

Appendix A

PMP Recommendations on Open Space Standards (Quantity and Accessibility)

The 2008 PMP Report made the following recommendations as to how the City Council should approach the provision of different types of open space.

1. Quantity

Type of Open Space and Standard	Justification
Parks 0.18ha/1,000	Parks are very important to residents in York, with a large number of respondents to the household survey using them more than once a month (City Parks 31%, Local Parks 37%). Whilst the consultation has split parks and gardens into two separate tiers, it is recommended that the Council adopt a quantity standard based on the overall level of provision. This will provide a greater degree of flexibility in terms of providing parks that are suitable for that locality rather than strict adherence to separate standards for City and Local Parks. The current level of provision of parks and gardens is equivalent to 0.18ha per 1,000 population in York. The clear message from respondents to the household survey is that the level of provision is currently about right (60% for City Parks and 46% for Local Parks). This suggests that there are limited expectations in terms of further provision. As a consequence, it is recommended that the Council adopt a standard equivalent to the current level of provision in York. This will enable the Council to focus on improvements to the quality of parks and gardens but also address locational deficiencies in provision. The application of the quantity and accessibility standards should be undertaken alongside natural and semi natural provision and amenity green space (given their similar "informal open space function"). This will help with the prioritisation of quantitative increases. Moreover, given the population growth that will be experienced up to 2029, in addition to the provision of additional parks, it is important for the local authority to seek to enhance accessibility to existing parks - for example by improving routes to them.
Natural/semi-natural 2.13ha/1,000	Current provision across York is equivalent to 2.13ha per 1,000 population. The spread of natural and semi natural provision about the City varies and it can be seen that provision is significantly higher outside of the main urban areas. In light of the emphasis on enhancing the quality existing natural and semi natural open space, the standard has been set at the existing level of provision. The overall split in opinion between provision being about right and insufficient is perhaps representative of the uneven distribution of natural and semi natural open space. The recommended standard takes into account the differences in the current level of provision across the city and the different expectations of residents. The Council should continue to consider incorporating natural areas within other typologies as a key mechanism for achieving the local standard (where there is a localised surplus of that typology). This standard should be considered a minimum level of provision.
Amenity 1.45ha/1,000	The current level of provision is equivalent to 1.42ha per 1,000 population. Consultation highlights the importance of these sites for recreational and landscape purposes in providing green space in what would otherwise be a built up area. Furthermore, of those residents who expressed an opinion (household survey) 29% think that the level of provision is insufficient, whilst only 39% think that the level of provision is about right. Therefore a standard above the existing level of provision is recommended (the recommended standard should be viewed as a minimum standard). This will enable the Council to focus on improvements to the quality of sites to ensure that each area fulfils a role that is complementary to the surrounding green space network but also deliver new sites in areas of quantitative deficiency. This is particularly important in light of the emphasis on these spaces for landscape benefits as well as localised recreational resources. It is important to consider the provision of amenity green spaces alongside the provision of parks and gardens and provision for children as they have similar functions. Amenity green spaces are smaller facilities that tend to attract only local users. As highlighted in the consultations, amenity spaces are particularly important in the provision of local informal play opportunities for children and young people. Those residents living within close proximity to a park may have no need for local amenity green space as well although this type of open space will still be important in the context of visual amenity.
Children	There are currently 83 facilities across the city. A key theme emerging from the consultation has been a shortage of provision for children (for example almost 48% of respondents to the household survey think

Type of Open Space and Standard	Justification
0.48 facilities/1,000	that the level of provision is insufficient). This is supplemented by comments regarding the quality of existing sites. A standard has been recommended (derived from the local consultation) that seeks to encourage new provision in some areas, and quality improvements in other areas. The standard represents a 10% increase on current provision. The extent to which locational deficiencies may exist within each analysis area will be dependent on the specific location of each facility
Teenagers 0.21 facilities/1,000	There are currently only six facilities for teenagers, which is lower than the level of provision for children and is reflective of the findings of the consultations. A similar proportion of respondents to the IT Teenagers Survey think that the level of provision is inadequate as was the case for children's provision. Both adults and teenagers made similar comments at drop in sessions around the City and the lack of provision for teenagers was a key issue across all consultations. Furthermore, the lack of provision for teenagers was perceived to have a negative impact on the quality of other open spaces across the City boundaries. A standard has therefore been recommended that is above the existing level of provision. In light of the low number of dedicated facilities for teenagers, it is likely that large areas of deficiency will be identified. Provision for teenagers should also be considered in the context of the provision of parks and amenity space, which provide informal opportunities for teenagers. Given the small quantity of existing provision, it is inappropriate to base the standard on the current level of provision. The recommended standard represents an increase of over double the existing provision. This level is considered to be the minimum level to satisfy local needs.
Outdoor Sport 1.78ha/1,000	In reflecting the demands placed on outdoor sports, and the nature of this standard, it has been recommended that it is set 5% above the current level of provision (1.70ha) at 1.78ha per 1,000 population. Additional consultation should inform where this demand is needed most, however results from the local consultation suggest there are demands being placed on Synthetic Turf Pitches, tennis courts and bowling greens. Based on the findings of the audit, the greatest requirement for facilities will be within the urban area.
Allotments 0.29/1,000	Allotment provision is unevenly spread across the city. More generally, consultation suggests that the current level of supply is becoming insufficient across York, with 14% of survey respondents interested in owning/managing an allotment and 18% of respondents thinking that the level of provision is insufficient. This is further exacerbated by waiting lists at a number of sites (at the current time, there are less than 50 available full plots on the 15 directly managed City of York sites and approximately 150 people on waiting lists. A similar number of people are waiting for plots at parish and independent sites). As a consequence, the local standard has been set marginally above the existing level of provision. When applied in the context of the accessibility standard and existing waiting lists, this will highlight further areas for investigation and enable locational deficiencies to be pinpointed.

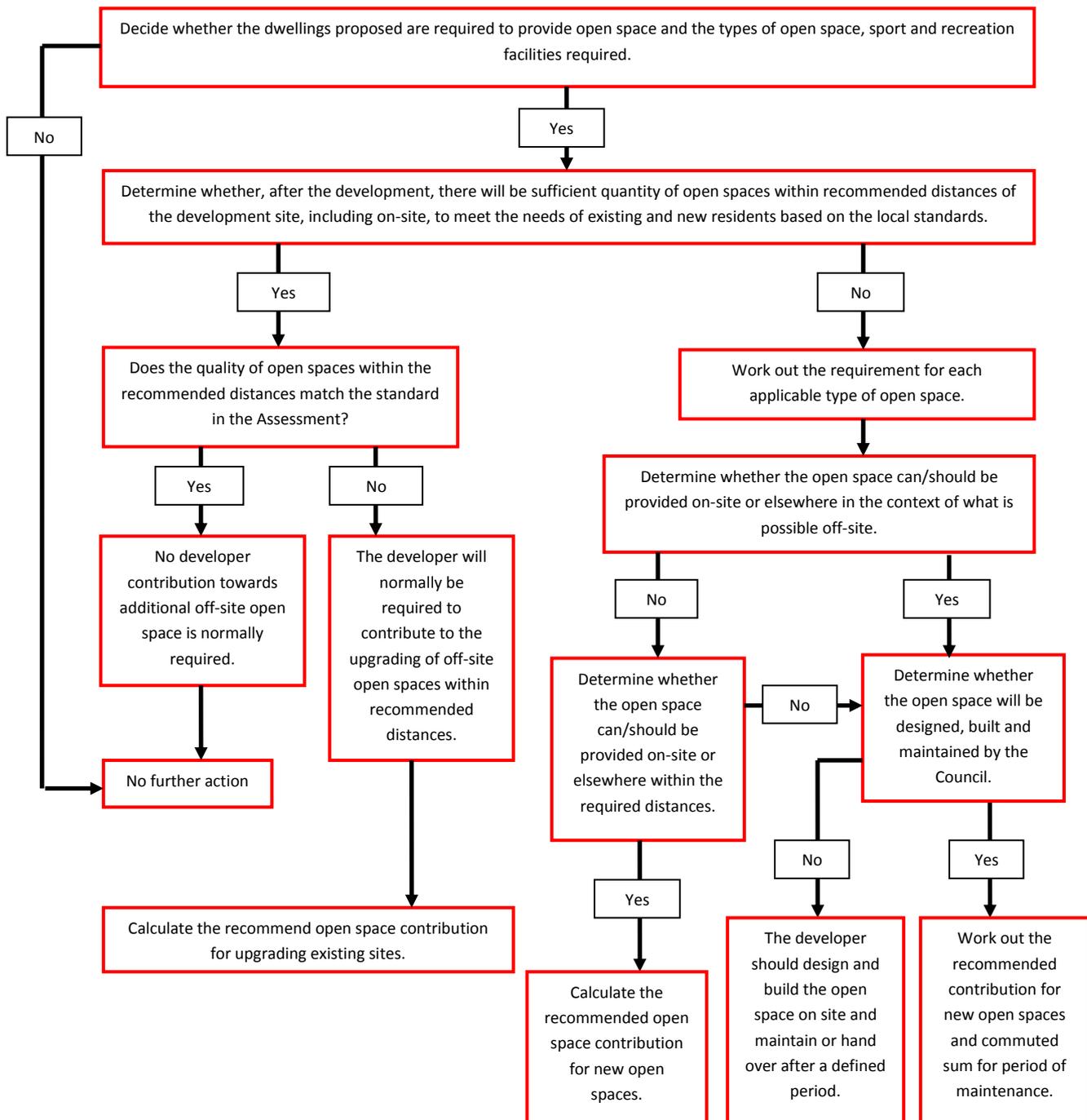
2. Accessibility

Type of Open Space and Standard	Justification
Parks 20 min walk (City Parks) 15 min walk (Local Parks)	Linking in with the health agenda, it is important to consider sustainable methods of transport and encouraging walking and cycling to and within open spaces. There is a clear expectation from residents in the urban analysis areas that a walk time is required. A 20-minute walk time is recommended, as this is also consistent with the 75% threshold level as advocated in the PPG17 Companion Guide. Setting smaller accessibility catchments could provide unrealistic expectations in terms of delivering further provision in areas outside of the distance threshold - however given that 60% think that the current level of provision is about right it is unlikely that increased provision will be required. Emphasis should be on enhancing the quality of provision and using the opportunity to improve local parks into more formalised provision like city parks. It is important to seek to enhance the accessibility of all existing city parks - for example by promoting new entrance points or better routes to them and/or information and signage.
Natural/semi-natural 15 minute walk	Given the importance of facilitating everyday contact with nature, a standard based on a walk time is recommended as this will help to deliver a greater number of localised natural and semi natural spaces. An assessment of the 75% threshold level citywide suggests that residents are willing to walk up to 15 minutes to a natural and semi natural open space. Given the high levels of agreement from respondents to the household survey regarding the appropriateness of a 15 minute walk time, it is recommended that the standard is set at this level.

Type of Open Space and Standard	Justification
Amenity 5 minute walk	At a citywide level, the 75% threshold level from the household survey of a 10 minute walk is higher than the modal response (5 minutes). Whilst setting a standard based on the 75% threshold level of a 10 minute walk time has been considered, this has to be rationalised against the local nature of amenity green spaces and the aspiration of residents for these local open spaces. In the absence of other forms of open space, sport and recreation provision within close proximity of residents, the value of localised amenity green spaces is particularly important. Applying a shorter walk time will highlight real priority areas of deficiency. Furthermore, whilst having a smaller distance threshold will reveal a larger number of accessibility deficiencies, within these areas the provision of alternative forms of open space can often substitute for provision of informal amenity green spaces and new amenity green spaces may not also be a priority in these areas. A smaller accessibility catchment will ensure all residents have local access to some type of open space, facilitating delivery of increased participation in sport and physical activity.
Children 10 minute walk	A 5-minute catchment would place a greater requirement on new provision, but local consultation revealed the importance of high quality sites and not just new facilities. The Council should continually seek to promote measures designed to improve accessibility, such as better public transport or cycling routes. A standard of 10 minute walk time (480m) therefore meets user expectations and provides a realist target for implementation. Furthermore, this local standard encompasses all types of provision for children, including the larger, more strategic sites that people could be expected to travel further to visit. The provision of local facilities meets with the aspirations of children and young people and ensures that the use of these play facilities is maximized. It will be important to consider the provision of play facilities in the context of amenity open spaces, and other typologies providing more informal play opportunities for children. The standard of 10 minutes should also be considered in the context of other open space types, particularly amenity green space, which offer informal and unstructured opportunities for play.
Teenagers 15 minute walk	The recommended standard of 15 minute walk time is in line with the 75% threshold level, however, it is important to note the implications in terms quantitative improvements. Setting a higher travel time threshold provides opportunities to invest in existing facilities and highlights areas in most need (priority for new provision). The standard also sits in line with the recommended accessibility standard for local parks, providing an opportunity to deliver facilities for young people in these parks. While the 75% threshold was marginally lower in the rural area, indicating that residents in this area expect more local facilities - the delivery of facilities for teenagers in each of the rural villages would be unduly onerous and inappropriate.
Outdoor Sport 15 minute walk (pitches, tennis, bowling greens) 20 minute walk to STPs	Given the findings from the local consultation, it is suggested that three standards are set, one for grass pitches, tennis courts and bowling greens, and separate standards for Synthetic Turf Pitches to reflect local expectations regarding driving and walking to outdoor sport facilities. The 75% threshold level for those who expect to walk to grass pitches, tennis and bowling greens ranges is 15 minutes. As a consequence a 15 minute walk time to these 'local' outdoor sports facilities is considered an appropriate standard that will ensure quantitative improvements whilst also focusing on improving the quality of existing provision. This is in line with ensuring sustainable transport choices, to account for the wide mix of facilities types within the standard to meet all expectations. For synthetic pitches, whilst there was a balance between those who would expect to walk and those residents who would prefer to travel by car, these facilities are perceived to be a particularly important resource for the local community. For this reason, a 20 minute walk time (based on the 75% threshold) has been set as a challenging standard for the Council. The 20 minute walk time will be applied as a longer term target. In the short term, all residents should be within 20 minutes of a synthetic pitch when travelling by public transport or cycling. The use of school facilities for community use will be particularly important in the rural areas if the recommended standard is to be delivered.
Allotments 15 minute walk	The provision of allotments is very much a demand led typology and this should be reflected in the application of the accessibility and quantity standards. As such any deficiencies that are highlighted through the application of the study should be assessed further to indicate if there is any demand in that area. However, as a guide a standard has been set at 15 minutes walk time. Residents responding to the household survey indicated that they would expect to walk to allotments and a walk time has therefore been used in line with living a healthy lifestyle and targets to reduce the reliance on private transport. Given the 75% threshold level is for a 15 minute walk, setting a standard at this level is in accordance with the PPG17 Companion Guide. This standard should be applied consistently across the rural and urban areas.

Appendix B

Procedure for Determining Open Space Requirements Associated with New Development



Source: PMP (2008) **City of York Open Space, Sport and Recreation Study**

Appendix C

2013 Survey Results

Ward	Popn (2011)	Under 16s	%	Ward popn/ 1,000	Parks and Gardens (ha)		Natural/ semi-natural (ha)		Amenity (ha)		Children (sites)		Teenagers (sites)		Outdoor Sports (ha)		Allotments (ha)	
					Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit	Current provision	In-principle surplus/ deficit
Acomb	8,604	1,652	19.20	8.60	0	-1.55	2.21	-16.12	4.28	-8.20	3	-1	4	2	5.62	-9.70	0.77	-1.73
Bishopthorpe	3,906	644	16.49	3.91	0	-0.70	0	-8.32	0.11	-5.55	1	-1	0	-1	3.72	-3.23	1.44	0.31
Clifton	13,548	2,153	15.89	13.55	5.47	3.03	10.50	-18.36	7.88	-11.76	5	-2	0	-3	17.75	-6.37	1.02	-2.91
Derwent	3,627	634	17.48	3.63	0	-0.65	44.81	37.08	2.53	-2.73	1	-1	0	-1	14.89	8.43	2.22	1.17
Dringhouses	11,084	1,860	16.78	11.08	0	-2.00	49.63	26.02	7.02	-9.05	3	-2	0	-2	11.79	-7.94	0.92	-2.29
Fishergate	9,844	1,264	12.84	9.84	0	-1.77	31.27	10.30	11.26	-3.01	4	-1	0	-2	5.58	-11.94	6.05	3.20
Fulford	2,785	448	16.09	2.79	0	-0.50	0.01	-5.92	2.97	-1.07	2	1	1	0	9.36	4.40	0.81	0.00
Guildhall	9,002	756	8.40	9.00	5.21	3.59	8.79	-10.38	10.78	-2.27	3	-1	0	-2	2.21	-13.81	0	-2.61
Haxby	12,038	1,859	15.44	12.04	0	-2.17	5.33	-20.31	7.77	-9.69	4	-2	1	-2	8.53	-12.90	1.20	-2.29
Heslington	4,792	173	3.61	4.79	1.35	0.49	14.70	4.49	60.77	53.82	1	-1	0	-1	26.35	17.82	0.58	-0.81
Heworth	13,725	2,310	16.83	13.73	0.91	-1.56	5.86	-23.37	4.93	-14.97	4	-3	1	-2	9.13	-15.30	4.74	0.76
Heworth W/O	3,668	498	13.58	3.67	0	-0.66	40.70	32.89	7.57	2.25	1	-1	0	-1	17.86	11.33	0.21	-0.85
Holgate	12,832	2,189	17.06	12.83	4.48	2.17	5.00	-22.33	16.40	-2.21	9	3	2	-1	11.30	-11.54	7.55	3.83
Hull Road	10,677	1,426	13.36	10.68	5.48	3.56	1.58	-21.16	1.77	-13.71	4	-1	0	-2	11.49	-7.52	0	-3.10
Huntington	12,108	1,845	15.24	12.11	0	-2.18	42.87	17.08	11.73	-5.83	6	0	2	-1	34.88	13.33	2.24	-1.27

