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PLANNING AND OPEN SPACE

Planning Advice Note

PAN 65

Planning and Open Space

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PLANNING SERIES:

- **Scottish Planning Policies (SPPs)** provide statements of Scottish Government policy on nationally important land use issues and other planning matters, supported where appropriate by a locational framework.
- **Circulars**, which also provide statements of Scottish Government policy, contain guidance on policy implementation through legislative or procedural change.
- **Planning Advice Notes (PANs)** provide advice on good practice and other relevant information.

Statements of Scottish Government policy contained in SPPs and Circulars may be material considerations to be taken into account in development plan preparation and development management.

Existing National Planning Policy Guidelines (NPPGs) have continued relevance to decision making, until such time as they are replaced by a SPP. The term SPP should be interpreted as including NPPGs.

Statements of Scottish Government location specific planning policy, for example the West Edinburgh Planning Framework, have the same status in decision making as SPPs.

The National Planning Framework sets out the strategy for Scotland's long-term spatial development. It has the same status as SPPs and provides a national context for development plans and planning decisions and the ongoing programmes of the Scottish Government, public agencies and local government.

Important Note: In the interests of brevity and conciseness, Scottish Planning Policies do NOT repeat policy across thematic boundaries. Each SPP takes as read the general policy in SPP1, and highlights the other SPPs where links to other related policy will be found. The whole series of SPPs should be taken as an integral policy suite and read together.

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SCOTLAND'S OPEN SPACE: AN INVALUABLE ASSET

1. Open spaces are important for our quality of life. They provide the setting for a wide range of social interactions and pursuits that support personal and community well-being. They allow individuals to interact with the natural environment and provide habitats for wildlife. They can also be important in defining the character and identity of settlements. Connecting them in a green network can provide enhanced benefits for people, the environment and biodiversity. New areas of open space of enduring quality and value have, however, been the exception rather than the rule and existing spaces are under pressure not just from physical development but also from poor management and maintenance.
2. This Planning Advice Note (PAN) gives advice on the role of the planning system in protecting and enhancing existing open spaces and providing high quality new spaces. It supports *Scottish Planning Policy (SPP) 11: Open Space and Physical Activity*. The PAN also sets out how local authorities can prepare open space strategies and gives examples of good practice in providing, managing and maintaining open spaces. The advice relates to open space in settlements: villages, towns and major urban areas.
3. The planning system performs two key functions in relation to open space:
 - protecting areas that are valuable and valued; and
 - ensuring provision of appropriate quality in, or within easy reach of, new development.

POLICY FRAMEWORK

4. SPP 11 sets out how the Scottish Ministers expect open space issues to be considered by local authorities. It ensures a strategic approach to open space by requiring local authorities to undertake an open space audit and prepare an open space strategy for their area, informing the development plan and setting out a vision for new and improved open space. In addition, **sportscotland's** *Planning Policy for the Protection of Playing Fields* sets out the factors it will take into account in assessing proposals.
5. *Designing Places: A Policy Statement for Scotland* sets out the Scottish Government's aspirations for higher design standards and re-emphasises that design is a material consideration in determining planning applications.

6. The future growth of settlements and the need to find sustainable locations for housing and economic development will have implications for open space. *SPP 17: Planning for Transport* supports higher densities in locations that are most accessible by walking, cycling and public transport. This should not lead to a loss of amenity and will place greater emphasis on the need for a well-distributed, well-connected and accessible supply of quality open space.

Related policy and advice

Open space is fundamental to a range of other planning policies. *SPP2: Economic Development* and *SPP3: Planning for Housing* emphasise the importance of open space in commercial and residential developments. *NPPG 14: Natural Heritage* recognises that the accessible and familiar natural heritage of our urban open spaces makes a valuable contribution to local identity and quality of life. *PAN 60: Planning for Natural Heritage* promotes the concept of green networks, which can contribute to wider landscape, biodiversity and urban design objectives. *PAN 61: Planning and Sustainable Urban Drainage Systems (SUDS)* identifies the important role of SUDS.

Both *SPP 17* and *PAN 75: Transport and Planning* support the development of networks of paths, trails and green spaces that encourage walking, cycling and riding and link urban areas with the surrounding countryside and jobs to homes. *PAN 76: New Residential Streets* provides advice on the design of better quality residential streets. *SPP 21: Green Belts* recognises that green belt land can be managed to promote recreation. *PAN 59: Improving Town Centres* illustrates that the overall quality and viability of town and city centres can depend heavily on the design, management and maintenance of public spaces and their role as an important social and visual focus. *PAN 71: Conservation Area Management*, *PAN 68: Design Statements* and *PAN 67: Housing Quality* are also of relevance.

NPPG 18: Planning and the Historic Environment acknowledges the important relationship between buildings, cultural features and the natural environment in historic areas. It emphasises that the spaces between buildings, the settings of historic buildings and areas, urban parks, trees and historic street patterns can contribute significantly to the character and appearance of the historic environment and promotes their conservation. *PAN 52: Planning and Small Towns* emphasises the need to understand how open space in towns is used and supports analysis of the characteristics and functions of spaces.

THE VALUE OF OPEN SPACE

SOCIAL

7. Well-managed and maintained spaces can create opportunities for all sections of the community to interact. They can promote a sense of place and be a source of community pride, and also offer opportunities for people to play an active part in caring for the local environment. Well-designed spaces can reduce opportunities for crime and the fear of crime. Open space provides opportunities for sport and recreation, helping to promote active and healthy lifestyles, and can open up opportunities for environmental education for local groups, schools and individuals.

ENVIRONMENTAL

8. Open space can define the landscape and townscape structure and identity of settlements. Well-designed networks of spaces help to encourage people to travel safely by foot or bicycle. Green networks and corridors linking spaces also promote biodiversity and enable movement of wildlife. Trees and planting can play a role in the control of air and water pollution and contribute to energy reduction by providing shelter for buildings. They can also help to soften the impact of development and make green and civic spaces more appealing.

ECONOMIC

9. Well-designed and managed spaces can raise the quality of business, retail and leisure developments, making them more attractive to potential investors, users and customers. Areas of open space can also provide economic benefits in their own right; for example, produce from allotments, timber and other wood crops. The quality of civic spaces undoubtedly helps define the identity of towns and cities, which can enhance their attraction for living, working, investment and tourism.

Sustainable Urban Drainage System in Glasgow's East End Local Development Strategy

Glasgow City Council's East End Local Development Strategy sets out to create a 'health promoting community' in the East End of the city. Quality open spaces will form an integral part of this future community – encouraging physical activity, supporting mental wellbeing and attracting economic activity. The Strategy recognises the need for Sustainable Urban Drainage associated with the development of the East End and, crucially, highlights the opportunity for this to provide multifunctional spaces which contribute to a wider green network throughout the area.



TYPES OF OPEN SPACE

10. The term 'open space' covers greenspace consisting of any vegetated land or structure, water, path or geological feature within and on the edges of settlements, and civic space consisting of squares, market places and other paved or hard landscaped areas with a civic function. Some spaces may combine green and civic space elements, but one type or other will usually predominate. This advice note focuses on green space, but touches on civic space.
11. A typology of spaces can be useful in preparing open space strategies and in setting development plan policies. Local authorities should make use of the typology in Table 1 as a starting point for auditing open space but may also consider whether some categories require further classification. Appendix 1 contains an example of further classification, based on an approach adopted by many local authorities in collaboration with Greenspace Scotland.
12. Open space may serve a range of functions and some areas, particularly informal spaces, may not fit neatly into the typology. An appreciation of the hierarchy of open spaces can help councils to understand the different functions they perform and distinguish between spaces of strategic, local and neighbourhood importance. This should be tailored to fit local circumstances, and is usually most applicable to parks, greenspaces and woodland areas. Criteria linking population catchments to the size of different spaces and sensible distance or time thresholds can be included, helping to ensure that spaces of different types, functions and sizes are easily accessible to the communities they serve.
13. All spaces, regardless of ownership and accessibility (i.e. public and private spaces) contribute to the amenity and character of an area and can be taken into account by councils when undertaking their open space audits and strategies.

Table 1: Types of Open Space	
Type	Description
Public parks and gardens	Areas of land normally enclosed, designed, constructed, managed and maintained as a public park or garden. These may be owned or managed by community groups.
Private gardens or grounds	Areas of land normally enclosed and associated with a house or institution and reserved for private use.
Amenity greenspace	Landscaped areas providing visual amenity or separating different buildings or land uses for environmental, visual or safety reasons and used for a variety of informal or social activities such as sunbathing, picnics or kickabouts.
Playspace for children and teenagers	Areas providing safe and accessible opportunities for children's play, usually linked to housing areas.
Sports areas	Large and generally flat areas of grassland or specially designed surfaces, used primarily for designated sports (including playing fields, golf courses, tennis courts and bowling greens) and which are generally bookable.
Green corridors	Routes including canals, river corridors and old railway lines, linking different areas within a town or city as part of a designated and managed network and used for walking, cycling or horse riding, or linking towns and cities to their surrounding countryside or country parks. These may link green spaces together.
Natural/semi-natural greenspaces	Areas of undeveloped or previously developed land with residual natural habitats or which have been planted or colonised by vegetation and wildlife, including woodland and wetland areas.
Allotments and community growing spaces	Areas of land for growing fruit, vegetables and other plants, either in individual allotments or as a community activity.
Civic space	Squares, streets and waterfront promenades, predominantly of hard landscaping that provide a focus for pedestrian activity and can make connections for people and for wildlife.
Burial grounds	Includes churchyards and cemeteries.
Other functional greenspace	May be one or more types as required by local circumstances or priorities.

OPEN SPACE NETWORKS

14. Some of the best open spaces are parts of green networks. These can help to define landscape or townscape structure, provide links with the countryside, promote walking and cycling, and enhance connectivity for species and habitats. Many valuable open spaces are self-standing but, where feasible, planning authorities should try to extend and enhance green networks.
15. Local authorities should aim to maintain or form networks of green and civic spaces which:
 - contribute to the framework for development;
 - maintain and enhance environmental qualities;
 - provide a range of opportunities for recreation and leisure;
 - link and create wildlife habitats; and
 - encourage walking and cycling and reduce car use, in line with local transport strategies and Core Paths Plans.
16. Publicity in the form of signs, maps and leaflets can raise awareness of the network, which in turn can increase community commitment to its better use and management.

SPACES ARE PLACES

17. Open space designers, planners and managers should be aware of the potential to improve the quality of our environment and create long-lasting, beautiful places of which we can be proud. To achieve this, green and civic spaces must be fit for purpose and have a relationship with the surrounding buildings and uses, and the movements through them. Spaces should be designed for ease of access, particularly for groups such as the elderly, parents with pushchairs and disabled people. The proper provision, management and maintenance of open space are key aspects of good design.

Home Zones

Local authorities may wish to consider the potential to create Home Zones within their areas, under the Transport (Scotland) Act 2001. Home Zones can help give street space in residential areas back to pedestrians and prevent the movement and parking of vehicles from dominating the environment. Sensitive design and the use of high quality materials and landscaping can be used to improve the environment and create attractive places for children to play and people to meet. Home Zones may link into the open space network, providing a safe link for pedestrians and cyclists between parks and recreational spaces and community facilities such as schools and shops.

18. *Designing Places* highlights that the most successful places have certain qualities in common: identity; safe and pleasant; ease of movement; a sense of welcome; adaptability; and good use of resources. Open space should therefore be:
- well-located – linking into the open space network, connecting into well-used routes and overlooked by buildings, helping to foster a feeling of safety and discourage anti-social behaviour as well as being easily accessible to all.
 - well-designed – designed to reduce vandalism and, where appropriate, maintenance, with the use of high quality durable materials and incorporating elements of interest, for example through public art.
 - well-managed – covered by a management and maintenance regime attuned to the type of space, durability, wildlife habitats present, level of usage and local interests.
 - adaptable – be capable of serving a number of functions and adapting to different uses while promoting a range of benefits such as biodiversity, flood control or environmental education.
19. Spaces that exhibit these characteristics are likely to be of high quality, safe and therefore well used. Spaces that do not are likely to appear neglected, feel unsafe and contribute little to the quality of the surrounding environment. The role of landscape architects and urban designers in creating spaces that achieve these qualities should not be underestimated. These characteristics should not always be sought, indeed may be inappropriate, in many natural or semi-natural greenspaces.

OPEN SPACE STRATEGIES

20. An open space strategy provides an effective means of co-ordinating the policies of the different council departments with responsibilities for open space, and of focusing liaison and partnership working with relevant public, private and community interests. It should be a corporate document that both informs and is informed by other strategies and plans, including development plans, the Core Paths Plan and the community plan. It should also influence decisions on spending and investment.
21. An open space strategy can help local authorities and their strategic partners move towards a more structured, rigorous and rounded analysis of open space supply and requirements. Its preparation can require a major commitment of staff resources. However, some information or analysis is likely to exist within council departments and partner organisations. Paying greatest attention to particular types of spaces such as sports pitches or children's play space, or to neighbourhoods or settlements where open space provision is poor or under particular threat, can make the task more manageable but the audit and strategy must both be comprehensive in their approach.
22. A strategy should comprise four elements:
 - a strategic framework and vision for open space;
 - an audit of existing open space provision;
 - an assessment of current and future requirements; and
 - a strategy statement with a clear set of priorities and actions.

STRATEGIC FRAMEWORK AND VISION

23. The process of strategy development and implementation must begin with a shared understanding between the local authority and its strategic partners. This should take the form of an agreed strategic framework and a vision outlining the partners' aspirations for open space in terms of its distribution, quality and the functions which open spaces are expected to fulfil. This will set the policy, strategic and practical contexts within which the open space resource is audited, quality and fitness for purpose are assessed and strategic decisions are taken. The strategic framework and vision may be presented as an initial strategy statement with sign-up from the key partners.

OPEN SPACE AUDITS

24. The essential elements of an audit are to record the type, functions, size, condition, location and maintenance requirements of the spaces and to provide some insight on levels of use. The process should also identify community views on the value of open spaces and aspirations for their future role. It may sometimes be useful to record details such as ownership or any history of flooding. Qualitative indicators, for example ranking quality and condition of facilities, can help to establish fitness for purpose.

25. External bodies such as amenity groups, residents' associations or consultants may be able to carry out audit work, guided by local authority staff. The use of a Geographic Information System (GIS) allows the data to be overlaid with information on planning consents and development plan policy. Importantly, the use of GIS will allow the information to be shared widely.

Open space audits with the help of Geographic Information Systems

In 2007, Greenspace Scotland led an initiative to create digital maps of greenspace with 12 local authorities. Using an approach previously developed in the Glasgow & Clyde Valley Structure Plan area in 2004, greenspace was mapped according to the PAN 65 typology, based on aerial photographs and local authority datasets.

As part of this initiative, South, East and North Ayrshire Councils worked with consultants to create a digital map of greenspace. Staff from the local authorities were closely involved in advising on the work and providing quality assurance. Since completing the greenspace mapping, South Ayrshire Council has developed GIS tools to allow staff to update the dataset as changes in land use occur. This means that the greenspace map can support current and future open space audit and strategy work throughout Ayrshire.

26. Greenspace Scotland can offer advice and guidance on the development of open space audits and strategies. **sportscotland** can offer advice and guidance on the development of a sports pitches strategy, which should ideally be carried out as part of the wider open space strategy, and may be able to help fund this work. **sportscotland's** *Guide to the Preparation of Sports Pitch Strategies* gives further guidance.

ASSESSING CURRENT AND FUTURE REQUIREMENTS

27. Audit information will form the basis of an assessment of current and future needs. Different types of open space require to be considered separately. This can be thought of most simply as 'supply-led', 'demand-led' and 'standards-based' approaches. Where there is a mix of characteristics, the primary use of the space should be the guide.
28. Spaces most suited to a supply-led approach are urban parks and gardens, civic spaces, woodlands and other natural greenspaces. This should assess the existing size and distribution of spaces against their current and future role and allow for the formulation of a strategy that protects and enhances these spaces, extending and linking them where feasible.
29. A demand-led approach is suited to those spaces for which a quantifiable demand can be identified, for example, sports facilities and functional spaces such as cemeteries and allotments. This should allow the local authority to consult with relevant user groups or carry out necessary survey work in order to establish the demand for facilities.

Fields in Trust: 'Planning and Design for Outdoor Sport and Play'

The 2008 revision of Fields in Trust's Six Acre Standard, now called *Planning and Design for Outdoor Sport and Play*, clarifies that the standard relates only to outdoor play space, which is not the only form of open space. Fields in Trust now recommends the use of Benchmark Standards relating to quantity, quality and accessibility as a guide and helpful tool to those local authorities determining their own local standards. The quantitative aspect of the Standards indicates provision per 1000 population of 4 acres (1.6 hectares) for outdoor sport, including pitches and greens; and 2 acres (0.8 hectares) for children's playing space.

Where standards are required this may act as a useful starting point, but it should not substitute for standards developed locally which take into account existing and desired quality, quantity and accessibility of open space. Fields in Trust emphasises the need for local authorities to carry out a robust assessment of needs, and stresses that use of the Standards in isolation will lead to inappropriate land use policies.

30. Where the need for a type of space is broadly the same everywhere, or where the demand for a particular use is difficult to quantify, for example when attempting to predict future community needs in a new housing area, it may be appropriate to use a standards-based approach. However, any standards should be carefully tailored to the circumstances of the area and a single standard will not be suitable for all parts of the country, even for all communities within the same local authority. Very different standards are also likely to be required for different functions such as play areas for children and teenagers and informal recreation areas.
31. Standards should contain three elements:
 - quality – a benchmark against which quality can be measured;
 - quantity – an amount of space per house unit or head of population; and
 - accessibility – at its simplest, distance thresholds for particular types of open space. Planning authorities may prefer to develop accessibility standards which take account of barriers to access (such as busy roads) and of actual travel distances rather than straight-line distance.

STRATEGY STATEMENT

32. The strategy statement brings together the audit and assessment in a coherent vision with clear policies and a set of priorities for action. The statement must set out deficiencies and problems and make explicit the choices and their implications. In the absence of a statement, the danger of ad hoc losses of open space, through speculative development proposals, increases.

33. An open space strategy has a number of advantages:
- heightened public awareness of the resource and the issues surrounding its protection and management;
 - improved rationale for policy, land disposal and spending decisions;
 - stronger basis for accessing funds for improvements in provision (see Annex 2 for information on funding sources); and
 - a basis for greater partnership working with other organisations and bodies interested in the development, management and use of open space.

Hamilton Palace Grounds

Hamilton Palace Grounds, part of Strathclyde Country Park and close to Hamilton town centre, included an extensive area of playing field and other outdoor sports facilities. Although well used, these facilities were of poor quality and low environmental value. The redevelopment of the town centre provided an opportunity to upgrade the facilities. The project was led by the Hamilton Ahead Initiative with funding from the Council, ERDF and the lottery funds of **sportscotland** and the Scottish Arts Council. New and improved sports facilities include natural turf sport pitches, indoor and outdoor synthetic grass pitches, tennis courts, bowling greens, a 9-hole golf course and a changing pavilion. With its well-designed landscaping, public footpaths and public art features, the project demonstrates that good quality outdoor sports facilities can form an attractive green space.

34. The open space needs and desires of the local community must be established. Attention should be paid to the aspirations of all communities and interests, including ethnic minorities and vulnerable groups, women, children, older people and those with disabilities. Community Councils can provide a useful starting point. Community planning mechanisms may also help channel wider community aspirations into the open space strategy.
35. Street or neighbourhood surveys can help to establish what types of spaces are needed and wanted in an area. In developing the open space strategy for Inverness, **greeninverness** – a partnership based on the City Partnership – carried out consultation surveys in local shopping centres and community buildings which provided them with valuable information to supplement the site-based audits carried out by consultants. This allowed the partnership to identify local community priorities for the green and civic spaces across the city. A similar approach used by Lower Clyde Greenspace in both Inverclyde and parts of Argyll and Bute trained local community members to carry out street-based surveys to identify which spaces local people used and valued and what they saw as the priorities for action.

36. Community involvement is not only about local residents and businesses, but also about the specific users of spaces. Interests such as sports clubs, youth groups, ramblers, wildlife groups, civic associations and local history societies will also have an important input to the process.

Abbotshaugh Community Woodland

Abbotshaugh Community Woodland near Falkirk is a community led environmental project which began in 1995. The community has formed a group which aims to play an increasing role in managing the 70 hectare site, and a range of accessibility and environmental improvements have been made through joint working between the community and partner agencies. Recently, the Abbotshaugh Community Woodland Group carried out a piece of action research (as part of the multi-agency Greenspace Scotland project Demonstrating the Links) which has given them a greater understanding of how local people use the site and how it could be developed in the future.

Copperworks Housing Co-operative, Royston Backlands

In Royston in Glasgow, the Copperworks Housing Co-operative established a multi-agency partnership, levering in a range of funding and resources to transform derelict land next to their refurbished housing stock.

The Co-operative had been unable to secure funds for the transformation of the Backlands as part of the original refurbishment of its housing stock. However, once the condition of the outside spaces started to have a negative impact on the newly refurbished homes, they took action and committed their own reserves to improving them. The Co-operative was then successful in accessing additional funding to support the project and worked with other partners, including Glasgow North and Kelvin Clyde Greenspace, to complete the transformation. The project has delivered a range of outcomes: creating a safe, attractive environment which is the focal point for activities; creating a real sense of ownership, pride and community; and increasing local skills and employment opportunities by delivering the project as part of an employment training scheme. The involvement of local people has been crucial to the success of the project, resulting in a space that people want to use whilst at the same time building community cohesion and generating further community led action. As a result the Co-operative is also working with residents to transform the communal back courts to provide attractive garden areas for each close.

In working closely with residents to create a space that people want to keep, and by adapting its own rent and charging structures to factor in fees for its upkeep as part of maintenance charges to tenants and residents, the Co-operative has assured the long term sustainability of the Backlands.

DEVELOPMENT PLANNING

37. Development plans have a key role to play in protecting and promoting high quality open space. Development plans should safeguard important open spaces from development in the long term and identify spaces that require significant improvement. In some cases, it may be better value to promote a consolidated high quality network of open spaces, rather than a more extensive pattern of spaces where management and maintenance of many areas are neglected. Open space networks can be identified on the local development plan proposals map. Where existing or proposed open space networks are integral to the spatial strategy of a city region, there may be merit in highlighting the network in the strategic development plan.
38. Plans should indicate the circumstances in which new green or civic spaces will be required as part of new developments. Requirements may differ across the plan area, depending on the circumstances of each community. The plan can set out the various circumstances in which developers will be required to:
 - provide on-site spaces, and if so, the type(s) and amounts they must provide and the amount of any commuted payments for maintenance; or
 - contribute to off-site open space, and if so, the types and amounts required as a basis for determining the level of their cash contributions.
39. The local or strategic development plan may also point to supplementary guidance that can be used to promote good design, for example through urban design frameworks, development briefs, master plans and design guides. Briefs and master plans can identify the type and quality of open space required on a development site and how it should be integrated within the wider network, and highlight specific criteria such as maintenance requirements or access for disabled people. Supplementary guidance can also be used to set out local standards for open space provision in greater detail.

Master Plan for Ardler, Dundee

The Ardler Village regeneration project has involved the demolition of almost all of the original 3,160 council rented flats and their replacement with 1079 mixed tenure homes. An estate that was dominated by unpopular tower blocks and vast swathes of under used open space has been transformed into a desirable place to live.

Key to the success of the regeneration was the masterplan that set out a 'Vision for Ardler'. Developed in partnership with the local community, the masterplan considered the layout of the area and its position in the wider context of Dundee. It embraced the design of buildings, the open spaces that surround them, the infrastructure that supports the area and the local community. It went beyond making buildings and parks, to making better places. The principles used in planning the open space were drawn from Dundee City Council's Public Open Space Strategy.

As the final phase of the regeneration project nears completion, the local community continues to be closely involved in local greenspace issues, enabled by an Urban Ranger. Initiatives include:

- Engaging with the community to promote enjoyment of local greenspace and involvement in its management.
- Working with school children on greenspace ownership activities including litter picking, wildflower planting at the SUDS ponds and using outings to greenspace as part of lessons.
- Promoting civic pride through local gardening competitions – successfully entering Ardler in the Beautiful Scotland in Bloom competition, and assisting with gardening knowledge and skills through advice and free tool share schemes.
- Supporting the Ardler Environment Group to undertake environmental improvements, including the creation of an award winning community garden.

The Demonstrating the Link project is an excellent example of ongoing local community involvement in greenspace issues. It is a community led audit of greenspaces in Ardler involving the identification of 400 definable areas. Three land types (grassed, planted and wild) have been established and a 5 point system devised to score the quality of each. Local volunteers have been trained and are carrying out 2 surveys each year. Information is fed into a GIS System to give a simple display of the quality of Ardler's greenspace. The information is then fed to land managers and owners to assist in greenspace management, in an effort to eventually colour the map "green", the best score. The project has also involved a survey of residents to ascertain qualitative and quantitative information about perceptions and aspirations for their greenspace.

DEVELOPMENT MANAGEMENT

40. The importance attached to open space in the strategy and development plans should be reflected in development management decisions. The credibility of the planning system can be significantly undermined when policies on the protection and provision of open space are set aside in development management decisions without sound and clear justification, particularly where planning authorities have an interest in the land.
41. Pre-application discussions can help to explore the issues associated with open space provision and management at an early stage. A design statement from the developer can help communicate the factors that have been taken into account in preparing the layout and design of the project. They can be particularly helpful in the context of speculative applications.
42. Planning agreements or bonds are often used to secure financial contributions from developers for open space provision or enhancement. Planning conditions or agreements can also be used to ensure that maintenance is put in place. Agreements must be reasonable and relevant to the proposed development. Further guidance on the use of planning agreements can be found in *SODD Circular 12/1996: Town and Country Planning (Scotland) Act 1972: Planning Agreements*.

Developer contributions

Developer contributions may be either contributions made to the local authority towards capital investment or a one-off payment to fund a stream of revenue payments – usually for the maintenance of an open space for a number of years. Such payments are often referred to as commuted sums and are generally calculated as a multiple of the annual maintenance cost. Where relevant, the development plan should set out the multipliers for commuted sums.

DESIGN, MANAGEMENT AND MAINTENANCE

43. Both SPP 11 and *Designing Places* emphasise that arrangements for management and maintenance will be essential to the quality of the open space environment. Design should take into account the way spaces are likely to be maintained in the future. Open space maintenance relates to a set of defined tasks that aim to preserve the condition of spaces, while management of the resource suggests a long-term perspective, with flexibility to respond to a range of issues such as community needs, local involvement, improving access for particular groups, biodiversity needs, quality, safety and competing uses. It is therefore important that effective links are made between open space planning, design and management.

44. Empowering communities to get involved in the design, management and ongoing maintenance of open spaces can help the community to take pride in the ownership of spaces, and reduce vandalism of facilities and anti-social behaviour. Organisations established to promote community capacity building might use open space provision or enhancement as the vehicle to achieve it.
45. The planning system has limited control over open space maintenance. But it can, however, make provision for maintenance through planning conditions or agreements on planning consents ensuring the provision of new or improved open space as part of development proposals. Maintenance issues must be considered during assessment of development proposals, particularly during pre-application discussions. Particularly for areas of common open space within new housing developments, long-term arrangements should be agreed before consent is issued and should set out clearly the responsibilities of the property owners and any factor or other parties involved.
46. Councils should work with developers and other bodies to seek the best mechanisms and funding for the long-term maintenance of new open spaces. A number of options are set out below.

- **Setting up a residents' association with factoring arrangements.**

Developers may wish to hand over the cost of maintaining open space to the residents of a new development. Where this is clearly set out in the sale agreement, new residents effectively share the cost of maintaining the open space, usually on an annual basis. A factor can then be appointed to carry out the necessary work.

- **Developer/owners handing over the title to new areas of open space to the local authority, usually with a commuted sum with which the local authority can fund future maintenance.**

By agreeing an appropriate commuted sum with the developer, the local authority may agree to take over ownership and future maintenance of new open spaces in housing or commercial developments.

- **Councils or developers making arrangements with a suitable third party for long-term maintenance.**

Examples of such third parties can include commercial grounds maintenance companies, local amenity organisations and environmental trusts.

Parks and open spaces in Glasgow

Glasgow City Council's Parks and Open Spaces Strategy has helped to support a more natural approach to maintenance through pond naturalisation projects and a review of grass maintenance. While a number of ponds have been retained for model boating, some have been turned into semi-natural ponds with reduced maintenance requirements by introducing aquatic plants, wildflowers and islands. Barley straw has helped to reduce toxicity from algae. The Council's Grassland Management Review has helped to identify the most appropriate maintenance routine for different greenspaces based on the potential for spaces to provide a more diverse natural habitat. Grass cutting can be stopped or reduced to only once or twice a year, providing a richer environment which can bring natural heritage and financial benefits. Glasgow City Council is now working to incorporate the Parks and Open Spaces Strategy into a wider Open Space Strategy based on SPP 11.

47. Councils have an important role in ensuring that the existing spaces in their area are maintained to a good standard and enhanced where possible. They might also consider the scope for offering communities and the voluntary sector opportunities to become involved in management and maintenance. Some options are suggested below

- **Facilitating a community to arrange management themselves, with support or appropriate funding from the local authority.**

Initiatives such as Management Trusts or 'Friends' schemes are popular. 'Friends' are local residents, visitors and even one-off tourists who have made financial pledges or committed time to help maintain a space.

- **Encouraging local businesses to contribute to local open space maintenance and environmental improvement initiatives.**

Initiatives such as Britain in Bloom can bring together local volunteers and businesses to sponsor improvements to the appearance of towns and cities. Committees may be able to attract additional funding, for example, from the Landfill Communities Fund. There may be opportunities for local businesses to fund open space maintenance by sponsoring green and civic spaces.

Business Improvement Districts (BID) are a proven business led strategy, normally a partnership with the local authority, which delivers projects and services that have been identified by the local businesses and are additional to services delivered by the public sector. The BID projects and services are financed by an investment levy agreed by ballot and paid by all businesses that benefit from the improvement in their business environment and the local economy. Examples could include enhancements to local civic and amenity space.

Tollcross Park, Glasgow

Identified in Glasgow City Council's Parks and Open Spaces strategy as a District Park, Tollcross Park was successful in securing funding for restoration from Historic Scotland and the Heritage Lottery Fund. The restoration of much of the original design highlights a number of distinct zones, e.g. the Winter Garden and Ornamental Parkland, the bowling greens and a sports area. The regeneration of the park involved the creation of new formal garden areas, a new café and a multi-purpose space. The local Development Officer successfully initiated a Friends scheme that has been instrumental in promoting the park and organising events, helping to secure the park's viability.

Greenhead Moss Community Trust

The Greenhead Moss Community Trust is a community led partnership that manages Greenhead Moss Community Nature Park in Wishaw, North Lanarkshire. The Park lies on the site of former opencast coal and landfill operations. The 110 hectare site has been restored into an attractive community resource which supports local biodiversity, public access and a wide range of community uses and activities.

The Trust was established in 1999 and brings together local people and key agencies in the development and management of the park. The Trust provides a range of volunteering and training opportunities, environmental education programmes, regular health walks and community events for all ages and abilities. The Trust oversees a range of practical activities and projects to maintain the site and improve access and biodiversity, including a visitor centre in the form of an 'Earthship' to be built using recycled and re-used materials.

Greenhead Moss is an excellent example of community greenspace action, where local people lead development and decision making processes. Importantly, the park is actively managed to respond to local community needs. It provides a health, education and social resource for individuals and a range of interest groups and works with them to promote and improve local biodiversity.

CONCLUSIONS

48. This Planning Advice Note recognises the importance of creating successful places and promotes effective links between the planning, design and management of open space. The planning system plays an important role in protecting valuable and valued open space and ensuring provision of appropriate quality in or within easy reach of new development. The PAN encourages partnership between local authority departments with responsibility for open space, with active participation from local communities, open space users, amenity bodies, and the development industry in the achievement of quality open space. It emphasises that open space strategies are an effective way of co-ordinating policy and assessing provision and need. They should feed into the development plan process, providing the basis for informed policy and investment decisions.

ENQUIRIES

49. Enquiries about the content of this PAN should be addressed to David Liddell, The Scottish Government, Directorate for the Built Environment, Area 2-H, Victoria Quay, Edinburgh, EH6 6QQ (0131 244 7549) or by e-mail to: david.liddell@scotland.gsi.gov.uk.

ANNEX 1: EXAMPLE FULL LAND USE CLASSIFICATION INCORPORATING PAN 65 TYPOLOGY

	PAN 65 Typology	Full land use classification
Roads		Roads and tracks
		Roadside (manmade)
		Parking/loading
		Roadside (unknown)
Water		Tidal water
		Foreshore/rocks
Rail		Railway
Paths		Path
Buildings		Residential
		Commercial/Institutional
		Glasshouses
		Other structures
PAN 65 Open Space	Public parks and gardens	Public park and garden
	Private gardens or grounds	Private gardens
	Amenity greenspace	School grounds
		Institutional grounds
	Playspace for children and teenagers	Playspace
	Sports areas	Playing fields
		Golf courses
		Tennis courts
		Bowling greens
		Other sports
	Green corridors	Green access routes
		Riparian routes
	Natural/semi-natural greenspace	Woodland
		Open semi-natural
		Open water
	Allotments and community growing spaces	Allotments and community growing spaces
	Burial grounds	Churchyard
		Cemetery
Other functional greenspaces	Other functional greenspace, e.g. caravan park	
Civic space	Civic space	
7 Other open land		Farmland
		Moorland
		Other, e.g. landfill, quarries
		Areas undergoing change

A similar approach has been used by many local authorities in developing their open space audit and strategy in collaboration with Greenspace Scotland.

ANNEX 2: ADDITIONAL FUNDING SOURCES

A variety of sources of funding are available for open space-related projects. Care should be taken to ensure that revenue funding for maintenance is available for new capital projects. The following sources of funding may change over time.

- **sportscotland** (www.sportscotland.org.uk) provides funding towards the cost of constructing sports facilities from its Building for Sport Programme. The programme is divided into two strands – the Community Facilities strand will be the main focus for open space projects. Awards are available for the provision of new or improved sports pitches, courts, changing accommodation and other outdoor sports facilities.
- The Heritage Lottery Fund (HLF) provides grants to heritage projects that meet its priorities relating to learning, conservation and participation. HLF funds a range of projects that are relevant to open space, including the restoration of historic parks and gardens, the creation or improvement of footpaths to open up access to heritage resources, biodiversity projects and, where appropriate, land acquisition for nature conservation projects. For more information on grant programmes and to complete a pre-application advice form online see www.hlf.org.uk.
- The Scotland Rural Development Programme 2007-13 is a major programme of investment worth around £1.6 billion which will fund social, environmental and economic projects throughout rural Scotland. Land managers and other eligible groups can access these resources by applying for assistance through a Rural Development Contract. Information on how to apply will be available on the Government's website (www.scotland.gov.uk). Groups or individuals can apply under a wide range of measures, including for the provision of leisure, recreation, sporting and other rural community services and facilities.
- Forestry Commission Scotland's (www.forestry.gov.uk/scotland) Woods In and Around Towns (WIAT) initiative may be a source of funding for woodland creation and woodland management, primarily through the SRDP. There is an additional "community woodland contribution" for creation of woodland close to towns and cities that meets conditions on access and community involvement. The WIAT Challenge Fund and the Forestry for People Challenge Fund may have particular relevance for projects to bring woodland near to towns and cities into active management and promote community involvement in woodland.
- Through the Landfill Communities Fund (LCF), landfill operators can choose to pay a portion of their Landfill Tax liability to certain organisations for environmental projects in the vicinity (usually 10 miles) of the landfill site. Examples of suitable projects would be the remediation or reclamation of pollution or land, improvements to public amenities and the conservation of biodiversity. The LCF is regulated by ENTRUST. (www.entrust.org.uk)

USEFUL CONTACTS

Forestry Commission Scotland, 231 Corstorphine Road, Edinburgh EH12 7AT,
tel 0131 334 0303 www.forestry.gov.uk

Greenspace Scotland, 12 Alpha Centre, Stirling University Innovation Park, Stirling,
FK9 4NF, tel 01786 465934 www.greenspacescotland.org.uk

Heritage Lottery Fund, 28 Thistle Street, Edinburgh EH2 1EN, tel 0131 225 9450
www.hlf.org.uk

Institute for Sports, Parks and Leisure, The Grotto House, Lower Basildon, Reading,
RG8 9NE, tel 01491 874800 www.ispal.co.uk

Fields in Trust Scotland, Dewar House, Staffa Place, Dundee, DD2 3SX,
tel 01382 817 427 www.npfa.co.uk

The Big Lottery Fund, 1 Atlantic Quay, 1 Robertson Street, Glasgow, G2 8JB,
0141 242 1400 www.biglotteryfund.org.uk

Paths for All Partnership, Inglewood House, Tullibody Road, Alloa, FK10 2HU,
tel 01259 218888 www.pathsforall.org.uk

Scottish Environment Protection Agency, Erskine Court, Castle Business Park, Stirling
FK9 4TR, tel 01786 457700 www.sepa.org.uk

Scottish Natural Heritage, Head Office, Great Glen House, Leachkin Road, Inverness,
IV3 8NW, tel 01463 725000, www.snh.org.uk

The Woodland Trust Scotland, South Inch Business Centre, Shore Road, Perth,
PH2 8BW, tel 01738 635829 www.woodland-trust.org.uk

Scottish Wildlife Trust, Cramond House, Kirk Cramond, Cramond Glebe Road,
Edinburgh EH4 6NS, tel 0131 312 7765, www.swt.org.uk

sportscotland, Caledonia House, South Gyle, Edinburgh EH12 9DQ, tel 0131 317 7200
www.sportscotland.org.uk

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