



# Hull Local Plan: 2016 to 2032

Protecting existing and providing new open  
space

Supplementary Planning Document 11



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<b>INTRODUCTION</b>	5
<b>What is open space? – definitions and standards</b>	6
<b>POLICY BACKGROUND</b>	8
<b>APPLYING THE POLICIES</b>	16
<b>Design guidance</b>	16
<b>Protecting existing open space</b>	19
<b>On-site open space requirements</b>	21
Appendix A	28
Appendix B	29



## INTRODUCTION

- 1.1 This Supplementary Planning Document (SPD) supplements policies in the Hull Local Plan 2016 to 2032. It provides additional planning guidance on Policy 42 - open space.
- 1.2 Open spaces and sport and recreation facilities are important to people's quality of life and overall wellbeing. They provide relief from the built environment, venues for exercise, play and the exploration of nature, and are important for the adaption to, and mitigation of climate change.  
As Hull has limited amounts of natural open space, these spaces and existing sports and recreation facilities need to be protected wherever possible, as they are difficult to replace.
- 1.3 Along with protecting existing open space, providing accessible and sustainable open spaces as part of housing development schemes is particularly important in Hull, a densely built-up urban area, where access to high quality open space and new opportunities for sport and recreation can make an important contribution to the health and happiness of surrounding local communities, with physical and mental illnesses associated with sedentary urban lifestyles coming at an increasing economic and social cost. Awareness is growing that areas with more green space are associated with better mental and physical health and that exposure to nature could be used as part of the treatment for some medical conditions.
- 1.4 As well as health benefits, open space has other environmental benefits, including contributing to the city's biodiversity and assisting in mitigating the causes and effects of climate change. For these reasons, open space makes an essential contribution towards sustainable development in the city.
- 1.5 In September 2017, Defra published their advice to the government on the 25 year environment plan. The Natural Capital Committee was developed in response to the 2011 White Paper, in which they introduced a vision to be "the first generation to leave the natural environment of England in a better state than it inherited...". Natural Capital is an approach to making decisions

about the wider benefits of the natural environment to society, business and environment and it is intended to support decision makers including planners, communities and landowners. Natural Capital in Hull include species, communities, landscapes, ecosystems, soils, water and air with societal benefits covering a broad range of issues such as air quality, recreation, flood protection, wildlife conservation, energy and water.

- 1.5 This SPD has been prepared to explain, in detail, what open space is, how and why we need to protect it and how the Council can ensure that new housing developments provide the appropriate amount of open space and sport and recreation facilities within them. It will provide guidance for those wishing to develop on an existing open space and those who wish to submit a planning application for a windfall housing site (a housing development on a non-allocated site in the Hull Local Plan) in relation to the amount of new open space that will be required to be provided by the development, either within the site itself or if it is not possible on-site, as a financial payment in-lieu of the required provision.

## **What is open space? – definitions and standards**

- 2.1 The National Planning Policy Framework (NPPF), originally published in 2012 and revised in 2018, replaced all previous national policy on open space (mainly PPG17 and PPS9) and describes open space as:

“space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.”  
The National Planning Practice Guidance (NPPG) adds that “(open space) can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks.”

- 2.2 In the local context, the Hull Local Plan: 2016 to 2032 describes the different categories of open space that exist within the city, a summary of these are contained in Table 12.1 of the Local Plan and are repeated below:

**Table 1 - Summary of open space types in Hull**

Type	Description
Allotments	Opportunities for residents to grow their own produce. Includes urban farms but does not include private gardens.
Amenity green space	Grassed areas for informal recreation set around housing areas.
Cemeteries & churchyards	Includes disused churchyards and other burial grounds.
Civic spaces	Hard surfaced areas that have community value. Generally located within or near to the city centre.
Educational grounds	Land belonging to a school or college. Generally consist of areas for formal sport, informal play, landscaping and nature conservation. For safety and security reasons they are usually kept locked and are inaccessible to the general public. Often schools allow community use of the sports facilities for a fee but this cannot be guaranteed.
Green corridors	Includes rivers, drains, cycleways, rights of way and disused railway lines.
Natural and semi-natural green spaces	Includes woodlands, forestry, scrub, grasslands, wetlands and wastelands.
Outdoor sports facilities	Natural or artificial surfaces, either publicly or privately owned, used for sport and recreation. They include pitches/playing fields, tennis courts, bowling greens, golf courses and athletics tracks.
Parks and gardens	Includes urban parks and formal gardens. Usually contain a variety of facilities and may have one or more of the other types of open space within them.
Private grounds	Generally large private grounds and gardens that, because of their size, offer some sort of wider nature or amenity value.
Provision for children	Usually described as playgrounds or play parks. Areas designed with equipment primarily for play and social interaction involving children aged below 12.
Provision for young people	Areas designed with equipment primarily for play and social interaction involving young people aged 12 and above. Examples include teenage shelters, skateboard parks, BMX tracks and Multi Use Games Areas.

2.3 Using the above typology, the Council has assessed local provision in terms of need and has produced a number of open space assessments, these include:

- Open Space, Sport and Recreation Study (2009);
- Open Space & the Natural Environment Review (November 2014), and
- Open Space Strategy - Protecting and improving Hull's green and open spaces now and in the future (April 2017)

The 2009 study recommended a series of locally derived quantity and accessibility standards for open space provision and these are set out in the Hull Local Plan (and repeated in Table 2 below). These standards will be applied when determining areas of open space surplus or deficit within the city and used when assessing open space provision in proposed windfall housing developments.

**Table 2 - Hull open space standards**

Type	Quantity standard	Accessibility standard
Allotments	0.24ha/1000 people	20 minute walk (a 960m buffer from the site)
Amenity green space	0.67ha/1000 people	10 minute walk (a 480m buffer from the site)
Children's play facilities	0.03ha/1000 people	10 minute walk (a 480m buffer from the site)
Natural and semi-natural green space	0.62ha/1000 people	20 minute walk (a 960m buffer from the site)
Outdoor sports facilities & education grounds	1.68ha/1000 people (excluding golf courses)	15 minute walk (a 720m buffer from the site)
Parks and public gardens	0.50ha/1000 people	20 minute walk (a 960m buffer from the site)
Young people's facilities	0.023ha/1000 people	15 minute walk (a 720m buffer from the site)

## POLICY BACKGROUND

- 3.1 The city's urban characteristic means that creating new open spaces and replacing lost ones is challenging, therefore it is essential that the Council protects open spaces, wherever possible. And equally, where new housing development occurs it is important that sufficient open space and sports and recreational facilities are incorporated into housing schemes to make them acceptable in planning terms and provide for the needs of new residents. Given the high density levels within the city and limited quantities of open space it is essential where possible, the open spaces provide a variety of uses ranging from recreation through to habitat creation to flood management.
- 3.2 National planning policy directed towards achieving the above aims, are contained in paragraph 96 of the revised NPPF which states:

“Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate”.

- 3.3 The revised NPPF also adds in paragraph 170 that “planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures”.
- 3.4 Accompanying the NPPF, National Planning Practice Guidance (NPPG) adds that: “Open space should be taken into account in planning for new development and considering proposals that may affect existing open space.... It is for local planning authorities to assess the need for open space and opportunities for new provision in their areas.” With regards to sports and recreation facilities, it says: “Authorities and developers may refer to Sport England’s guidance on how to assess the need for sports and recreation facilities.”
- 3.5 Local planning policy for Hull is contained in the Hull Local Plan: 2016 to 2032 and the relevant policy concerning open space in Hull is contained in Policy 42 and is repeated below.

### **Policy 42 - Open Space**

#### **Open space sites**

1. The Policies Map shows the following sites:
  - a. Existing open space sites that are 0.1 hectares or greater.

- b. New open space allocation site 1. Schemes which encourage people to visit view and engage with the scheduled monument (South Blockhouse) will be supported but such schemes should consider the South Blockhouse as an importance archaeological feature. Designs for public open space in this area should aim to incorporate the archaeological findings and present them in an accessible way.
- c. New and existing green space in the Kingswood area. The detailed allocations are made within the Kingswood Area Plan.
- d. The design/layout of new open spaces should give consideration, where appropriate, to the provision of facilities for dog walkers but not where this recreational activity on the site would have an adverse impact on the integrity of the Humber Estuary International Site.

#### **Open space standards**

- 2. Schemes that increase open space provision, particularly in order to rectify identified deficits, will be supported.

#### **Existing open space protection including all open spaces that meet the criteria for open space contained in Table 1**

- 3. Open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
  - a. An assessment has been undertaken which has clearly shown the buildings or land to be surplus to requirements, including consideration of population growth over the plan period, its amenity value, and its strategic function. The assessment should fully consider the potential to re-use the site to address deficits for all types of open space in the area; or
  - b. The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
  - c. The development is for alternative sports and recreational provision,

the needs for which clearly outweigh the loss.

#### **On-site open space requirements**

4. On-site open space requirements for the Local Plan's housing allocation sites that require open space provision within them are listed in Table 12.5 (in the Hull Local Plan 2016 to 2032).
5. Housing windfall sites may require on-site open space to make them acceptable in planning terms, where there is or will be a deficit of open space and it is practicable to do so. The on-site open space should provide for the needs of the estimated future population of the development. The on-site open space requirements will be based on the latest assessment of open space need, and the tables of standards listed in Tables 2 and 3.
6. Where it is demonstrated that it is not feasible to provide on-site open, it will be provided off-site through a legal agreement securing a financial contribution.

3.6 The Council also has three adopted Area Action Plans (AAP's) which contain policies that relate to open space provision , these are: Kingswood AAP (2016), Holderness Road Corridor (HRC) AAP (2011) and Newington and St. Andrews (NaSA) AAP (2010) that. The two earlier AAPs (HRC and NaSA) have remodelled many of their open spaces as a means of enabling wide-scale housing regeneration, while still maintaining or enhancing existing levels of open space. For these AAPs, where significant housing renewal has already occurred and time has passed since the plans were adopted, many policies contained in them have been superseded by the Hull Local Plan, however the policies that have reference to new green space provision and specific open space improvements have been retained. These are contained in the following Saved Policies and shown on the relevant Proposals Maps: **NaSA2: Hawthorn Avenue area; NaSA3: West Park area; NaSA4: Boulevard area; NaSA7: Albert Avenue area; NaSA8: Coltman Street area; NaSA8 Dairycoates area; NaSA14: Public realm; NaSA16: Maintenance; HRC7: Key Green Spaces and the Green Network/Parks and Public Open Space; HRNBR2: Public realm and highways; HRNBR4:**

**Green Space; INGS2: Public realm and highways; INGS4: Green Space; PR3: Green space and transformational project; and PR4: Public realm and highways.** Details of the NaSA AAP and HCR AAP are available on the Council's website at *Planning/Planning Policy/Area Action Plans*.

- 3.7 The Kingswood AAP was adopted in September 2016 and is considered up-to-date, so the Hull Local Plan does not supersede any of its policies and the two plans should be read alongside each other. The relevant policy concerning protecting existing open spaces and new provision in housing developments is taken from Chapter 12 - Green infrastructure in the Kingswood AAP and quoted below.

#### **POLICY KAAP5 - GREEN INFRASTRUCTURE**

A comprehensive well connected green infrastructure will be established at Kingswood with the following:

- a. Existing green spaces and greenways, as designed on the Policies Map will be protected from development, enhanced where practicable, and be well maintained.
- b. High quality new green spaces, play areas and greenways will be created as part of new residential development at Wawne View and Riverbank, and to a lesser degree, as part of new development in the Kingswood Centre and Riverbank areas, as designated on the Policies Map.

- 3.8 Good quality design is fundamental to good planning. There is evidence to suggest that well-designed places can add value to people's lives by promoting opportunities for walking, cycling and social interaction. Attractively designed open spaces encourage people to use them, providing opportunities for involvement in active outdoor play and encouraging people to positively engage with nature, both of which have been linked to improved mental health.
- 3.9 Good design can help create accessible, secure, aesthetically pleasing, easily maintained and sustainable open spaces and the Council has adopted a range of design policy criterion pertinent to delivering successful open spaces

in new housing schemes. The relevant policy and sections are included in Policy 14 - Design, in the Hull Local Plan and quoted below.

## **Policy 14**

### **Design**

1. Development should demonstrate how its design supports the delivery of a high quality environment in Hull, particularly with regard to:
2. Encouraging active lifestyles;
3. Providing inclusive access;
4. Opportunities to promote public safety and minimise the risk of crime;
5. The creation of inclusive public spaces which encourage community interaction through:
  - inclusive design
  - high quality public realm
  - minimising the potential for anti-social behaviour
  - providing public art where appropriate

Development which does not meet these criteria will be refused.

3.10 In terms of design policies, Policy 42 section 1 (Open space sites) allocates a new open space site on the land between The Deep, Myton Bridge and Victoria Dock. The site incorporates The South Block House, a substantial and well-preserved part of the 16<sup>TH</sup> Century stone and brick built fortifications commissioned by Henry VIII in 1541- 42, which is a Scheduled Ancient Monument of National Importance. And as such, the site represents a prime location for a potential visitor centre to promote the historical site and Hull's medieval military and maritime history. However, designs for this open space should recognise that such a valued heritage asset is irreplaceable and any schemes involving its development must look to preserve and enhance its setting and significance. Policy 16 - Heritage considerations considers these requirements in greater detail and the relevant parts of the policy are repeated overleaf.

## **Policy 16**

### **Heritage considerations**

6. Development that would cause harm to the significance of a designated heritage asset will only be approved where it has been convincingly demonstrated that the harm cannot be avoided and there would be public benefits sufficient to outweigh the harm or loss caused.
7. Development and initiatives which preserve and/or enhance the significance and setting of the city's heritage assets will be supported, especially those elements which contribute to the distinct identity of Hull.

3.11 The use of open space is also integral to the effective management of surface and flood waters. Policy 38, 39 and 40 provide a policy framework for where development should be located and individual sites laid out. Policy 38 supports water storage options.

## **Policy 38**

### **Surface Water Storage and Drainage**

1. Development of strategic facilities for the storage of water will be supported where they can be shown to improve the flood resilience of the city and are well designed.
2. Development which will reduce the effectiveness of any surface water storage operation or facility will be refused.
3. Localised surface water storage and drainage facilities will be supported.

3.12 Policy 39 and 40 provide the policy approach to enabling sustainable drainage within new developments and ensuring new application address the risk of flooding.

## **Policy 39**

### **Sustainable Drainage**

1. All development should incorporate sustainable drainage systems

(SuDS) unless it has been demonstrated this is not technically or economically feasible. Major development should be accompanied by a Drainage Impact Assessment.

2. The Drainage Impact Assessment should account for the following:
  - a. run-off rates for greenfield sites should not exceed 1.4 litres per second per hectare;
  - b. run-off rates for brownfield sites should not exceed 50% of the current run-off rate;
  - c. the on-site drainage system should be capable of storing water for the 1 in 75 year (1.33% annual probability) rainfall event;
  - d. the site should be capable of storing the water from a 1 in 100 year (1% annual probability) rainfall event;

A 30% allowance should be added to the above requirements to account for climate change and to ensure that the development is safe for its lifetime.

3. The drainage system should be designed so that in the event of the system failing or the tolerances being exceeded, no surface water flooding is caused to habitable buildings on- or off-site.
4. Site layout should have regard to any relative flood risk within the site and any existing features which could support sustainable drainage on-site.
5. Sustainable drainage systems must be designed with regard to Source Protection Zones.
6. Applications should demonstrate how the long term maintenance of the sustainable drainage system will be assured.

#### **Policy 40**

##### **Addressing Flood Risk in Planning Applications**

1. Built development in Flood Zone 3b as shown on Policies Map is

not acceptable unless of a water compatible use or essential infrastructure that has passed the Exception Test.

2. Sequential Tests and Flood Risk Assessments should have regard to the local sub-division of Flood Zone 3a.
3. Development of sites or uses not allocated on the Policies Map must be supported by a Sequential Test and Exception Test as required by the Council's current standing advice.
4. Development which requires a Flood Risk Assessment and/ or the Exception Test as set out in the standing advice must demonstrate that appropriate flood mitigation, flood resilience and where appropriate, sustainable drainage measures have been incorporated in its design and layout.
5. The area of search for the Sequential Test should be the local authority boundary except in the following circumstances:
  - a. For city centre development, the area of search should be the defined city centre.
  - b. For development of one or two dwellings that would fall within Use Class C3 (a), the area of search should be the ward in which the application site is located.

3.13 A separate SPD dealing with flooding and drainage provides more details on these matters.

## **APPLYING THE POLICIES**

### **Design guidance**

4.1 The Council has produced a description or vision for each type of open space which may be required within housing development, (contained in The Open Space and Green Infrastructure Position Statement - September 2013 and repeated below). This description outlines what an ideal example of each type of open space would be and there is an opportunity to accommodate more than one type of open space within any area of new open space. The qualitative account below can be used in development schemes as design

guidance against which the Council can assess the appropriateness of proposed new open spaces. Using this guidance as a basis for what a potential open space could provide, allows designs to be customised to the individual need of the development site's surrounding area, neighbourhood and future residents.

- 4.2 When designing proposed new open spaces within housing schemes developers are encouraged to consider incorporating ecological features within the maintenance of them. Yorkshire Wildlife Trust can provide additional advice on suitable schemes and can be contacted via their website at [www.ywt.org.uk](http://www.ywt.org.uk). And in such new open spaces (including ornamental planting areas) designs that utilise native species whenever possible will be encouraged.
- 4.3 The table below offers suggestions on what a qualitative description for each type of open space in the city.

**Table 3 - A qualitative description of open spaces in Hull**

Type	Quality description/vision
Allotments and community gardens	Secure sites for the production of home-grown food and flowers with adequate provision of both water and electricity. Sites should be accessible to people of all abilities and physical needs. Ideally sites should also include car parking, toilet facilities and facilities to deal with non-organic waste material and recycling, be well-drained, and have good access paths, meeting huts and rubbish bins.
Amenity green space	Green spaces whose overall aim is residential amenity. They can provide landscaping to green the environment, and provide important green routes, connecting together the city's green network. Around residential areas they can provide a location for activities such as walking, including dog walking, running, cycling and relaxing. They can also be designed to provide other functions such as visual, wind or noise screening, or flood water management (SuDS, swales, etc.). The design and features will depend on the location and the needs of the surrounding community, but the following should be considered: low maintenance trees and scrubs; wild flowers; grass, benches; public art and paths including interesting routes for dog walkers. These areas should be well-maintained, with litter and dog waste bins, so they are clean, easily maintained and free of litter and dog fouling. Amenity green space areas within close proximity of the Humber Estuary need

	to be carefully managed to ensure they do not allow recreational users, including dog walkers, to impact on the integrity of the Humber Estuary International Site (Ramsar, SPA, SAC and SSSI designations).
Children's play facilities	Exciting, stimulating, well-equipped areas that provide a wide range of high quality facilities including play equipment, which cater for the needs of younger children of all abilities. Facilities to be well-maintained, safe, secure, dog free and located within a clean environment with good access.
Natural and semi-natural green spaces	Sites that provide wildlife conservation and environmental education and awareness. Should be well-managed to encourage nature conservation and enhancement. These areas can include water areas, information boards, litter and dog waste bins, picnic areas, paths including interesting routes for dog walkers, and appropriate car and cycle parking facilities. Ideally they should be clean with no fly-tipped rubbish or dog fouling, etc. Natural/semi-natural areas within close proximity of the Humber Estuary need to be carefully managed to ensure they do not allow recreational users, including dog walkers, to impact on the integrity of the Humber Estuary International Site (Ramsar, SPA, SAC and SSSI designations).
Outdoor sports facilities	A wide range of well-located and assessable outdoor sporting facilities which not only include traditional sports pitches such as rugby, football and cricket but also the less well pursued sports like tennis, rounders and volley ball for example. Facilities to be of high quality, well drained and include changing rooms, toilets, all weather play areas, floodlights, signage and appropriate parking where appropriate. All areas should be clean, well-maintained and free from dog fouling.
Parks and gardens	A landscaped area laid out and managed and presented to a high standard. These areas should contain a variety of facilities for recreation and leisure and be well-maintained, safe to visit, provide pleasant areas in which to walk, sit and enjoy floral and landscape features, shrubs, trees and other natural characteristics. They should be clean, free from dog fouling and include appropriate facilities (for the size of the site) such as paths including interesting routes for dog walkers, ponds, bandstands, public art, seating and litter and dog waste bins, all in a good state of repair. Park and garden areas within close proximity of the Humber Estuary need to be carefully managed to ensure they do not allow recreational users, including dog walkers, to impact on the integrity of the Humber Estuary International Site (Ramsar, SPA, SAC and SSSI designations).
Provision for young people	Exciting, stimulating, well-equipped areas that provide a wide range of high quality facilities including casual play areas, with areas for kick about football, cricket and other ball games, skateboard parks, cycle

	<p>tracks, basketball courts, Multi Use Games Areas and teenage shelters, as appropriate, designed to cater for older children (aged over 12) and young adults of all abilities and physical needs. These facilities should be well-maintained, safe, secure, dog free and located within a clean and pleasant environment.</p>
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4.4 Using the above design guidance allows developments to tailor each new open space to the individual requirements of the housing scheme in question, but general design guidance principles should also be applied. General design guidance is contained within Policy 14 of the Hull Local Plan and relevant parts of this policy are repeated above. The policy expects that open spaces should contribute positively to Hull’s urban environment by creating attractive, usable, secure and accessible open spaces. These areas of open space should encourage use by all members of the community. They should provide well-defined spaces that are accessed via safe footpath routes; that are well-overlooked or involve other passive supervision, are well-light and incorporate appropriate security measures; that are structured so that different uses do not cause conflict with each other and promote a sense of ownership and respect; and are designed with management and maintenance in mind while discouraging crime and anti-social behaviour in the present and future.

**Protecting existing open space**

5.1 Even the loss of small open spaces can have an adverse impact on communities in densely built-up urban areas such as Hull, especially in neighbourhoods where there is already a deficit in open space and/or sports and recreational facilities provision or in areas where the opportunities to provide more open space is limited.

5.2 Therefore Policy 42 seeks to protect all existing areas of open space and sports and recreational facilities in the city, not only sites identified on the Policies Map which accompanies the Local Plan but all spaces that meet the criteria for open space listed in Table 1 - Summary of open space types in Hull (see above).

- 5.3 The policy requires that any development which results in a loss of open space, either demonstrates that the asset (whether it is an open space, sports field or building) is surplus to requirements, or, is to be replaced by the equivalent or better provision or, an alternative sports or recreational facility is to be provided on the site, and the loss of the existing open space asset can be suitably justified.
- 5.4 For a developer to justify building on an existing open space the Council will expect evidence to be produced that meets either criteria a, b, or c of Policy 42 (section 3) as outlined in the paragraph above. The following, are examples of the sort of details the Council would normally require to substantiate the justification for such a loss open space (these should be used as a guide rather than an exhaustive list of what is required and additional information may be asked for before a planning decision can be made).
- 5.5 For Criteria a (produce an assessment showing the open space is surplus to requirements) the evidence should show that the site is no longer needed as an open space and that it would not be a suitable space in which to provide an alternative type of open space for in which there is a shortfall nearby. This evidence should include:
- how long has the open space asset been unused and when was it last used (if known);
  - the reasons why it is no longer in use (if known);
  - have measures been put in place to restrict access to the site;
  - where can local residents access alternative provision (for this type of open space) nearby; and
  - does the open space serve a strategic function - a strategic function is where an open space serves a large catchment area or provides a citywide function, such as a major park or sports venue or civic space in the city centre and its loss would affect more than just those living nearby.

In terms of the assessment showing that this site would not be suitable to accommodate an alternative type of open space (where deficits in the area exist) the Council would expect a brief explanation of why.

- 5.6 For Criteria b where the loss of open space is to be replaced by the equivalent or better provision in terms of quality and quantity in a suitable location (a suitable location would mean a location within the 'accessibility standard' distance, for the appropriate type of open space, from the development site - see Table 2 above) the developer will be expected to provide a description of the equivalent/improved open space proposed, including location plan, site plans, layouts etc. and details of how the open space will be managed and maintained in the future. In addition to this description, the Council will require a justification explaining how the proposed open space offers an equivalent or enhanced quantitative and qualitative alternative to the provision that's been lost, this should include details of how accessible the replacement open space will be compared to the existing provision and how it will serve the same function and catchment population.
- 5.7 For Criteria c (the development is for alternative sports and recreation provision) the developer will be expected to provide a description of the alternative provision, including site plans, proposed elevations, layouts etc., as well how this new facility will be managed and maintained and an explanation as to why the need for this alternative sports or recreational provision outweighs the loss of its predecessor.

### **On-site open space requirements**

- 6.1 All new housing developments should provide formal and informal open space and/or sports and recreation facilities if they are located in an area where there is an existing shortfall in any category of such provision. This is particularly important in a densely built urban area such as Hull, with obesity and excess weight gain in adults and children being a particular problem for the city's population and the lack of physical activity and inactivity a major risk factor for health in Hull according to the Council's Joint Strategic Needs Assessment (2016).
- 6.2 The open space/sports and recreation facilities requirements for all housing allocation sites in the Hull Local Plan have been assessed and are listed in

Table 12.5 in the plan and are repeated here in Table 4 - Schedule of public open space requirements in housing allocations (see below). These housing allocation sites should be developed providing at least the requirements set out in the 'minimum on-site requirement' column.

**Table 4 - Schedule of public open space (POS) requirement in housing allocation sites**

Housing site	Address	Minimum on-site requirement
20	Land between Ryehill Grove, Wyton Grove and Exeter Grove	Contribute a proportion towards POS on site 336
21	Land west of Poorhouse Lane, south of Preston Road	Contribute a proportion towards POS on site 336
36	Land at Former David Lister School	0.5ha of POS
42/106	North area of North Bransholme Regeneration Priority Area	No net loss to existing quantity of designated open space
164	Land north of Anlaby Road between Gladstone Street and Argyle Street	0.54 ha should be POS
197	Brandsby Grove	Existing playground equipment should be retained
199	Land to the south of Oakfield School	0.31 ha of natural/semi-natural green space on the north of the site (screening the school)
234	Land west of Bishop Alcock Road (former William Gee School)	0.47 ha of POS including children's play equipment
254	Land surrounding Wath Grove	0.20 ha of POS
322	Land west of Middlesex Road	1.1 ha of POS connected to Bluebell Fields (in line with planning permission 13/00969/FULL)
327	Land north of Maybury Road (former Maybury School)	0.14 ha of POS
328	Land north and south of Portobello Road, south of Marfleet Lane, west of Bilton Grove	0.09 ha of POS
329	Kedrum Road, Southcoates Lane (Greif site)	0.52 ha of POS
336	South of Preston Road	2.75 ha of POS to include a park, children's play equipment and landscaping/buffering along Holderness Drain (this includes the provision from sites 20/21)
561	Trinity House Grounds, Calvert Lane	1 ha of POS including a park
861 & 862	Land to the north Danby Close, Howdale Road	4.5 ha of POS to be provided across both sites, to include approximately 2.5 ha in the north-western area of site 862 to maintain the setting of Castle Hill Scheduled Monument

- 6.3 Policy 12 seeks to ensure that, where a shortfall already exists or where a proposed housing scheme would result in an increased need for open space and/or sports and recreation facilities, a developer contribution will be required through planning conditions or the negotiation of a planning agreement to provide suitable provision.
- 6.4 All residential development proposals not on allocated housing sites in the Hull Local Plan (windfall housing sites) including conversions will be liable to an open space contribution if there is a shortfall in open space provision nearby or there will be should the proposed scheme happen (nearby means within the 'accessibility standards' distances from the site detailed in Table 2 - Hull open space standards (see above).
- 6.5 For all windfall housing site applications the Council will undertake an assessment of open space/sports and recreation facility need and provision and determine whether a requirement is needed. The methodology for this assessment is shown in Table 6 - Methodology for calculating the open space requirements for windfall residential developments (including conversions and redevelopments). During the application process planning officers will advise the applicant what open space requirement their proposal generates. Where multiple deficiencies in open space have been identified an assessment will be made by planning officers as to which categories will be prioritised. The LPA will seek to prioritise the enhancement of natural capital wherever possible, recognising the wider benefits that strengthening natural capital can bring to the city.
- 6.6 Wherever possible the provision of new public open space should be made within the boundaries of the housing site in question, as an integral part of the development. However there may be certain circumstances where it is not possible or appropriate for a developer to provide the required open space on site. This could be for a number of reasons, for example the open space site provided would be too small to be usefully managed or used or that the characteristics of the site mean it would be impossible to accommodate a particular type of open space within it. Table 12.3 of the Hull Local Plan lists

recommended minimum sizes for each category of open space (see Table 5 below) and this table will be used to determine whether an open space requirement is of sufficient size to be accommodated on a development site.

**Table 5 - Recommended minimum size thresholds for on-site open space**

Type	Recommended minimum size
Allotments	0.2 ha
Amenity green space	0.1 ha
Children's play facilities	0.02 ha
Natural/semi-natural green space	0.25 ha
Outdoor sports facilities and education grounds	0.5 ha
Parks and gardens	0.25 ha
Young people's facilities	0.02 ha

6.7 Where the recommended minimum size cannot be achieved on site the Council will consider accepting a financial payment in-lieu of the required provision. This arrangement will require developers to make a financial contribution for the provision of off-site open space/sports and recreational facilities or the maintenance and/or enhancement of such existing provision off-site. This financial contribution will be calculated according to the current cost per sq. metre of providing and maintaining the different types of open space outlined in Table 1 above, these costing have been provided by the Council's Parks and open spaces directorate and will be reviewed annually to take account of changing levels of cost (these costs are outlined in Appendix A).

**Table 5 - Schedule of public open space (POS) requirement in housing allocation sites**

Housing site	Address	Minimum on-site requirement
20	Land between Ryehill Grove, Wyton Grove and Exeter Grove	Contribute a proportion towards POS on site 336
21	Land west of Poorhouse Lane, south of Preston Road	Contribute a proportion towards POS on site 336
36	Land at Former David Lister School	0.5ha of POS
42/106	North area of North Bransholme Regeneration Priority Area	No net loss to existing quantity of designated open space
164	Land north of Anlaby Road between Gladstone Street and Argyle Street	0.54 ha should be POS
197	Brandsby Grove	Existing playground equipment should be retained
199	Land to the south of Oakfield School	0.31 ha of natural/semi-natural green space on the north of the site (screening the school)
234	Land west of Bishop Alcock Road (former William Gee School)	0.47 ha of POS including children's play equipment
254	Land surrounding Wath Grove	0.20 ha of POS
322	Land west of Middlesex Road	1.1 ha of POS connected to Bluebell Fields (in line with planning permission 13/00969/FULL)
327	Land north of Maybury Road (former Maybury School)	0.14 ha of POS
328	Land north and south of Portobello Road, south of Marfleet Lane, west of Bilton Grove	0.09 ha of POS
329	Kedrum Road, Southcoates Lane (Greif site)	0.52 ha of POS
336	South of Preston Road	2.75 ha of POS to include a park, children's play equipment and landscaping/buffering along Holderness Drain (this includes the provision from sites 20/21)
561	Trinity House Grounds, Calvert Lane	1 ha of POS including a park
861 & 862	Land to the north Danby Close, Howdale Road	4.5 ha of POS to be provided across both sites, to include approximately 2.5 ha in the north-western area of site 862 to maintain the setting of Castle Hill Scheduled Monument

**Table 6 - Methodology for calculating the open space requirements for windfall residential developments (including conversions and redevelopments)**

The Council's step-by-step approach to determining open space requirements is as follows:

- STEP 1** Calculate the amount of existing provision (by open space type) within the locality of the site using the appropriate accessibility standard distance from it (see Table 2) - e.g. for amenity green space (AGS) calculate how much existing AGS provision there is within a 10 minute walk from the site (i.e. within a 480 sqm buffer, drawn around the development site measured in sq. m)
- STEP 2** Calculate the anticipated population generated by the development (by multiplying the number of new dwellings created by the average household occupancy rate for Hull, which at present is 2.178)
- STEP 3** Identify the number of existing residential properties located within accessibility standard distances from the site (see Table 2) - e.g. within a 480m, 720m or 960m buffer. Then calculate the total new population in each buffer zone (by multiplying this number by the average household occupancy rate (2.178) and adding the number of new residents generated by this development)
- STEP 4** Divide the amount of each type of open space nearby (see step 1) by the appropriate total population (see step 3) then divide by 10 to find the quantity ratio per 1000 population
- STEP 5** If this ratio (for each type of open space) is less than the quantity standard given in Table 2 then there is a deficit near the development site (for that category of open space) and a requirement generated
- STEP 6** If a deficit is identified in any category of open space then multiply the number of new people created by application scheme (see step 2) by the appropriate quantity standard (see Table 2) then divide by 1000 to give

the requirement (calculated to 4 decimal places) - if this requirement is equal or above the recommended minimum size given in Table 5 (above) then the provision should be provided on site (if appropriate could be provided off-site through a financial contribution), and if below this size threshold then a financial contribution will be required.

Appendix B provides an example of this methodology in practice.

## Appendix A - Cost of open space provision and maintenance

Type of open space	Cost in £ per sqm*
Allotments	£8.00
Amenity green space	£8.00
Children's play facilities	£280.00
Natural and semi-natural green space	£8.00
Outdoor sports facilities & education grounds	£15.00
Parks and public gardens	£13.00
Young people's facilities	£280.00

\* Suggested figures supplied by the Parks and Gardens Directorate which may be subject to change

Appendix B

New_houses_gross		Pop_480m	Pop_720m	Pop_960m	AGS	Allot	CPF	Education	NSN
1		2,076	5,369	10,748	17,300		0	328,885	15,164

number of properties multiplied by 2.178      number of properties multiplied by 2.178      properties multiplied by 2.178

**Notes**

<b>Housing density</b>	35	Dwellings per hectare
<b>Number of houses</b>	1	Used for calculation
<b>Dwelling size</b>	2.178	Est people per house
<b>Total new people</b>	2	From this development

<b>Within 480m</b>		
<b>Population</b>	2,078	Existing population in buffer plus new people
<b>AGS (amount in sqm)</b>	17,300	amount of amenity green space within 480m buffer
<b>CPF (amount in sqm)</b>	0	amount of children's play space within 480m buffer

<b>Within 720m</b>		
<b>Population</b>	5,371	Existing population in buffer plus new people
<b>Education (amount in sqm)</b>	328,885	amount of Ed. grounds within 720m buffer
<b>OSF (amount in sqm)</b>	80,428	amount of outdoor sports facilities within 720m buffer
<b>YPF (amount in sqm)</b>	0	amount of amenity green space within 720m buffer

<b>Within 960m</b>		
<b>Population</b>	10,750	Existing population in buffer plus new people
<b>Allot (amount in sqm)</b>	0	amount of allotments within 960m buffer
<b>NSN (amount in sqm)</b>	15,164	amount of natural/semi natural green space within 960m buffer
<b>PG (amount in sqm)</b>	0	amount of parks/gardens within 960m buffer

Type	Min size (ha)	Standard ha/1000	Projected ha/1000	Required ha	On-site
AGS	0.1	0.67	0.83	none required	No
Allot	0.2	0.24	0.00	0.0005	No
CPF	0.02	0.03	0.00	0.0001	No
NSN	0.25	0.62	0.14	0.0012	No
OSF/Education	0.5	1.68	7.62	none required	No
PG	0.25	0.5	0.00	0.0010	No
YPF	0.02	0.023	0.00	0.0001	No
<b>Total</b>					

requirement in sqm	cost of POS in £ per sqm	£ per sqm multiplied by requirement
0	8	0
5	8	40
1	280	280
12	8	96
0	47	0
10	13	130
1	280	280
<b>Total to pay</b>		<b>£826</b>

indicates deficit