JOINT LOCAL PLAN

EVIDENCE DOCUMENT

Plymouth Play Assessment
2017
PLYMOUTH PLAY ASSESSMENT 2017

1 Executive Summary

1.1 With the changes to national planning policy and the notable changes to the Plymouth area in terms of population growth and housing development, Plymouth City Council are currently developing a Joint Local Plan together with South Hams District Council and West Devon Borough Council. Part of this process is to develop a full evidence base for all services and provision within the Joint Local Plan area.

1.2 The Councils recognise that open access, good quality outdoor designated play spaces can significantly help to reduce health inequalities and energise community engagement. It is therefore an essential part of the infrastructure provision for the area as it develops.

1.3 Research shows that children, who play outdoors and in particular have access to nature, regularly become fitter and leaner, develop stronger immune systems, have more active imaginations, lower stress levels, play more creatively and have greater respect for themselves and others.¹

1.4 The Councils are committed to improving the quality of life for all of their communities and therefore aim to ensure that all children and young people have access to high quality, attractive, welcoming, safe, accessible and engaging outdoor playable spaces within or adjacent to natural spaces and close to home.

1.5 To inform the play needs of the Plymouth Policy Area, in 2016-17 Plymouth City Council carried out an assessment of all designated play spaces in the City and urban fringe. This Play Space Assessment will form an essential evidence base to support the Joint Local Plan. Play spaces in the rest of South Hams and West Devon have been assessed through the Council’s Open, Space Sport and Recreational Studies.

1.6 The assessment gives a robust baseline for the current quantity, quality and accessibility of play spaces in the Plymouth Policy Area.

1.7 This assessment also makes recommendations for how play spaces should be developed as the area grows. Using quantity and quality standards recommended by Play England and by reviewing the standards developed within Plymouth’s Green Space Strategy 2008-2023 it is recommend that the following approach to policy and quantity and quality are applied across the Plymouth Policy Area to ensure that the area develops sustainable and healthy communities as it grows:

1.8 **Quantity**: There will be a network of **local** play spaces within a maximum 400m walking distance from home and **strategic** play spaces *(or neighbourhood)* within a maximum 1 km walking distance from home (definitions of local and strategic play spaces can be found in Section 6). New provision will need to be created in key areas of the city where there is a gap in existing local and/or strategic provision, making best use of existing natural features. Existing provision will be protected and enhanced to improve the quality of sites and therefore increase the capacity of the sites.

1.9 **Quality**: All play spaces will be working towards ‘excellent quality’ based on the Play England’s ‘Playable Space Quality Assessment Tool’. This standard will be applied to new and existing play spaces. Local play spaces with the potential to be developed into strategic play spaces where there are gaps in strategic provision will be prioritised for improvements. The design

and improvement of existing and new provision will be guided by Play England’s principles and take into account Location, Design and Care/Maintenance.

1.10 There will need to be a consistent approach to the application of standards within the design of new provision and improvements to existing provision. All proposals for investment and new play provision must demonstrate how they meet the quantity, quality standards and ‘design for play’ principles. Proposals for investment must also show how they meet local need and consultation with local interest groups should be an integral part of evaluating the options.

1.11 The purpose of this document is to ensure that the Councils have a robust process for future planning and delivery of outdoor play spaces. This includes the provision for sustainable maintenance works. Issues relating to the day-to-day maintenance regimes on the existing play space network are not in scope for this assessment.

2 Methodology

2.1 This document assesses ‘designated play spaces’ within the Plymouth Plan Policy Area, defined as free and publicly accessible sites containing at least 1 piece of play equipment.

2.2 All sites were assessed over a period of 6 months. Each assessment was conducted by a minimum of two Council officers with expertise in Play and Natural Infrastructure, using Play England’s ‘Playable Space Quality Assessment Tool’ (See Appendix 1).

2.3 Using Play England definitions, provision was classified as ‘local’ or ‘strategic (or neighbourhood). The assessment did not assess ‘door step’ play spaces. Local play spaces focus on provision for up to age 11. Strategic play spaces are larger, more challenging and have additional features that meet the needs of older children and young people who are used to travelling longer distances independently.

2.4 Quality provision was scored out of a total of 120. Using a traffic light system, sites were then categorised into Red: Poor and very poor quality (score 0-50); Amber: Fair to good quality and in need of improvement (score 51-80) and Green: Very good to excellent quality (score 81+)

2.5 Based on national guidance, the accessibility standards were mapped as a buffer around the play spaces using a conversion factor of 0.6. Therefore a walking distance of 400m is shown as a buffer of 240m around the play space and a walking distance of 1km is shown as a buffer of 600m.

3 Policy and Strategic Context

3.1 The Charter for Children’s Play led by Play England in 2009 sets out the principles on which the play sector is founded and includes the right of children ‘to play freely in their local areas’.

3.2 Play England recognises the need for green spaces, parks and town centres to be accessible for children and young people to ‘play freely, experience nature, explore their environment and be with their friends’.

3.3 There is a range of evidence to demonstrate the importance of play: ‘Play is intrinsic to a healthy childhood. High quality play provision offers a route to fitness that is fun. For families, it offers
a safe location for meeting with friends….well-designed play space helps make young people happy in, and with their local neighbourhoods.'

3.4 Plymouth City Council, South Hams District Council and West Devon Borough Council’s are currently preparing a new Local Plan known as The Joint Local Plan. As part of this Plan Plymouth City Council is pursuing a growth agenda that will see its population rise from 256,000 to 309,000 by 2031. In order to accommodate this population it is estimated that an additional 22,000 homes will need to be provided along with space for 18,600 jobs and associated infrastructure. The provision of high quality play space is an important part of community infrastructure needed to support this level of growth. Policies within the Joint Local Plan will need to reflect this need.

4 Understanding Local Need

4.1 Research shows that children who play outdoors and in particular have access to nature, regularly become fitter and leaner, develop stronger immune systems, have more active imaginations, lower stress levels, play more creatively and have greater respect for themselves and others.\(^3\)

4.2 Key Public Health guidance states that children and young people should undertake a range of moderate to vigorous intensity physical activity for at least 60 minutes over the course of a day. Physical activity is identified as one of the 5 key lifestyle behaviours to improve health in Plymouth as set out by the Thrive partnership\(^4\).

4.3 Public Health Plymouth’s, Plymouth School Survey 2014 and National Evidence statistics included:

- 35% of pupils think they are ‘fit’ or ‘very fit’.
- 2 out of 10 children achieved the recommendations for physical activity.
- Children from the most deprived areas were twice as likely to be inactive when compared to those from the least deprived areas.

4.4 As a result, Thrive Plymouth recommends that a range of indoor and outdoor physical activities are provided for children on a daily basis, including opportunities for unstructured, spontaneous play.

4.5 Consultation done through Plymouth’s Stepping Stones to Nature project (2009-2014) showed that the key barriers to family and school use of natural space were poor infrastructure such as signage/paths/seating and a perception that the sites were unwelcoming. There was also a lack of knowledge and confidence in where to go and what to do.

4.6 The Councils recognise therefore that provision of high quality, open access outdoor designated play spaces are therefore crucial to delivering against the city’s health outcomes.

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\(^2\) ‘Designing and planning for play’ Commission for Architecture and the Built Environment 2008
\(^4\) www.thriveplymouth.co.uk
5  Current Situation

5.1  Quantity

5.1.1  The Plymouth Policy Area currently has 125 play spaces. Using Play England definitions\(^5\), designated play spaces have been mapped and categorised into local and strategic (or neighbourhood). (N.B. Local includes ‘Doorstep’ and ‘Local’) The whole area has:

90 local play spaces. 39 are small equipped (up to age 8) and 41 are larger equipped spaces (up to age 11). 2 provide natural features within wooded areas.

35 strategic (neighbourhood) play spaces. These include additional provision of at least one of the following: Multi-Use Games Area (MUGA) or ball court, skate park, BMX track or other sports facility as well as play equipment.

5.1.2  Map 1 on previous page (page 5) shows the location of every play space overlaid by the relevant walking buffer. This shows that there are areas across the Plymouth Policy Area which provide more than one play space within the required 400m walking distance and areas where there are gaps in provision. This demonstrates an inequality of provision that needs to be addressed in the planning and delivery of play space sites as the area grows.

5.1.3  The key gaps in provision of the number of play spaces required within the 400m walking distance within residential areas as follows:

- Goosewell (Plymstock Dunstone)
- Ridgeway (Plympton Erle)
- Higher Compton (Compton)
- Derriford (Moorview and Budshead)
- Tamerton Foliot (Southway)
- Honicknowle and West Park
- Greenbank (Drake)

5.2  Quality

5.2.1  Using Play England’s Playable Space Quality Assessment Tool\(^6\) as a basis for assessment. The quality of all play spaces have been assessed under three key categories: Suitability of Location, Play Value and Care and Maintenance.

5.2.2  Each play space was awarded a score out of a total of 120. Map 2 shows the designated play spaces with quality rating (page 7) (Appendix 2 shows the individual quality scores for each play space). Of these:

- 26 play spaces rated ‘Green’ – Very good to excellent quality (Score 81+)
- 70 play spaces rated ‘Amber’ – Fair to good quality, in need of improvement (Score 51-80)
- 29 play spaces rated ‘Red’ - Poor and very poor quality (0-50)

\(^5\) Design for Play: A guide to creating successful play spaces Crown/Play England/Big Lottery Fund 2008
\(^6\) INSPIRE Consultancy Ltd (2009) Playable Space Quality Assessment Tool NCB/Play England
Map 2: Play spaces with quality rating

Legend
- Poor and very poor
- Fair to good
- Very good to excellent
- wards

Plymouth Play Space Quality Rating

Plymouth Play Assessment 2017
Play Spaces
6 Standards

Standards recommended in this assessment are based on nationally recognised standards by Play England around quantity and quality. The following standards are recommended to be applied across the Joint Local Plan area.

6.1 Quantity

6.1.2 There will be a network of local play spaces within a maximum 400m walking distance from home and strategic (or neighbourhood) within a maximum 1km walking distance from home.

6.1.3 The size of new provision will be based on 0.08 hectares per 1000 people. Size provision has been matched against existing standards as set out in the Green Space Strategy 2009.

6.1.4 All local play spaces should be a minimum size of 400m²; cater for a mixed age range up to age 11 and provide a minimum of 6 play experiences. Strategic play spaces should be a minimum size of 1000m² and must cater for young people up to 18 and include at least one of the following: a Multi-Use Games Area (MUGA), skate park, BMX track or other sports facility as well as play equipment.

6.2 Quality

6.2.1 We aim to improve the quality of existing provision through an investment programme that meets the needs of a growing population. All play spaces will be working towards excellent quality and monitored annually using Play England’s ‘Playable Space Quality Assessment Tool’.

6.2.2 The design and improvement of existing and new provision will be guided by Play England’s ‘Design for Play’ principles and take into account Location, Play Value and Care/Maintenance:

6.2.3 Suitability of Location: Research shows that location is perhaps the single most important factor in how well children use not only play areas but also open spaces. The location must be in an area which has high visibility (informal oversight), provides opportunity to meet others (where people frequently pass by) and easily accessible on cycle/foot paths by buggies and/or wheelchairs. New play spaces should be located within or adjacent to accessible green space, both to reduce the impact of play space on neighbouring properties and to provide opportunities for children to combine free and static play.

6.2.4 Play Value: Play spaces must provide a wide variety of appropriate and stimulating play experiences and sensations including motor, sensory, constructive and fantasy. There must be opportunities for challenging play. As well as traditional play equipment, the design should make best use of the natural environment and landscaping to achieve this.

6.2.3 Care and Maintenance: All areas will require that children can play free from unexpected hazards. Design must ensure durability and sustainability of equipment, materials and landscape features to meet ongoing, sustainable maintenance requirements.

6.2.4 The Council will adopt and maintain play space that are intended for openly accessible public use and which are subject to a commuted sum normally for a 20 year period. If the developer does not intend to offer areas for adoption, then the Council will need to be assured that satisfactory alternative arrangements are in place for sustainable maintenance of these facilities.
7 Play as the Area Grows

7.1 Principles

7.1.1 To ensure the needs of children and young peoples are met as the area grows the following principles and standards are recommended:

- By 2034, everyone in the Plymouth Policy Area has access to good or excellent quality local outdoor play space. This will be provided within 400m walking distance for under 11s and within 1km walking distance for young people.
- There will be consistent approach to the application of standards and provision within the design of new play spaces and improvements to existing play spaces to ensure equality of provision across the area.
- All proposals for investment and new play provision must demonstrate how they meet the quantity, quality standards and design for play principles.
- Proposals for investment must also show how they meet local need and consultation with local interest groups should be an integral part of evaluating the options

7.2 Creation of New Provision

7.2.1 When planning for a new play space, in the first instance, the green space network should be consulted to identify opportunities to enhance and upgrade an existing play areas and/or local natural spaces for play.

7.2.2 New provision may be required:

- in residential areas where the level of existing provision fails to accord with the quantity standard (there are gaps);
- in areas outside the distance thresholds used in the provision standards but that contain sufficient people to justify new provision;

7.2.3 In the first instance, the green space network should be consulted to identify opportunities where natural spaces can be enhanced for play. If there is no suitable natural space, natural features and natural landscaping should be integral to the design.

7.2.4 The size of new provision will be based on 0.08 hectares per 1000 people.

7.3 Quality

7.3.1 All provision should aim to achieve an excellent score in the Play England’s Playable Space Quality Assessment Tool’.

7.3.2 All new play spaces must meet the quality Play Standards detailed in this document, taking into account suitability of location, play value and care and maintenance.
7.4 Design

7.4.1 It is recognised that good design is key to a high quality, well used and well maintained play space

7.4.2 Design proposals should demonstrate how they meet Play England’s 10 design principles\(^7\) by being:

- ‘Bespoke’
- Well located
- Make use of natural elements
- Provide a wide range of play experiences
- Are accessible to both disabled and non-disabled children
- Meet community needs
- Allow children of different ages to play together
- Build in opportunities to experience risk and challenge
- Are sustainable and appropriately maintained
- Allow for change and evolution.

8. Summary

8.1 This report recommends key principles and standards for delivering a high quality and accessible play network for the children and young people as the Plymouth Policy Area grows. If the principles and standards are embedded within policy wording and supplementary planning documents, the play provision will grow and improve with the area and provide a network that supports the healthy development of children and young people.

Appendix 1: Play England Playable Space Quality Assessment Tool

Play Space Assessment sheet

<table>
<thead>
<tr>
<th>Type A: Doorstep</th>
<th>Type B: Local</th>
<th>Type C: Neighbourhood</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Type A:</strong> Door-step space or facility: A small space, within sight of home, where children, especially young children can play within view of known adults</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Type B:</strong> Local spaces and facilities: A larger space which can be reached safely by children beginning to travel independently and with friends, without accompanying adults and for adults with young children to walk to with ease.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Type C:</strong> Neighbourhood spaces and facilities: A larger space or facility for informal recreation which children and young people, used to travelling longer distances independently, can get to safely and spend time in play and informal recreation with their peers and have a wider range of play experiences.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Names of assessors  ........................................................................................................................................

Date of assessment  .............................. Time  ...................... Weather  ..............................................

Site name: ................................. Adjacent Road name:.................................

Ward: ................................. BOCA Area: .................................

Description of the site and its surroundings
Which aspects of the site are being assessed? Does it include youth provision? If so, what? (eg shelter, MUGA?)

First impressions of the site
Include first impressions about the site, including location, hazards, overall look and feel, for example: does it look and feel friendly?

Judgements for planning (to be completed after the assessment)
What needs to be considered for this site when making future planning decisions?

- Is the playground at full capacity? (really well used and no room to expand)  Yes / No
- Is there room for more equipment in the existing playground?  Yes / No
- Can the size of the play area be expanded – for example into the green space adjacent?  Yes / No

Other comments?
<table>
<thead>
<tr>
<th>Location (max score A=35, B=35, C=35)</th>
<th>Score</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Informal oversight</td>
<td></td>
<td></td>
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<tr>
<td>Well used by children</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Getting there</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Personal safety, lighting and security</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accessibility in getting there</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Meeting other children</td>
<td></td>
<td></td>
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<tr>
<td>Designed for the site</td>
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<tr>
<td><strong>TOTAL</strong></td>
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<tr>
<td><strong>Final score: total as % of max</strong></td>
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<table>
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<th>Play value (max score A=40, B=50, C=50)</th>
<th>Score</th>
<th>Comments</th>
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<tbody>
<tr>
<td>Enticing to children to play</td>
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<td></td>
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<tr>
<td>Inclusion of disabled children</td>
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<tr>
<td>Play needs of different ages (Type B and C only)</td>
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<tr>
<td>Movement</td>
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<td></td>
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<tr>
<td>Imaginative play ages (Type B and C only)</td>
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<tr>
<td>Ball games</td>
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<tr>
<td>Loose parts</td>
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<tr>
<td>Access to the natural environment</td>
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<td></td>
</tr>
<tr>
<td>Places for children to sit</td>
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<tr>
<td>Play opportunities for disabled children</td>
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<tr>
<td>Added play value</td>
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<tr>
<td><strong>TOTAL</strong></td>
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<tr>
<td><strong>Final score: total as % of max</strong></td>
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<table>
<thead>
<tr>
<th>Care and maintenance (max score A=25, B=35, C=35)</th>
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<th>Comments</th>
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<td>Health and safety</td>
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<td>Seating for adults</td>
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<td>Litter bins</td>
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<td>Dog free zones</td>
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<tr>
<td>Presence of supervisory adults (Type B and C only)</td>
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</tr>
<tr>
<td>Toilets/changing facilities (Type B and C only)</td>
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<tr>
<td><strong>TOTAL</strong></td>
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<td></td>
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<tr>
<td><strong>Final score: total as % of max</strong></td>
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</table>
## Appendix 2: Plymouth Play Space Score Summary Sheet

<table>
<thead>
<tr>
<th>Site Number</th>
<th>Classification (local or strategic)</th>
<th>Name of site</th>
<th>Total Score (max 120)</th>
<th>Quality (red &lt; 51 amber &lt;81, green)</th>
<th>Ward</th>
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</thead>
<tbody>
<tr>
<td>1</td>
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<td>Savage Road</td>
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<td>Budshead</td>
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<td>Colour</td>
<td>Area</td>
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