for the standards draws on consultation from the recent resident and stakeholder surveys, and where relevant makes comparisons with evidence from the Tandridge District Open Space Assessment, Report of Findings (November 2015). This comparison is particularly useful in assessing if there has been any significant change in opinions and perceptions of open space, sport and recreation facilities in Tandridge, which in turn informs the need for revised standards.

The standards for open space, sport and recreation facilities have been developed in-line with the NPPF. Standards comprise the following components:

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

The standards that have been proposed are for minimum guidance levels of provision. So, just because geographical areas may enjoy levels of provision exceeding minimum standards does not mean there is a surplus, as all such provision may be well used.

6.2 Allotments

Summary of quantity and access standard

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

Existing national or local standards

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

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

The Tandridge District Open Space Assessment, Report of Findings (November 2015) recommended the following local standards for allotments:

- Quantity: 0.125 ha/1000 population
- Access: 800m

Quantity standard for allotments

- The household survey (Community and Stakeholder Consultation Report, October 2017) identified that 76% of all respondents from the household survey 'never' use allotments (this was the second least used type of open space facility);
- The existing average level of provision across the district is 0.20 ha/1000 population. Numerous parishes have no provision; of those that have allotments, the level of provision varies significantly;
- The household survey identified that 51% of people felt there should be more allotments, however, 44% felt there are enough;
- Consultation with parish councils identified several areas where there is an unmet demand for allotments, however an equal number also identified that they had sufficient provision, with some vacant plots;
- Discussions with council officers highlight the need to at least maintain existing levels of provision, and ensure new development provides allotments in those areas of identified need;
- A minimum standard of 0.20 ha/1000 population which is in line with existing levels of provision is justified for analysing existing provision and for new provision.

Access standard for allotments

- Responses received in relation to acceptable travel times to allotments from the recent resident's survey identified a mix in responses, with 27% wanting allotments within 5 minutes, 34% within 10 minutes, 26% within 15 minutes and 10% up to 20 minutes; of this, the highest percentage of people (60%) walk to allotments;
- It is considered that the availability of allotments is more important than having them very close to home, nevertheless there is some demand for facilities relatively nearby. Therefore, a standard of no more than 15 minutes straight-line walk time (720 metres) is justified.

Quality standards for allotments

The household survey identified that respectively 5% and 27% of people felt allotments were very good or good, whilst the majority, 43% felt they were average.

Compared to other typologies of open space, fewer comments were received in relation to the quality of allotments, furthermore the information gathered in relation to allotments is more difficult to assess in comparison to other types of open space. The reason for this is twofold: firstly, the number of people who actually use allotments is very low compared to the numbers who use other types of open space and, therefore specific comments relating to the quality of allotments are less frequent; secondly, the majority of allotments sites are locked, and the quality audit only allows for assessment against key criteria such as the level of cultivation and general maintenance, which is less comprehensive than the assessments of other open space.

For allotments, a number of general recommendations are made in relation to quality, which should include the following:

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

6.3 Amenity Green Space

Summary of quantity and access standard

Quantity Standard	Access Standard
0.5 ha/1000 population for analysing existing provision	480 metres (10 minutes straight-line walk time)
1.0 ha/1000 population (to include natural green space) for assessing requirements for new provision	

Existing national or local standards

There is no national guidance suggesting a standard for the provision of amenity green space. The Fields in Trust (FIT) 'Six Acre Standard' proposes casual or informal playing space should be provided within housing areas as part of the overall standard. This is equivalent to 0.4 – 0.5 ha/1000 population of informal space for play.

The Tandridge District Open Space Assessment, Report of Findings (November 2015) recommended the following local standards for amenity green space:

- Quantity: 0.67 ha/1000 population
- Access: 800m

Quantity standard for amenity green space

- Existing average level of provision in the district is 0.42 ha/1000 population (for sites greater than 0.15 ha in size);
- The household survey (Community and Stakeholder Consultation Report, October 2017) identified that 68% of people felt there was a need for more informal open space areas, whilst 31% felt there were enough;
- Provision varies significantly across parishes, some with no provision and some far exceeding the average level of provision;
- Considering the above factors, there is a justified need to seek a marginal increase in the existing average level of provision. It is considered that a standard of 0.5 ha/1000 population would provide a reasonable baseline to assess current levels of provision;
- It is recommended that a combined standard with natural green space of 1.0 ha/1000 population is used for assessing requirements for new provision (section 6.6.), this is to provide new spaces that maximise opportunities for wildlife and are biodiverse, in accordance with the NPPF (paragraph 109) and local policy;
- The minimum size of a space that will be considered acceptable and count towards open space provision is 0.15 ha in size (about the size of a mini football pitch). This will avoid a proliferation of small amenity spaces which have no real recreation function. Any spaces below this size will be acceptable in terms of their visual amenity, SUDs function etc but would not count towards the required level of provision for recreational use;

Access standard for amenity green space

- The household survey (Community and Stakeholder Consultation Report, October 2017) identified that people want spaces relatively close to home (44% less than 5 minutes, 29% less than 10 minutes, 15% less than 15 minutes), and that they access these spaces by foot (80%);
- Therefore, a standard of 480 metres (10 minutes' walk time) is proposed.

Quality standards for amenity green space

The household survey (Community and Stakeholder Consultation Report, October 2017) identified that 6% of people felt this type of provision was very good, 31% good, 41% average and 22% stated poor or very poor.

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

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

- Capable of supporting informal recreation such as a kickabout, space for dog walking or space to sit and relax;
- Include planting of high quality trees and/or shrubs to create landscape structure and biodiversity value;
- Include paths along main desire lines¹⁸ (lit where appropriate);
- Be designed to ensure easy maintenance.

¹⁸ Routes that are clearly well used

6.4 Parks and Recreation Grounds

Quantity Standard	Access Standard
1.0 ha/1000 population for publicly accessible space	480 metres (10 minutes straight-line walk time) 10 minutes drive time for larger multi-functional facilities ¹⁹

Existing national and local policies

Fields in Trust (FIT), previously known as the National Playing Fields Association promoted the Six Acre Standard of 2.4 hectares (6 acres) per 1000 persons, but with a specific provision of 1.6-1.8 hectares per 1000 persons of outdoor sports space (and 0.8 hectares per 1000 people for children's play of which around 0.3 hectares should be equipped provision). The new FIT 'Benchmark Standards for Outdoor Sport and Play' also suggest similar overall levels of provision as a guide to local authorities, although FIT does accept the importance of developing locally researched standards.

The Tandridge District Open Space Assessment, Report of Findings (November 2015) recommended the following local standards for Outdoor Sports Facilities:

- Quantity: 1.35 ha/1000 population
- Access: 4km

Quantity of parks and recreation grounds

- Existing average level of provision in the district is 0.90 ha/1000 population;
- There is an additional 0.72 ha/1000 population of private sports space which includes a variety of uses (excluding golf clubs);
- Only 6 parishes have no provision, whilst provision in the other parishes varies significantly;
- The recent household survey (Community and Stakeholder Consultation Report, August 2017) identified the following which is relevant to parks and recreation grounds:
 - 57% felt there is a need for more local recreation grounds/parks whilst 42% felt there are enough;
 - 45% felt there is a need for more outdoor playing fields, whilst 54% felt there are enough;
- Considering the above factors, there is a justified need to seek a marginal increase in the existing average level of provision. It is considered that a standard of 1.0 ha/1000 population would provide a reasonable baseline to assess current levels of provision and to inform the requirements from new development;
- Whilst no standards are proposed for privately managed facilities, the value of this provision for community use is recognised, it is therefore recommended that appropriate policy is adopted to afford protection to these spaces within the Local Plan.

¹⁹ Analysis provided within the Playing Pitch Strategy

Access standard for parks and recreation grounds

- The recent household survey (Community and Stakeholder Consultation Report, August 2017) identified that 82% of people walk to local parks and recreation grounds, and that 39% walk for up to 5 minutes, 34% up to 10 minutes and 18% up to 15 minutes;
- For outdoor playing fields, 45% of people walk and 46% use the car, of this 20% travel for up to 5 minutes, 30% up to 10 minutes and 29% up to 15 minutes;
- The findings indicate that people do want local parks close to home, but are willing to travel further to facilities that have playing pitches and outdoor sport facilities. It is therefore justified that two standards for parks and recreation grounds are adopted:
 - A walk time of 10 minutes (480 metres) to local facilities;
 - A drive time of 10 minutes to facilities which are multi-functional including 2 or more sports pitches.

Quality standards for parks and recreation grounds

For local parks and recreation grounds, the household survey identified that 6% of people felt this type of provision was very good, 44% good and 34% average, the rest stated facilities were poor or very poor. For outdoor playing fields 1% of people felt this type of provision was very good, 27% good and 44% average, the rest stated facilities were poor or very poor.

Local parks and recreation grounds were identified as the fourth highest priority for improvement (with 57% stating they are a high priority for improvement) within the district. This figure was much lower for outdoor playing fields, with 25% stating they are a high priority for improvement.

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

6.5 Play Space (children and youth)

Typology	Quantity Standard	Access Standard
Children's Play Space	0.03 ha/1000 population	480m (10 minutes straight-line walk time)
Youth Play Space	0.02 ha/1000 population	600m (12-13 minutes straight-line walk time)

Existing National and Local Policies

The FIT guidance recommends provision of 0.8 hectares per 1000 people for children's play of which around 0.3 hectares should be equipped provision. These standards have been criticised in recent years because they are often seen as undeliverable, and can result in a proliferation of play areas that can be difficult to maintain. These standards may also set unrealistic aspirations in built up areas where insufficient land is available to provide facilities, especially higher density development on brownfield sites. An additional problem is that the current FIT guidance does not specifically cover the needs of most teenagers within the 'Standard Youth Provision'.

The Tandridge District Open Space Assessment, Report of Findings (November 2015) recommended the following local standards for 'play provision for children and young people':

- Quantity: 0.10 ha/1000 population
- Access: 600m

Quantity standards for play

- Current average levels of provision of children's play space is 0.03 ha/1000 population, for youth space it is 0.01 ha/1000 population;
- The household survey (Community and Stakeholder Consultation Report, October 2017) identified that 59% of people felt there is a need for more children's play space, and 40% felt there is enough. Whilst 64% of people felt there was a need for more youth facilities, with 35% identifying sufficient provision;
- Provision of children's play space varies across parishes with only 4 having no provision, and others not differing significantly. For youth space, this differs considerably with only 7 parishes having provision;
- The Parish survey identified the priority for children's play space was on improving existing facilities as opposed to providing additional facilities, there was however, some identified need for additional youth facilities;
- Considering the above, there is a clear need to increase the provision of youth space, therefore a standard of 0.02 ha/1000 population is recommended. For children's space, there is less identified need for additional facilities, with a focus on improving existing quality, therefore a standard in line with current levels of provision of 0.03 ha/1000 population is justified.

Access standards for play

- The household survey identified that for children’s play space 86% of people walk to facilities, and 45% want facilities within 5 minutes and 37% within 10 minutes;
- For teenage facilities, 57% walk and 23% drive, and 23% indicating users are willing to travel slightly further to teenage facilities than children’s facilities.
- In light of these findings, the following access standards are justified:
 - Children’s provision – 480m (10 minutes straight-line walk time); and
 - Youth Provision – 600m (12-13 minutes straight-line walk time).

Quality standards for play

The household survey identified 5% of people felt that children’s play space was very good, 36% good and 38% average. For youth facilities, 3% was very good, 14% good, 36% average and 36% poor. This indicates that there is less satisfaction with the quality of youth facilities compared to children’s facilities.

In terms of adopting quality standards for children’s and teenage facilities, Play England are keen to see a range of play spaces in built up environments:

A Doorstep spaces close to home

B Local play spaces – larger areas within easy walking distance

C Neighbourhood spaces for play – larger spaces within walking distance

D Destination/family sites – accessible by bicycle, public transport and with car parking.

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

Disability access is also an important issue for Play England and they would like local authorities to adopt the KIDS²⁰ publication; ‘*Inclusion by Design*’ as an SPD. Their most recent guidance document, ‘*Better Places to Play through Planning*’ gives detailed guidance on setting local standards for access, quantity and quality of playable space and is considered as a background context for the standards suggested in this study.

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

6.6 Accessible Natural Green Space

For Natural Green Space, there are a number of national standards recommended by Natural England and the Woodland Trust, which are summarised below.

Natural England Accessible Natural Green Space Standards (ANGSt)

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

Woodland Trust Access Standards

The Woodland Trust also produced access standards:

- That no person should live more than 500m from at least one area of accessible woodland of no less than 2ha in size;
- That there should also be at least one area of accessible woodland of no less than 20ha within 4km (8km round-trip) of people's homes.

Local standards

The Tandridge District Open Space Assessment, Report of Findings (November 2015) recommended the following local standards for 'Natural and semi natural green space':

- Quantity: 11.4 ha/1000 population
- Access: spaces >20 ha: 2km; spaces <20 ha: 800m

Proposed standards

Current provision comprises numerous large tracts of natural green space, which often cross the boundaries of a number of parishes. This results in some parishes having large amounts of natural green space (with only 3 having no provision). It is therefore considered that a local quantity standard would not provide any meaningful analysis of existing provision. Furthermore, a standard based on average levels of provision (i.e. 10.56 ha/1000 population) to inform the requirements for new provision is also considered undeliverable.

It is therefore justified that the analysis should adopt the Natural England ANGSt standards to identify current levels of provision and gaps.

Local standards for securing new levels of provision should be considered in tandem with the provision of amenity green space in new development. The aim would be to provide guidance for development to provide amenity/natural green spaces which have both a recreational and biodiversity value through native planting. There should be a move away from providing

numerous small amenity grassed areas, to providing fewer, larger amenity/natural spaces in new development. This is reflected in the natural green spaces standards below:

Typology	Quantity standards (ha/1000 population)		Access standard
	For assessing current provision	Requirement from new development	
Natural Green Space	ANGSt	1.0ha per 1000 population to include natural and amenity green space	ANGSt

Quality of natural and semi-natural green space

The household survey (Community and Stakeholder Consultation Report, October 2017) identified that 12% of people felt the quality of this provision was very good, 36% good, 31% average and the remaining poor/very poor. Consultation results highlight the value attached to certain attributes of open space, in particular:

- Good maintenance and cleanliness;
- Ease of access; and
- Lack of antisocial behaviour, noise etc.

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

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

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

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

- Use of native trees and plants with biodiversity value in high quality soft landscaping of new developments.

The above should in any event be principles to be pursued and encouraged at all times. Further guidance in this regard may be included in appropriate Supplementary Planning Documents (SPDs).

6.7 Churchyards and Cemeteries

Quantity Standard	Access Standard
0.0011 ha/1000 population for new provision only	Not required

Existing national or local standards

With regards to quantity and accessibility there are no definitive national or local standards for cemeteries and churchyards. There is also no realistic requirement to set catchments for such typologies as they cannot easily be influenced through planning policy and implementation.

Whilst most open space studies would not set standards for this type of provision (as per the previous Tandridge District Open Space Assessment, Report of Findings November 2015), in Tandridge there is a particular need to understand existing provision and to take a strategic view as to the future requirements for burial land.

For cemeteries, PPG 17 Annex²¹ states that "every individual cemetery has a finite capacity and therefore there is steady need for more of them. Indeed, many areas face a shortage of ground for burials. The need for graves, for all religious faiths, can be calculated from population estimates, coupled with details of the average proportion of deaths which result in a burial, and converted into a quantitative population-based provision standard."

It should be noted that accurately predicting current and future burial rates is difficult, particularly in light of changing burial patterns as well as the evolving population profile.

In 2015, the age-standardised mortality rate (ASMR) for the UK was 1,010.0 deaths per 100,000 population (10.1 deaths per 1000 population)²². Tandridge District average mortality rate is marginally lower at 9.2 deaths per 1000 population.

Quantity standard for churchyards and cemeteries

- Current average levels of provision of churchyards and cemeteries across the district is 0.33ha/1000 population.

²¹ Although PPG17 has been superseded it remains a valid and sensible approach

²² <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/datasets/death-registered-by-area-of-usual-residence-england-and-wales>

- At a district level, this level of provision has largely met burial needs over the last 200 years, although the Community and Stakeholder Consultation Report (October 2017) highlights that of those burial grounds confirmed as open, many managers report that they are approaching full capacity and that available plots for burial are few. Some managers are looking into the possibility of extending their site to accommodate future need.
- It is assessed that 191²³ new graves are required per annum to meet existing demand across the district. This is based on the following calculations:
 - Death rate 9.2 per 1000 population per annum meaning there are circa 764 deaths per annum in Tandridge (based on the current population of 83,000).
 - 75% of deaths result in cremation²⁴ meaning circa 191 deaths result in burial²⁵
- In addition to the space required to accommodate a grave plot in a cemetery, additional space is required for roads, paths, trees and buildings, and also space between graves. Whilst no guidance has been found relating to the amount of additional space required, it is noted that Leicester City Council (in their burial space strategy)²⁶ recommended an allowance of up to 30% of available cemetery space for land that is not occupied by graves, such as roads, paths, trees and buildings and up to another 30% of space which may also be required as the space between graves, due to the way they are laid out, with every third row being left clear to allow access for visitors and grave digging equipment.
- On the assumption that one grave is 2.44m by 1.22m²⁷ (0.0003ha), that 191 new graves are required each year, and that 60% additional space is required for roads, paths, buildings and space between graves (see above), it can be projected that circa **0.091 hectares of burial space will be required per annum in Tandridge to meet current demand.** This equates to a total of **1.82ha** of open space over the Plan period (from 2013 to 2033 – 20 years). In order to measure the potential impact that population change will have on the demand for burial space, **this can be converted to 0.0011 ha per 1000 population.**
- Burial trends and death rates should be reviewed as a minimum on a five year cycle to ensure that sufficient provision is maintained.
- The Council should keep under review the opportunities for the reuse, expansion or acquisition of suitable land to ensure the continued and sustainable provision of local cemeteries.

²³ It should be noted that the total number of burials does not provide a wholly accurate figure for calculating future burial space needs, and consideration needs to be given to the allocation of space to different groups and types of burial. This would include Church of England, other Christian denominations, Muslim and Jewish groups and the use of space for children's graves and cremated remains plots.

²⁴ The Cremation Society of Great Britain: <http://www.srgw.info/CremSoc4/Stats/National/ProgressF.html>

²⁵ It should be noted that a proportion of those burials will be within existing graves (although this figure is unknown), and therefore the actual annual burial figure is likely to be less than 191.

²⁶ Taken from Leicester City Council Burial Space Strategy

²⁷ Institute of Cemetery and Crematorium Management, Code of safe working practice for cemeteries (September 1999)

Quality standards for churchyards and cemeteries

The CABE Space briefing on cemeteries, churchyards and burial grounds²⁸ states that ‘Urban burial grounds in the 19th century were originally envisaged as public open spaces, and were professionally designed to be attractive places to visit in their own right. Today, many cemeteries are neglected, with little to attract anyone apart from those visiting specific burial plots. This lack of design, planning and ambition means that the potential health and environmental benefits of cemeteries are not being realised.’

The briefing also highlights issues with ‘cramming’ new graves into historic cemeteries, often in inappropriate places such as footpaths, and planting areas which then destroys the original design and aesthetic harmony of the cemetery.

It should be noted that the interest and demand for natural burials has grown in recent years as an alternative option for people concerned about the potential environmental impacts of modern funerals. Natural burial is a term used to describe the burial of human remains where the burial area creates habitat for wildlife or preserves existing habitats (woodland, species rich meadows, orchards, etc). There would be an opportunity for inclusion in any new cemetery or as a separate natural burial ground within the district.

The Green Flag Award scheme is increasingly being used to monitor and reward good cemetery management and provision. In addition, The Guide for Burial Ground Managers, Department for Constitutional Affairs, November 2005²⁹ sets out that burial ground managers should give consideration to the facilities provided for the bereaved and visiting members of the public. Such facilities might include:

- Shelter (including shelter at the graveside during the burial ceremony)
- Seating areas
- All-weather pedestrian access
- Car-parking
- Floristry
- Water supplies (for floral tributes)
- Litter and waste bins (including bins for dog faeces)
- Rubbish recycling
- Toilets
- Refreshments
- Signs

²⁸ <http://webarchive.nationalarchives.gov.uk/20110118111022/http://www.cabe.org.uk/files/cemeteries-churchyards-and-burial-grounds.pdf>

²⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/326370/burial-ground-managers.pdf

6.8 Summary of open space standards

Table 13 Summary of open space standards

Typology	Quantity standards (ha/1000 population) for analysing existing provision	Quantity standards (ha/1000 population, unless otherwise stated): requirements from new development	Access standard
Allotments	0.2	0.2	720 metres or 15 minutes straight-line walk time
Amenity Green Space	0.5	See standard for Natural Green Space	480 metres or 10 minutes straight-line walk time
Parks and Recreation Grounds (Publicly accessible only) ³⁰	1.0	1.0	480 metres or 10 minutes straight-line walk time 10 minute drive time for larger multi-functional facilities
Play Space (Children)	0.03	0.03	480 metres or 10 minutes straight-line walk time
Play Space (Youth)	0.02	0.02	600 metres or 12-13 minutes straight-line walk time
Natural Green Space	ANGSt	1.0 to include natural and amenity green space for new provision	ANGSt
Churchyards and Cemeteries	Not required	0.0011 ³¹	Not required
Total for new provision		2.25 ha/1000 (excluding churchyards and cemeteries)	

³⁰ Specific requirements for playing pitches and outdoor sport are provided within the Playing Pitch Strategy.

³¹ It should be noted that the requirement for a new cemetery/burial ground is set out under section 7.2.2.

7.0 APPLYING LOCAL STANDARDS

7.1 Introduction

This part of the report uses the set standards to analyse open space provision. This section provides an overview of provision across the district and also by individual parishes, with more detailed maps provided in appendix 2 and 3. This section includes:

Quantity analysis

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

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

The exception is for Churchyards and cemeteries, where existing supply has not been assessed, but a standard for new provision has been set. In addition, education sites, accessible natural green space, and outdoor sport (private) do not have quantity standards set for analysing existing provision (with the exception of natural green space over 20ha in size which is assessed against the ANGSt access standards) or for new provision (with the exception of natural green space which is to be provided in tandem with amenity green space), and therefore the existing supply of these typologies has not been analysed, although quantity figures (in hectares and hectares per 1000 people) have been provided.

Access analysis

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

However, the key to access analysis, is understanding the picture at a more localised level, therefore, maps showing local access provision by parish are included in appendix 3.

Churchyards and cemeteries, education sites, accessible natural green space smaller than 20ha (sites above 20ha in size are analysed against the ANGSt access standards) and outdoor sport (private) have not had access standards set.

Quality analysis

This section of the report makes analysis of each typology across the study area – it highlights any common themes or issues that have arisen from the quality audit. A number of typologies

were not included within the quality audit. These are: churchyards and cemeteries; education sites; and a number of allotments and private outdoor sports facilities.

7.2 Application of quantity standards

7.2.1 Current supply against the Tandridge standards

Table 14 shows the existing supply (in hectares) of open space for each typology for each of the parishes. The supply is calculated using the population figures for each parish, and the quantity of open space compared to what the requirements for open space are against the standards set.

The figures of 'Park and Recreation Grounds (Combined)' includes a combination of the following typologies:

- Park and Recreation Ground;
 - Outdoor Sport (Fixed).
-

Table 14 Supply by parish (hectares) against the Tandridge quantity standards

PARISH	Allotments	Amenity Greenspace	Parks and Recreation Grounds (Combined)	Play (Child)	Play (Youth)
Bletchingley	0.05	0.66	0.07	0.1	0.01
Burstow	3.03	-2.17	1.22	-0.05	-0.05
Caterham Valley	-1.67	-1.57	-5.29	-0.02	-0.17
Caterham on the Hill	0.45	1.59	-1.52	0.29	-0.2
Chaldon	-0.35	-0.87	0.62	-0.05	-0.03
ChelshamandFarleigh	0.1	-0.43	-0.87	-0.03	-0.02
Crowhurst	-0.06	1.01	-0.28	-0.01	-0.01
Dormansland	-0.7	-1.54	-1.72	0	-0.07
Felbridge	-0.42	-0.68	-0.62	-0.01	-0.03
Godstone	-0.51	-2.63	1.48	0.01	-0.11
Horne	-0.16	-0.41	-0.81	0.05	-0.02
Limpsfield	0.94	0.79	-3.57	-0.09	-0.07
Lingfield	0.76	-2.23	-1.03	0.16	0
Nutfield	1.04	0.35	-0.28	0.02	0.02
Outwood	-0.14	2.59	-0.16	0.02	0.06
Oxted	-1.92	3.92	3.26	0.13	-0.13
Tandridge	-0.13	0.1	-0.66	-0.01	-0.01
Tatsfield	0.7	0.74	-1.85	-0.02	0.06
Titsey	-0.02	-0.05	-0.1	0	0
Warlingham	0.32	-2.09	7.89	0.05	-0.16
Whyteleafe	-0.14	-1.95	4.5	0.04	-0.08
Woldingham	-0.43	-0.64	-0.09	0.03	-0.04

Table 14 shows that provision varies across parishes and typologies, with some meeting the standards and some falling below. This will be an important consideration when determining the need for on-site open space in allocated housing sites.

Provision and access to accessible natural green space (against the Natural England Accessible Natural Green Space Standards) is considered under section 7.3.2. The quantity (in hectares) of accessible natural green space by parish is shown in table 6.

7.2.2 Future supply and need for open space

The Council's Strategic Housing Market Assessment 2015 identifies objectively assessed need (OAN) for housing in Tandridge, amounting to 9,400 homes over the plan period³². Assuming an average household size of 2.3³³ persons per household, this would result in a population increase of 21,620 over the plan period (up to 2033).

This section of the report considers the overall implications for open space provision from the predicted population growth.

Requirements from projected population increase across Tandridge District

Table 15 District-wide open space requirements from new development (up to 2033)

Typology	Required standard for new provision (ha/1000)	Land requirement for 21,620 people (ha)
Allotments	0.20	4.32
Amenity Green Space/Natural Green Space	1.0	21.62
Park and Recreation Ground (Combined)	1.0	21.62
Play Space (Children)	0.03	0.65
Play Space (Youth)	0.02	0.43
Churchyards and Cemeteries	0.0011	2.34 (this figure also includes the existing demand over the plan period as explained below) *
Total		50.98

*Assessing future need for churchyards and cemeteries (burial space)

When considering the requirements for churchyards and cemeteries/burial space, there is also the annual requirement for additional burial space based on the existing

³² The Council's Objectively Assessed Need (OAN) for housing will be updated prior to the submission of the Local Plan to the Planning Inspectorate. Any update will need to be mindful of both the existing methodology for assessing OAN set out in the Planning Practice Guidance (PPG) and the Government's recent consultation on a standardised methodology for assessing housing need. Accordingly, it is likely that the Objectively Assessed Need for housing over the plan period will be subject to change.

³³ The 2014 based household projections (2016) project that household size in Tandridge will decrease from 2.40 persons to 2.25 persons over the plan period. This figure has been rounded up to 2.3. The figure represents the latest information available at the time of writing and therefore differs slightly to the assumed household used in the Likely Requirements for Open Space, Sport and Recreation Provision for a Potential Garden Village (August 2017).

population/death rates i.e. the current demand (considering the fact that in general, burial grounds are approaching full capacity – see section 6.7).

The requirement for a new cemetery/burial ground over the plan period is therefore set out below, which includes the existing demand (see section 6.7), and the demand from new development (see table 15 above).

Based on the death rate of 9.2 deaths per 1000 population, this population increase would result in an additional 190 deaths over the plan period. As explained above, assuming that 75% of these deaths would result in cremation, there would be the need for an additional 48 burials over the plan period. This equates to an additional 0.02ha hectares ($48 \times 0.0003 = 0.014\text{ha} + 60\%$ additional space (0.008ha)) of burial space over the plan period³⁴.

Therefore, the minimum size of a new cemetery/burial ground to accommodate existing and future demand for the plan period is 1.84ha (0.02 + 1.82).

*As the population profile is currently aging this may have an impact on the current death rate, and in order to facilitate fluctuations and further capacity it is recommended that some flexibility and futureproofing is factored in (0.5ha), and therefore, the recommended size of a new cemetery/burial ground for the plan period is **2.34ha**.*

Impact of population growth on existing open space provision

Table 16 shows the impact on the current supply of open space at the district level, if no new open space were provided on site as part of new housing developments. This has been calculated using the requirements for open space in Table 15.

Table 16 Supply of open space following new housing development if no open space provided on-site

Typology	Existing Supply (Ha)	Resulting Supply (Ha) following a population increase of 21,620 people
Allotments	0.44	-3.88
Amenity Green Space	-6.78	-28.40
Park and Recreation Ground (Combined)	-5.44	-27.06
Play Space (Children)	0.44	-0.21
Play Space (Youth)	-1.04	-1.47

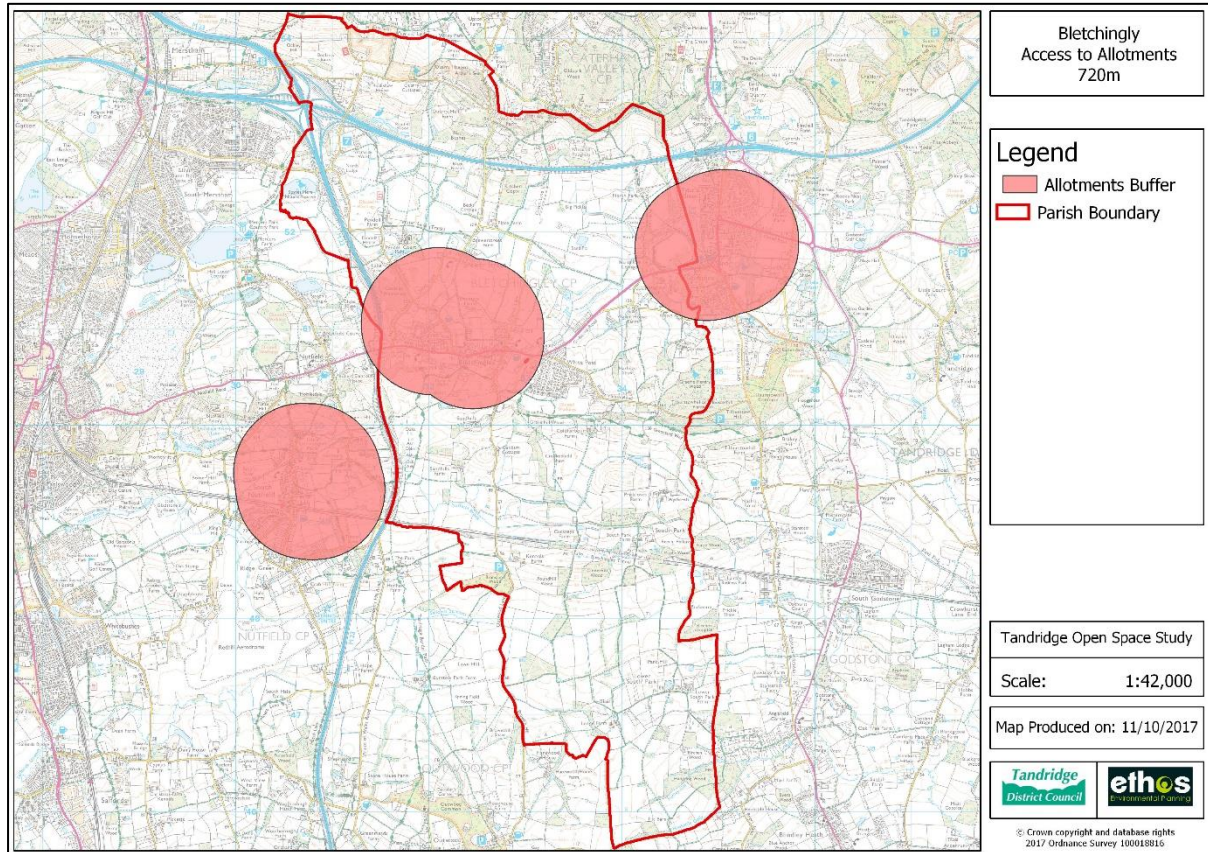
As can be seen from table 16, the existing shortfalls in amenity green space, park and recreation grounds and youth play space would be exacerbated, and allotments and children's play space would also be in shortfall. Therefore, the on-site provision of these types of open space as part of new development is a priority (including the provision of a new cemetery as set out above).

³⁴ Applying the standard of 0.0011ha per 1000 population also produces the same result ($0.0011/1000 \times 21,620 = 0.02 \text{ ha}$).

7.3 Application of access standards

This section provides an overview of access to different types of open space typologies across the district, using the access standards summarised in table 13. The maps are intended to provide an overview and are for illustrative purposes only. More detailed maps by parish are provided for each typology within appendix 3 (see example at figure 7), and a GIS database of sites has been provided to the Council.

Figure 7 Example map from appendix 3: access to allotments



The access standards for each open space typology are expressed as straight line walking distances, derived from table 17 below. The straight line walking distances do not take into account roads and other barriers, so the actual route walked (the pedestrian route) is generally further i.e. straight line distances are around 60% of actual distances.

Table 17 Standard walk times and distances

Walk time (minutes)	Pedestrian Route (metres)	Straight line (metres)
1	100	60
2	160	96
3	240	144
4	320	192
5	400	240
6	480	288
7	560	336
8	640	384
9	720	432
10	800	480

Walk time (minutes)	Pedestrian Route (metres)	Straight line (metres)
11	880	528
12	960	576
13	1040	624
14	1120	672
15	1200	720
16	1280	768
17	1360	816
18	1440	864
19	1520	912
20	1600	960

7.3.1 Access to open space across the district

Figure 8 Access to allotments (720 metres)

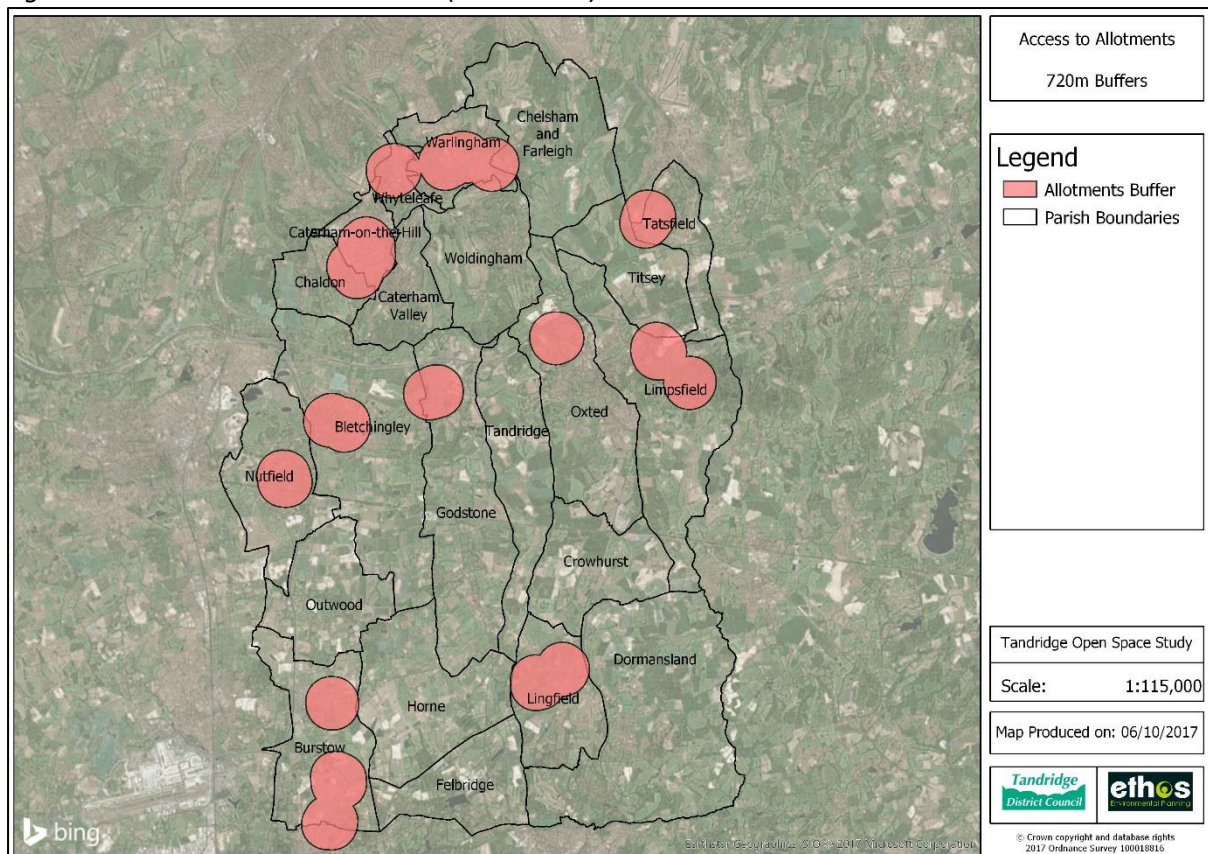


Figure 9 Access to amenity green space (480 metres)

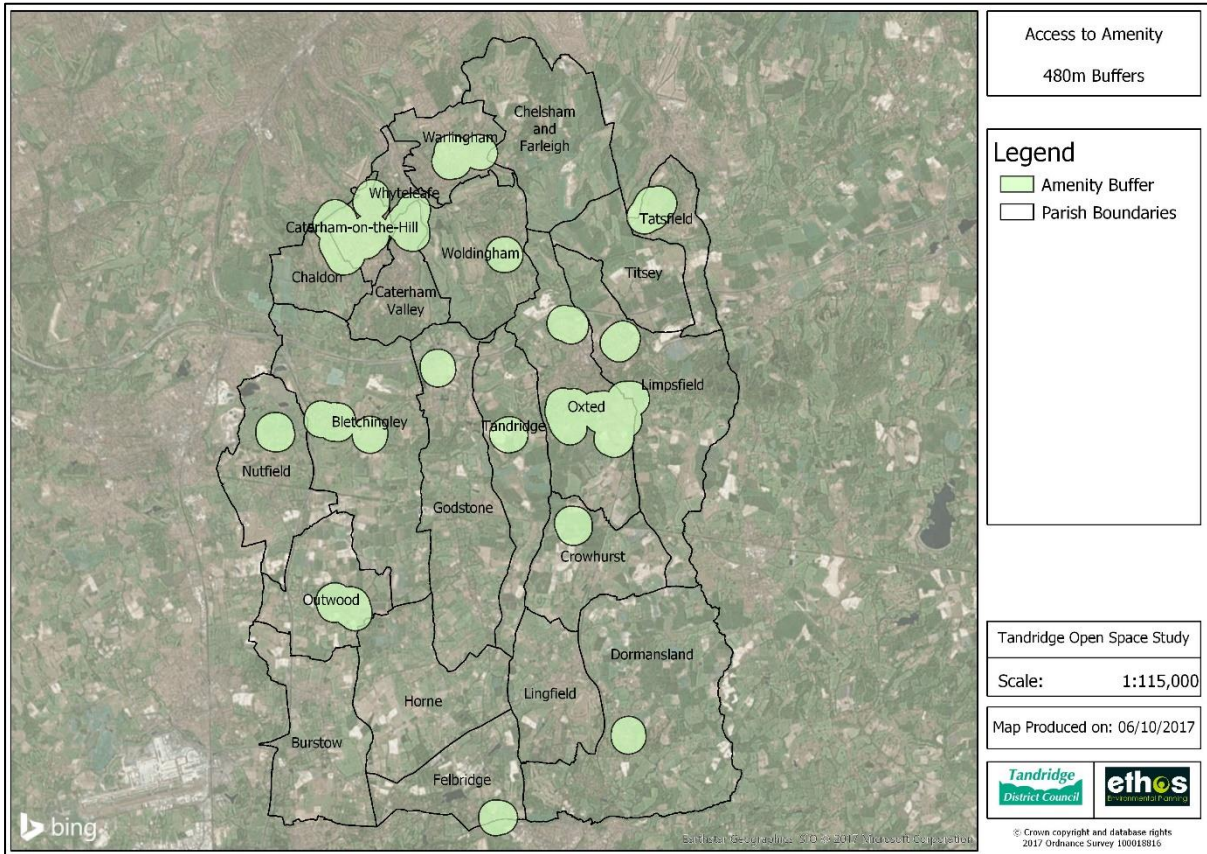


Figure 10 Access to parks and recreation grounds (480 metres)

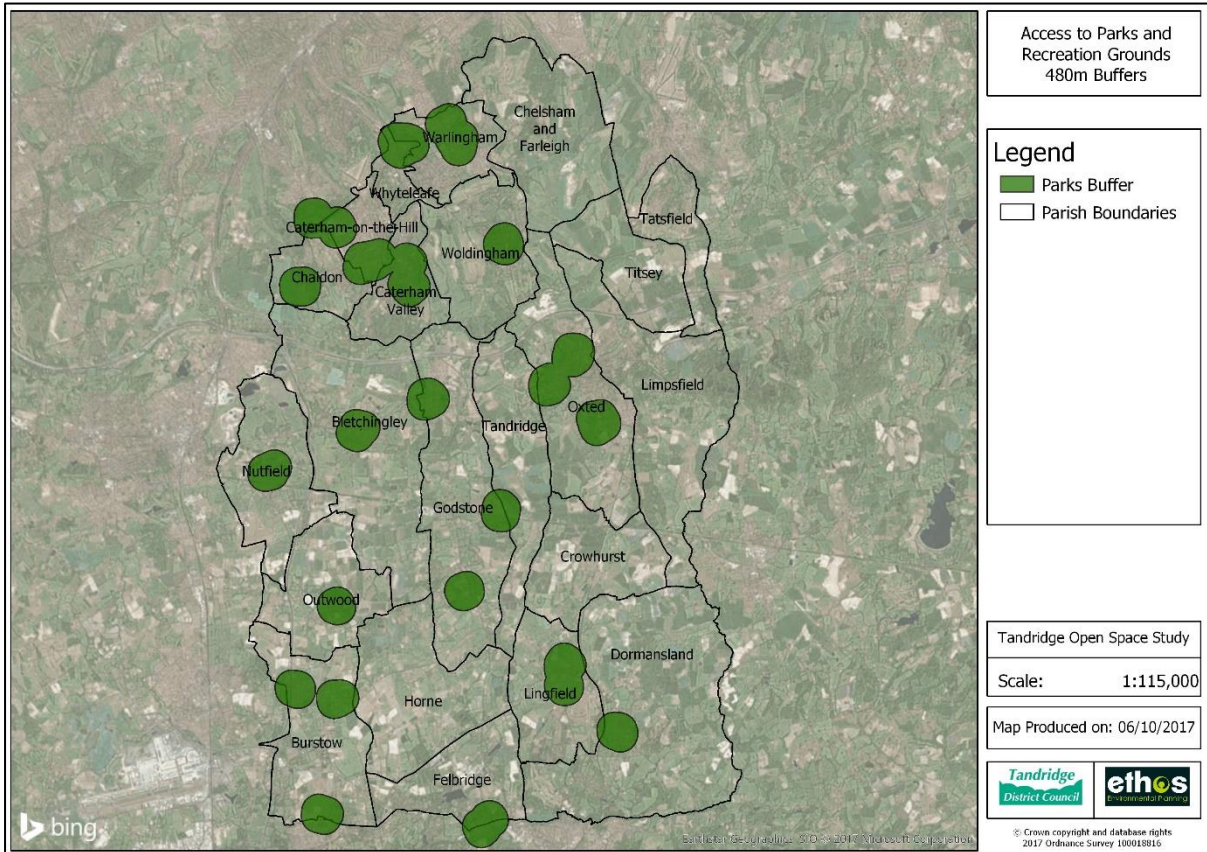


Figure 11 Access to children's play space (480 metres)

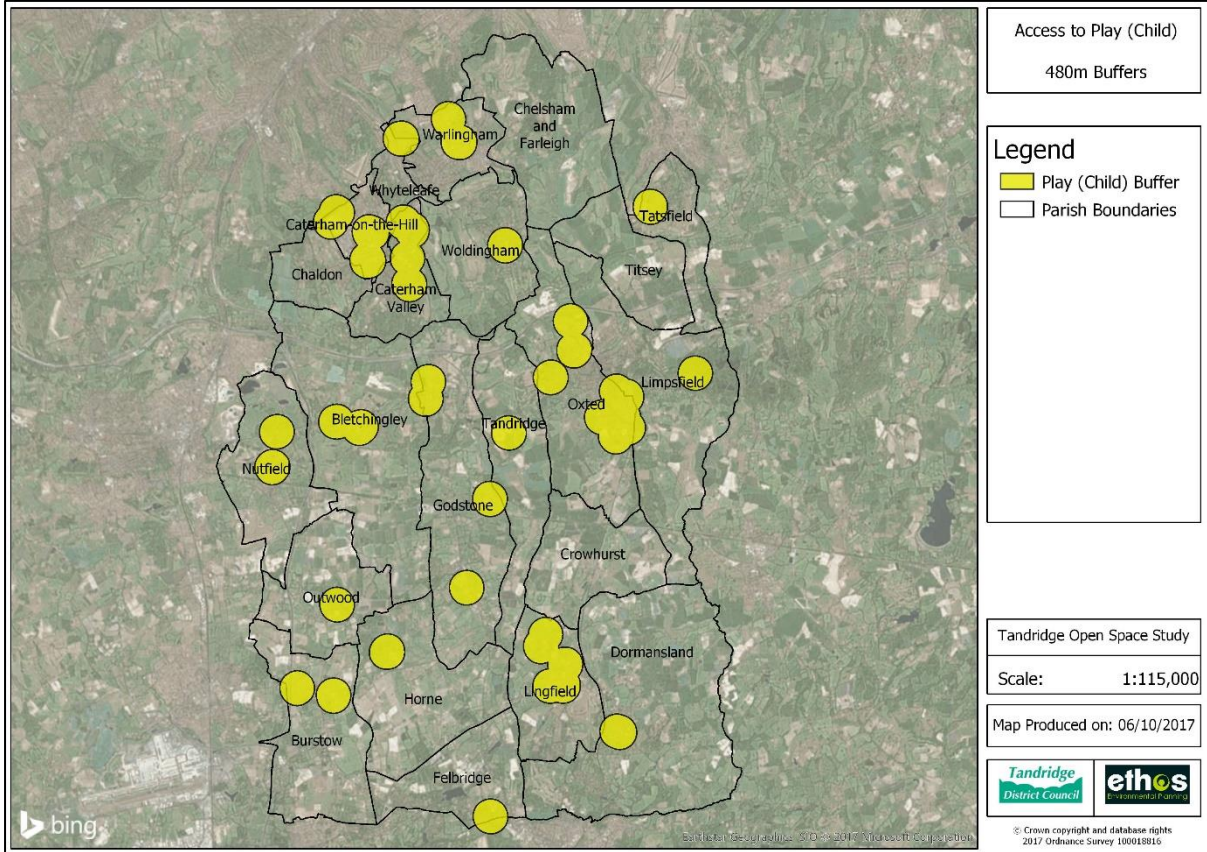
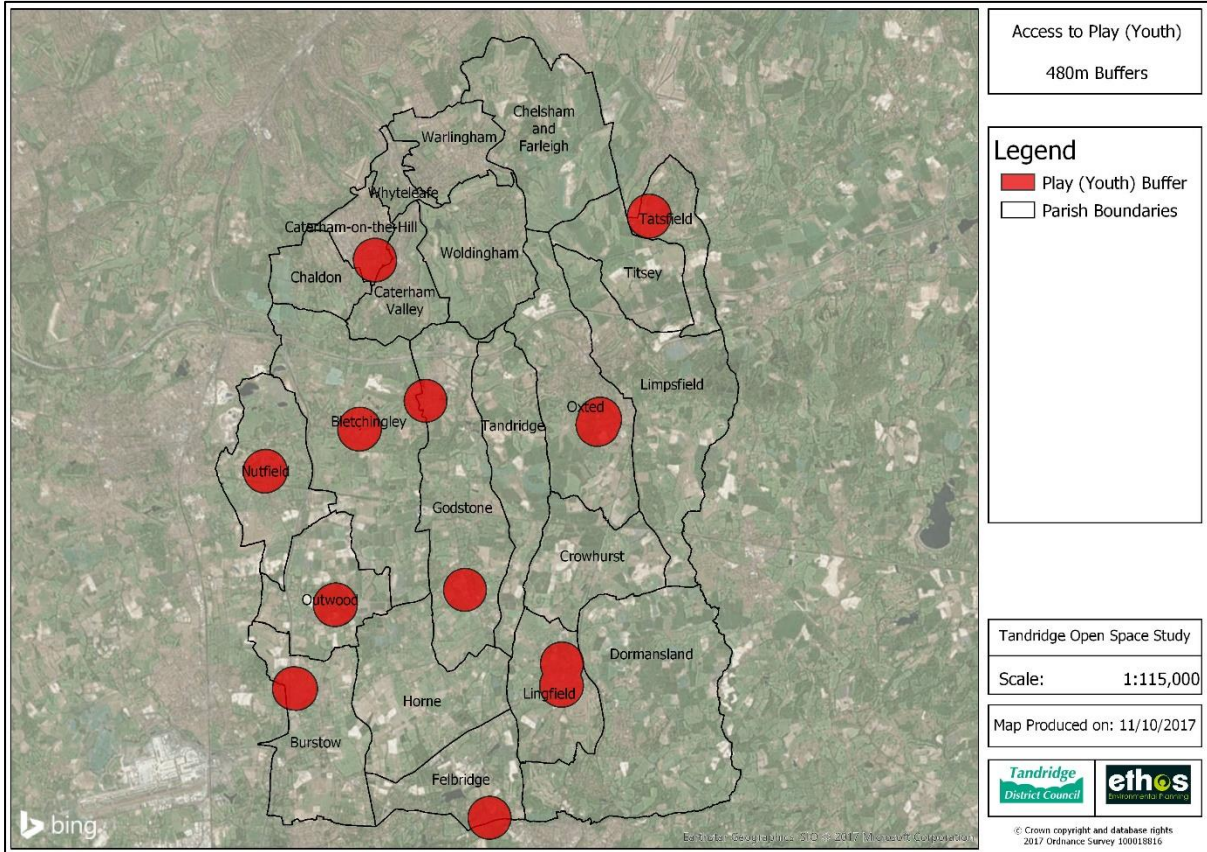


Figure 12 Access to youth play space (600 metres)



7.3.2 Application of standards (natural green space)

This section looks at the application of standards for natural green space.

Accessible Natural Green Space Standards (ANGST)

The ANGST are:

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

Figure 13 Access to 20 ha site within 2km

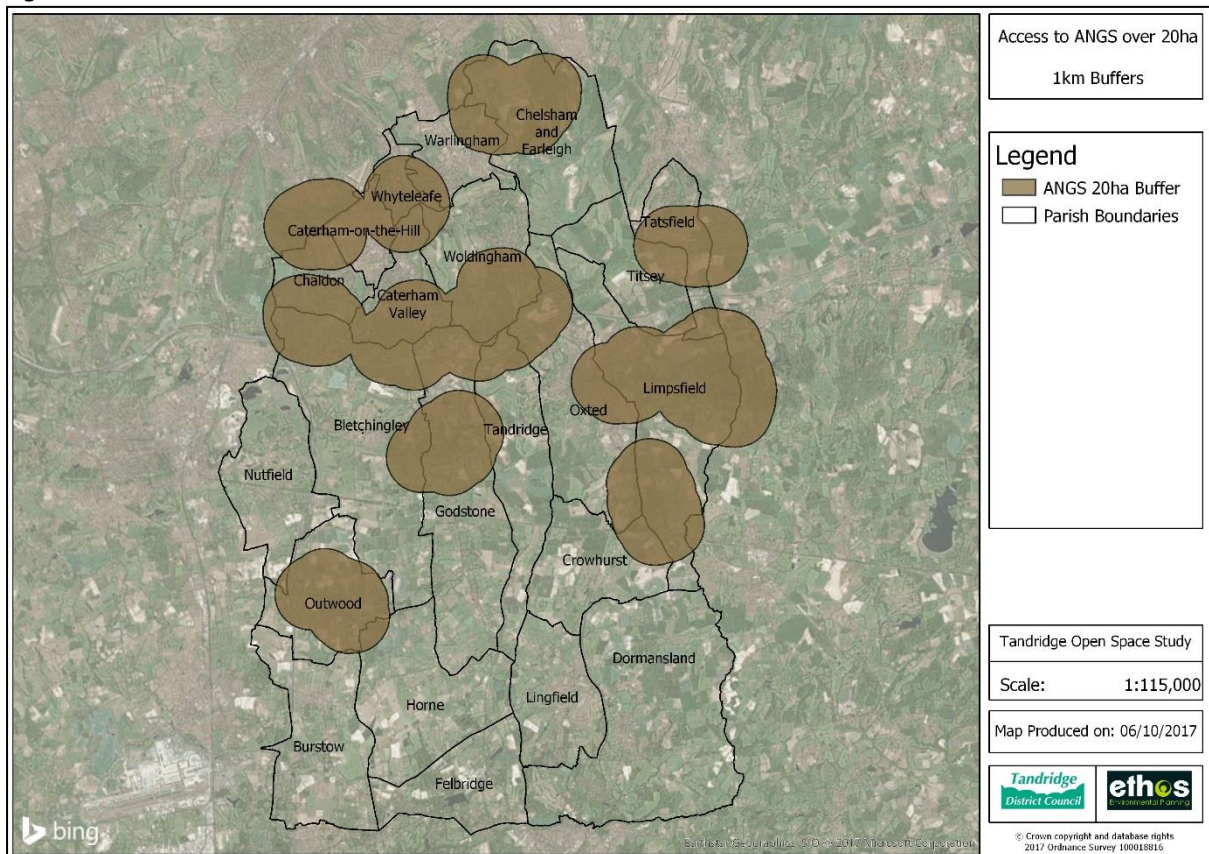


Figure 14 Access to 100 ha site within 5 km

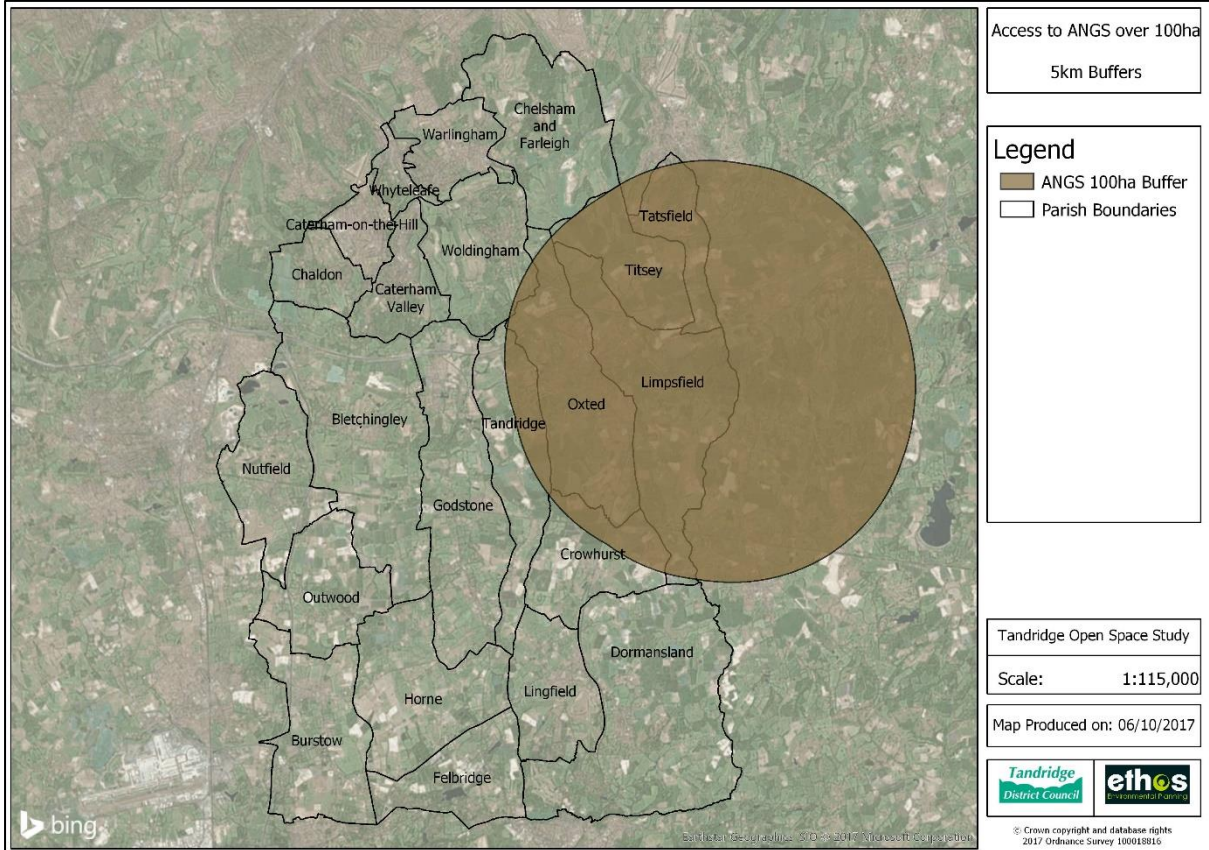


Figure 15 Local Nature Reserves

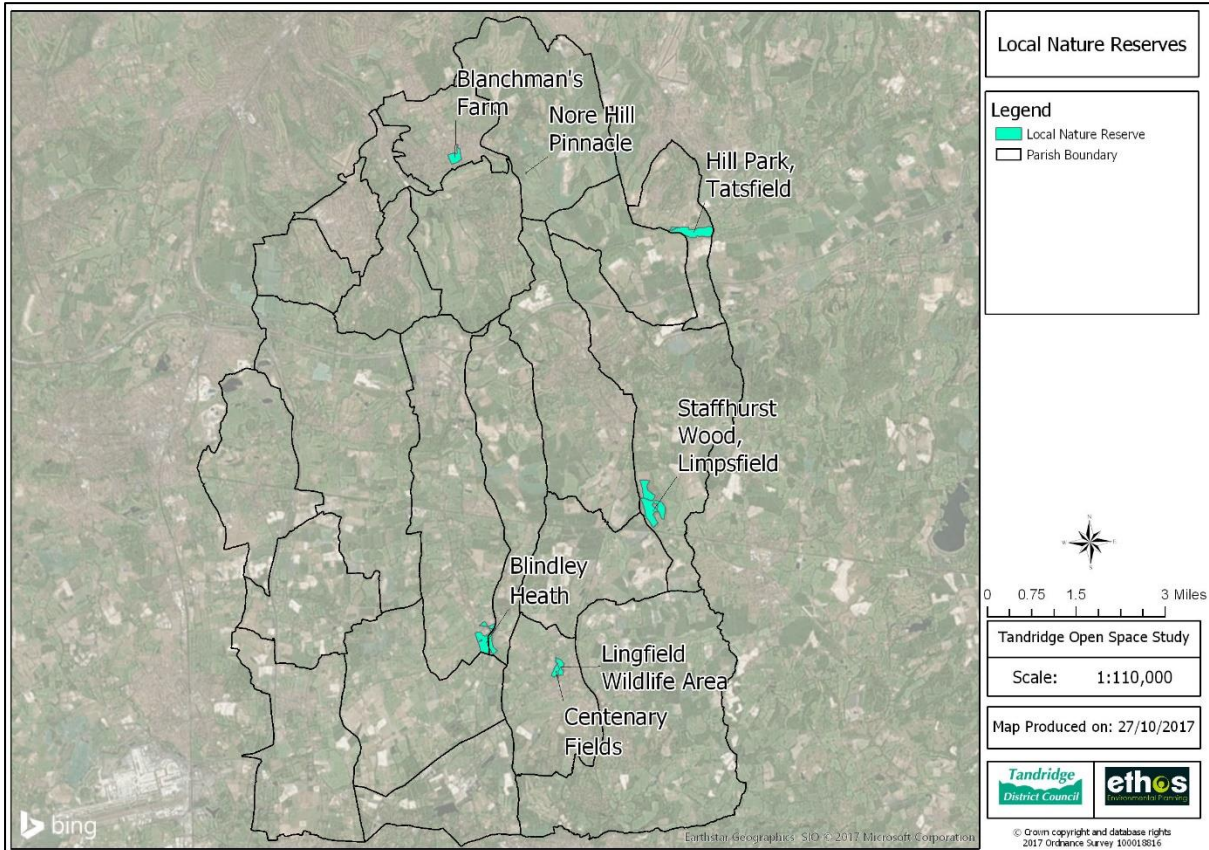


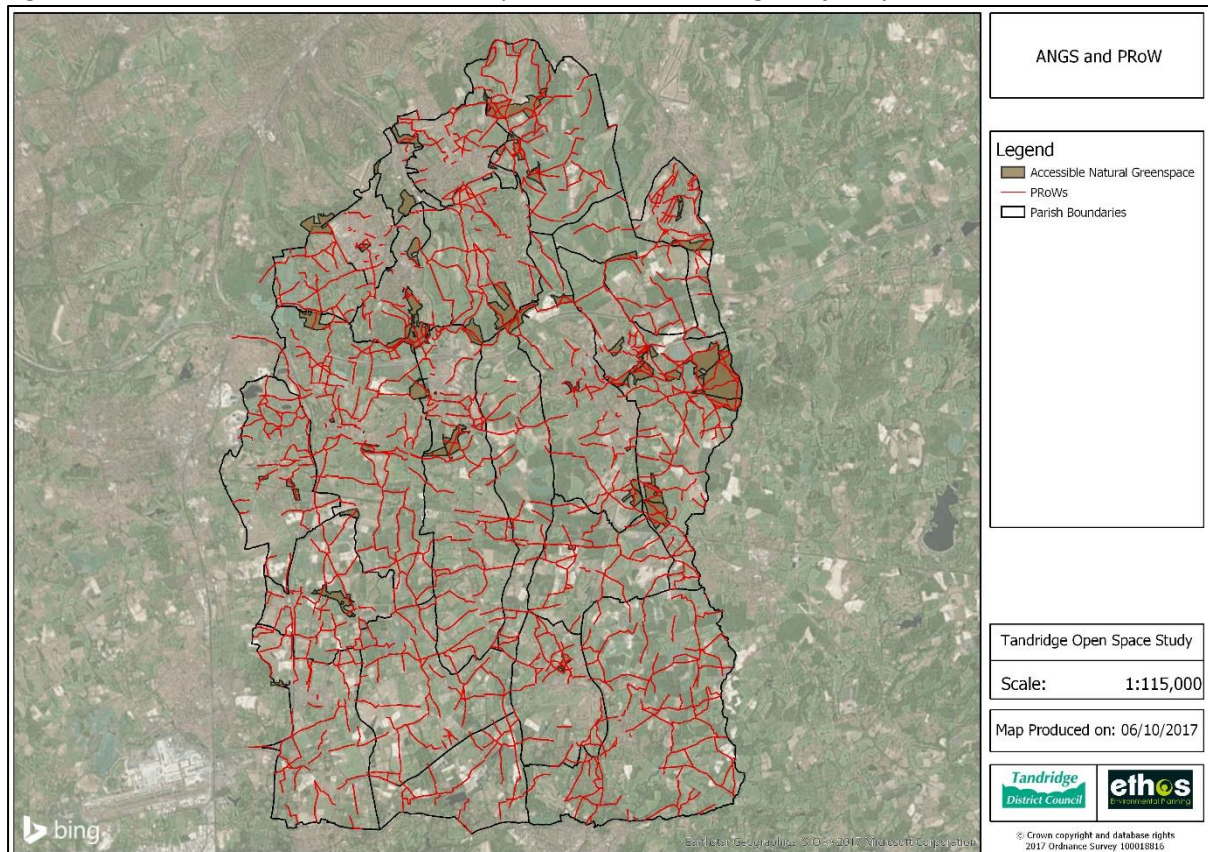
Table 17 Summary of access issues for natural green space

ANGST Standard	Key access Issues
At least one accessible 20 hectare site within two kilometres of home	Access is sporadic, focused mainly in the northern half of the district. The majority of parishes have either no or only partial access.
One accessible 100 hectare site within five kilometres of home	Access restricted to the north eastern part of the district, with the parishes of Tatsfield, Titsey, Limsfield and Oxted having good access, and partial access in the the parishes of Tandridge and Crowhurst.
One accessible 500 hectare site within ten kilometres of home	There are no 500 hectare sites within the district.
A minimum of one hectare of statutory Local Nature Reserves per thousand population at least 2 hectares in size, no more than 300 metres (5 minutes' walk) from home	There are 7 Local Nature Reserves within Tandridge District.

7.3.3 Access via the Public Rights of Way (PROW) Network

Figure 16 below shows the PROW network across the district. The PROW network provides access between open spaces and provides an important element of access to/within the countryside. As can be seen, there is generally good provision of PROW, although there are areas where the network is fragmented.

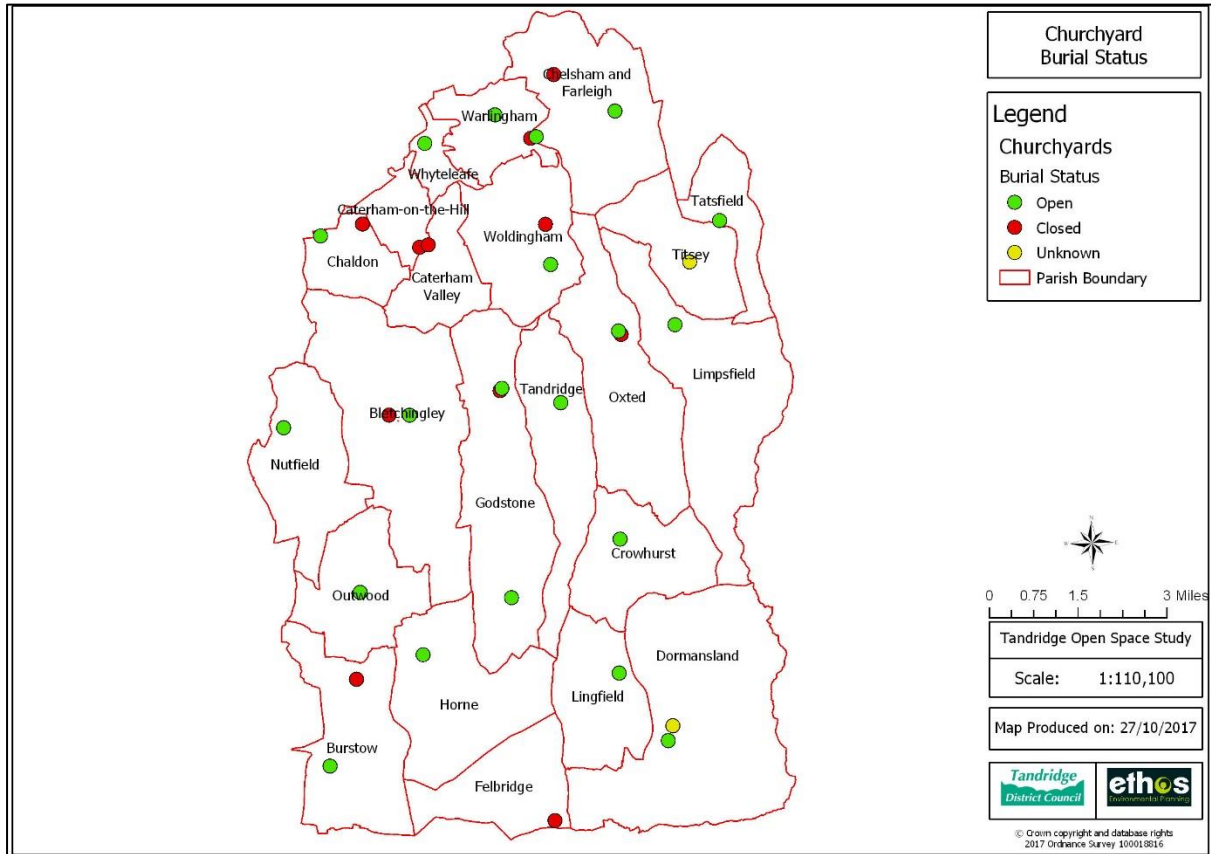
Figure 16 Access to Natural Green Space via the Public Rights of Way Network



7.3.4 Churchyards and Cemeteries

Figure 17 below shows which churchyards and cemeteries are open or closed for burials, following consultation carried out with burial ground managers (Community and Stakeholder Consultation Report, October 2017). The status of two of the churchyards is unknown³⁵.

Figure 17 Churchyards and Cemeteries and whether they are open or closed for burial



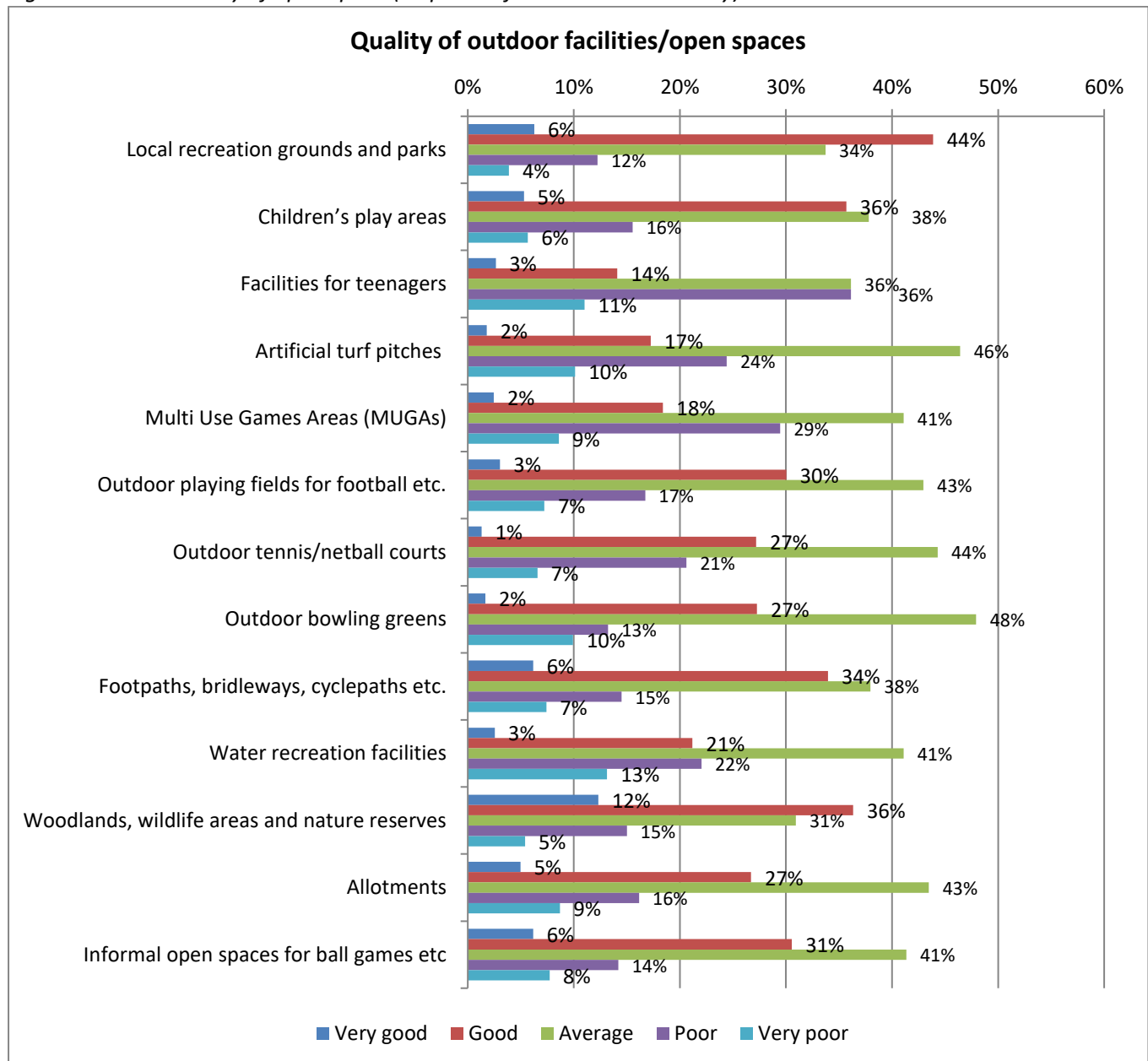
³⁵ Baptist Chapelyard in Dormansland and St James Churchyard in Titsey.

7.5 Application of quality standards

7.5.1 Quality of open space – consultation key findings

Respondents were asked how they rated various types of facilities in the district in terms of quality. The responses of those expressing an opinion on specific categories of facility are illustrated in Figure 18 below.

Figure 18 Quality of open space (responses from household survey)³⁶



For all kinds of outdoor facilities/open spaces a majority of households suggested that in general they were of average or better quality (though the most common rating tended to be

³⁶ Please note that percentages have been rounded up or down to the nearest full percentage. This means that on some occasions the total percentages will vary very slightly from 100%.

only "average"). However, for some typologies there were notable levels of dissatisfaction with general levels of quality as noted below.

47% of households highlighted the overall quality of outdoor facilities for teenagers as being either poor or very poor. The quality of MUGAs, water recreation facilities and artificial turf pitches was rated as poor or worse by at least 34% of respondents.

In contrast, some types of facilities/open spaces were rated relatively highly in terms of quality. These include: parks and recreation grounds (50% rate quality in general as being good or very good); woodlands, wildlife areas and nature reserves (48% similarly); play areas (41%); and footpaths, bridleways and cyclepaths (40%).

7.5.2 Quality of open space – audit methodology

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

It was not possible to survey all sites due to access restrictions, namely private sports grounds/open space and education sites. Other sites were also excluded due to limitations of resources, these included small amenity green spaces (<0.15 ha in size, which have little or no recreational value), 7 allotments and 5 natural green spaces.

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

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

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

For each of the criteria a score of 1 -10 is given, where 1 is very poor and 10 is very good. The scores for each site are added together and the mean calculated based on how many criteria were scored (e.g. If 'Community involvement' is given N/A for a site, the total will be

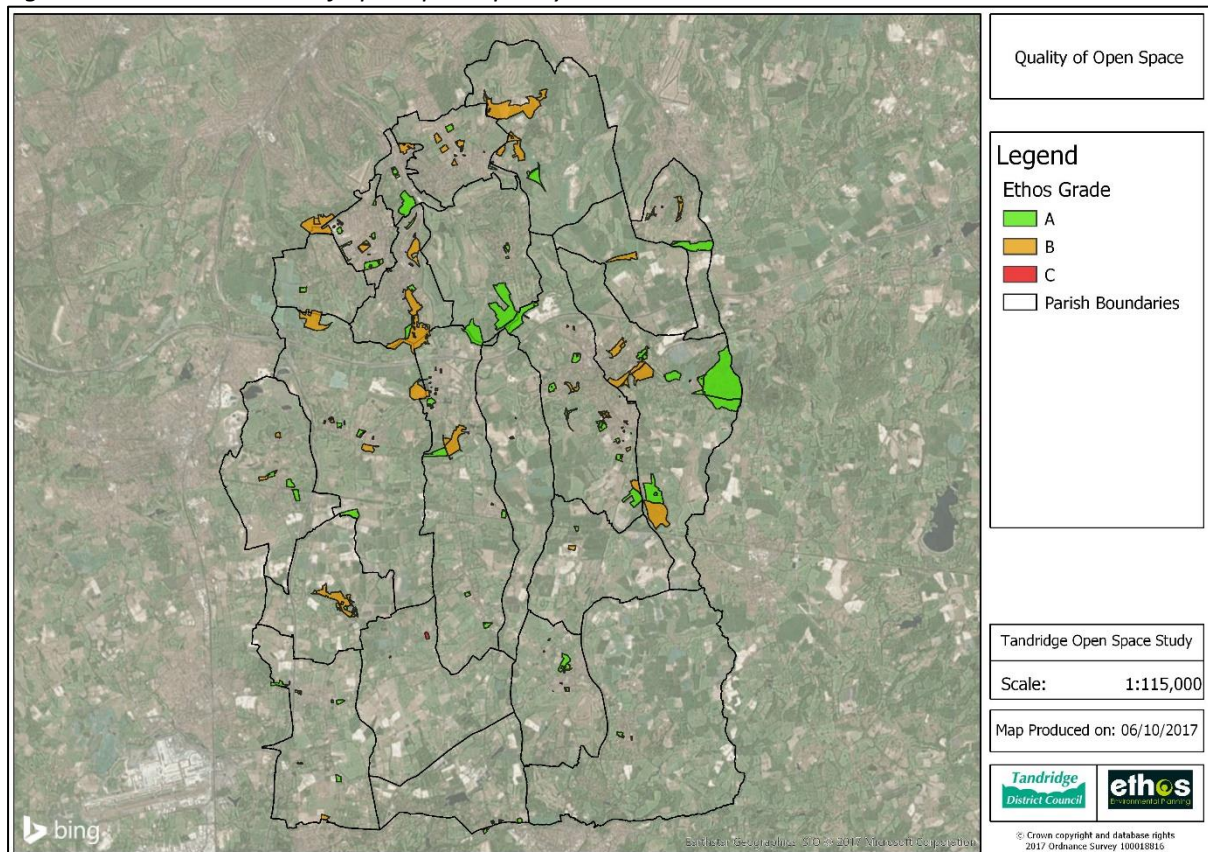
divided by 9). This mean is then multiplied by 7 to produce the final score from which sites are grouped into 3 categories - good, average or poor.

7.5.3 Quality of open space – audit findings

The quality audit was undertaken at 154 open spaces and 56 children and youth play spaces across the district. For each of the parishes within the district, a map showing the quality audit results has been produced (see appendix 5). Each map is based on the quality audit spreadsheet (appendix 4), which was extracted from the GIS database provided to the council, with sites categorized into three groups – good quality, average quality and poor quality.

Figure 19 provides an overview of the quality results for the open spaces that were quality audited. The map is intended to be used for indicative purposes – detailed maps by parish are included in appendix 5, and a GIS database of sites have been provided as an electronic database to the council.

Figure 19 Overview of open space quality audit results



8.0 STRATEGIC OPTIONS, POLICY & MANAGEMENT RECOMMENDATIONS

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

8.1 Strategic Options

8.1.1 Introduction

The strategic options address five key areas:

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

8.1.2 Delivering Strategic Options

Since the adoption of the National Planning Policy Framework in 2012, the planning environment is still in a state of change and flux.

The abolition of regional spatial strategies, and the move towards localism, puts more focus on local authorities to work with local communities to make decisions and deliver services, rather than relying on national or regional guidance. This will clearly impact how some of the recommendations in this study will be delivered.

Whilst the District Council will have an important role in supporting the stock of open space, sport and recreation facilities, its role may vary between that of 'deliverer' and 'facilitator'. Organisations such as parish/town councils, residents' groups, voluntary organisations, sports clubs and societies will have a key role in this.

One of the emerging priorities from localism is for there to be much more local decision making with regards to planning, and for local communities to develop neighbourhood plans. Although it is up to local communities to define their own priorities within neighbourhood plans, the information provided within this study will form a good basis to inform any decisions related to the provision of open space.

The following sections consider the key issues for open space in the district, and the recommendations that emerge need to be understood in the context of the Localism Act and it should be considered how they can fit into local decision making. The following sections serve to highlight issues, but do not necessarily resolve how the recommendations may be delivered.

The information provided within this Study will also form the basis for potential future strategies. In addition, the recommended policies within this Study will form the basis of any open space policies adopted by the Council.

8.2 Existing provision to be protected

The starting point of any policy adopted by the Council should be that all open space should be afforded protection unless it can be proved it is not required³⁷.

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

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

The quantity analysis, summarised in table 14 (section 7.2.1) shows that in every parish (with the exception of Bletchingley), there is a deficiency in at least one typology of open space. Therefore, the following recommendations are made:

Open Space Policy Direction (protecting open space):

- OS1** The distribution of open space varies across the district, however, there are identified shortages of at least 1 typology of open space in all parishes (with the exception of Bletchingley). It is therefore recommended that priority is placed on protecting those open spaces where there is an existing shortfall of supply.
- OS2** Sites which are critical to avoiding deficiencies, or making existing deficiencies worse, in quality, quantity or access should be protected unless suitable alternative provision can be provided which would compensate for any deficiencies caused.
- OS3** Sites which have significant nature conservation, historical or cultural value should be afforded protection, even if there is an identified surplus in quality, quantity or access in that local area.

The importance of privately managed spaces (e.g. sports grounds) as a community facility has been highlighted in this study, although these spaces are not afforded protection through policy recommended as part of this Study, as they are not covered by standards. The Playing Pitch Strategy however, covers these spaces.

³⁷ Although it should be noted that there may be other circumstances that may mean it is not possible to retain open space such as lack of funds or if local groups/parish councils do not wish to invest.

8.3 Existing provision to be enhanced

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

This includes those spaces or facilities which:

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

Those sites which require enhancement are identified within the quality audit³⁸ that was undertaken as part of this Study. Some of the key observations related to site enhancement include:

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

Appendix 5 provides maps by parish showing the quality audit results, with sites grouped into three categories – good, average and poor (as identified within the quality audit (appendix 4)). An overview of the open space quality audit rank scores is provided in section 7.5.3. The following recommendations are made in relation the quality of open space:

Open Space Policy Direction (enhancing open space):

- OS5** Where new housing development is proposed, consideration should be given to improving existing open spaces within the parish the development is located. Priority should be given to those sites identified as being of poor or average quality, as detailed in the quality audit (appendix 4).
- OS6** The study makes recommendations for improving the quality of open space across the district. However, a long term strategy for achieving improvements would assist

³⁸ Sections 7.5.2 and 7.5.3 explain the quality audit methodology and provides an overview of the results

- which could be delivered through a green space/GI strategy, play strategy, neighbourhood plans or additional design guidance.
- OS7** Priorities for improvement are the PROW network, parks and recreation grounds, outdoor playing fields and children’s play areas.
- OS8** Management plans should be developed for the main parks and recreation grounds. These priorities could be considered in neighbourhood plans and by the local community.

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

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

The information provided within this study will form a good basis to inform any decisions related to the provision or replacement of open space, sport and recreation facilities. Some settlements may seek a consolidation of facilities on a single site, such as a new sports hub.

These decisions could include the spatial and investment plans for open space, and set the foundations for green space provision (e.g. for the next 20 years). They should outline where different types of facilities and space - such as children's playgrounds, sports pitches, young people's facilities etc. are to be located. It will also identify if any open space is no longer needed and its disposal or re use can be used to fund improvements to other spaces.

Each plan could apply the standards and policies set out in this study and ensure that the significant investment anticipated for open spaces is prioritised with the help of stakeholders and communities. The standards agreed in this study can determine a minimum level of quality and quantity of open space provision and the maximum distance people should have to travel to access different types of open space.

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

In determining opportunities for re-location or re-designation of open space, the quantity and access provision have been considered at parish level, and some general observations made for each parish in Table 18 below. These are purely examples/recommendations for consideration by the Council. These recommendations are based on a technical assessment, considering existing quantity and access, but it is recognised that there are specific aspirations of the parish councils which are detailed within the Community and Stakeholder Consultation Report (October 2017).

Table 18 Opportunities for 're-designating open space'

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
Bletchingley	<p>Sufficient supply of all typologies (allotments, amenity green space, parks and recreation grounds and play (child and youth)).</p> <p>There is good provision of natural green space (38.73 ha/1000 population), which is well above the district average (10.56 ha/1000 population), although there is no access against the 100ha ANGst standard, and access against the 20ha ANGst standard is limited to the northern and eastern parts of the parish (outside of the key populated area).</p> <p>Although the parish churchyard is closed for burial, the village cemetery is open for burial (the parish council are unclear about its future capacity).</p>	<p>No need for re-designating open space as sufficient supply of all typologies.</p>
Burstow	<p>Shortfalls in amenity green space, children's play space and youth play space, sufficient supply of allotments and park and recreation grounds (combined).</p> <p>There is no access to natural green space against the ANGst standards, although Weatherhill Common provides access to natural green space in the north of the parish.</p> <p>Ebenezer Baptist Chapelyard is closed for burial and St Bartholomew Churchyard is nearly full, although it is hoped that the neighbouring land can be used as an extension to the churchyard.</p>	<p>Existing children's play spaces within park and recreation grounds could be expanded. Currently Plough Field Park and Recreation Ground and King Georges Playing Field have no youth provision (nor does King Georges Playing Field have a children's play area), so there may be potential to introduce new facilities at these sites.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
Caterham-on-the-Hill	<p>Shortfall of parks and recreation grounds and youth play space. Sufficient supply of allotments, amenity green space and children's play space.</p> <p>There is good access against the 20ha ANGSt standard within the northern part of the parish, although there is a large gap in the south (however, there is a small natural green space providing access in this area – Westway Common), and no access against the 100ha ANGSt standard.</p> <p>Caterham Cemetery (St Marys) and St Lawrence Churchyard are both closed for burial, although St Marys is open to the public and provides space for quiet recreation e.g. walking.</p>	<p>Town End amenity green space is already quite formal in nature, with hard surfaced paths and a large children's play area. This site has potential to be upgraded to a park and recreation ground (there is space for additional facilities e.g. youth provision), in order to reduce shortfalls in these typologies.</p>
Caterham Valley	<p>Shortfalls across all typologies.</p> <p>There is good provision of natural green space 12.23 ha/1000 population which is above the average level of provision across the district. The parish meets the 20ha ANGSt standard, however there is no access against the 100ha ANGSt standard.</p> <p>There is no burial space available in the Caterham Valley Parish. Public consultation via the Neighbourhood Plan requests burial ground facilities.</p>	<p>Little opportunity. Natural green space may have potential to accommodate low impact uses such as food growing areas or natural play. There may also be potential for existing parks and/or amenity green spaces to accommodate youth provision.</p>
Chaldon	<p>Shortfalls across all typologies with the exception of parks and recreation grounds.</p> <p>There is generally good access to natural green space against the 20ha ANGSt standard (Park</p>	<p>There may be potential for Six Brothers Field to accommodate a children's play area and/or a food growing area.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	<p>Ham and Quarry Hangers Nature Reserve to the south of the parish, and The Grove to the north). There is no access against the 100ha ANGSt standard.</p> <p>St Peter and St Paul Churchyard is open for burial but there is limited space (the Parish Council have commented that provision is inadequate). Old St Lawrence's Burial Ground is closed for burial, but is open to the public, providing a tranquil environment for people to enjoy.</p>	
Chelsham and Farleigh	<p>Shortfalls across all typologies with the exception of allotments.</p> <p>There is good provision of natural green space, with good access across the key populated areas against the 20ha ANGSt standard (although there is no access against the 100ha ANGSt standard).</p> <p>St. Mary's Church is closed for burial, and St Leonard Churchyard is open for burial, with approximately 5-7 years capacity.</p>	<p>It should be noted that although there are identified shortfalls across all typologies except allotments, Great Park Private Estate falls within this parish and provides extensive open space for residents only. Although these areas have not been mapped, used in calculations or included within the study due to them not being freely accessible to all, it is recognised that these spaces will provide for residents of the private estate (which is the key populated area within the parish).</p> <p>Natural green space may have potential to accommodate low impact uses such as food growing areas or natural play e.g. Chelsham Common if there is an identified need, although as previously stated the key populated area is the Great Park Private Estate, which provides extensive open space.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
Crowhurst	<p>Shortfalls across all typologies, with the exception of amenity green space.</p> <p>There is poor access against the 20ha and 100ha ANGSt standards, however there is a meadow (approx. 2ha in size) adjacent to St George's churchyard which provides accessible natural green space.</p> <p>The Parish Council have confirmed that St George's churchyard is open for burial.</p>	<p>There is no provision of allotments, parks and recreation grounds, children's play space or youth play space within the parish, however Crowhurst Lane playing fields (amenity green space) provides recreation space for the parish and is likely to be adequate due to the small size of the parish (with a population of 281). If need is identified, then there may be opportunity for the playing field to accommodate other uses/facilities such as a children's play area/youth provision natural play area and/or food growing area. The meadow adjacent to St George's church yard may also have potential to accommodate low impact uses such as natural play and/or a food growing area such as a community orchard.</p> <p>Considering the size of the parish, the existing provision of open space is considered to be adequate, whilst still allowing for any specific aspirations of the parish as identified in the consultation.</p>
Dormansland	<p>Shortfalls across all typologies, with the exception of children's play space.</p> <p>There is no access against the 20ha and 100ha ANGSt standards and no accessible natural green space has been mapped within the parish (although it should be noted there is extensive access to the countryside via the RoW network).</p>	<p>Little opportunity. Education sites may have potential for offering community use of facilities e.g. MUGAs, children's play areas. It should be noted that there is a private cricket ground and separate private football ground to the south of the main populated area, which provide additional recreational facilities. Chartham Park golf course is also within the south west of the parish.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	It is not known if Baptist Chapelyard is open or closed for burial.	
Felbridge	<p>Shortfalls across all typologies.</p> <p>There is no access against the 20ha and 100ha ANGSt standards and no accessible natural green space has been mapped within the parish (although it should be noted there is extensive access to the countryside via the RoW network).</p> <p>St John the Divine Churchyard is closed for burial.</p>	Little opportunity. It should be noted that there is a cricket ground and golf course (both outdoor sport private) within the parish.
Godstone	<p>Sufficient supply of parks and recreation grounds and children's play space. Shortfalls in provision of allotments, amenity green space and youth play space.</p> <p>There is some access against the 20ha ANGSt standard e.g. Tilburstow Hill and Common to the south of Gostone Village and natural green spaces to the north of the parish (which largely fall in adjoining parishes). There is no access against the 100ha ANGSt standard, however there are a number of smaller natural green spaces (<20ha in size) providing local access in Godstone Village.</p> <p>Godstone Burial Ground (St Nicholas Church) is open for burials (although the capacity is not known). St. John's Churchyard, Blindley Heath is also open for burials, with an estimated 30 years capacity based on 1 or 2 burials a year.</p>	<p>There may be potential for parks and recreation grounds within the parish to accommodate new or improved youth facilities and allotments in order to reduce the shortfalls in these typologies. Blindley Heath Cricket Club ground, although privately managed, provides public access, mitigating the shortfall in amenity green space.</p> <p>Natural green space (<20ha in size) may have potential to accommodate low impact uses such as food growing areas. It should be noted that Bay Pond is normally closed to the public, although there is a path running alongside the pond with benches, providing a pleasant space to sit and enjoy the view and providing a popular walking route to the churchyard.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
Horne	<p>Shortfalls across all typologies with the exception of children's play space.</p> <p>There is no access against the 20ha and 100ha ANGSt standards, and no natural green space has been mapped within the parish (although it should be noted there is extensive access to the countryside via the RoW network).</p> <p>St Mary the Virgin's Church Burial Ground is open for burial.</p>	<p>Provision within the parish is limited to a churchyard, children's play space and private cricket ground (there is also a large golf course). The cricket ground was found to be in poor condition/defunct, and there may be potential to improve the site/upgrade to a park and recreation ground incorporating other uses/facilities. However, this parish is very rural with a small population (811) and small settlements spread across the parish and therefore, there may not be an identified need.</p>
Limpsfield	<p>Sufficient supply of allotments and amenity green space, shortfalls across parks and recreation grounds and play space (both children and youth).</p> <p>There is good access against the 20ha and 100ha ANGSt standards, with provision of natural green space falling well above the average levels of provision for the district.</p> <p>St Peter Churchyard is open for burials, with approximately 20 years capacity.</p>	<p>High Street Playing Field (mapped as amenity green space as it only has a football pitch) may have potential to be upgraded to a park and recreation ground accommodating other facilities children's and/or youth play space.</p> <p>Natural green space may have potential to accommodate low impact uses such as natural play or food growing, to reduce shortfalls in provision and/or access.</p>
Lingfield	<p>Shortfall of amenity green space and parks and recreation grounds. Sufficient supply of allotments and play space (both children and youth)</p> <p>There is no access against the 20ha or 100ha ANGSt standards.</p> <p>St Peter & St Paul Upper Churchyard is closed, however Lower Churchyard is open for</p>	<p>Little opportunity. There are a number of small amenity green spaces within the parish, but these have not counted towards the provision of open space as they are below 0.15ha. There is little opportunity to increase the provision of parks and recreation grounds and amenity green space, other than through new development.</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	burial, with an estimated capacity of 15 years.	Bloomers Field Nature Reserve (natural green space) provides additional informal recreational space in Lingfield Village.
Nutfield	<p>Shortfall in parks and recreation grounds, sufficient supply of allotments, amenity green space and play space (both children and youth).</p> <p>There is no access against the 20ha and 100ha ANGSt standards.</p> <p>Nutfield Cemetery & Woodland Burial is open for burial.</p>	Little opportunity to increase provision of park and recreation grounds other than through new development. However, there is good provision of natural green space providing opportunity for informal recreation.
Outwood	<p>Shortfalls in allotments and parks and recreation grounds. Sufficient supply of amenity green space and play space (both children and youth).</p> <p>Outward Common provides access against the 20ha ANGSt standard across the key populated area. There is no access against the 100ha ANGSt standard.</p> <p>St John the Baptist Churchyard is open for burial, but is nearly full.</p>	Potential for the amenity green space adjacent to Lloyd Hall Park and Recreation Ground to be incorporated into park area, and potentially accommodate an allotment/food growing area.
Oxted	<p>Shortfalls in allotments and youth play space. Sufficient supply of amenity green space, parks and recreation grounds and children's play space.</p> <p>There are large gaps in access against the 20ha ANGSt standard, but good access against the 100ha ANGSt standard.</p>	Potential for parks and recreation grounds that do not already have youth play space to accommodate new facilities. Parks, amenity green space and natural green space may also have potential to accommodate allotments to reduce the shortfall in this typology.

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	St Mary's Churchyard is open for cremated remains only, however the church yard is open for public access, providing an important recreational resource and space for nature. Oxted Burial Ground is open for burial.	
Tandridge	<p>Shortfalls across all typologies with the exception of amenity green space.</p> <p>There is very little access against the 20ha ANGSt standard and access against the 100ha ANGSt standard is restricted to the eastern part of the parish.</p> <p>St Peter Churchyard is open for burial, although there are very few spaces left.</p>	Little opportunity, although due to the small population size (663) there is unlikely to be the need for a youth play space and park and recreation ground, with the Millennium Playing Field and area behind the school providing recreational space for the village. There may be some potential for Millennium Playing Field/area behind school to accommodate a food growing area. The existing children's play area by the school could be expanded to reduce the shortfall in this typology.
Tatsfield	<p>Shortfalls in parks and recreation grounds and children's play space. Sufficient supply across all other typologies.</p> <p>Access against the 20ha ANGSt standard across the southern half of the key populated area only, and good access against the 100ha ANGSt standard.</p> <p>St Mary's Church is open for burials, with around 30 years capacity.</p>	<p>Westmore Green could be upgraded to a park and recreation ground, with the existing children's play space expanded.</p> <p>There is good provision of natural green space within the parish, and there may be potential for this typology to accommodate natural play.</p>
Titsey	<p>Sufficient supply of children and youth play space, shortfalls in allotments, amenity green space and parks and recreation grounds.</p> <p>There is limited access against the 20ha ANGSt standard and</p>	Little opportunity - the only open space provision within the parish is a churchyard and accessible natural green space. However, the population is less than 100 people, and therefore it is considered that the existing provision of open space is

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	<p>good access against the 100ha ANGSt standard.</p> <p>The status (open or closed) of St James Churchyard is unknown.</p>	<p>adequate. There may be potential for natural green space to accommodate low impact use such as a food growing area if need identified.</p>
Warlingham	<p>Sufficient supply of allotments, parks and recreation grounds and children's play space. Shortfalls in amenity green space and youth play space.</p> <p>Access to 20ha natural green space sites is restricted to the north east and south west parts of the parish, and there is no access to 100ha sites against the ANGSt standard.</p> <p>Green Lawn Memorial Park and All Saints Anglican Church Cemetery are open for burial, there are no burial facilities at St Christopher's Church.</p>	<p>Warlingham Park and Recreation Ground and/or Hamsey Green Playing Fields may have potential to accommodate youth play space (there is currently no youth provision within the parish). Little opportunity to reduce the shortfalls in amenity green space (other than through new development). However, there is access to natural green space e.g. Whyteleafe Grassland.</p>
Whyteleafe	<p>Sufficient supply of parks and recreation grounds, children's play space and youth play space. Shortfalls in allotments and amenity green space.</p> <p>There is good access to natural green space against the 20ha ANGSt standard and no access against the 100ha ANGSt standard.</p> <p>St Luke's Churchyard is open for burial (for parishioners only).</p>	<p>There may be potential for Whyteleafe Recreation or natural green space to accommodate allotments or a food growing area. Little opportunity to reduce the shortfall in amenity green space, however there is good provision of natural green space.</p>
Woldingham	<p>Sufficient supply of children's play space, shortfalls in allotments, amenity green space, parks and recreation grounds and youth play space.</p> <p>There is access to natural green space against the 20ha ANGSt standard across the southern</p>	<p>Little opportunity due to existing shortfalls across all typologies (with the exception of children's play space). There are no allotments or youth play space. There may be potential for Woldingham Park to accommodate a youth play space, or natural green space to</p>

Parish	Current provision (and general comments on the provision of natural green space and churchyards/cemeteries).	Opportunities for re-designating open space.
	<p>half of the parish only. There is no access against the 100ha ANGSt standard.</p> <p>St Agatha Churchyard is open for burial, with around 10 to 20 years capacity. St Paul's Church is closed for burial.</p>	<p>accommodate a food growing area. There may also be potential for The Woldingham School to open up facilities for community use if they do not already.</p>

8.5 Identification of areas for new provision

New provision will be required where there is a new development and a planned increase in population, and/or an existing deficiency in supply or access to facilities exists.

In some circumstances new open space, particularly accessible natural greenspace, may be provided as a result of a separate policy aim. For example, as part of a multi-functional area designed primarily for SuDS; to improve and enhance biodiversity and habitat connectivity in accordance with the NPPF, as a SANG implemented to reduce the risk of recreational pressure on protected international sites, or to meet the aims of a Biodiversity Opportunity area. Therefore, application of open space standards may not be the sole reason for creation of new open spaces, and the recommendations within this study may not necessarily be exhaustive.

Section 7 outlines the existing situation with regards to supply and access to open space. This study can be used as the basis for decision making, as follows:

Quantity

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

The supply statistics should be used as part of the decision making process in development management to determine if a new development should provide facilities on-site or enhance existing provision through developer contributions³⁹.

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

³⁹ The exception being for Churchyards and Cemeteries, where supply has not been analysed, but the requirement for a new cemetery/burial space has been set out (see section 7.2.2).

Access

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

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

Delivering new provision

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

New development, CIL and developer contributions

Whilst this study will be used to inform the Council's emerging Local Plan and corporate policies, Policy CSP11 in the adopted Tandridge District Council Core Strategy sets out the Council's current strategic policy for site-specific infrastructure funding requirements and is therefore relevant in providing context.

The council does not have in place an adopted Planning Obligations Supplementary Planning Document. However, a statement on CIL and S106 dated August 2013 was produced to clarify the use of planning obligations. The Council's Planning Obligations and Community Infrastructure Guidance Note (2015) builds and expands on this and clarifies the use of planning obligations within the context of the Council's Community Infrastructure Levy (CIL), which has been in place since June 2014.

The Council currently seeks provision of on-site or site related informal open space, land, play facilities and recreational equipment on large housing sites through planning obligations, whilst formal sports land and facilities not on or related to large strategic sites as well as improvements to informal open space, play facilities and recreational equipment across the district is funded through CIL.

The Council's CIL has been in place since 2014 and is intended to be reviewed in 2018 to take account of strategic infrastructure necessary to support growth over the Local Plan period.

New development will be required to provide on-site open space in line with the standards outlined in this study. Whilst not all developments will be of a size that will generate the requirement for on-site open space (see table 22), when considering future housing numbers for Tandridge, there will be many that will. This study should be used to make local decisions about where and when new on-site provision will be required.

Figure 20 shows an example flow chart/decision making process to help developers/council officers determine the need for on-site provision of open space, or where CIL contributions would be required to improve existing open space provision. This is only a guide and requirements will be determined on a case by case basis using the standards and assessment within this study. This should be determined through pre-application discussions with the council.

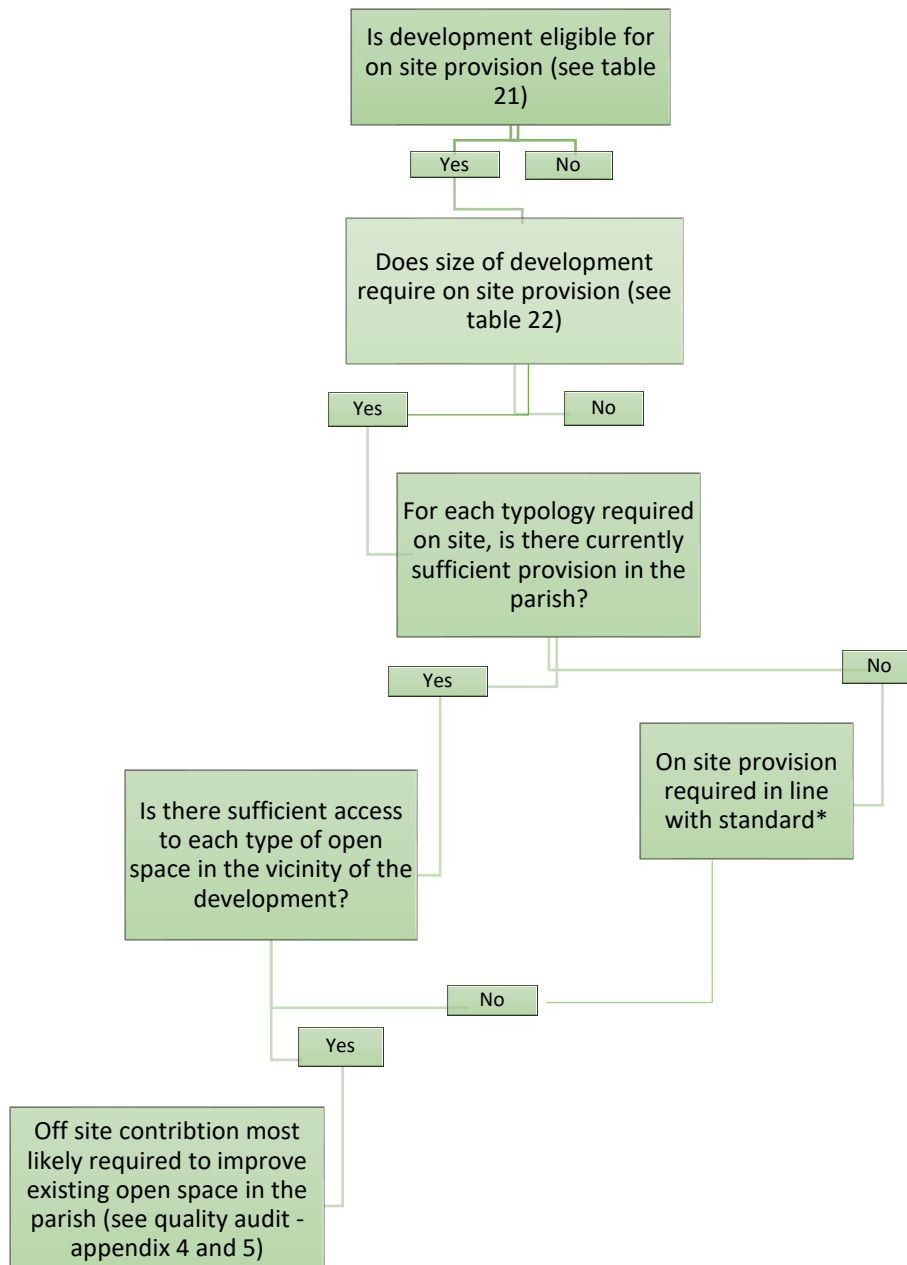
Capital and grant funding

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

Requirements for open space from new housing

Section 7.2.1 outlines the variation in supply of different typologies of open space across parishes. As identified, every parish has a shortfall in at least one typology of open space (with the exception of Bletchingley), therefore, the starting point for new housing is to assume that some form of on-site open space provision would be required.

Figure 20 Decision making process for on-site provision of open space, or off-site contributions to enhance existing open space



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

Open Space Policy Direction (new provision of open space):**OS10**

New provision of open space will be required as part of new development where housing is allocated in the local plan where there are existing deficiencies in quantity or access to open space and/or where the new development will result in deficiencies.

The priorities for additional facilities (identified within the household survey) are for facilities for teenagers and informal open space.

Where on-site provision is required, it should be provided in line with the proposed open space standards.

Where on-site provision is deemed impractical, or not required e.g. for small sites, consideration will be given to opportunities for off-site provision and/or improvements, including through pooling (to no more than five obligations in accordance with the CIL Regulations) of S106 contributions.

Improvements to existing open space will be considered first in the parish within which the development is located, then by the next closest priority site in neighbouring parishes. Priority sites requiring improvements will be identified from the quality audit (those sites assessed as being of poor or average quality being the highest priority for improvement) and also from site management and investment plans and the Council's own knowledge of their sites.

8.6 Facilities that are surplus to requirement

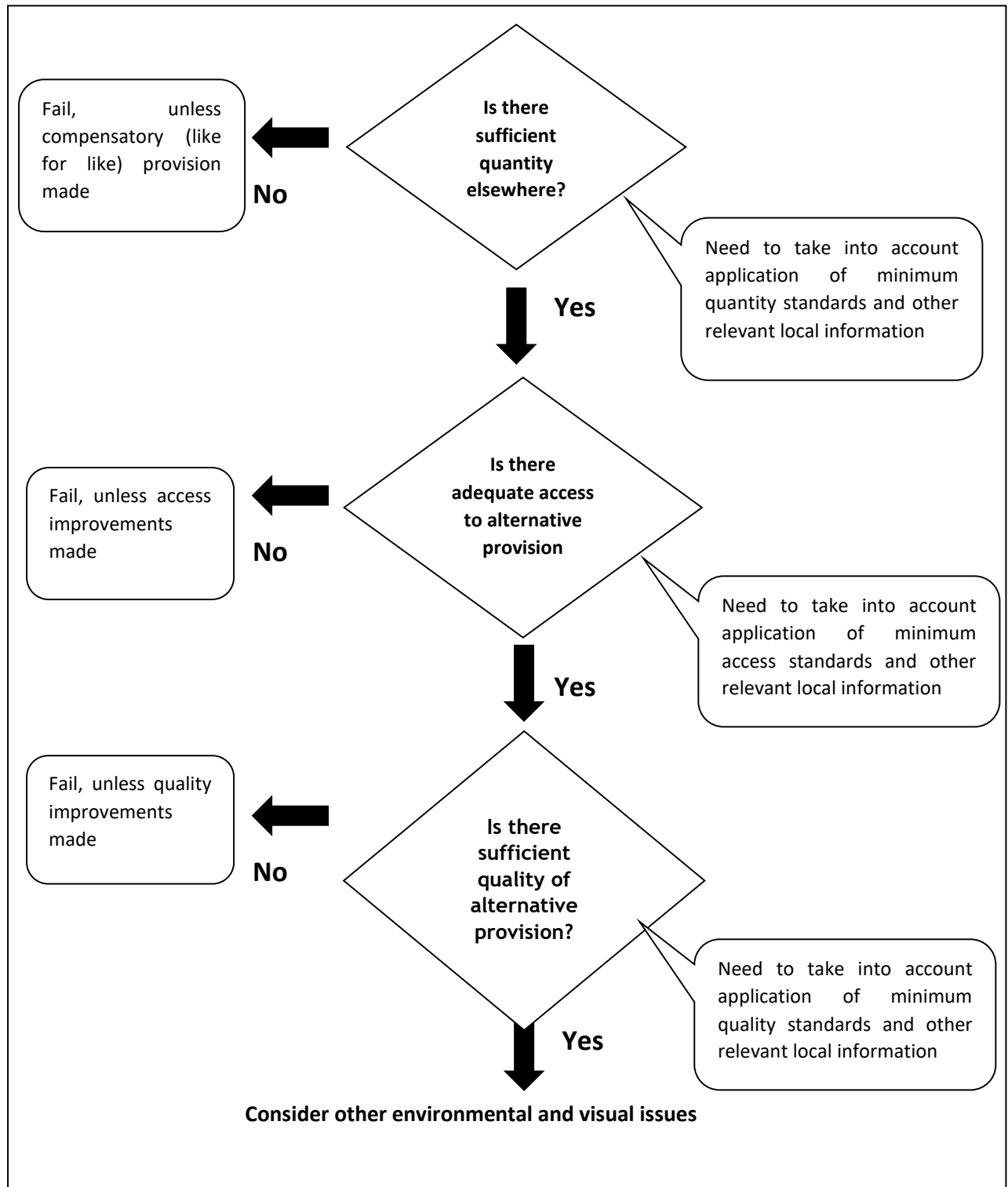
In addition to the strategic options outlined above, consideration should also be given to facilities that are surplus to requirement. There are important issues to resolve in terms of getting the correct balance of open space across the district before any disposal can be contemplated. Whilst there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

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

Consideration will be given to all the above factors in making any decisions, which need to be balanced.

Figure 21 and the associated paragraphs below provides an example and suggests an outline of the decision process that should be followed before the development/alternative use of an open space can be seriously contemplated.

Figure 21 Outline decision making process in relation to sanctioning (re)development of open space



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

Q. Is there adequate access to alternative provision?

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

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

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

The quality audit provided as part of this study provides a useful framework for identifying and prioritising open spaces that require improvements. Those open spaces which have been assessed as being of poor or average quality have the highest potential for improvement. If existing open spaces in the vicinity of new development are of poor/average quality, then funding for their improvement (e.g. access improvements, signage, improvements to facilities and/or habitats – as recommended in the quality audit database (appendix 4)) would need to be secured before any 'surplus' in a particular open space typology could be considered.

Even if these three tests are passed there may be other reasons for the site to remain as open space. For example, it may have value as a designated natural habitat, or landscape. Such considerations are important, but beyond the scope of this report and will need to be considered as part of any wider planning matter.

8.7 Developer Contributions

This section draws on the policy recommendations in the previous section and outlines a process for calculating developer contributions for on and off site provision and recommendations for management and maintenance procedures and costs.

8.7.1 Developer contributions and Community Infrastructure Levy

This section sets out higher level strategic recommendations and recommends an approach to developer contributions which can be used to inform policy for on-site contributions and to inform the feasibility for any off site investment proposed (through local planning obligations pooling⁴⁰).

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

In order to calculate developer contributions for facilities, a methodology has been adopted which calculates how much it would cost the Local Authority to provide them. These costs have been calculated by Ethos Environmental Planning using Spon's⁴¹. A summary of the costs are outlined in table 19 below.

Contributions towards the provision or improvement of open space are calculated using the capital cost of provision. The same charges apply to both provision of new facilities and the upgrading/improvement of existing facilities, which more often than not includes new provision.

Table 19 Costs for providing open space

Typology	Standard (m ²) per person	Cost/m ²
Allotments	2	£22.34
Parks and Recreation grounds	10	£92.94
Play Space (Children)	0.3	£168.76
Play Space (Youth)	0.2	£168.76
Amenity/Natural green space	10	£20.24
Total	22.5	

An inflation rate based on the Bank of England inflation rate should be applied.

⁴⁰ The CIL Regulations in general restrict the pooling of Section 106 contributions to no more than five obligations towards the provision of new infrastructure.

⁴¹ Spon's Architects' and Builders' Price Book 2017

2) Maintenance Contributions for on-site provision

If a development is required to provide open space on-site, the developer would be expected to maintain the open space for a minimum period of 1 year. Developers will then be asked to maintain the new provision through a management company. It is expected that a management plan for the open space would be submitted and approved by the council as a planning condition.

In the event that the open space would be adopted by the council, they may be willing to accept a commuted sum and make arrangements for management of the open space through the council or a third party. The amount payable for the commuted sum will be calculated using the figures in table 20.

Table 20 Maintenance sums payable for open space

Typology	Cost/m ² per annum
Play Space (Children's and Youth Provision)	£4.59
Parks, Sport & Recreation Grounds	£4.59
Amenity and Natural Green Space	£0.62
Allotments	£0.13

The figures in table 20 show how much it costs to maintain open space per metre squared. The costs have been provided from maintenance costs estimated by Ethos Environmental Planning. An inflation rate based on the Bank of England inflation rate should be applied.

3) Eligible types of development for on-site provision

Table 21 outlines the type of housing that will be considered eligible for making contributions towards open space to meet the needs of future occupants.

Table 21 Eligible types of residential development

Category	Open Market Housing / Flats	Affordable Housing*	Housing for the active elderly	Permanent mobile homes
Play Space	✓	✓	×	✓
Outdoor Sports Space	✓	✓	✓	✓
Parks and Gardens	✓	✓	✓	✓
Amenity Open Space	✓	✓	✓	✓
Natural Green Space	✓	✓	✓	✓
Allotments	✓	✓	✓	✓

[* Should recognise that affordable housing generates a need for new green infrastructure, but it is a policy decision as to whether GI contributions should be provided]. Includes agricultural workers' dwellings. Excludes extensions (for administrative reasons). Excludes replacement dwellings and nursing houses types.]

4) **Thresholds for provision**

The required open space, sport and recreation facilities can be provided by on-site or off-site provision, or through CIL (if included in approved CIL Infrastructure List). Where facilities are to be provided on-site, the Council will expect the developer to provide the land for the facility and either:

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

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

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

Table 22 provides a guide to assess which scales of housing generate a need for facilities in the categories listed to be provided on-site. The minimum size of amenity/natural green space considered acceptable as part of new development is 0.15ha. Therefore, for developments that require on site provision, but which would result in less than 0.15ha of amenity/natural green space against the standard (i.e. developments between 20-63 dwellings), the minimum size of amenity/natural green space is 0.15Ha.

Table 22 Requirement for open space, sport and recreation facilities

Type of Provision	1-19 dwellings	20-49 dwellings	50-99 dwellings	100+ dwellings
Allotments	X	X	X	✓
Amenity/Natural Green Space	X	✓	✓	✓
Parks and Recreation Grounds	X	X	X	✓
Play Space (children)	X	X	✓	✓
Play Space (Youth)	X	X	X	✓

KEY: ✓ on-site provision normally sought
 X improvements to existing (off-site) provision normally required

9.0 CONCLUSION

This Study provides a solid snapshot of the status of open space within Tandridge District in 2017. It includes a suite of policies and methodology for interpreting and informing the needs for these assets over the coming years, up to 2033. It should be read in conjunction the local needs assessment - Community and Stakeholder Consultation Report (October 2017).

The role and value of open space in helping deliver national, regional and local priorities and targets is clear from this assessment. It is important that the policies and recommendations included within this assessment are enshrined in the local plan, and acknowledged in relevant strategies, as and when they are reviewed. Council Officers and members play a pivotal role in adopting and promoting the recommendations within the assessment, and ensuring that key stakeholders such as parish council's, developers and community groups are engaged in open space provision where appropriate in the future.
