

08



a guide to
assessment,
planning and
strategic
development



greenspace quality



EXECUTIVE SUMMARY

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Executive summary

This guide has been prepared to assist those involved in greenspace planning to share and better understand best practice in developing a co-ordinated approach to greenspace provision based on a Greenspace Strategy.

The Greenspace Strategy reflects the final stage in a series of work elements that draws together the key findings and commitments from the:

- **Strategic Framework** that establishes with all stakeholders a partnership understanding of how greenspace will be addressed, promoted and developed
- **Greenspace Audit** that establishes the quality, quantity and accessibility of greenspace and the specific needs and opportunities to develop greenspace within communities
- **Monitoring & Evaluation Framework** that establishes the mechanisms to monitor continuous improvement and the status of greenspace across a Local Authority area

This guide focuses on how quality of greenspace is assessed in the Greenspace Audit and how quality issues and standards can be best addressed in greenspace planning.

Greenspace is an essential part of our environment. It forms a determining element of the character, quality and functional value of our towns and cities and our relationship with our environment and wider countryside. Greenspace is multi-functional. Uniquely, it addresses a breadth of stakeholder needs from the local and neighbourhood level through planning for towns, cities and metropolitan areas and the delivery of national policy agendas.

The special value of greenspace arises from its capability to support a very broad range of people, place and economic activities in ways that impact on our everyday lives. Greenspace supports community health and wellbeing, enhances environmental capacity, helps conserve natural systems, supports quality of place, encourages enterprise and, importantly, provides diverse opportunities for play, leisure and recreation.

The purpose of the Greenspace Strategy is to seek to ensure that the value and benefits of greenspace are addressed strategically, that our greenspace assets are addressing the needs of communities and stakeholders and that those tasked with its management are delivering greenspace that is 'fit for purpose'.



Who is this guide for?

This guide is for everyone involved in greenspace planning in Scotland. It will inform decision makers working in Local Authorities, community planning partnerships, other stakeholder agencies, private developers and community interests. It is particularly relevant to Local Authority officers with responsibilities for the planning, delivery and management of greenspace and for those with responsibility for preparing the Greenspace Strategy and Audit.

Delivering quality greenspace involves a breadth of organisations, stakeholders, funders and managers with differing needs, roles and responsibilities.

When developing a clear strategy for quality greenspace, it is important to develop an understanding of the strategic role of greenspace and to complete a rigorous assessment, through the Greenspace Audit and Monitoring & Evaluation Framework, of the specific social, economic and environmental contribution that greenspace makes to both stakeholders and communities.

Three principle elements in developing the Greenspace Strategy

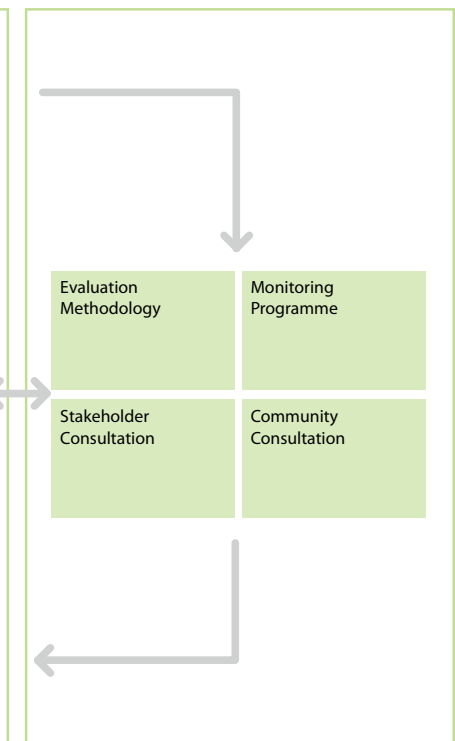
Part 1: Strategic Framework



Part 2: Greenspace Audit



Part 3: Evaluation Framework



Developing the Strategic Framework is best secured through:

- clear leadership and organisational structures within the Local Authority
- developing a partnership with all the key agencies and relevant organisations working with key national and regional bodies
- addressing and adhering to Policy Guidance (SPP11 and PAN 65)
- developing a clear vision for greenspace, including securing all necessary internal and external support
- setting defined aims, objectives and priorities and developing a programme with partners to deliver the Greenspace Strategy throughout the Local Authority area
- embracing best practice and working with stakeholders and community interests to ensure momentum is maintained and that a full Greenspace Strategy, including the Greenspace Audit, Strategy and Action Plan, is timeously prepared
- preparing the Greenspace Strategy document

For guidance on Strategic Frameworks, refer to Part 1

Developing a detailed understanding of the greenspace resource is best secured by:

- committing to a full Local Authority wide Greenspace Audit
- establishing a Greenspace Working Group with clear responsibility for delivery (Audit, community engagement and monitoring)
- designating a specific officer tasked with inter-departmental co-ordination of greenspace issues
- completing an Audit Scoping to agree sensible Audit parameters and co-ordinate datasets and any special requirements
- defining the scope of the Audit to integrate with wider initiatives and regeneration programmes, including consideration of the need in metropolitan area for subdivision of Audit areas (local greenspace areas)
- utilising regional greenspace characterisation mapping and other relevant data and ensuring all data entry is fully Mastermap compatible
- developing a programme for detailed engagement with stakeholders and communities

For guidance on Greenspace Audit, refer to Part 2

Developing the Monitoring & Evaluation Framework is best secured by:

- committing to monitoring and evaluation at inception
- utilising both mainstream feedback mechanisms (Development Plan and Community Planning and partner and customer surveys) alongside more innovative mechanisms (local forums, inter-active web and community feedback initiatives)
- developing a programme for regular consultation and feedback from stakeholders and communities
- promoting long term engagement through community-based management

This report provides guidance around these issues and particularly the methodologies that are helpful to secure a better understanding of how to assess and address quality in greenspace planning.

For guidance on the Monitoring & Evaluation Framework, refer to Part 3

greenspace scotland

Glasgow & Clyde Valley Green Network Partnership

Greenspace Quality - a guide to assessment, planning and strategic development



Understanding greenspace

This guide has been prepared to assist those involved in greenspace planning to share and better understand best practice in considering greenspace quality when preparing a Greenspace Strategy. The Greenspace Strategy, together with the Greenspace Audit and Monitoring & Evaluation Framework, are key elements in planning. This guide focuses on how quality of greenspace is assessed and how quality issues can be addressed in greenspace planning.

Understanding greenspace and how it contributes to quality of place, quality of life and quality of environment is critical to improving the value of greenspace. This section considers the general context of greenspace planning, defines the main terms of greenspace and highlights the value that quality greenspace and Greenspace Networks offer in supporting key policy areas and meeting the needs of communities. Quality greenspace is greenspace that is 'fit for purpose' and is best secured by developing a clear strategic framework, a comprehensive Greenspace Audit and a robust Monitoring & Evaluation Framework. A key purpose of this document is to provide best practice guidance on these three aspects of greenspace planning.

What is quality greenspace?

Quality greenspace is defined as greenspace which is 'fit for purpose' - meaning it is in the right place, readily accessible, safe, inclusive, welcoming, well maintained, well managed and performing an identified function. 'Fitness for purpose', by definition, requires the assessment of greenspace quality to reflect the intended purpose or need. Greenspace is often multi-functional in nature, which is one of its great strengths and quality attributes.

Quality greenspace requires to be considered against defined needs, whether these are local (e.g. providing play for local communities); regional (e.g. offering connected networked spaces providing corridors of movement); or national (e.g. contributing to biodiversity and mitigating the impacts of climate change).

Quality greenspace helps to deliver a range of outcomes that bring meaningful benefits at local, regional and national levels and these benefits can be both direct and indirect. Direct benefits include the provision of play, access, biodiversity, safe routes to school, recreation and many others. Indirect benefits include social change and promotion of more sustainable lifestyles, such as reducing car dependency, supporting healthier lifestyles and facilitating more active communities.

"This SPP encourages networks of high quality open spaces. These should be safe, welcoming, appealing, distinctive, well connected environments. Within settlements this should include spaces that can be used by everyone, regardless of age, gender or disability."
(SPP11)

"Open spaces are important for our quality of life... They can also be important in defining the character and identity of settlements. 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."
(PAN 65)

This guide addresses greenspace but many of the concepts and approaches are also applicable to open space. In recent years, a number of new terms have been used to describe particular types of open space and the term greenspace has become widely adopted. Greenspace refers to those open spaces comprising green or vegetated spaces, including water and beaches but excluding streetscapes and urban civic spaces.

What is a Greenspace Network?

A Greenspace Network seeks to understand greenspace in a wider, more strategic context, addressing greenspace as part of a system of connected spaces - recognising the spatial component but equally mindful of the connection within other networks. These include physical elements such as hydrological, ecological and transport; social elements such as community infrastructure, accessibility and quality of life; and economic issues related to regeneration, placemaking and image.

"In urban areas, networks of linked, good quality greenspace are important for their positive visual impact, as well as their role in nature conservation, biodiversity, recreation, education, and outdoor access. Regional networks of open space may form an integral part of cityregions' settlement strategies. Open spaces can be important components of habitat networks."

(SPP 11)

A fundamental aspect of Green Networks is their ability to offer wider collective or cumulative benefits because of their scale, connectivity and critical mass, which bring additional value for people, ecology, surface water management, regeneration and economic activity.

The Green Network for Glasgow and Clyde Valley sets out the priorities for the Green Network in its Structure Plan, which provides a readily understandable rationale and a spatial plan.

The concept of the Green Network

Illustrated by Glasgow and Clyde Valley Structure Plan - Spatial Priorities

The concept to develop a network of greenspace across the Glasgow and Clyde Valley region (the GCV Green Network) is identified as one of three strategic themes in the Glasgow and the Clyde Valley Joint Structure Plan (2000). It sets out a readily understandable rationale, spatial plan and the priorities for the Green Network.



An agenda to address quality?

The quality of greenspace is heavily dependent on the good stewardship of Local Authorities.

Despite their public popularity, Local Authority managed public parks and greenspaces have witnessed an extended period of decline, which has significantly reduced the capacity of many parks and greenspaces to contribute to the quality of urban life, the environment and the public realm.

The reasons for decline are not the subject of this report but appear to result from a series of measures relating to greenspace resources within Local Authorities, such as staffing, capital and revenue funding and lack of management commitment, together with management changes such as the contracting out of ground maintenance, loss of apprentice training schemes, fragmentation of park and greenspace services and the absence of clear strategic planning. This 'institutionalised' neglect has created a situation where many of our greenspaces make little contribution to local communities, are perceived to be poorly managed, poorly integrated and are subject to increasing levels of anti-social behaviour.

This combination of factors has had the effect of discouraging use across communities and reduced the contribution and value that quality greenspaces make to communities.

However, Scottish Ministers have recognised the importance of the basic quality of life benefits of multi-functional, high quality, accessible greenspaces and are committed to protecting existing greenspace and ensuring that, in future, greenspace needs are properly planned.

The policy framework has been strengthened within Scottish Planning Policy 11: Physical Activity and Open Space (SPP 11) that requires Local Authorities to prepare a comprehensive Greenspace Audit on a five-yearly basis and prepare a Strategy for their area which will inform the Development Plan.

Organisations such as **greenspace scotland** and the Glasgow & Clyde Valley Green Network Partnership are working with existing agencies, including Scottish Natural Heritage, Forestry Commission Scotland and others, to make a transformational, quality change in the way we plan, manage and promote greenspace resources.

Enhancing the quality of greenspace and raising the contribution and value secured from greenspace assets is a priority issue and underpins the aims of both **greenspace scotland** and the Glasgow & Clyde Valley Green Network Partnership.

greenspace scotland's goal is:

'Everyone living and working in urban Scotland has easy access to quality greenspaces that meet local needs and improve their quality of life.'

The GCV Green Network Partnership vision is:

"Partnership working to develop and sustain a high quality Green Network across the Glasgow and Clyde Valley metropolitan region, transforming the environment to improve the region's competitiveness for investment, enhance quality of life, promote biodiversity and the sustainable use of natural resources, and encourage more healthy lifestyles."



What do people think about quality?

Our parks and greenspaces are getting better but we're still failing to meet the needs of nearly half the people in Scotland's towns and cities. This assessment is the conclusion from a report, based on a survey of more than 1000 people, commissioned by **greenspace scotland** to measure changes in the public's use of and expectations and attitudes to greenspace over recent years. In 2004, **greenspace scotland** conducted a similar piece of research, which provided the first data on how Scotland's urban population uses its parks and greenspace and a measure of attitudes towards the availability and quality of greenspace in communities. The 2007 report shows that, while more of us are spending more time in greenspaces and many of us think the quality is improving, there is still a dramatic difference between people's expectations of what their local greenspace should be and the reality.

Key Findings:

- greenspaces are getting better – only 33% [compared with 40% in 2004] think the quality of their greenspace has deteriorated in the last five years
- 91% of people agree that greenspaces should be safe places for physical activity but only 56% agree this is true of their local greenspace [up from 80% and 46% in 2004]

- 89% of people agree that greenspaces should be good places for children to play but only 55% agree this is true of their local greenspace [up from 81% and 47% in 2004]
- 85% of people think good quality greenspace makes an area a great place to live but only 48% said their local greenspace makes their area a great place to live
- 81% of people agree that greenspaces should provide opportunities to see nature but only 47% agree this is true of their local greenspace [up from 63% and 40% in 2004]



How do we define quality?

Quality is a key issue for greenspace. The value and benefits of greenspace are only realisable if greenspace is 'fit for purpose' and is in a condition that can support its purpose and function. The key measures of greenspace value are:

- quality in terms of how well a greenspace or wider network of greenspace assets addresses the varied functions, needs and aspirations of its users and other stakeholders
- quantity in terms of the overall quantity of greenspace, its distribution spatially and in terms of differing types of greenspace (e.g. parks, green corridors, etc.)
- accessibility in terms of how well connected, accessible and inclusive greenspace is to communities

Quality of greenspace is a relative term and is best understood in terms of 'fitness for purpose' that equates quality with the fulfilment of a specification or stated outcomes. Although straightforward in concept, 'fitness for purpose' can be deceptive in so far as it raises the issue of whose 'purpose' (who is the customer?) and how 'fitness' is assessed. In greenspace planning, quality can be defined in two ways:

1. Customer defined quality

Quality can be defined in terms of the extent to which a greenspace product or service meets the specifications of the customer, where the customer is either a stakeholder or an end user. The 'customer' has requirements that become the specifications for the greenspace product and if the outcome reliably matches these requirements then quality is secured. A quality product, by definition, is one that conforms to customer determined specifications.

This approach provides a model for determining what the specification for a quality product should be and allows for that purpose to change over time by monitoring and evaluating customer responses.

This fitness for purpose definition, however, raises two issues. The first concerns who defines 'customer requirements', particularly where differing stakeholders (funders, NGOs, agencies, varied stakeholders and diverse end users) may have differing requirements. Second, the customer is not always available so meaningful and reliable data on customer needs is both difficult and time consuming to collate.

2. Stakeholder/Local Authority/community defined quality

The issue of determining who the customers of greenspace are and identifying their detailed needs can be addressed by placing the responsibility with the managing authority (typically the Local Authority) and developing quality standards within a consultative framework progressed through the mechanisms of Community Planning, the Development Plan and other processes. Quality can then be defined by the authority based on community and stakeholder aspirations, a vision, and a stated greenspace policy and programme as defined within the Greenspace Strategy.

Both approaches share common elements and are, essentially, complimentary. The critical need is for an inclusive programme of community and stakeholder engagement to ensure that consultation is embedded within strategy and partnership working. Customer feedback through monitoring and evaluation needs to be actively promoted and should be as inclusive as possible and regularly updated. Quality as defined through 'fitness for purpose' is, therefore, not an absolute term. Quality requirements need to be identified through development of the Strategy linked to a consultation process that captures the aspirations, interests and participation of all stakeholders and is informed by the Audit process.

What are the key steps to improving quality?

Delivering quality greenspace inevitably needs to start with an understanding of the current status of greenspace assets (spatial distribution, quality, quantity and accessibility), balanced with an understanding of stakeholder and community interests and recognition of the importance of a mechanism to monitor quality improvement.

These three parts are best developed in parallel, working with stakeholders and community interests to ensure that all elements are fully co-ordinated and drawn together to inform the Greenspace Strategy. The three parts are set out below:

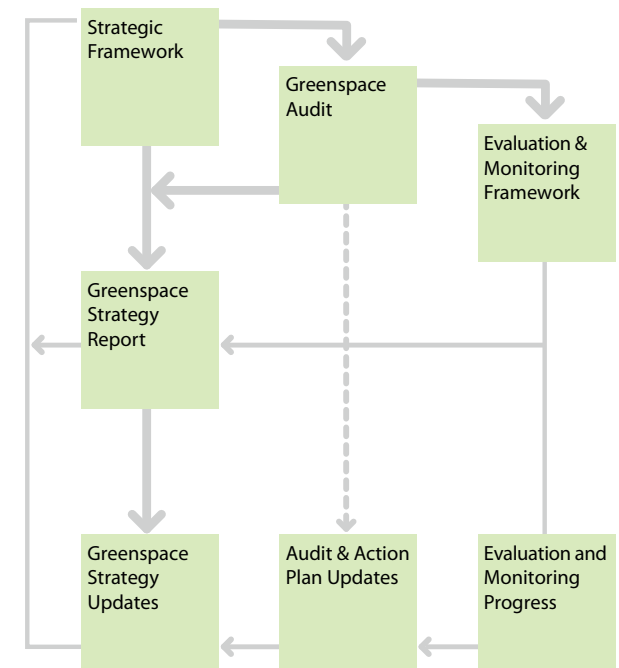
- **Development of the Strategic Framework**
A process secured through consultation and close integration with Community Planning, Development Planning and other processes to establish the vision, aims, objectives and strategic priorities around which the Greenspace Strategy will be prepared. The Strategic Framework also covers the agreement and allocation of actions once the Greenspace Strategy has been developed. To develop the Strategic Framework, it is first necessary to bring together a partnership of interests which will help to support and co-ordinate the preparation of the Framework and the Strategy and act as custodians over its delivery.



- **Development of the Greenspace Audit**
An assessment and analysis of greenspace provision across a Local Authority area to establish the quality, quantity and accessibility of greenspace assets. The Strategic Framework sets the agenda for the Greenspace Audit and the Audit provides the baseline and analysis on which the Greenspace Strategy is built, including the defining of standards. The three elements in this process are inevitably iterative.

This guide focuses on how greenspace quality is assessed within the Audit and includes guidance on quality criteria for the site assessment of quality.

- **Development of the Monitoring & Evaluation Framework**
A formal framework that maintains the engagement of stakeholders and community groups to provide feedback on managing change and securing 'fitness of purpose' through regular performance reviews. The objective is to secure feedback and learn lessons that help to secure continuous improvement in the quality and value of greenspace assets.



This process of developing a structured understanding of greenspace needs to address both the strategic and local context and to reflect the differing organisational needs and circumstances of individual Local Authorities.

How can this guide help?

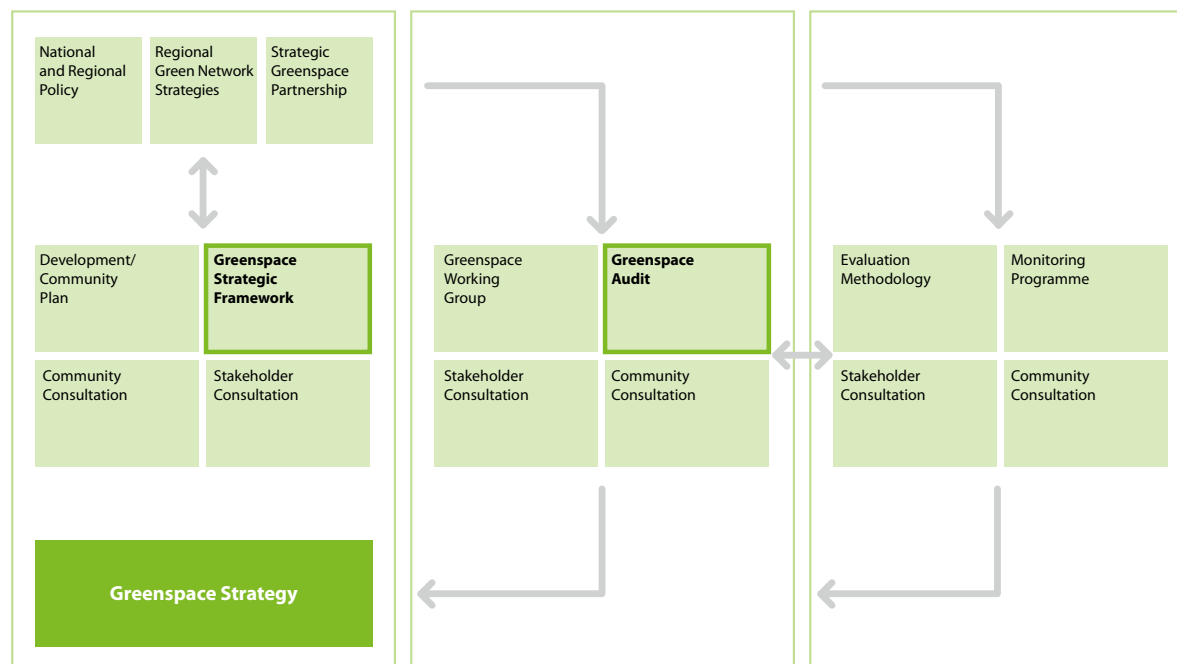
This guide has been prepared involving a breadth of stakeholders and working closely with three pilot Local Authorities. The process is set out in three parts, as explained on the diagram below:

Three principle elements in developing the Greenspace Strategy

Part 1: Strategic Framework

Part 2: Greenspace Audit

Part 3: Evaluation Framework



The three parts need to be progressed iteratively, requiring good communication, consultation and regular reviews between the Strategic Greenspace Partnership and the Greenspace Working Group. Typically, elements from each part will be progressed concurrently.

Part 1: Establishing a Strategic Framework

Addresses the establishment of the Strategic Framework that forms the essential management, partnership and policy framework around which the Local Authority and its partners and stakeholders will develop the Greenspace Strategy and implement and monitor its greenspace resource.

Part 2: Completing a Greenspace Audit

Addresses the preparation of the Greenspace Audit and provides detailed guidance on some of the processes involved, such as scoping the Audit, field surveys, data management, quality scoring, data analysis and consultations with community groups and local stakeholders. The Audit feeds into and informs the Greenspace Strategy and provides the baseline for monitoring.

Part 3: Monitoring and Evaluation

Addresses the establishment of the Monitoring & Evaluation Framework and provides guidance on surveys and potential indicators for monitoring the on-going evaluation of the strategy and delivery processes.

greenspace scotland

Glasgow & Clyde Valley Green Network Partnership

Greenspace Quality - a guide to assessment, planning and strategic development





Strategic framework for delivering quality greenspace

Quality greenspace is best delivered through partnership activity which embraces stakeholder and community interests. This section considers the broad range of issues which need to be addressed when developing a Greenspace Strategy and the critical importance of developing the links to wider partner and stakeholder strategies, the Development Plan and Community Planning. The strategic framework should be considered as a long term process of engagement and partnering that informs all elements of greenspace planning and is considered critical to securing buy-in from partners, adjacent authorities, regional organisations and communities.

The diagram illustrates the steps involved in the development of a Strategic Framework for delivering quality greenspace. The proposed best practice approach set out below was informed by the research and workshop consultation process.

Key steps in setting up the strategic framework and developing the Greenspace Strategy



Strategic Greenspace Partnership

Developing a strategic understanding of greenspace needs and the potential contribution of partners is part of the Strategic Greenspace Partnership (SGP) approach.

Strategic Greenspace Partnerships (SGPs) bring together Local Authorities, agencies, organisations and communities to develop a vision and Strategic Framework for greenspace in their local area.

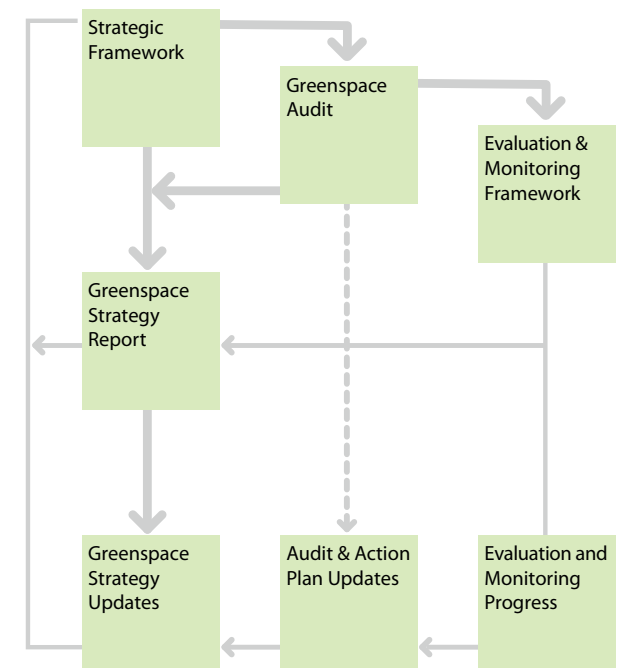
SGPs provide a forum for regional and local greenspace activities. Informal or formal partnering can assist Local Authorities to set a clear greenspace agenda and secure an early sense of shared ownership. Early dialogue offers an effective means of co-ordinating the policies of the different strategic partners (Local Authority departments, Health Authorities, **sportscotland**, Educational Authorities, other agencies, organisations and NGOs) and, importantly, co-ordinating the approach to be adopted in wider consultations with communities.

greenspace scotland recommends that, where possible, SGPs are based on existing partnership structures, building on the strength and expertise of these partnerships while also avoiding duplication. It is expected that these will be predominantly part of Community Planning structures. This group should include officers involved in the following areas:

- Local Authority Heads of Departments (for example Parks, Environment and Development, Community Services, Education, Housing, Regeneration, Corporate Asset Management etc.)
- locally Elected Members
- senior representatives from stakeholder organisations (e.g. Community Health Partnerships, NHS Trusts, Scottish Enterprise, Scottish Natural Heritage, Forestry Commission Scotland, Police, SEPA, **sportscotland** and others as appropriate)
- representatives from the community, voluntary and business sectors

A clear strategic vision is required to establish the framework for the Audit. Elements of the Strategy must therefore predate the Audit and guide the approach both to the Audit and the community consultation.

Lessons learnt from Local Authorities who have been through this process indicate the value of a staged approach. The initial role of the SGP needs to address and establish a clear framework for the Authority's approach to the Greenspace Strategy, Audit and Monitoring & Evaluation Framework. This helps to ensure that data collection and consultation can proceed in parallel with, and can meaningfully input to, the development of the Greenspace Strategy.



The Strategic Greenspace Partnership should be responsible for the following:

- providing a leadership and co-ordinating role for regional and local greenspace activities and developing the Greenspace Strategy
- raising the profile of greenspace issues and benefits within the Council to external agencies and to the wider community
- consideration of cross Local Authority boundary co-ordination
- providing a forum for interested organisations to work together to establish a framework and thereafter support the delivery of the Greenspace Strategy
- directing progress of the Greenspace Audit
- co-ordinating the Greenspace Strategy aspirations and activities with those of the Community Plan and the Development Plan
- preparing the Greenspace Strategy
- promoting the value of greenspace and promoting innovation, enterprise and investment in greenspace
- setting Greenspace Standards
- directing the development of the Action Plan and overseeing actions
- monitoring and evaluating the outcomes of the Greenspace Strategy

Following completion of the Greenspace Strategy, Strategic Greenspace Partnerships (SGPs) will need to continue to work together to share knowledge, learn lessons and support the delivery of the principal goals and greenspace objectives for their area.

Agreeing a strategic approach

Local Authorities have the key responsibility for greenspace planning and, to be effective, this requires close co-ordination across many departments, stakeholders, greenspace user interests and partner agencies. The management of greenspace assets involves action to protect greenspace, together with measures to make greenspace more accessible, raise quality standards, address deficiencies and directly manage public greenspace assets.

For example, the Glasgow & Clyde Valley Green Network Partnership have identified the following four themes that illustrate the wider strategic understanding, benefits and outcomes sought from greenspace.

strategic communities

Addressing significant and sustainable improvement in the landscape and amenity value of greenspace within local neighbourhoods; encouraging the active engagement of

local people in the design, development and long-term management of greenspace within their community; focusing particularly on regeneration areas and those areas experiencing multiple deprivation.

health improvement

The health improvement theme aims to enhance the value of the Green Network as a resource for healthy living and a focal point for health improvement and also to encourage active engagement by key target groups who are experiencing health inequalities.

biodiversity and the environment

The biodiversity and the environment theme aims to enhance the biodiversity value and landscape quality of the Green Network; to promote appreciation of the environmental qualities of the Green Network; and to help secure the long-term sustainability of the Green Network.

enterprise development

The enterprise development theme aims to enhance the economic value of the Green Network: as an aid to attracting business investment; as a catalyst for the development of new, viable businesses; as a method of encouraging existing businesses to become actively involved in the creation and management of the Green Network; as a way of providing new opportunities for training and skills development and of encouraging businesses to adopt more sustainable approaches to travel and transport by utilising the Green Network infrastructure.

Developing a strategic partnership approach to the planning, design and care of greenspace is the first step towards achieving greenspace that is multi-functional and fit for purpose. This involves developing:

- political and inter-departmental support for a corporate Greenspace Strategy that embraces all areas of the Authority's activity (Estates, Planning, Transportation, Community Services, Environmental Services, Parks etc.)
- clear strategic thinking, which embraces a commitment to greenspace, with undertakings to protect and develop greenspace and Greenspace Networks and to ensure appropriate allocation of resources and investment

- clear policy framework setting out the Greenspace Strategy, its relationship to the Corporate Plan, Development Plan and Community Plan, together with dependencies within the organisational structure of the Authority
- a strategy for partnering with external organisations, stakeholder interests, local communities and neighbouring Local Authorities (e.g. **sportscotland**, Health Trusts, **greenspace scotland**, SNH, Historic Scotland and Scottish Enterprise)
- definitions for key departmental and officer responsibilities and the outputs and key performance indicators required within the plan or strategy period
- outlines regarding the strategic understanding of the Authority's greenspace assets, greenspace priorities, key themes and strategic goals and objectives in developing the quality, quantity and accessibility of greenspace within the Local Authority boundary and reviewing the connections and links to wider Greenspace Networks
- a policy commitment with regard to provision for the long term management and maintenance of parks and greenspaces

Developing links to Community Planning and the Development Plan

The processes and documentation involved in Community Planning and the Development Plan are key areas where the Greenspace Strategy needs to have significant influence and impact. The Greenspace Strategy should help to inform consultation on the planning processes (community and development planning) and provide support to policies and land-use allocations in order to secure stronger, more sustainable communities.

The Greenspace Strategy will also inform other important policy areas, such as the access, play, sports pitch, regeneration, inclusion and biodiversity strategy documents but, equally, will have important links to an Authority's Asset Management Plan and corporate delivery strategy.

Links to the Development Plan and, specifically, the Local Plan and other local delivery strategies, are critical in protecting and developing existing greenspace assets and ensuring that Greenspace Networks are provided for in spatial planning terms and are capable of contributing to wider policy agendas. The development process (housing, industry, leisure, retail) is a key mechanism to addressing changing greenspace needs and delivering greenspace investment.

Planning conditions and Section 75 agreements can be used to address quantitative and qualitative deficiencies in the provision of open space and to address additional requirements where new development would increase local needs. The benefit of Section 75 Agreements is that they can secure both capital and revenue funding to provide for the future management of open space.

The links to Community Planning Partnerships need to be explored, both to build awareness of the contribution that greenspace makes to delivering wider stakeholder agendas but also to ensure that activities and initiatives make best use of funding and resources. In all greenspace planning, it is important to establish an early understanding of the greenspace resource. Developing a Greenspace Strategy is not a linear process and requires iterative thinking and project working to develop workable strategies that reflect local needs and aspirations.

Developing the Greenspace Strategy

A Greenspace Strategy is the formally approved policy document defining a Local Authority's approach, commitment and management to protect, enhance and manage greenspace assets. The Strategy can help Local Authorities to move towards a more structured, rigorous and rounded analysis of greenspace supply, user demand and local requirements.

It is an effective means of co-ordinating the policies of the different Council departments and a way of establishing the means of engagement with relevant public, private and community interests.

The Greenspace Strategy is best progressed in two stages:

- **Greenspace Framework - Strategic Framework** - initial stage confirming the partnership approach, strategic requirements, programme commitments and defining the brief for the Greenspace Audit

This stage should be summarised in a brief report for circulation and approval of the key partners, departments and stakeholders. The Greenspace Working Group can then be delegated to progress the Audit that will report back and inform the Greenspace Strategy.

- **Greenspace Strategy** - the core policy document setting out a comprehensive Greenspace Strategy and Action Plan to protect, manage and enhance greenspace assets

Greenspace Strategies are best developed through consultation. Engagement needs to build understanding and capacity within the strategic partnership and set in process the various iterative study elements (consultations, Audit and monitoring framework) that provide support for the strategy.

The Greenspace Strategy should:

- serve as a statement of policy
- set a vision for new and improved open space
- identify clear objectives in relation to the provision and management of greenspace that contribute to the wider objectives of both the council and stakeholders (e.g. health, regeneration, access, biodiversity, education, tourism, inclusion, sport, sustainable places)
- summarise the detailed policy framework for protecting, enhancing and managing greenspaces
- define the spatial and stakeholder priorities
- set quality, quantity and accessibility standards to which the Greenspace Strategy aspires
- promote more inclusive involvement in greenspace management
- address opportunity and the surpluses and deficiencies in different types of greenspace and its spatial distribution
- provide clarity around the need and justification for developer contributions to greenspace and its management

A partnership approach to greenspace policy, protection and provision across Local Authority boundaries is essential. Sustainability issues are not restricted to geographical boundaries (climate change, biodiversity, access and SUDS) and, therefore, Local Authorities will increasingly be required to develop cross-boundary working groups and support regional strategic partnerships.



illustration courtesy of the Improvement Service

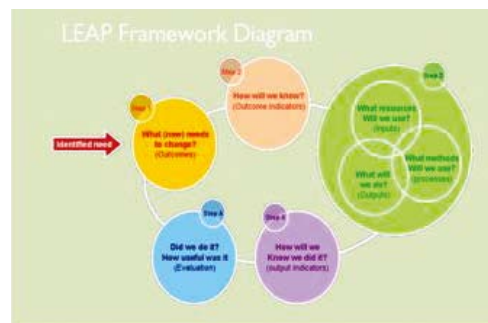


illustration courtesy of SCDC

Tools to support strategy development

Most authorities are committed to the Continuous Improvement Programme operated by the Improvement Service, which promotes the use of the Continuous Improvement Toolkit. The Framework for Quality Greenspace (Strategic Framework, Audit, Evaluation and Monitoring) offers a compatible framework that recognises the continuous improvement 'route-map' approach that responds to identified needs and is supported by monitoring and reviews.

This, in many ways, is similar to the LEAP Framework already used in some Community Planning settings and advocated by **greenspace scotland**. LEAP is based on four simple but important principles:

- we should plan and act according to need
- we should be clear about what we hope to achieve and whether we've achieved it – planning and evaluation should be outcome focused
- we should plan, act and evaluate in partnership and involve communities as key stakeholders
- we should be committed to learning from what we do, and from each other, and apply this learning to improve our effectiveness and efficiency

The LEAP approach seeks to make a difference to those things that cause concern to the people who are involved (a needs-led approach) and requires a clear understanding of the issues and problems that we are trying to tackle. The LEAP planning and evaluation cycle is based on seven stages, summarised by a simple but important series of questions:

- what is the need we are trying to address?
- what specifically needs to change?
- how will we know if change has taken place?
- what will we actually do?
- how will we make sure we're doing it as planned?
- how successful have we been and what have we learned?
- what now needs to change?

The Greenspace Audit is a key information source for developing the Greenspace Strategy and defining relevant local standards. Clearly, the Greenspace Audit needs to be completed in advance of the Greenspace Strategy. The process is iterative, with an initial strategic planning exercise required to establish a clear framework for auditing.

It is important to recognise that the production of a Greenspace Strategy Report is not an end in itself. The outcome of the process referred to as the strategic framework is on-going and involves building a long term partnership of interests to support and deliver against identified outcomes.

Key elements to be addressed within the Strategic Framework are noted below

Policy framework

SPP11 requires Local Authorities to prepare a comprehensive Greenspace Audit and Strategy, setting the framework for open space and sports provision in each Council area.

The Audit and Strategy will inform the Development Plan, setting out the strategic decisions made by Local Authorities for the enhancement of existing greenspace, along with the development of new greenspaces. PAN 65 continues to provide best practice advice on planning for open space.

SPP11 requires that the Audit takes account of the quality, community value, and end-use of existing open space in addition to quantity.

Development Plan and other strategies

The Greenspace Strategy will inform other important policy areas, such as the Development Plan, Community Plan, Access Strategy, Play Strategy, Sports Strategy and other relevant policy areas.

All outputs, actions and responsibilities should be linked to the Development Plan. Well designed and implemented planning policies for greenspace, sport and recreation are fundamental to delivering the objectives of Scottish Ministers as set out in SPP11.

The links with Community Planning Partnerships should be explored to ensure that activities and initiatives (consultations, user surveys and capacity building) make best use of the available funding and staff resources.

Greenspace outcomes

The Scottish Government is addressing a breadth of physical and social planning policy that embraces health, social justice, social and environmental development, sustainability and economic development through a number of inter-linked policy initiatives. A common component of these initiatives is a commitment to a more sustainable future linked strongly to quality of life, quality of place and equality of opportunity.

For example, as part of the Government's Economic Strategy a number of national outcomes have been identified together with indicators and targets. The National Performance Framework sets five strategic objectives: Wealthier & Fairer, Smarter, Healthier, Safer & Stronger, Greener. The national indicators and targets have direct relevance to greenspace planning particularly those relating to: visits to the outdoors, biodiversity, ecological footprint, crime rate, neighbourhood perceptions.

Greenspace Strategy

The Greenspace Strategy will link the findings of the Audit to its strategic context and provide a blue print for working in partnership with other Authorities, stakeholders and local communities. Greenspace Strategies should:

- serve as a statement of political support
- set a vision for new and improved open space
- contribute to the wider objectives of the Council (e.g. education, health, regeneration, biodiversity)
- create a policy framework for protecting, enhancing and creating greenspaces
- enable involvement by Community Planning Partnerships and communities in greenspace management
- address the surpluses and deficiencies in different types of open space
- provide the justification for developer contributions
- contain an Action Plan and Monitoring Framework

Developing standards for greenspace

Setting standards allows a better benchmarking of the current status of greenspace assets across a Local Authority area and helps to facilitate improved decision making and setting of priorities and also allows monitoring and evaluation of performance. Some Local Authorities, in developing their strategies, have been able to address accessibility by setting standards across the PAN 65 typology by defining distance thresholds. Similarly, Local Authorities have established greenspace quantity standards based on a quantum of space per house or settlement population. However, quality is more difficult to benchmark and it is here that most Local Authorities are seeking additional guidance.

PAN 65 advocates a 'standards based approach' for the assessment of greenspace provision and need, based on the three elements of:

- **quality** - a benchmark against which quality can be measured
- **quantity** - an amount of space per house unit or head of population
- **accessibility** - a distance to particular types of open space that serve communities i.e. a distance threshold

Greenspace quality standards are intended to provide a tool to support better quality greenspace and to:

- provide a structured basis for assessing the quality of sites against a consistent methodology
- enable the greenspace quality of sites to be assessed in relation to one another to enable detailed analysis of inequalities
- enable an overview of greenspace quality to be considered across settlement, Local Authority area and wider regional areas
- allow priorities to be reviewed, alongside other initiatives and strategies for greenspace improvements, through planning, design or management
- provide for ongoing monitoring and review

Qualitative greenspace assessment is set to become an increasingly important component of Greenspace Strategies and Audits, as indicated in the guidance in SPP11 – Open Space and Physical Activity (Para 34-35).

There is an increasing recognition that quality rather than quantity is the critical issue in meeting greenspace needs and that large, fragmented and disconnected greenspace, in many cases, offers only very limited functional value for communities, low biodiversity value and does little to support placemaking, area regeneration and economic development.

Developing a quality standard

Quality means different things to different people. Different user groups use greenspace in different ways and seek differing qualities, facilities, functions, standards and experiences.

Greenspace quality standards need to reflect local circumstances and to be based on the status of existing greenspace assets, an understanding of the needs of communities, the roles and contributions of key stakeholders and the resources available to plan and secure improvements.

Assessing quality

Understanding and assessing the quality of existing greenspace is clearly critical and a key function of the Greenspace Audit. Identifying appropriate assessment criteria is important to securing a consistent quality assessment (see Audit Section - Part 2). The indicative criteria enables all types of greenspace to be assessed in terms of quality and enables a quality baseline to be identified. Following this, standards can then be set that give due account to local needs, strategic objectives and available resources.

Setting quality standards

The Local Authority, in consultation, can develop their quality standards based on a number of potential criteria defined by policy, settlement provision, greenspace typology, local greenspace areas or other relevant standards criteria.

Within its Greenspace Strategy, the Local Authority will define the quality standards using the analysis from the Audit. Standards should, wherever possible, be SMART: that is - specific, measurable, appropriate, realistic and timed. Quality standards will reasonably reflect the legacy of greenspace and quality of existing provision. This allows Local Authorities and their partners, depending on the agreed deficiencies with the greenspace hierarchy, to improve the quality and cohesion of strategic Greenspace Networks and/or to address significant gaps in local provision.

Having completed a robust qualitative assessment and analysis within the Audit, Local Authorities will have a baseline and a database that will allow each Authority real strategic choices in setting quality standards. For example, these could include:

- 60% of greenspaces shall achieve a defined % quality score within the initial programme period, as defined within the Greenspace Strategy Action Plan, with the target of 75% achieving this score within five years.
- Or
- All settlements shall include at least one park and one greenspace corridor with a quality score higher than 65%, and all greenspaces with quality scores below 25% shall be reviewed and subject to remedial action within 18 months.
- Or
- A threshold % quality score shall be set for acceptable greenspace quality within the Local Authority area, as the minimum acceptable standard. Any sites not reaching this standard are considered to be of an unacceptable standard and addressed as priority sites within the Greenspace Strategy Action Plan.

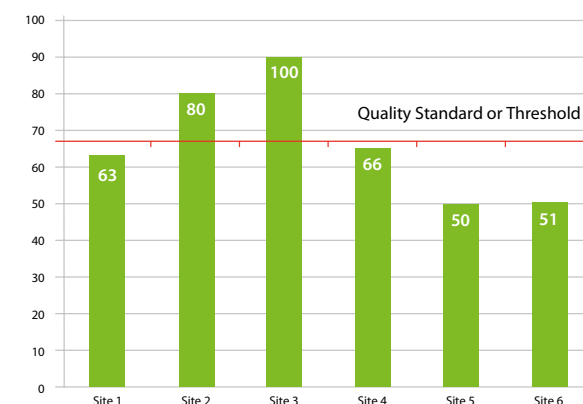


Table1: bar chart, to illustrate the range of quality scores based on assessment criteria in the Audit (see Quality Criteria page 26). The red line indicates the quality standard set by the Local Authority.

Quality standards can only be developed following the completion of the Audit which will establish the quality baseline of greenspace across the Local Authority area, identifying any gaps in provision and any quality deficiencies which the strategy will need to address.

All quality standards should be reviewed regularly to ensure they are progressive in supporting the drive for better quality greenspace and to ensure that they remain relevant and appropriate.

greenspace scotland

Glasgow & Clyde Valley Green Network Partnership

Greenspace Quality - a guide to assessment, planning and strategic development



Auditing greenspace

02

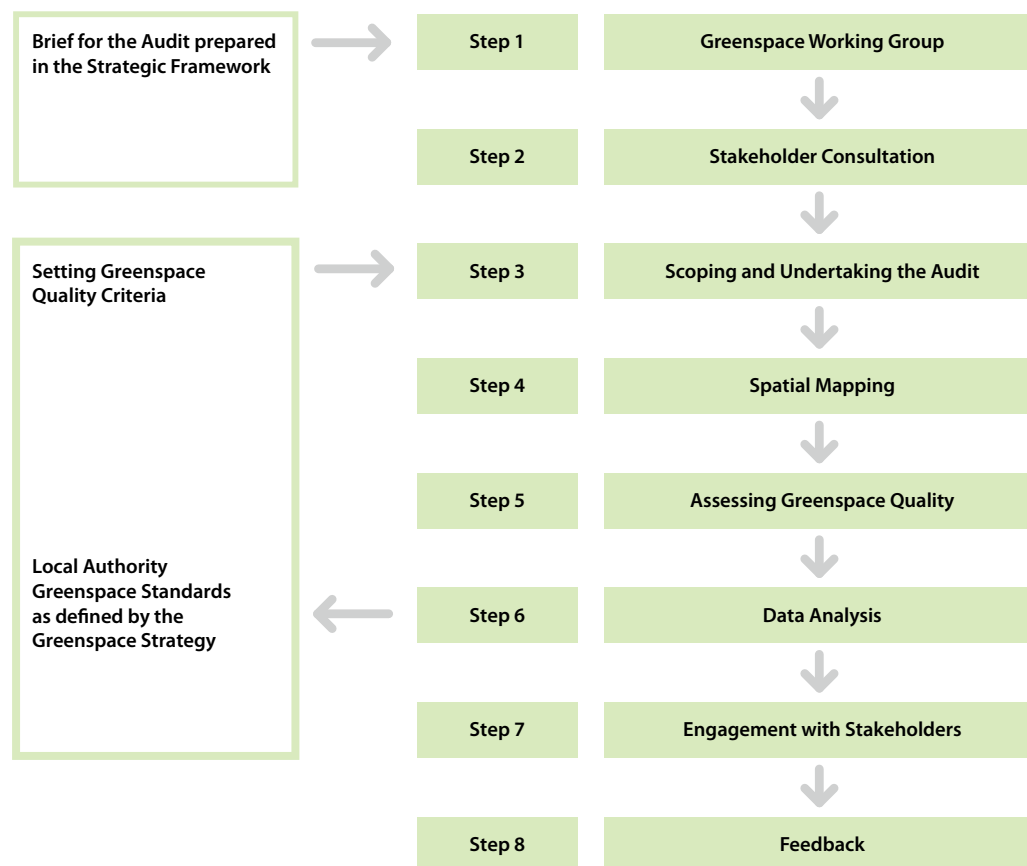
The Greenspace Audit provides the essential baseline understanding of greenspace assets across the Local Authority area. This section looks at the specific methodologies to progress a Greenspace Audit and provides guidance on auditing of greenspace quality, together with useful areas of analysis possible with a Geographic Information System (GIS) database. A critical aspect of guidance within this section is the need to establish a Greenspace Working Group, to define greenspaces in accordance with the typologies defined in PAN 65 and to highlight the value of assessing quality using a simple scoring system.

The Greenspace Audit

A Greenspace Audit is a key stage in developing the Greenspace Strategy as it represents the systematic collection of data, analysis and review that provides a robust understanding of greenspace assets, their accessibility, quantity and quality on which detailed consultations with stakeholders can be progressed. Once the broad requirements and methodology for the Audit is established and agreed through the Strategic Framework (see Part 1), the more detailed and practical tasks to undertake the detailed Audit can be started.

An important element in planning for the Audit is understanding the need for information and securing all necessary agreements on how data will be managed, co-ordinated and accessed, together with appropriate protocols for GIS mapping and data capture.

Key stages in auditing greenspace



The suggested approach as outlined is based on research and consultation with Local Authorities and stakeholders and whilst not intended to be prescriptive is considered to offer a best practice approach that can be sensibly tailored to meet the varied needs of differing authorities.

Step 1: Establishing a Greenspace Working Group

Once the Greenspace Strategic Framework has been established, the next step is to set up a Greenspace Working Group to manage and oversee the Audit process. A partnership or officer and stakeholder group may have been formed to establish the policy context and initiate the Greenspace Strategy, however, a more practical 'hands-on' group is required to manage the Audit process. This group should include officers involved in the following areas:

- Greenspace Officer or similar position
- Planning Officer (responsible for green networks or similar planning designations)
- Community Planning Officer
- GIS/Technical Services Officer
- Access/Estates Management Officer
- Biodiversity/Countryside/Forestry Management/WIAT Officer
- Community Services and/or community representative

The Greenspace Working Group should be responsible for the following:

- reporting to and working with the members of Strategic Greenspace Partnerships and other groupings (e.g. Strategic Community Planning and Development Plan teams etc.)

- developing the aims, objectives and methodology of the Greenspace Audit
- appointing and managing consultants (if required)
- developing a strategy for stakeholder and community consultation for the Audit stage and co-ordinating this with on-going consultations of the Greenspace Strategy
- overseeing the progression of the Greenspace Audit
- establishing agreements with relevant departments with regard to access to the GIS data and how it will be used
- linking the findings of the Audit with the Greenspace Strategy
- developing an understanding of longer term monitoring and evaluation needs
- monitoring and evaluating the Audit

Key areas requiring early agreement

- Working Group arrangements for reporting to Strategic Greenspace Partnership
- approach to consultation and agreement on levels of participation
- appointment of Lead Officer
- identify resource needs and the need for consultant support
- agreement on programme

Step 2: Stakeholder and community engagement

An early stakeholder and community engagement event can very useful in helping the Working Group ensure that all parties are engaged at the start of the Audit and to provide a demonstration of the open and inclusive nature of the process. Consultation can usefully highlight the key links between policy, departmental functions and stakeholder interests and assist in structuring the collection of Audit data. Identifying the views of a wide range of community groups can lead to better policy by ensuring that decisions reflect the needs of stakeholders and communities. Consultation also supports inclusion, transparency and accountability and both the community and stakeholders should be encouraged to have a long term stake in the development of the Greenspace Strategy.

The Working Group may benefit from the input and experience of organisations such as **greenspace scotland**, Forestry Commission Scotland, Scottish Natural Heritage or other regional greenspace organisations, such as the GCV Green Network Partnership. It may be appropriate to undertake further selective stakeholder and community consultation but this should not be done in such a way that it impacts on the programmed completion of the Audit. The Audit itself is a key consultation tool that provides a common baseline of information on which meaningful dialogue and analysis can be based.

On completion of the Audit, detailed consultation on a settlement by settlement basis has been shown to be very effective and allows individual communities to focus on their needs and priorities. It is important that all consultees understand the staged nature of proposed consultations and the intent to allow ongoing input as the Greenspace Strategy, Audit and Monitoring & Evaluation Framework are progressed. Consultation in this way can help to initiate the development of Community Greenspace Groups within settlements or neighbourhoods, providing a long term vehicle to engage with regarding management and investment in local greenspace.

Consultation on data management and GIS files

A specialist area of consultation is securing agreement on the GIS methodology and ensuring the compatibility of GIS datafiles that is critical to successful data capture. Agreement on protocols for data management and establishing common systems for data sharing and use of Mastermap Data and greenspace classifications is critically important. Technical advice should be sought to ensure that all GIS Mapping/ Mastermap applications are clearly understood and tested in advance of the Audit.

Key areas requiring early agreement

- setting the Audit consultation workshop scope and objectives
- agreeing consultation arrangements to address stakeholder and community aspirations and needs
- sharing knowledge and understanding best practice
- agreeing data management arrangements



Step 3: Scoping the Audit

The aim of the greenspace Audit is to undertake an assessment of the nature, quality, spatial distribution and use of existing greenspaces including mapping within a GIS database all types of greenspace in the Local Authority area and identifying the quality of those greenspaces.

Greenspace Audits should:

- audit existing greenspace provision
- reflect local needs and circumstances and be undertaken following scoping (see Scoping the Audit)
- use the MasterMap Geographical Information Systems (GIS) database
- use PAN 65 typology as a starting point for defining greenspace typologies
- identify the accessibility of greenspace
- identify surpluses and deficiencies of greenspace provision across settlements
- take proper account of the value and use of greenspace, not just quantity
- support engagement with communities by providing opportunity for local input during the Audit
- be updated every five years to feed into Development Plan reviews

Auditing should be considered an ongoing process, along the lines of the development of Local Plans, providing a snapshot which can be updated and expanded as resources and opportunities arise which enable engaging in more detail with communities and stakeholders.

Scoping the Audit

The Audit forms the database and foundation for the Greenspace Strategy and should be as comprehensive as funds, needs and resources allow. Importantly, it should cover the whole Local Authority area and embrace all greenspace elements of the PAN65 typology. The Audit should be carefully scoped to ensure it collects appropriate data and reflects the needs of the strategy and action plan. Scoping should establish:

- brief for the Audit
- location and size of sites to be audited
- type of greenspace, according to PAN 65 typology
- sub-category of greenspace type
- site description
- agreement on the number of site visits and inclusion of photographic record
- physical site features and site facilities
- condition and site problems
- quality assessment and scoring (explained in more detail below)

- potential priorities for action
- initial assessment of the community value (optional)
- initial assessment of the site's potential (optional)

Key areas requiring early agreement

- confirmation of the detailed Audit methodology between all partners and stakeholders
- confirmation of the Audit process and programme
- piloting to validate Audit process and ensure all data management processes working



Step 4: Spatial mapping and categorisation

Mapping the greenspaces in GIS

Depending on the design and management of existing database systems, a database should be developed to record the Greenspace Audit information. This can be done using linked databases, including Geographical Information Systems (GIS), Access and Excel packages. Each greenspace site should be identified on the GIS system. Essential GIS source data should include:

- Ordnance Survey (OS) MasterMap Topography Layer
- OS Address Point data or OS MasterMap Address Layer
- full spatial coverage (of the buffered settlement areas), digital aerial photography
- existing local authority data sets i.e. greenspace data, core path network data, habitat survey data, sports facility assessment etc.

The mapping could be undertaken in conjunction with a land-use characterisation mapping exercise to produce comprehensive GIS character maps of greenspaces of all sizes in an urban area. The mapping involves the use of Ordnance Survey (OS) MasterMap topographical layer, together with OS Address Point data and aerial photography to classify the greenspaces.

greenspace scotland has prepared guidance and training materials on methodology for greenspace mapping and analysis of this data. Training materials are available at www.greenspacescotland.org.uk

Site selection

If resources allow, all sites of over 0.2 hectares in size (SNH guideline preference) should be assessed. If resources permit, all greenspaces, of whatever size and type may be included in the Audit but quality of Audit rather than quantity of data is important.

However, some Local Authorities, especially larger urban authorities, may decide to limit the Audit to larger parks and greenspaces. This reduces the number of sites to be surveyed but should not exclude any sites above 0.4 hectares in size - supplementary auditing of 'highly valued' greenspaces that are below the threshold is best completed as a secondary exercise and may be done through a Forum Group with local stakeholders. This is usually referred to as the application of a 'Minimum Mapping Unit' or smallest site size.

Clearly, the more relevant information there is on greenspace sites, the better the picture of the distribution, linkages and quality of the network. In circumstances where resources are severely constrained, or a staged Audit process is being progressed, site selection based on a geographical area

(e.g. settlement, greenspace needs area) or typology (e.g. parks, sports areas, semi-natural greenspace) could form the selection criteria. This selection would necessarily require to be extended at a later date to provide a fuller picture of the greenspace resource.

In large metropolitan areas, or settlements where the Audit scoping suggests the completion of the Audit is best progressed in stages, a sub-division into Local Greenspace Areas (LGA) allows a phased Audit programme whilst still allowing the Authority to build a comprehensive Audit. Sub-division into smaller units would typically reflect recognised settlement areas, community regeneration areas or other special initiatives (e.g. Glasgow East End, Clyde Waterfront, Clyde Gateway). Clear definition of the scope of the Audit and data management is essential to ensure comparative analysis between LGAs can be undertaken.

An LGA assessment would include all elements of a full Audit and analysis (including quality, quantity, accessibility), community consultations and a strategic review of the needs and policy for the LGA area.

Assign Pan 65 Typology

Establishing if greenspace is 'fit for purpose' requires clarity as to what that the purpose of the greenspace is and who uses it.

In this context, 'users' means all parties that secure value from greenspace, whether through direct or indirect use, including communities and stakeholders embracing people, place, environmental and economic value. Many greenspaces are multi-functional, serving a range of functions, which may not fit neatly into a classification. Grass pitches in parks, for example, are often used for children's play, kite flying, exercising dogs and jogging, as well as sport. This can create problems when analysing an audit of provision and determining whether local needs are satisfied. One way around this problem is to assign the space a 'primary purpose' to ensure that each greenspace is counted only once in an audit of provision. Assigning a 'secondary purpose' will reflect the multi-functional nature of many greenspaces and bring clarity and consistency to planning, design and management policies.

PAN 65 sets out a greenspace typology to be used as a starting point for developing a hierarchy of greenspace. PAN 65 suggests that the typology should be tailored to fit local circumstances and SPP 11 goes further, by suggesting that some categories may require further classification. The typology and any variations/amendments to meet local requirements should be considered and confirmed at Audit Scoping stage.

Design site Audit sheets

The table to the right sets out a core set of information and tasks that could be included in the site Audit and optional information that will make the Audit more robust and useful.



Table 2: Summary of spatial mapping and catagorisation tasks

Tasks	Core	Optional
greenspaces mapped in MasterMap GIS database	✓	
characterisation of the GIS data set using the greenspace scotland methodology	✓	✓
500m buffer around the urban area to capture urban fringe sites	✓	
site visits to all / high% of greenspace sites included in the Audit	✓	
classify greenspace, according to PAN 65 typology	✓	
sub-category of greenspace type		✓
photographic record		✓
location and size of the site	✓	
site description		✓
record physical site features and site facilities	✓	
condition survey and site problems	✓	
quality assessment (refer to Quality Standards)	✓	
opportunities for potential upgrade		✓
frequency of use		✓
priority for action	✓	
timescale for investment		✓
assessment of the value to the community		✓

Step 5: Assessing greenspace quality by site survey

The quality assessment section within the Greenspace Audit is probably the most complex area to secure consistent evaluation, with a number of methodologies having been used. These have included:

Quality assessment of condition

Quality assessed as a summary of the condition and standard of maintenance - often used to re-appraise operational management practice and assess need for addition/reduction with regard to mowing, litter collection, shrub management, lighting etc.

Quality assessment of elements

Quality assessed by looking at specific elements such as entrances, paths, play facilities, building condition and sports facilities, and indicating their quality and value by either description or score.

Quality assessment by criteria: best practice approach

Quality assessed by looking at criteria that indicate the quality of greenspace using numerical scoring to allow the assessors to indicate a site's fitness for purpose (provision, condition, value) on a scale typically structured from 1-5 where: 1=Failing, 2=Poor, 3=Acceptable, 4=Good, 5 = Excellent.

Consistency and Audit transparency favours the quality scoring approach as this offers a clear numerical indication of quality and provides a simple basis for future monitoring. Quality scoring against locally confirmed quality criteria offers a more robust system than other systems and requires only limited pre-assessment training and, in practice, demonstrates a good consistency of results.

The aim of the quality assessment should be to:

- create a simple, effective system capable of allowing a meaningful in-the-field assessment of quality without the need for overly extended site inspections
- provide a quality assessment that allows comparative assessment between greenspace sites and differing types of greenspace
- assess quality in a manner that provides consistency and, importantly, allows the quality score to be interrogated and updated
- provide a platform for analysis in terms of gaps in the quality of provision, both spatially or with regard to differing greenspace types
- identify greenspaces that fall below the quality standard and are in potential need of intervention (investment, disposal, changed management, amended function/purpose)
- provides a basis for consultation with communities on quality issues to better understand the value of their greenspaces

- provides a basis for identifying priorities for greenspace investment

Setting quality criteria to assess the standard of a greenspace is made more difficult by the diversity of spaces (character, scale, function) and the difficulties involved in establishing a common set of criteria against which to evaluate quality. This problem can be addressed by recognising that quality criteria are not absolute measures but rather provide an informed, commonsense approach on which a consistent judgement of the quality of a space can be determined.

Quality criteria

The identification of quality criteria were examined in more detail through greenspace stakeholder workshops, with the purpose of better understanding what stakeholders considered were the most appropriate criteria to assess quality.

The criteria are not intended to be prescriptive but should be used as a guide for the development of appropriate standards for a Local Authority area.

Greenspace quality criteria or indicators -

These criteria represent an understanding of what people expect to find in a quality greenspace, whilst recognising the diversity and distinctive character of individual places.

1. Accessible, and connected greenspaces should:

- be well located close to a community
- meet Disability Discrimination Act requirements and disabled user needs
- provide quality paths that are fit for purpose
- connect with other transport modes
- allow movement in and between places
- have accessible entrances in the right places
- offer connecting path network and signage

2. Attractive and appealing places should:

- be attractive, with a positive image
- provide an attractive setting for urban areas
- contain quality materials, equipment and furniture
- contain attractive plants and landscape elements
- have welcoming boundaries and entrance areas
- provide facilities in clean, safe and usable condition
- have low levels of litter and adequate bins
- be well maintained

3. Biodiverse supporting ecological networks should:

- contribute positively to biodiversity, water and air quality
- have areas large enough to sustain wildlife populations
- offer a diversity of habitats
- be part of the wider landscape structure and setting
- connect with wider green networks
- provide a balance between habitat protection and public access

4. Greenspace should promote activity, health and well being and therefore should:

- provide places for a range of outdoor activities
- provide diverse play, sport and recreational opportunities
- provide places for social interaction
- contain appropriate, high quality facilities to meet user needs (e.g. picnic areas, toilets, parking)
- contain appropriate facilities for location and size
- be carefully sited facilities for a range of ages
- be adaptable to changing needs and uses

5. Greenspace should have community benefits and therefore should:

- be safe and welcoming
- have good levels of natural surveillance
- show no evidence of anti-social behaviour
- have appropriate lighting levels
- have a sense of local identity and place (e.g. public art, natural and heritage features)
- provide good routes to wider community facilities
- contain distinctive and memorable places
- cater for a range of functions and activities
- provide opportunities for involvement in management and decision making

The criteria can be adjusted, where special circumstances dictate and/or extended but practical fieldwork experience and lessons learnt suggest that over complicated and over extended criteria assist little in future decision making, are resource intensive and add little to the understanding of quality considered in the context of fitness for purpose.



Table 4: Criteria for quality assessment (part 2)

		Group 1		Group 2		Group 3		Group 4	
		Public parks	Amenity greenspace	Play/space	Space areas	Green corridors	Semi-natural space	Private grounds	Functional space
Assessment criteria									
Active supporting health and well being	provides places for a range of outdoor activities	✓	✓	✓	✓	✓	✓	✓	
	diverse play, sport and recreational opportunities	✓		✓	✓			✓	
	providing places for social interaction	✓	✓	✓	✓	✓	✓	✓	✓
	appropriate, high quality facilities meeting needs	✓	✓	✓	✓			✓	✓
	appropriate facilities for location and size	✓	✓	✓	✓	✓	✓	✓	✓
	carefully sited facilities for a range of ages	✓	✓	✓	✓				
	adaptable to changing needs and uses	✓	✓	✓	✓	✓	✓	✓	
Community supported	safe and welcoming	✓	✓	✓	✓	✓	✓	✓	✓
	good levels of natural surveillance	✓	✓	✓	✓			✓	✓
	no evidence of anti-social behaviour	✓	✓	✓	✓	✓	✓	✓	✓
	appropriate lighting levels	✓	✓	✓	✓			✓	✓
	sense of local identity and place	✓	✓	✓	✓	✓	✓	✓	✓
	good routes to wider community facilities	✓	✓	✓	✓	✓	✓	✓	✓
	distinctive and memorable places	✓	✓	✓	✓	✓	✓	✓	✓
	catering for a range of functions and activities	✓	✓	✓	✓			✓	
	community involvement in management	✓	✓	✓		✓	✓		✓

Table 5 gives an example of how the path standard “provides surfaced, quality paths, fit for purpose” could be developed to provide a more detailed guidance to support consistent, quality scoring.

There may be greenspace sites included in the Audit for which certain criteria may not be appropriate and therefore identified as ‘not appropriate’ (n/a).

Table 6 takes just one of the greenspace quality criteria and illustrates how each standard could be scored, with accompanying site observations and notes.

Table 5: Worked example: assessment criteria for paths (part 1)

Assessment criteria	5	3	1	n/a
	High	Fitness for purpose	Low	
Provides surfaced, quality paths fit for purpose	appropriate path surface, well maintained with no management or drainage issues	appropriate path surface with some minor maintenance/ drainage issues	poor quality or inappropriate path surface for location or levels of use. Significant maintenance or drainage issues	No paths expected on a site of this type or size (e.g. waterbody, dense woodland or scrub, small scale amenity space)

Table 6: Worked example: assessment criteria for paths (part 2 – site observations and scoring)

Group 1: Public parks and amenity greenspace example				
	Assessment criteria	Score*	n/a	Site observation/comment
Accessible and well connected greenspace	well located close to a community	2		well equipped but on outskirts of town
	meets disabled user needs	3		well designed paths but some restrictions
	provides surfaced, high quality paths	5		surfaced lit paths suitable for all users
	connects with other transport modes	-	✓	no public transport routes close by
	allows movement in and between places	4		path links to town centre and school
	accessible entrances in the right places	2		poor entrances, but well located
	offers connecting path network & signage	4		good waymarked links
	total		20	

Table 7 illustrates a sample site Audit. In this example, the criteria for most sites are relevant; however, sites 2, 3 and 5 could not be expected to have connections to transport modes. In this event, each site score should be totalled and a percentage score generated based on the number of criteria assessed. In this way, a particular site is not marked down because it does not possess a feature that is not relevant to the quality of the space (e.g. transport connections to a remote reservoir).

Table 7: Worked example: assessment criteria for paths (part 3 – site assessment and comparison)

	Site 1	Site 2	Site 3	Site 4	Site 5	Site 6
well located close to a community	3	5	5	4	2	3
meets DDA and disabled user needs	4	4	5	3	2	1
provides surfaced, high quality paths	5	5	5	3	4	2
connects with other transport modes	2	n/a	n/a	5	n/a	3
allows movement in and between places	1	2	5	2	2	1
accessible entrances in the right places	5	4	5	5	3	3
offers connecting path network and signage	2	n/a	n/a	1	2	5
total*	22/35	20/25	25/25	23/35	15/30	18/35
% score	63%	80%	100%	66%	50%	51%

* where the first figure is the site score and the second figure is the maximum possible score

Step 6: Data analysis

Once the site based survey information has been gathered, mapping and analysis of the data should be undertaken to inform the greenspace assessment. If a full greenspace Audit has been undertaken, then the scope of the analysis can be very detailed and comprehensive. Mapping greenspace sites and the results of the assessment will enable Local Authorities to take an overview of the greenspace network, helping improve understanding of:

- the extent, and distribution, of greenspace assets
- how particular greenspaces fit into the Council-wide Greenspace Network
- the hierarchy of greenspace functions
- the challenges for greenspace provision (quality, quantity, accessibility)
- potential strategic links between networks, both within the Local Authority area and beyond
- investment priorities

Potential areas of analysis include:

- distribution of different types of greenspaces on a city or Electoral Ward basis to establish a hierarchy of greenspaces and the distribution of a particular type of greenspace.
- patterns of use and facilities provided in the greenspaces

- opportunities for, and constraints to, the extent, type, quality, accessibility and connectivity of greenspaces
- assessment of the existing resource against the perceived needs of the local community (to be supplemented by consultation with the local community)
- assessment of current and future requirements
- value of the greenspace to the local community
- deficiencies and surpluses of each particular type of greenspace

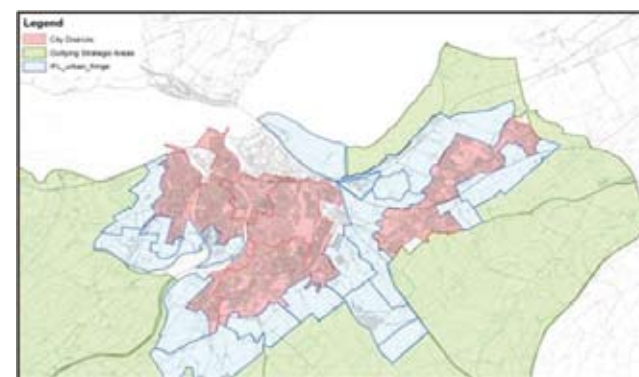


Table 8: Spatial scales

Significance	Characteristics
City/regional	City/regional greenspaces or facilities often serve to define and separate urban areas, link the urban area with the countryside and often provide for recreational needs over a wide area. They may attract the highest number of users, mainly from throughout the local authority area but possibly wider afield, and therefore have a large effective catchment and high distance threshold. A high proportion of users are likely to travel to them by car or public transport.
Neighbourhood	Neighbourhood facilities will tend to attract a significant proportion of their users from particular parts of the local authority area e.g. at least two neighbourhoods. They will provide a range of play, recreational or sporting facilities that will draw users from a wider catchment. Depending on their location, people will travel by foot if they live close to the greenspace or by car or public transport if they live further away.
Local	Local greenspaces are often smaller in size, with fewer facilities, but are greater in number, spread throughout a local area and with well used footpaths linking key community facilities. These greenspaces will tend to attract almost all of their users from a localised area. Many users of these facilities will walk to them.

The data collected during the Audit can be usefully represented using maps, graphs, radar diagrams and tables. The Audit and assessment should be accompanied by a statement outlining the assessment criteria, providing a clear definition of the scoring system. The Audit will allow the authority, in consultation with stakeholders, to address:

Quantity of greenspace

Is there enough greenspace and is it equitably distributed?

Requires assessment based on how provision is required, based on the amount of space per house unit or per head of population against greenspace typologies. Appropriate quantity standards should be determined from analysis of existing quantity provision, benchmarking to national standards and consideration of local circumstances and community/stakeholder views.

Accessibility of greenspace

Is greenspace accessible to communities?

Requires assessment using distance thresholds for particular types of greenspace. Distance thresholds are a useful planning tool, especially when used in association with a GIS mapping system. It is possible to measure the number of households within a distance threshold comparison of sites, neighbourhoods and community settlements.

Distance thresholds set the maximum distance that typical users can reasonably be expected to travel to each type of provision. The method for identifying effective catchment areas often involves projecting a straight line catchment radii from the boundary of a greenspace. This is the easiest and quickest way to plot approximate catchment areas and to identify areas without ready access to particular facilities but may not take into account barriers that prevent free movement, such as motorways, railways and rivers. Network analysis should, where possible, be used since it can be used to calculate more accurate distances between addresses and greenspace.

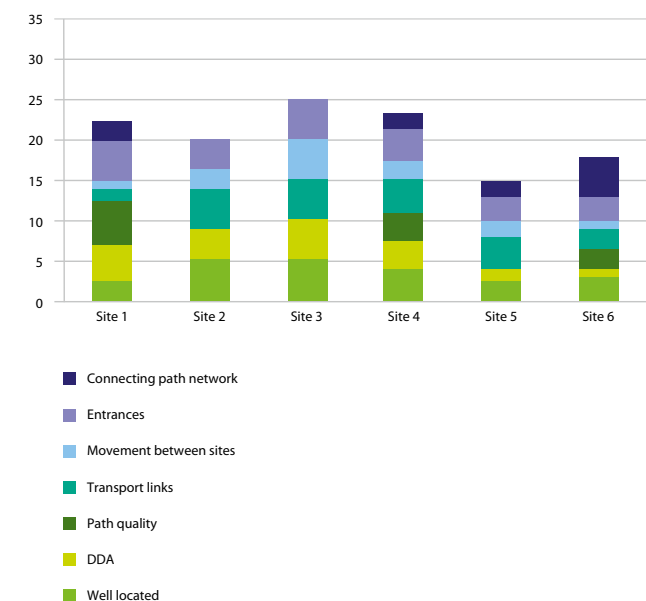
Quality of greenspace

Is greenspace 'fit for purpose'?

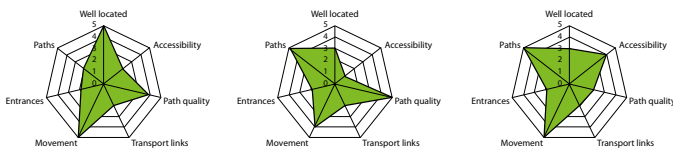
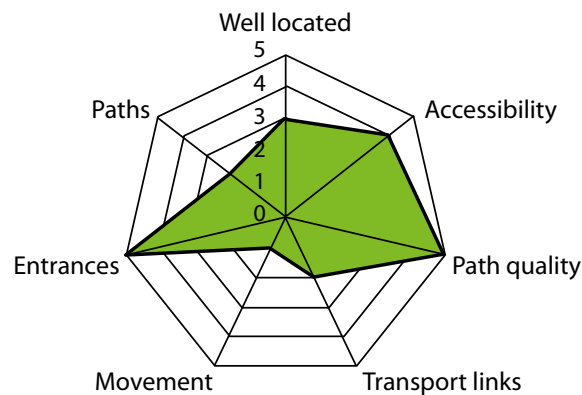
Appropriate quality criteria will have informed the Audit and a quality score derived for each greenspace assessed within the Audit. Quality analysis can then review the levels of quality achieved within a settlement area or neighbourhoods (e.g. a village); within differing types of greenspace (e.g. amenity greenspace); within specific qualitative areas (e.g. biodiversity) or by single and comparative site analysis.

The use of a numerical and/or percentage score in the Audit allows the numerical and spatial data to be analysed in many different ways. Percentage scores can then be viewed on a bar chart and analysed on a site-by-site basis or settlement-by-settlement or cross Local Authority boundary - for example:

Example 1: A number of site scores represented in a bar chart



Example 2: The break down of a single site assessment score represented in a spider diagram, so the make-up of the total score can be understood.



It is the Greenspace Strategy rather than the Greenspace Audit that should set standards for quality, access and quantity agreed as part of the strategic framework.

Step 7: Engaging with the community and stakeholders

A community and stakeholder engagement process then needs to be progressed as a core element of the Audit and in advance of integrating the Audit findings into the strategic framework. The objective is to share information on the Audit, to review needs and aspirations and to better understand the purpose and functions of local greenspaces.

The consultation exercise should be as inclusive as possible and is best progressed on a series of levels to secure the best response and inputs from the varied community, stakeholder and partner groups. The following arrangements have worked well:

Tier 1 Community consultation based on settlement

Consultations, undertaken using the Audit, that are specific to a settlement, neighbourhood, urban village or town and where the focus is on addressing or reviewing local needs, site requirements and settlement aspirations. This process can be extended and has been usefully combined with either Community Planning or Development Plan consultations.

Local community engagement could be undertaken using a variety of methods, including:

- greenspace forums making use of 'participatory appraisal' techniques such as a community mapping; planning for real; or other innovative workshop techniques
- citizen's panel, forum or jury
- face-to-face interviews with special interest groups (young people, heritage, disability groups, older people etc.) using local community representatives
- on-line and/or postal questionnaire
- questionnaire carried out as street surveys (to reach both users and non-users), door-to-door or face-to-face
- road show events (linked to the Local Plan consultation process)
- Friends of the Park groups or focus groups

greenspace scotland, in partnership with Scottish Natural Heritage, has prepared a toolkit on methods of community engagement, which provides more detailed information on a range of useful approaches. www.greenspacescotland.org.uk

Tier 2 Stakeholder consultations based on urban area

Consultations undertaken across an urban area or Local Authority area and involving all regional stakeholders and parties with an interest across an area or authority, bringing together agencies, specialist officers, network organisations etc.

Tier 3 Strategic partners, funders and members

Consultations undertaken around the Greenspace Strategy informed by the tier one and two consultation process, including a range of briefings and reporting to secure approvals and confirm the Action Plan and funding.

**Step 8: Feedback into the Strategy**

The Audit and associated fieldwork, consultations, mapping and analysis are all a means to an end rather than ends in themselves and are all intended to inform and strengthen the Greenspace Strategy.

Importantly, the Audit and the detailed analysis will provide a level of detailed information and analysis which was previously unavailable and which will support better, more informed greenspace planning. The outcome should ensure that:

- greenspace planning can balance strategic and local need and connect greenspace with the wider sustainability agenda in terms of competitive place, social justice, climate change, health and well being, and placemaking
- greenspace consultations, wherever possible, use existing consultation processes and are closely linked to Community Planning, the Development Plan and other processes
- greenspace planning provides a framework of green corridors and spaces that will address the needs of all communities and stakeholders by providing greenspace that is 'fit for purpose', meeting the needs of people, place and environment stewardship
- greenspace planning can be addressed more holistically against measurable standards (quality, quantity, accessibility) that are capable of being monitored and evaluated to drive a process of continuous improvement

Informing the Greenspace Strategy

The Greenspace Strategy is the key document, setting out a comprehensive commitment to greenspace across a Local Authority area and supported by all members of the strategic partnership. The Greenspace Audit will have defined the baseline and the analysis will have identified the key issues and options. The standards set by the authority should address quality, quantity and accessibility and reflect both local and strategic needs.

Standards are relative. Standards need to reflect and balance the assessed status of greenspace (supply) and the needs of stakeholders and communities (demand) with realistic change management measures that reflect commitment to greenspace and the resources required to deliver and implement the strategy and action plan.



The Greenspace Strategy will contain an Action Plan. The Audit and analysis of the Audit data should seek to identify specific needs and opportunities that can inform the Action Plan. The Action Plan should set out a clear set of priorities and actions, detailing both long term objectives and short term tasks that will help to achieve the vision. This will include an agreed programme of activity, describing in detail the steps, delivery agents and timescales for achieving the Greenspace Strategy's aims. It should relate directly to the 'Best Value' review process and service delivery plans.

The Greenspace Strategy will provide a clear direction for the Action Plan to ensure it co-ordinates with the objectives of other Council corporate plans and strategies. The information held in the Action Plan should be updated regularly, in line with capital and revenue spending plans, and with a review of the entire strategy on a three to five-year cycle.

An action plan can take the form of a table and should contain the following:

- a series of aims and objectives (linked to those in the Greenspace Strategy)
- actions, timescales and delivery agents, for example:
 - three to five-yearly review of Audit and strategy
 - database management and updates
 - projects, specific initiatives and site-specific activity and investment

- review of strategy relative to other service strategies
- estimated cost (capital and revenue)
- identification of existing and potential funding
- performance indicators
- monitoring and review arrangements

Greenspace Quality

The assessment of greenspace quality as part of the Audit importantly involves making assessments of greenspace quality by inspection of sites across the greenspace typologies. The assessment needs to establish a simple and consistent basis for quality assessment and it is suggested that assessment of sites can be made using the following five criteria:

- accessible and well connected
- attractive and appealing places
- biodiverse supporting ecological networks
- active, supporting health and well being
- community supported

This will provide a simple proforma capable of providing measurable qualitative information across the varied greenspace typologies. The quality criteria can be adjusted to reflect the specific needs of an Audit or Local Authority area and the following tables are provided as a guide only.

Table 9: Suggested quality criteria – accessible and well connected

Assessment criteria	5	3	1	n/a
	High Fitness for purpose		Low	
Meets appropriate DDA requirements/ disabled user needs	compliant in all respects with DDA includes specific elements supporting disabled use	DDA compliant in terms of grades and main routes step and barrier free	non DDA compliant with barriers to free access for disabled and other user groups	DDA compliant not appropriate or achievable on a site of this character/ location/type
Well located close to a community	integral with community infrastructure and local path and greenspace networks	direct, safe and legible connections to local communities	poorly sited with clear severance between greenspace and other community infrastructure	connections to community not relevant
Provide surfaced, high quality paths	appropriate path surface, well maintained with no management or drainage issues	appropriate path surface with some minor maintenance and/or drainage issues	poor quality or inappropriate path surface for location or levels of use; significant maintenance or drainage issues	no paths expected on a site of this type or size (e.g. waterbody, dense woodland or scrub, small scale amenity space)
Connects with other transport modes	good connectivity with fixed transport links, quality bus routes, cycle and path networks	connects to other path and cycleway networks provided by footways and footpaths	poorly connected with no obvious path networks or transport modes	connectivity not available or appropriate on a site of this character/location/type
Allows movement in and between places	provides for highly permeable boundaries and multiple points of entry/access as part of a path or greenspace network	provides routes and connections connecting places	poorly connected with paths and natural desire lines unprovided for or restricted	movement between places not relevant to the site
Accessible entrances in the right places	entry points well placed and accessible to encourage safe access and use	entrances satisfactory	entrances poor by reason of siting; safe accessibility and connection to communities	entrance locations determined by other factors and non-relevant to the site
Offers connecting path network and signage	high quality, legible way marking and signage indicates links to wider path and cycleway network	some good connections but signage incomplete and/or no way marking	limited connections and no signage or way marking to indicate wider connectivity	signage inappropriate to the location/site

Suggested quality criteria to assess greenspace

Accessible and well connected

- well located, close to a community
- meets DDA requirements and disabled user needs
- provides surfaced, high quality paths
- connects with other transport modes
- allows movement in and between places
- accessible entrances in the right places
- offers connecting path network and signage

Attractive and appealing places

- attractive, with a positive image
- attractive setting
- quality materials, equipment and furniture
- attractive plants and landscape elements
- welcoming boundaries and entrance areas
- facilities in clean, safe and usable condition
- low levels of litter and adequate bins
- well maintained

Table 10: Suggested quality criteria – attractive and appealing places

Assessment criteria	5	3	1	n/a
	High	Fitness for purpose	Low	
Attractive, with a positive image	overall quality image, feel and appeal created through character and quality of the elements	attractive with many positive elements but includes issues that need addressing	poor image and low level of appeal/ attractiveness likely to generate a negative image	attractiveness not an issue by reason of site/character or use
Attractive setting for urban areas	contributes significantly to the quality, character and setting of the urban area/settlement/place	contributes to quality but the profile and level of visibility limit the capacity to significantly impact on place quality	does little to support place quality by reason of location or quality and image of the site	not relevant
Quality materials, equipment and furniture	provides quality suite of external/public realm furniture and equipment with good materials	mixed quality with some elements in need of renewal or upgrading to remain fit for purpose	poor quality finishes, materials and equipment that limit appeal and use	not relevant
Attractive plants and landscape elements	offers attractive plant assemblages (native or exotic) that support place character and quality	offers a variable quality of plants and landscape elements that supports quality but could be better	generally poor quality or inappropriate planting and landscape management	plant and landscape elements not relevant to function and/or type of space
Welcoming boundaries and entrance areas	user friendly boundaries and entries offer clear sense of welcome and signal community value and use	functional boundaries and entrances define site with neutral impact on character or functionality	poor quality boundaries impact negatively on perceptions of place	entrances and boundary treatments not relevant to site and/or location
Facilities in clean, safe and usable condition	spaces and facilities clean, tidy and clearly valued, well used and well maintained	spaces in usable condition but issues evident with cleanliness, and condition	facilities either in poor condition or issues with cleanliness and condition likely to restrict use	condition of facilities not relevant to the site
Low levels of litter and adequate bins	no evidence of litter and litter bins (where provided) in good condition and maintained	low levels of litter with bins evident and litter generally localised and/or short term	litter clearly an issue with established litter problem and bins absent or not adequately maintained	litter not relevant
Well maintained	clear indications of appropriate levels of maintenance well targeted to the site that supports quality of place	level of maintenance generally good but challenged by use/ mis-use	levels of maintenance failing to support quality of place and address use/mis-use	maintenance not relevant to the site by reason of scale and/ or other management activity

Biodiverse, supporting ecological networks

- contributes positively to biodiversity
- large enough to sustain wildlife populations
- offers a diversity of habitats
- part of the wider landscape structure and setting
- connects with wider green networks
- provides a balance between habitat protection and access
- resource efficient

Table 11: Suggested quality criteria – biodiverse, supporting ecological networks

Assessment criteria	5	3	1	n/a
	High Fitness for purpose		Low	
Contribute positively to biodiversity	biodiversity issues are clearly evidenced within the site and contribute to site quality	biodiversity contributes through semi-natural elements but no other evidence of active management	opportunity to support biodiversity not taken and site offers little positive value	biodiversity not relevant by nature of the space and function
Habitats large enough to sustain wildlife populations	site strongly supports native populations by green networks and quality of landscape elements	site supports some native populations but fragmented and value limited to site	site fragmented and unconnected to wider networks with little habitat value	habitat opportunity and value not relevant
Offers a diversity of habitats	offers a diversity of habitats that offer good connections with extended edges and linkages	offers a range of habitat types but connections and the range of habitat types could be stronger	poor quality and attention to habitat development	habitat diversity not relevant
Part of the wider landscape structure and setting	a key part of a wider network and landscape character area	contributes to wider networks and landscape character areas	poorly connected and very limited contribution to the wider landscape setting	landscape setting not relevant
Connects with wider green networks	offers strong connections and plays an important role within the wider Green Network	offers limited connections and contribution to the Green Network	poorly connected and represents a fragmented and discrete site with very limited role within the Green Network	not relevant
Balance between habitat protection and access	clear balance evident; where appropriate, supported by information and good path routing	access and habitat protection clearly working and no evidence of problems	quality habitats suffering from other uses and need for management attention	not a relevant issue on the site
Resource efficient	clear attention to resource and sustainability issue evidenced on site (SUDS/recycling/encouragement to reduce litter)	site and facilities fit for purpose demonstrating some evidence of attention to resource efficiency	evidence of inappropriate resource activity that offers very limited benefits to user or quality of place	resource efficiency not a relevant issue

Active, supporting health and well being

- provides places for a range of outdoor activities
- provides diverse play, sport and recreational opportunities
- provides places for social interaction
- appropriate, high quality facilities and meeting needs
- appropriate facilities for location and size
- carefully sited facilities for a range of ages
- adaptable to changing needs and uses

Table 12: Suggested quality criteria – active, supporting health and well being

Assessment criteria	5	3	1	n/a
	High	Fitness for purpose	Low	
Provides places for a range of outdoor activities	good diverse range of activity reflecting user needs, setting location and character of the site	range of activity reflecting user needs, setting, location and character of the site	poor, very limited range of activity that does not reflect anticipated user needs and site context	not relevant
Diverse play, sport and recreational opportunities	a range of challenging play and sport activity provided for a breadth of age and user groups	play and sports facilities provided but limited range	play and sports facilities not provided in locations where such facilities would be appropriate	play and sports facilities not relevant to this type of space and/or location
Providing places for social interaction	offers good spaces and places for social activity that are used by communities and include supporting furniture	offers spaces for social activity	offers none or very limited areas considered safe and usable for social activity	not relevant
Appropriate, high quality facilities meeting needs	provides a well used site that clearly reflects needs, providing high quality facilities	provides for a range of activities that address need and offers good quality facilities	provides a range of activities that appears unconnected to local need and is of indifferent quality	appropriateness of facilities and need is not relevant
Appropriate facilities for location and size	facilities are appropriate to function and include service elements such as toilets, lit paths, range of play etc	facilities are restricted given the scale and function of the site	facilities are poor or non-existent for this scale and function of site	appropriateness of facilities is not relevant
Carefully sited facilities for a range of ages	facilities are well sited offering natural surveillance, readily accessible and suited to all ages	facilities are well sited and accessible but locations may not address all user needs	facilities are poorly sited, restricting access, compromising safe use or access and offer barriers to activity	not relevant
Adaptable to changing needs and uses	greenspace offers good flexibility and adaptability for use, capable of accommodating changing needs	greenspace is flexible but any significant change of use would require major change	greenspace is very inflexible unlikely to be able to address changing needs	adaptability of use is not relevant

Community supported

- community involvement in management
- safe and welcoming
- good levels of natural surveillance
- no evidence of anti-social behaviour
- appropriate lighting levels
- sense of local identity and place
- good routes to wider community facilities
- distinctive and memorable
- catering for a range of functions and activities

Table 13: Suggested quality criteria – community supported

Assessment criteria	5	3	1	n/a
	High	Fitness for purpose	Low	
Community involvement in management	evidence or knowledge of active and direct community participation in site planning and site management	community participation through consultation on site planning and management	community consultation not part of the planning and management arrangements	issues of community engagement not relevant
Safe and welcoming	site offers safe welcoming image through a range of positive measures such as signage, lighting and sightlines	site is welcoming but issues of safety have potential to impact on more vulnerable user groups	site is clearly neither safe nor welcoming to a majority of users	issue of safety and sense of welcome not relevant
Good levels of natural surveillance	site offers good natural surveillance from surrounding areas and complies with Safe by Design principles	site generally overlooked with main areas offering good natural surveillance	site offers very limited natural surveillance and issues of perceived safety therefore arise	natural surveillance not applicable to this site
No evidence of anti-social behaviour	site offers no evidence of anti-social behaviour and no evidence of activity likely to establish perceived threats to users	site generally has safe quality but with some limited evidence of anti-social behaviour or mis-use	site shows evidence of persistent antisocial behaviour	anti-social behaviour not relevant to this site
Appropriate lighting levels	appropriate lighting throughout the site with no obvious management or user issues	appropriate lighting at entrances and where appropriate main routes with only minor lighting issues	lighting poor, restricting use	lighting not relevant to this site
Sense of local identity and place	positively contributes to local identity and clear sense of place established by the character or quality of the site	contributes to sense of place and local identity	negatively contributes to sense of place and local identity	local identity and sense of place not relevant
Good routes to wider community facilities	provides connecting routes to schools, library, community facilities and transport nodes	provides limited connections to community infrastructure	provides very restricted connections to community infrastructure	issues of community connectivity not relevant to this site
Distinctive and memorable places	creates a distinctive and memorable quality of place that supports local culture identity	contributes in some areas or parts to distinctiveness	offers no qualities that could be regarded as distinctive or memorable	not relevant
Catering for a range of functions and activities	offers a multifunctional space that addresses need and is fit for purpose	offers a range of functionality	offers very restricted functionality	function and capacity to address a range of activity not relevant

greenspace scotland

Glasgow & Clyde Valley Green Network Partnership

Greenspace Quality - a guide to assessment, planning and strategic development



03

Monitoring and evaluation framework

A detailed framework is required to establish a formal and measurable process to record outputs and outcomes and allow the evaluation of progress to inform the Greenspace Strategy and Action Plan. This process could be supported by the Learning Evaluation and Planning (LEAP) Framework.

The Monitoring & Evaluation Framework can take a variety of forms reflecting other aspects of a Local Authority's monitoring and continuous improvement processes.



Image courtesy of the Improvement Service

The Monitoring & Evaluation Framework should address performance indicators across all key activities including:

- the Greenspace Strategy and Audit
- Strategic Framework Partnerships and stakeholder and community engagement
- capital and operational investment programmes
- greenspace quality improvements
- customer satisfaction and perceptions

The Greenspace Strategy and Audit monitoring framework

Monitoring and evaluation of the Greenspace Strategy as an entity will be critical to enable proper feedback and ensure the Strategy is a progressive document. Areas of evaluation and monitoring should include:

- review of the Greenspace Strategy and delivery of the Action Plan
- variances in respect of the Action Plan(s)
- post-project evaluation in respect of the capital programme
- health and safety
- greenspace outputs and outcomes

The monitoring and evaluation of the Greenspace Audit should address the scope of the Audit and accessibility of Audit information, including the updating of information to ensure the Audit is a relevant, comprehensive and up-to-date. Areas of monitoring and evaluation might include:

- stakeholder access and number of databases linked to Greenspace Strategy and Audit
- awareness and use of Audit
- updates to the data in Audit

The collection of robust data that can be measured over time is a very useful tool in demonstrating progress towards stated goals. In addition, data is increasingly available from national, regional and local sources, such as partner organisations, and in formats compatible with GIS to offer a wider baseline addressing outcomes (deprivation, crime, training, health, economic value and community well being).

Monitoring strategic framework, stakeholder and community engagement

'Strategic Framework' is a term we have used to describe the engagement process that involves all key agencies, departments, stakeholders, partners, funders, community interests and end users with an interest in greenspace. This 'partnership' of interests is a key driver for the formulation, delivery and monitoring of the Greenspace Strategy.

Monitoring should be structured to track all types of engagement, involvement, and dialogue, including direct and in-direct capacity building measures. Areas of evaluation and monitoring might include:

- consultations with members of a regional and/or local Greenspace Partnership
- stakeholder and community events
- number of consultation submissions or responses
- number of 'hits' to greenspace webpage
- number of engaged group, friends groups, community greenspace partnerships or other relevant groups and bodies

Data collection will capture quantitative and qualitative information regarding all aspects of community engagement activity.

Monitoring capital and operational investment programmes

Monitoring and evaluation of the capital programme for greenspace would be a significant step forward as, currently, very few Authorities have detailed knowledge of the aggregated levels of expenditure committed to greenspace by various Council departments and functions.

Very limited information is available on partnership funding and joint initiatives (Forestry Commission Scotland, **sportscotland**, Scottish Natural Heritage, Lottery Funds and others); but areas of monitoring and evaluation might include:

- Local Authority investment
- partner and stakeholder investment
- voluntary and community sector investment

Monitoring and evaluation of operational investment and resources could address specific maintenance and management funding or extend to address wider outcomes, particularly social and voluntary sector focused outcomes and, of course, asset management:

- Local Authority revenue budgets:
- partner, stakeholder, voluntary and community investment
- levels of training and/or apprenticeships

A number of organisations have developed monitoring and evaluation tools, including the Forest Monitoring System, South Lanarkshire's LAMS and Central Scotland Forest Trust's Evaluation Data Management, and these may also offer a useful way forward.

Monitoring quality improvements

Monitoring quality will be undertaken using the Greenspace Audit to reappraise a sample of the greenspace assets on a regular cycle linked to a full re-appraisal and update of the Greenspace Audit every five years.

The Quality Criteria and scoring methodology should be used, including any supporting site notes, to allow the assessors to establish and score the level of quality improvement.

In priority areas (LGAs, playspaces and priority corridors), quality assessments could be carried out at each milestone stage in the programme or annually, as appropriate.

Management and maintenance quality

Land Audit Management Systems (LAMS) is a system designed and developed by South Lanarkshire Council (SLC) to measure and improve the maintenance standards of parks and amenity greenspace.

The assessors are chosen from SLC maintenance teams and trained to assess maintenance areas other than their own. A random sample of greenspaces is selected for inspection. Adverse quality indicators include the presence of dog fouling, vandalism, graffiti, litter, emptied bins, grass arisings, weeds in paths, poor ground conditions, poor condition of planting and visible water courses. Sites are graded, action points identified and the response time to rectify faults is graded according to a hierarchy of priority sites. An acceptable site score has been agreed as a benchmark.

The benefits of the system include:

- a base-line quality standard and a monitoring system to assess improvement
- independent audits by assessors from other maintenance teams
- ability to extend to assess play areas and town centres
- allows for comparison of results between partner Authorities as discussions are ongoing for the wider adoption of this Best Practice 'tool'

Customer satisfaction and perceptions

The Greenspace Strategy can deliver a range of economic, social and environmental outputs and outcomes, both in the short term (years 0-5) and longer term (10+ years). Local Authorities should seek to establish SMART objectives with partner organisations to identify specific outcomes which will provide clear references against which progress and delivery can be measured. Consultation within the Strategic Greenspace Partnership and with partners and funders may usefully ensure all stakeholder interests in greenspace performance are being satisfied. A list of helpful organisations is contained in Annex 3.

Establishing if the desired outcomes have been achieved requires identification of indicators that can be sensibly measured. Indicators could include:

Table 14: Accessible, networked greenspaces

Indicator	Example methodology
Customer use	sample customer surveys to gauge number of visits, mode of transport and activities undertaken etc.
Increased greenspace use	sample survey of population to assess % using the greenspace: <ul style="list-style-type: none"> • visitor counters measuring footfall • ticket sales, hire of equipment, sales revenue • sample user counts throughout the year
Value for money	review the success of green network initiatives and projects: <ul style="list-style-type: none"> • measured outputs (e.g. visitor numbers, increased use of activities) • sales revenue, if appropriate

Table 15: Attractive and appealing places

Indicator	Example methodology
Customer use	<ul style="list-style-type: none"> sample customer satisfaction surveys to gauge opinions on the maintenance, fitness for purpose of the site, satisfaction with activities on offer
Improving maintenance condition	<ul style="list-style-type: none"> establish how well the maintenance regimes are being implemented (e.g. use SLC Land Audit Management Systems) regular Audit updates to monitor site scores
Extent of antisocial behaviour	<ul style="list-style-type: none"> frequency of call-outs of police and fire service number of incidents of damage to property

Table 16: Biodiverse and ecological green networks

Indicator	Example methodology
Networked spaces	<ul style="list-style-type: none"> review of mapping and achievement of Action Plan projects to establish greater links between areas of greenspace and the wider countryside
Biodiverse, self sustaining ecosystems	<ul style="list-style-type: none"> ecological surveys on species movement ecological surveys of habitats measuring species diversity and population counts

Table 17: Activity, health and well being

Indicator	Example methodology
Changing trends in community health	<ul style="list-style-type: none"> short and long term health statistics survey of local GPs success of Paths to Health initiatives
Increased greenspace use for exercise	<ul style="list-style-type: none"> survey of % of people using greenspaces for exercise on 5 or more occasions in a week achieving targets set by sports strategy or other liked initiatives

Table 18: Community supported

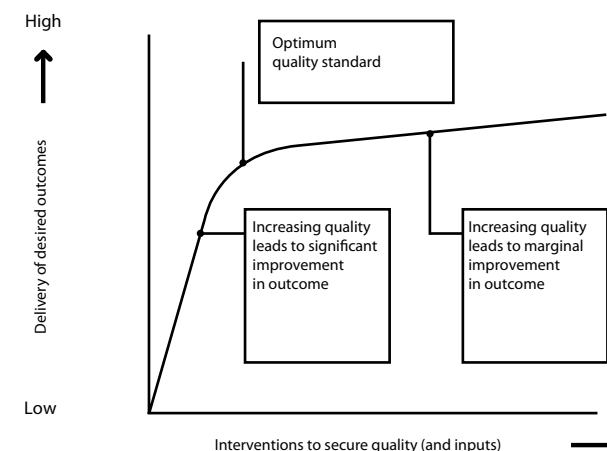
Indicator	Example methodology
Increased community involvement	<ul style="list-style-type: none"> presence of a community group with a functioning committee community involvement in management and decision making customer satisfaction surveys and questionnaires number of events held in local greenspaces
Community projects	<ul style="list-style-type: none"> area pilots linked to regeneration outcome agreements stakeholder involvement, consultation and review

Baseline survey data from the Audit is clearly important and consideration of the needs for long term evaluation and monitoring should be included from the outset. The baseline should establish the current situation, with the measurements repeated at intervals to determine performance against milestones or targets or broader indicators of progress. Several of the outcomes could be measured at the same time and by one method, for example, the customer satisfaction survey. If the assessment is undertaken at regular intervals, the quality assessment will also give an indication of how a site improves or deteriorates over time.

Programme evaluation

The evaluation of the programme will be based on the evaluation of the outcomes achieved across a breadth of stakeholder interests. With the evaluation, it is important to recognise that quality is not an end in itself but rather a mechanism to deliver wider outcomes. Greenspace has the ability to deliver social, economic and environmental outcomes, particularly when closely integrated with community programmes, whether these relate to housing, regeneration, tourism, placemaking, or wider initiatives around healthier lifestyles, path networks, biodiversity or environment.

In evaluating quality, it is important to address 'fitness for purpose' and to ensure that quality levels are optimised to deliver the intended benefits and outcome. Investment in quality needs to offer best value and an important part of the monitoring and evaluation approach is to better understand how quality supports the delivery of outcomes recognising the law of diminishing returns.



Assessing whether interventions secure the desired outcomes requires an understanding of the law of diminishing returns. Regular reviews of quality standards and indicators are needed to ensure that the level of intervention offers best value and secures continuous improvement.

Reporting

The Monitoring & Evaluation Framework will establish a timeframe for the production of a suite of monitoring and evaluation reports. Key advisory reporting dates will be:

Greenspace Strategy	5 Yearly Review
Greenspace Audit	5 Yearly Review
Greenspace Strategic Framework	6 monthly Board Meeting Report
Greenspace Working Group	3 monthly Minuted Report
Other Reports (LGA/Other)	As identified

The Greenspace Officer will need to dedicate sufficient time to request and follow up information from external providers as well as input in-house data.

Three principle elements in developing the Greenspace Strategy

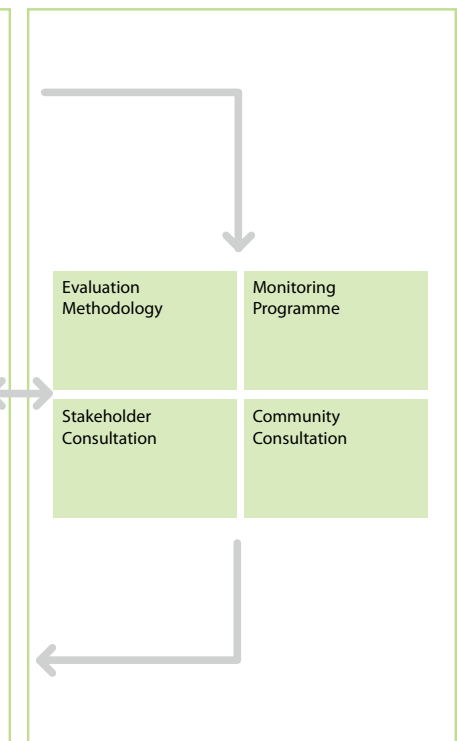
Part 1: Strategic Framework



Part 2: Greenspace Audit



Part 3: Evaluation Framework



Summary

The *Greenspace Quality Guide* has been prepared to provide practical guidance to assist those involved in greenspace planning, enabling them to share and better understand best practice in developing a Greenspace Strategy and advancing the Greenspace Audit and Monitoring & Evaluation Framework.

When developing a clear strategy for quality greenspace, it is important to develop an understanding of the strategic role of greenspace and to complete a rigorous assessment, through the Greenspace Audit and the Monitoring & Evaluation Framework, of the specific social, economic and environmental contributions that greenspace makes to both stakeholders and communities.

To ensure Local Authorities take a strategic approach to the protection and enhancement of open space, SPP11 Open Space and Physical Activity requires Local Authorities to undertake an open space audit and to prepare an open space strategy for their area. This guide sets out the three key elements that inform this process, namely:

- **Developing the Strategic Framework**

The Strategic Framework establishes with all stakeholders a partnership understanding of how greenspace will be addressed, promoted and developed.

- **Conducting a Greenspace Audit**

The Greenspace Audit establishes the quality, quantity and accessibility of greenspace and the specific needs and opportunities required to develop greenspace within communities.

- **Establishing a Monitoring & Evaluation Framework**

The Monitoring & Evaluation Framework establishes the mechanisms to monitor continuous improvement and assess the status of greenspace across a Local Authority area.

Developing an understanding of greenspace and addressing the protection and enhancement of greenspace involves a partnership of interests that requires an inclusive approach that embraces consultation at all stages. The process is iterative (see diagram facing), with the need to establish, early in the process, a Strategic Framework that can help direct the Greenspace Audit and set the foundation for the Greenspace Strategy and partnership working. The links to the Development Plan, Community Plan and other strategies, plans and processes are of particular importance.

The Greenspace Audit is key to understanding the baseline of greenspace assets and should cover all types of open space, including open space that is public and privately-owned, and should address informal open space as well as parks and formal facilities.

Importantly, the Audit should take into account the quality, community value and use of existing open space and should not merely assess the quantity of provision. Quality is a key issue in the Audit and much of this guide focuses on providing guidance on quality assessment and the quality criteria to address quality in terms of fitness for purpose.

If the aspirations of Authorities, communities and the Scottish Government are to be met, Local Authorities need to work collaboratively and share the lessons learnt in developing best practice in greenspace planning.

greenspace scotland and regional agencies such the Glasgow & Clyde Valley Green Network Partnership who have collaborated to develop this guide are available to assist Authorities to adopt best practice and promote a better understanding of how greenspace can contribute to quality of life and quality of place across Scotland.

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Glasgow & Clyde Valley Green Network Partnership

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ANNEX 1 Selected references

CABE Spacer (2004) *Green Space Strategies: A Good Practice Guide*

CABE Space (2007) *Spaceshaper: A User's Guide*

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Scottish Executive (2001) *Rethinking Open Space*

Scottish Executive (2004) *Planning Advice Note: Planning and Open Space*

Scottish Executive (2005) *Minimum Standards for Open Space*

Scottish Government (2007) *Scottish Planning Policy 11: Open Space and Physical Activity*

Scottish Natural Heritage (May 2005) *Glasgow and Clyde Valley Urban Greenspace Mapping Project: Image Interpretation Examples and Rules*

ANNEX 2 Glossary of terms

Action plan	Action Plan is a list of the tasks that are required to achieve the objectives of the Greenspace Strategy, with priorities and actions, based on the information from the Audit.
Amenity	Attribute of a site or feature that is perceived as pleasant and provides tangible advantages to passers-by, residents, commerce, tourists, wildlife, or other important interests in appropriate circumstances.
Biodiversity	The variety of life that surrounds and sustains us, including animals, plants and micro-organisms, the biosphere, the variation between organisms and the dynamic inter-relationships of living species and communities operating together to produce living habitats and eco-systems.
Developer contributions	Capital payments used for on-site or off-site works, for example the improvement of a nearby playing field.
Green network	The system of greenspaces within the urban area and links between them, from the inner city through the suburbs and out into the open countryside.
Greenspace hierarchy	A logical progressive breakdown of types of greenspace reflecting the capacity of the site to accommodate users, the catchment area and the importance of the site.
Greenspace	Greenspace consists of any vegetated land or structure, water or geological feature in an urban area.
Greenspace Audit	A database, which records the type, size, condition, location and maintenance requirements of greenspaces and provides some insight on levels of use.
Greenspace standards	An assessment of current and future need of the different types of greenspace can be calculated through the application of a series of minimum standards. PAN 65 advocates the use of quality, quantity and accessibility standards.
Greenspace strategy	A means of coordinating the aims of different Council departments with responsibilities for greenspace, and liaising with users, community groups and the private sector.
Open space	The term 'open space' covers greenspace consisting of any vegetated land or structure, water or geological feature in an urban area and civic space consisting of squares, market places and other paved or lard landscaped areas with a civic function.
Scottish Planning Policy (SPP)	Series of national policy documents that will replace NPPGs as part of the reform of the planning system. SPPs provide statements of government policy on nationally important land use issues and other planning matters. These should be taken into account by local planning authorities in the preparation of development plans and in development control.
Typology	The systematic classification of types of greenspaces that have characteristics or traits in common. PAN 65 suggests a greenspace typology, including parks, private grounds, amenity greenspace, playspace, sports areas, green corridors, natural/ semi-natural greenspaces, other functional greenspace and civic space.

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ANNEX 3 Useful contacts and sources of advice

This section gives a summary of organisation websites, which may be helpful when considering the preparation of Greenspace Audits and Strategies.

greenspace scotland

www.greenspacescotland.org.uk

greenspace scotland is an independent charitable company, receiving funding from the Scottish Government. **greenspace scotland** works with a wide range of national and local partners to improve the quality of life of people living and working in urban Scotland through the planning, development and sustainable management of greenspaces. Activities include policy advocacy, partnership development and support, research, enabling and sharing practice.

Glasgow & Clyde Valley Green Network Partnership

www.gcvgreennetwork.gov.uk

Glasgow & Clyde Valley Green Network Partnership (GCV-GNP) has been established to connect the eight regional authorities, Forestry Commission Scotland, Glasgow Centre for Population Health, Scottish Enterprise, Scottish Government (Housing and Regeneration), and Scottish Natural Heritage together with communities across the region.

Addressing strategic greenspace in terms of networks has been a key element of strategic planning for the Glasgow and Clyde Valley Structure Plan area. The Green Network strategy recognises the very significant contribution greenspace has in delivering outcomes for more sustainable communities and the need to raise greenspace higher up the spatial planning agenda. The Structure Plan has identified Green Networks as a core part of the delivery of sustainable places and is seeking to promote best practice within each of the local authorities and Community Planning partnerships.

Forestry Commission Scotland

www.forestry.gov.uk

Forestry Commission Scotland serves as the forestry department of the Scottish Government, advising on and implementing forestry policy and managing the national forest estate.

Scottish Government

www.scotland.gov.uk

The Scottish Government is responsible for most of the issues of day-to-day concern to the people of Scotland, including health, education, justice, rural affairs and transport. The Planning Department prepares Scottish Planning Policy and Planning Advice Notes.

Scottish Natural Heritage

www.snh.org.uk

SNH's task is to secure the conservation and enhancement of Scotland's unique and precious natural heritage - the wildlife, the habitats and the landscapes, which have evolved in Scotland through the long partnership between people and nature.

sportscotland

www.sportscotland.org.uk

sportscotland is the national agency for sport in Scotland, working with and bringing together key organisations in Scottish sport.

Other useful organisations

CABE Space

www.cabespace.org.uk

CABE Space is dedicated to encouraging excellence in the planning, design, management and maintenance of parks and public spaces, working with local authorities and stakeholder groups, providing advice and best practice.

Cleaner, Safer, Greener

www.communities.gov.uk

Cleaner Safer Greener Communities website gives best practice guidance for local authorities and stakeholder organisations in England and Wales to help creating quality public spaces and advice on tackling those “cleaner, safer, greener” issues.

Keep Scotland Beautiful

www.keepsotlandbeautiful.org

KSB is dedicated to improving the quality of local environments in Scotland and has been at the forefront of anti-litter, waste and marine issues to encourage good practice.

Paths for All Partnership

www.pathsforall.org.uk

The Paths for All Partnership was set up in 1996 by Scottish Natural Heritage to support the creation of local path networks throughout Scotland for the enjoyment of local people and visitors, in response to the growing demand for more paths near to where people live and work.

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This guide is available as a PDF to download from www.greenspacescotland.org.uk/publications and www.gcvgreenetwork.gov.uk

For further information please contact:

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