

City of York

LDF

Local
Development
Framework

York Northwest

**Open Space Topic
Paper**

August 2010

YORK NORTHWEST

TOPIC PAPER

OPEN SPACE SPORT AND RECREATION



August 2010

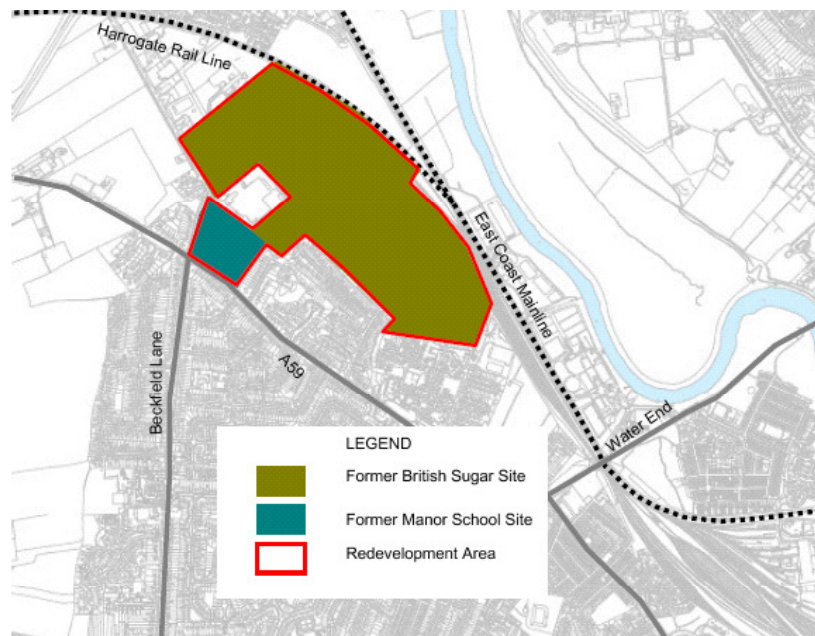


ADDENDUM, OCTOBER 2010

The August 2010 York Northwest Open Space Topic Paper sets out findings in of an audit of open space sites identified in the 2008 York Open Space, Sport and Recreation Study. The audit work analysed the accessibility of open space sites from the York Central and British Sugar development sites. Where open space sites could potentially be accessed, the study went on to look at the existing levels of population served by the open space, and whether the site had capacity to meet those new needs that would be generated through the redevelopment of York Central and British Sugar.

Since the study was undertaken, the planning framework for the former British Sugar site has been expanded spatially, to also encompass the adjacent former Manor School site (see figure A)

Figure A: Former British Sugar and Former Manor School sites



The inclusion of the former Manor School site affects the extent of the development site, and therefore has implications in terms of the open space audit – potentially meaning that open space sites that were previously deemed inaccessible are now within accessibility distance of the development. This paper identifies those relevant open space sites and looks at their accessibility and residual capacity where appropriate in respect of the new extent of the development site.

It should be noted that although the former Manor School site is now included in the proposed development site area, this does not mean that all of the site will be developed for housing. The masterplanning and planning process; informed by, amongst other things, a playing pitch needs assessment, will set out the precise approach to the sites development, including provision and retention of open space and community facilities. The audit is theoretical at this stage, and it is not until a

detailed spatial approach to housing delivery is established, that the precise extent of new needs that may be met through existing facilities can be fully assessed.

Figure B identifies those existing open space sites that would be potentially affected by the extended development site area.

Figure B: Existing Open Space Sites Made More Proximate to the Development Site Through Inclusion of the Former Manor School Site

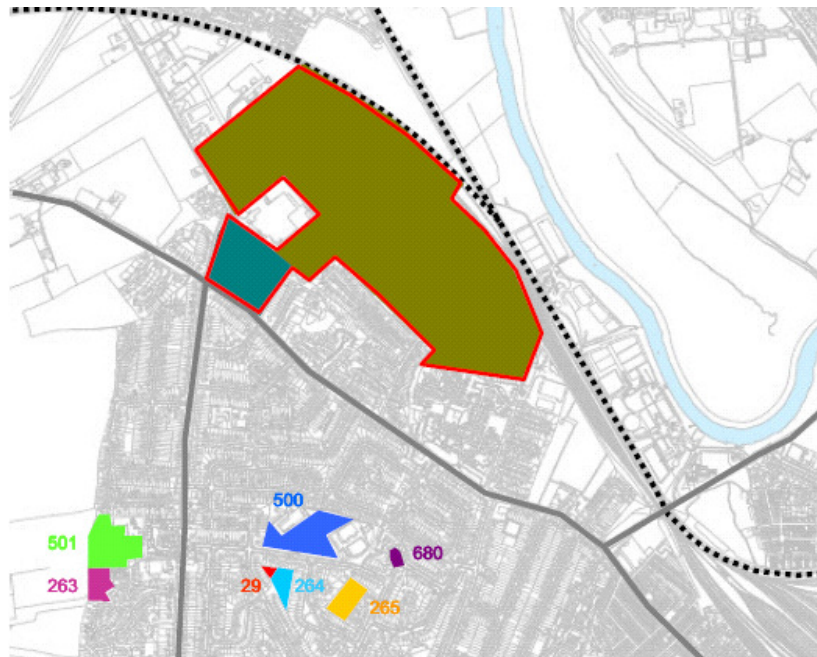


Figure C summarises the outcome of further analysis of these sites

Figure C: Outcome of Analysis of Further Open Space Sites

Site ID	Site Name	Analysis Outcome
29	Viking Road Play Area	Inaccessible (706m distance against 480m standard)
263	Land Off Prestwick Crt	Inaccessible (850m distance against 240m standard)
264	Viking Rd Amenity	Inaccessible (730m distance against 240m standard)
265	Danebury Dr Allotments	No residual capacity – allotment site
500	Carr Infant/ Junior Sch	No residual capacity due to existing population
501	Northfield School	No capacity (potential to serve 729, existing pop. 5290)
680	Daneburt Dr Amenity	Inaccessible (770m distance against 240m standard)

As can be seen in figure C, inclusion of the former Manor School site within the British Sugar redevelopment area does not result in any additional existing open space sites being considered in terms of discounting the requirement for future provision through the yielding of an accessible residual capacity.

CONTENTS

	Page no.
1. INTRODUCTION	6
2. POLICY CONTEXT	7
3. SCOPE AND METHODOLOGY	11
4. KEY FINDINGS	13
Open Space Audit and Capacity Analysis	13
a. Parks and Gardens	13
b. Natural and Semi-natural Open Spaces	15
c. Amenity Green Space	17
d. Outdoor Sports Facilities	19
e. Facilities for Teenagers and Children	21
f. Allotments	24
Summary of existing Open Space opportunities	27
5. EMERGING STRATEGIC DIRECTION FOR YORK NORTHWEST OPEN SPACE PROVISION	31
Summary of key issues and opportunities	31
Summary of emerging strategic direction for open space within York Northwest	34

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FIGURES

- Figure 1 List of Strategic Open Space Documents
- Figure 2 Open Space Typologies and Standards
- Figure 3 Commercial development open space requirements
- Figure 4 York Northwest Open Space Capacity Analysis Outcome Summary
- Figure 5 Existing Potentially Accessible York Open Space Study Sites with Residual Capacity
- Figure 6 Summary of Key Issues and Opportunities
- Figure 7 Proposed Guidelines for Open Space Provision

PLANS

- Plan 1 Green Infrastructure Corridors
- Plan 2 British Sugar Landscape Assessment Summary
- Plan 3 York Northwest Open Space Audit Plan
- Plan 4 York Northwest Audit: Parks and Gardens
- Plan 5 York Northwest Audit: Natural and Semi-Natural Open Space
- Plan 6 York Northwest Audit: Amenity Open Space
- Plan 7 York Northwest Audit: Outdoor sports provision
- Plan 8 York Northwest Audit: Childrens Play Areas
- Plan 9 York Northwest Audit: Teenager Provision
- Plan 10 York Northwest Audit: Allotments
- Plan 11 York Northwest Audit: Accessible Countryside
- Plan 12 York Northwest Open Space Capacity Analysis: Outcome Summary Plan

APPENDICES

- Appendix 1 York Northwest Open Space Site Capacity Analysis Plans
- Appendix 2 Capacity Analysis Assumptions

1. INTRODUCTION

- 1.1 Open space will be a key spatial driver of “place” in the regeneration of the York Northwest area. Provision of high quality, usable open space in a manner that maximises the benefits of synergies with existing networks of green infrastructure in the vicinity of the site and in the wider city and sub region, is a crucial element in the development of the area. As an Urban Eco Settlement the provision of exemplar levels of open space is needed to promote sustainable and innovative communities.
- 1.2 Significant benefits associated with open space provision include; supporting urban renaissance through more sustainable development, improved health and wellbeing, and promotion of social inclusion and community cohesion in developing the area. The aim will be to seek provision of an appropriate level, type and quality of open space in order to meet all of the future needs of residents and commercial occupiers of York Northwest in a convenient and accessible manner.
- 1.3 This paper looks at existing open space provision within the York Northwest corridor and sets out an emerging approach to open space provision for new development. This will inform the development of key principles which will be implemented through Supplementary Planning Documents to be prepared for the strategic development sites of York Central and the former British Sugar site.
- 1.4 The paper outlines the approach, assumptions and methodology behind the audit work and assessment of capacity. It builds on work undertaken for the York Northwest Area Action Plan Issues and Options Report (November 2007), and incorporates public and stakeholder consultation responses to the report. The paper will form part of the background evidence to the allocation of York Northwest as a strategic allocation within the Core Strategy.

2. POLICY CONTEXT

- 2.1 The York Open Space, Sport and Recreation Study 2008 (York Open Space Study) provides an important part of evidence to the emerging approach for open space provision within the York Northwest corridor. This Study includes locally based standards which have been developed in conjunction with stakeholders and public consultation and in accordance with the guidance set out in Planning Policy Guidance Note 17, Planning for Open Space, Sport and Recreation (2002).
- 2.2 Other documents forming the strategic context to the approach taken to open space provision at York Northwest are listed in Figure 1 below.

Figure 1: List of Open Space Evidence Base Documents

- Planning Policy Guidance note 17 (PPG17): Planning for Open Space, Sport & Recreation (2002)
- “Assessing Needs and Opportunities a Companion Guide to PPG17” (2001)
- Our Region, Our Health (2004)
- Yorkshire Plan for Sport (2004)
- Yorkshire & Humber Green infrastructure Mapping Project, Natural England (2010)
- City of York Development Control Local Plan (2005)
- York Community Strategy: Without Walls (2004)
- PPG17 York Open Space, Sport and Recreation Study (“York Open Space Study”), (December 2008)
- City of York Council “Commuted Sum Payments for Open Space in New Developments – a Guide for Developers” (2007)
- Emerging City of York Council Green Infrastructure Supplementary Planning Document (as approved by Members of the LDF Working Group in March 2008 and September 2009)
- City of York Council Playing Pitch Strategy
- British Sugar York Site Assessment Report, Popplewell Associates (“British Sugar Landscape Assessment”) (2007)

- 2.3 The York Open Space Study identified typologies of open space for which quantitative, qualitative and access standards were developed. Standards incorporated the aspirations and expectations of the public and of stakeholders, as ascertained through consultation. Core Strategy draft policy sets a target for provision to these standards in conjunction with new development. Figure 2 below sets out the relevant typologies and standards for the York Northwest area. Reference should be made to the York Open Space Study for qualitative standards.

Figure 2: Open Space Typologies and Standards
(York Open Space, Sport and Recreation Study, Dec 2008)

Typology	Quantitative standard: Ha/1000 population	Access Standard: Walk time (straight line distance)
Parks & Gardens	0.18ha/ 1000 population	City Park: 20 minutes (960m) Local Park: 15 Minutes (720m)
Natural/ semi natural	2.13ha/ 1000 population	15 minutes (720m)
Amenity green space	1.45ha/ 1000 population	5 minute walk (240m)
Provision for children	0.48 facilities/ 1000 population	10 minutes (480m)
Provision for Teenagers	0.21 facilities/ 1000 population	15 minutes (720m)
Outdoor sports facilities	1.78ha/ 1000 population	Natural pitches: 15 minutes (720m) Synthetic Pitches: 20 minutes (960m) aspiration (20 minute PT travel time minimum standard)
Allotments	0.295ha/ 1000 population	15 minutes (720m)
Accessible Countryside	No quantitative standard	No accessibility standard

- 2.4 The Study identified that in terms of existing levels of open space provision, amenity green space, children’s provision and outdoor sports facilities are underprovided on a city wide level. Facilities for young people are particularly acutely underprovided in the city, and allotments are marginally underprovided. The study also highlighted significant local accessibility deficiencies of parks and gardens, natural/ semi natural space, amenity space and young people’s facilities relating to existing populations in the York Northwest area.
- 2.5 The study also identifies provision of two further open space typologies: “Cemeteries, Churchyards and Green Corridors”, and “Accessible Countryside”. The study does not, however, set quantitative standards for new provision of these types of open space.
- 2.6 In addition to the PPG17 standards relating to residential open space, standards are set out in 2005 Development Control Local Plan Policy L1c: “Provision of New Open Space in Development” that relate to open space provision associated with commercial development. The following standards are set:

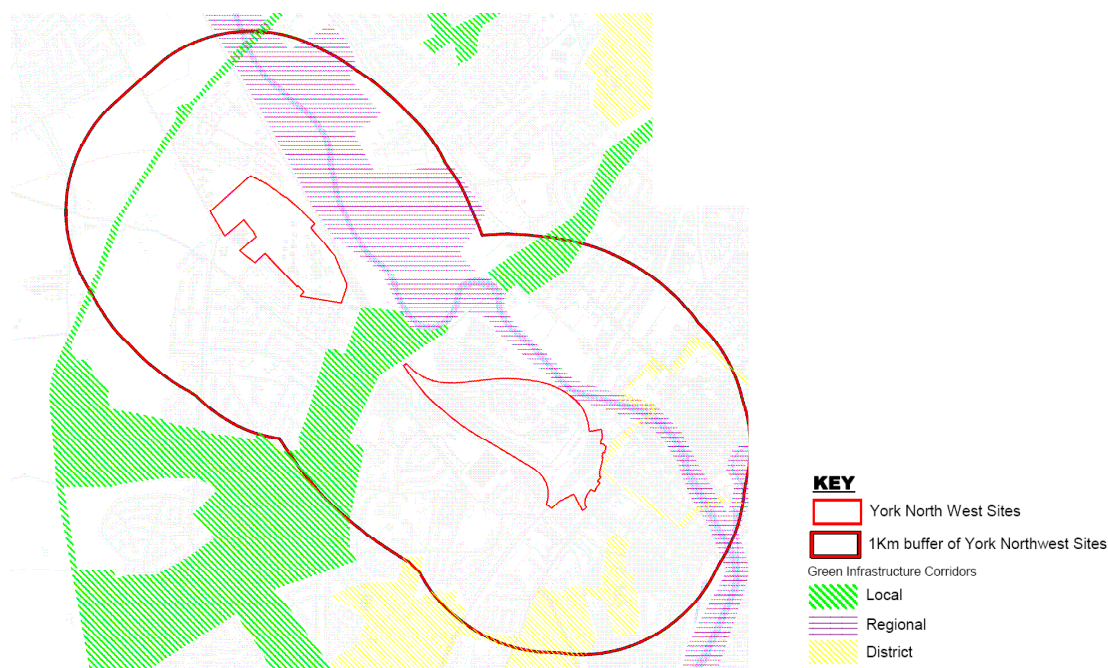
Figure 3: Commercial Development Open Space Requirements
(York Development Control Local Plan, 2005)

Typology	Quantitative standard
Amenity Open Space	0.9ha/ 1000 employees

The Development Control Local Plan also sets out requirements for developers to fund the maintenance of open spaces for a period of 10 years.

- 2.7 To guide the future strategic approach to Open Space provision and management through the Local Development Framework, the Council has worked with Natural England to establish local, district and regional green infrastructure assets within the City of York area. The outcomes of this work; the Yorkshire & Humber Green Infrastructure Mapping Project, were reported in March 2010. These outputs will inform production of a York Green Infrastructure Supplementary Planning Document which will identify priorities and opportunity areas for intervention where the network could be extended or enhanced to tackle issues of poor health, poor access to green space, low levels of sport participation etc.
- 2.8 The River Ouse corridor is identified in this green infrastructure work as a regional corridor with Clifton Ings, Poppleton Ings and Rawcliffe Ings located within this. This work is informed by and in turn influences production of a sub-regional Leeds City Region Green infrastructure Strategy. Plan 1 illustrates the extent of these Green Infrastructure Corridors in the vicinity of York Northwest.

Plan 1: Green Infrastructure Corridors in the Vicinity of York Northwest
(Yorkshire & Humber Green Infrastructure Mapping Project 2010)



- 2.9 The Council has also produced a Biodiversity Audit to inform Green Infrastructure Work and the Biodiversity Action Plan (scheduled for completion by the end of 2010). The Audit identified 49 new sites which it recommended be designated Site of Importance for Nature Conservation (SINC) status, in addition to 37 retained designations, and around 150 sites of wildlife interest which do not merit SINC designation. Identification as a SINC or site of wildlife interest highlights that a site is of ecological value, and enables due weight to be given to this value when considering what use can be made of the land.
- 2.10 Locally to York Northwest, the Audit recommended retention of SINC sites at Clifton Ings, Rawcliffe Meadows, Rawcliffe Ings Dyke, and Severus Hill. The Audit also proposed new SINC sites at British Sugar Sidings (within the British Sugar

Site), Water End Millennium Green, York Business Park, Outer Ring Road Sidings and the River Ouse (the precise extent of which is yet to be defined). The recommendations of the Biodiversity Audit will be confirmed in autumn and formally ratified in early 2011.

- 2.11 More locally, a landscape assessment was undertaken for the Council by consultants Poppleton Associates. The assessment was undertaken for the former British Sugar site, ahead of the demolition of the factory buildings. The assessment examined views from the site, and groups of trees to be considered for retention due to landscape value. The latter were graded into three categories of quality and landscape value. A summary of the study is given at Plan 2.

Plan 2: British Sugar Landscape Assessment Summary
(Popplewell Associates, 2007)

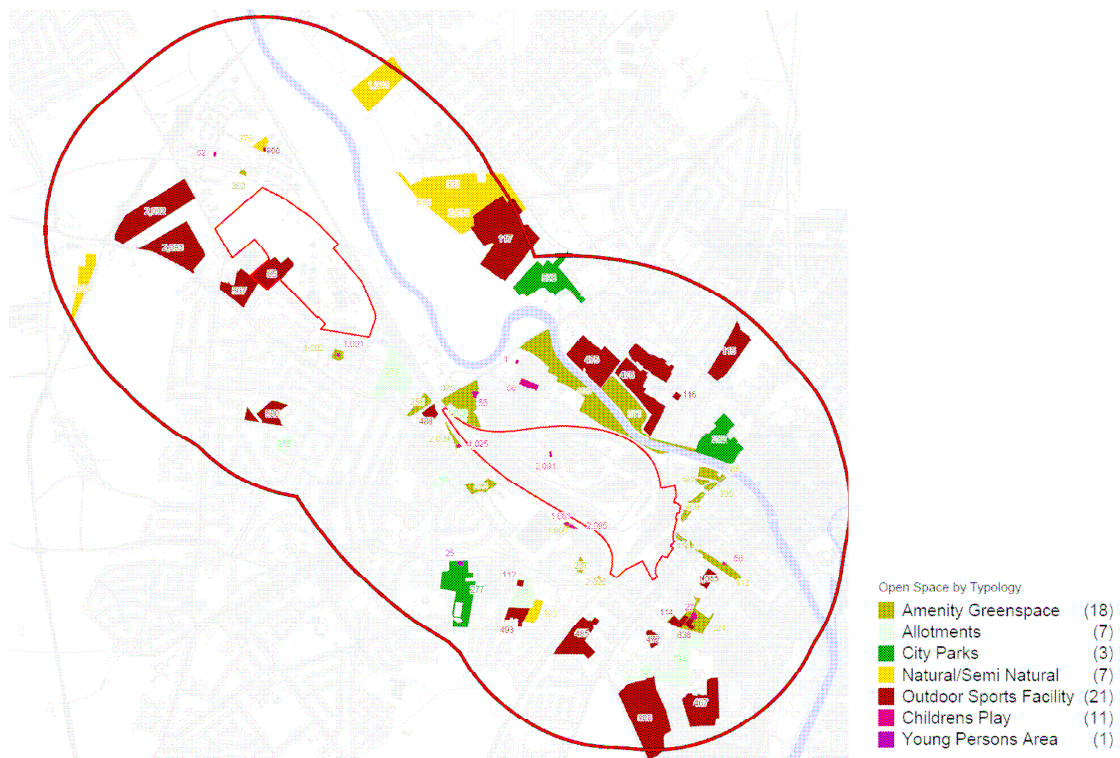


3. SCOPE AND METHODOLOGY

- 3.1 For the purposes of this paper, open space is assumed to include typologies associated with residential development, as set out in the Councils Open Space, Sport and Recreation Study 2008 (the 'York Open Space Study'), as well as public realm/ amenity space associated with commercial development. A wide range of other recreational facilities exist, including built sports facilities and leisure uses (eg health clubs). These have important links to open space, and will be addressed in the Supplementary Planning Documents prepared for development sites within the York Northwest corridor but are not discussed in detail in this paper.
- 3.2 The paper outlines findings in respect of the availability and quality of existing open space provision in the area around York Northwest. A staged methodology has been used to inform a capacity analysis of open space within the York Northwest area. This involved the following stages of work:
- Undertaking an audit of existing open space provision in the York Northwest area using information derived from the York Open Space Study.
 - Identifying existing open space sites, which could fulfil some of the requirements arising through new development.
- 3.3 Understanding the extent of existing provision in the area has formed a baseline position. The scope of work undertaken in this paper includes:
1. Assessing the theoretical requirement for open space given a known development mix and quantum.
 2. Establishing opportunities for on-site and off-site provision and improvement of existing areas of open space for York Northwest.
- 3.4 Further stages of work will need to be undertaken in order to develop an approach to provision of new open space and improvements to the quality and/ or accessibility of existing areas of open space.

Stage 1: Open Space Audit

- 3.5 A York Northwest Open Space, Sport and Recreation Audit was undertaken by consultants, PMP in 2009. This built on the earlier York Open Space Study produced by PMP for the Council as evidence base for the Core Strategy. The Audit covers existing provision of open space typologies within the York Central and former British Sugar sites and within a 1km catchment area. This area provides the context for potentially accessible open space provision. Plan 3 illustrates all of the sites identified in the Audit and in subsequent stages of work by typology. A more detailed analysis of specific typologies is set out in the key findings within Section 4.



Stage 2: Identify existing open space capacity

- 3.6 This stage involved reviewing those sites identified in the York Northwest Audit to determine whether existing open space could be used to off-set the need for new open space associated with the development. A capacity assessment was undertaken for those potentially accessible sites. This involved modelling estimated levels of population served by the sites, against theoretical levels of population that the site would be able to serve given its size and quantitative York Open Space Study standards.
- 3.7 Any existing open space was discounted from further analysis where:
- (ii) No residual capacity to meet new need was identified, or;
 - (i) The site could not be made accessible from York Northwest given the York Open Space study accessibility standards (Consideration was given to proposed vehicular access approach, physical barriers to movement both within and without the development site, and the scale of need potentially met by the subject open space site in this stage of work).
- 3.8 Sites were identified that were both potentially accessible, had residual capacity, and could possibly offset some of the requirement to meet needs generated through new development. Individual plans outlining the findings of this assessment for each open space site are set out at appendix 1. The assumptions used in this capacity assessment are included at Appendix 2.

4. KEY FINDINGS

Open Space Audit and Capacity Analysis

4.1 This section provides an overview of existing open space typologies within the vicinity of the York Northwest area as audited by PMP, and outlines the findings of the capacity analysis in terms of existing sites which may be used to meet needs arising at York Northwest. Where opportunities for qualitative improvements have been identified these are also noted. The sites are considered by typology initially, with a summary of the accessibility and capacity analysis outcomes for all individual sites given at the end of this section.

Parks and Gardens

4.2 There are no existing parks within the York Central or British Sugar development sites. There are five parks identified within the 1 km radius for the York Northwest development area, as illustrated in Plan 4. Only 3 of these individual parks are within the theoretical accessibility standard distance of York Northwest; sites ID 277 - West Bank Park, ID 282 - Museum Gardens, and ID 598 - Homestead Park. All three sites are accessible from York Central, with Homestead Park also potentially accessible from British Sugar.

4.3 When quantitative and accessibility standards are applied, only West Bank Park and Homestead Park offer potential to meet new open space needs associated with the York Northwest development, with a combined maximum residual capacity of approximately 6.16ha (4.16ha at West Bank Park & 2ha at Homestead). Both of these sites are currently accessible from York Northwest, and both are of a reasonably high quality.

4.4 In the public consultation (Issues and Options/public comments) 57% of respondents wanted new local/city parks provided for the area. In qualitative terms, public consultation on the PMP audits indicates that the existing quality of West Bank Park and Homestead Park is reasonably high.



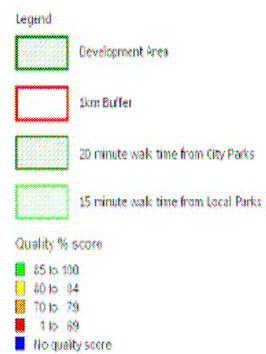
Museum Gardens

Plan 4: Park and Garden Sites Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:

- ID 80: Rowntree Park
- ID 277: West Bank Park
- ID 282: Museum Gardens
- ID 598: Homestead Park
- ID 402: St Georges Field



Natural and Semi-Natural Open Spaces

- 4.5 Thirteen natural and semi-natural sites were identified within the 1 km radius for York Northwest (see Plan 5). Only 6 of these individual open spaces are within the theoretical accessibility standard distance of York Northwest; sites ID 376, 633, 693, 821, 1044, and 2078. The majority of sites are small in size (under 1ha) and of variable quality.
- 4.6 When quantitative and accessibility standards are applied, 1 site was ruled out on accessibility grounds and 4 on capacity grounds. One site was identified with residual capacity which could be potentially accessible from the former British Sugar site; Site 821 land south of Clifton Park Avenue. This could potentially meet up to 3.2ha of natural/semi-natural open space requirements generated at part of the British Sugar site, provided that accessibility improvements were made.
- 4.7 Theoretically, further land to the east of the East Coast Mainline and Harrogate rail lines, has the potential to provide new natural/semi-natural open space associated with the British Sugar development (due to its biodiversity interest, character and typology). However, in practical terms there are significant accessibility issues and associated financial implications.
- 4.8 Public consultation responses (Issues and Options) expressed strong preference for natural/semi-natural type open space provision (70%) and three-fifths supported provision of green corridors.



Land South of Clifton Park Avenue

Plan 5: Natural/ Semi-Natural Sites Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:

- ID 266: Fishponds Wood
- ID 267: Land Off Beech Grove
- ID 268: Land off Beech Grove/Chestnut Grove
- ID 376: Land Off Great North Way
- ID 426: Cliffords Tower
- ID 624: Micklegate Stray
- ID 633: Rawcliffe Meadows North
- ID 693: Off Caroline Close NSN
- ID 821: Land to South Clifton Park Avenue
- ID 1044: Rawcliffe Bar
- ID 2026: Towers Street NSN
- ID 2054: Wheatland Community Woodland
- ID 2078: Natural Area south of Playing Field
- ID 2085: Knavesmire NSN

Legend

- Development Area
- 1km Buffer
- 15 minute walk time

Quality % score

- 60 to 100
- 60 to 65
- 55 to 59
- 1 to 54
- No quality score

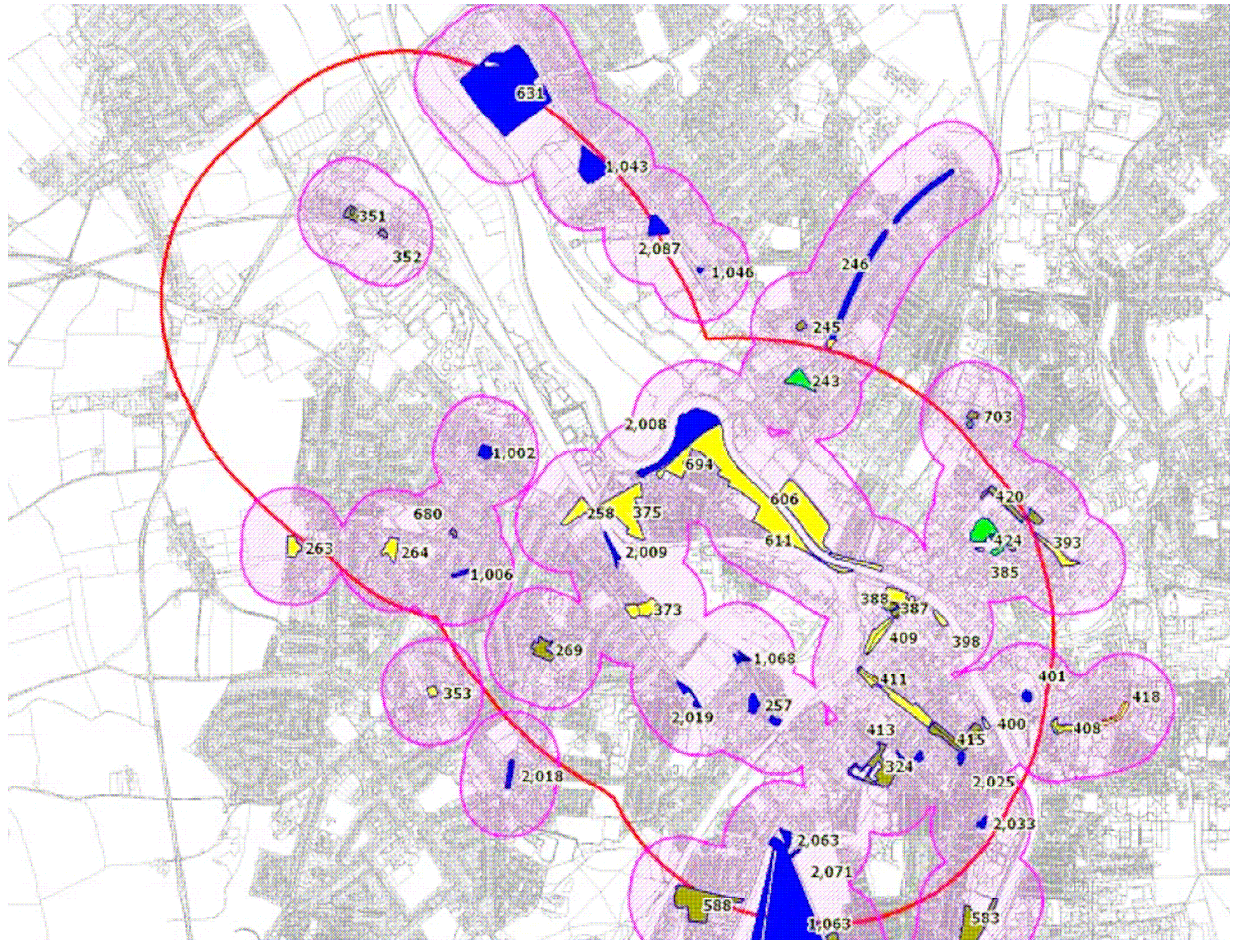
Amenity Green Space

- 4.9 There are forty-seven amenity green spaces within the 1 km radius for York Northwest as shown in Plan 6. The majority of sites are of poorer quality and are small in size (over 30 of the 47 sites identified are under 1ha). Only 18 of these individual open spaces are within the theoretical accessibility standard distance of York Northwest; these are sites ID 257, 258, 324, 352, 373, 375, 387, 388, 395, 409, 411, 413, 606, 611, 1002, 1068, 2009, and 2022. When quantitative and accessibility standards are applied 6 sites are ruled out on accessibility grounds and 8 on capacity grounds. No amenity green spaces are identified within the adopted accessibility buffer for the former British Sugar site.
- 4.10 Four sites are identified with residual capacity, either accessible to or potentially accessible to the York Central site. These area as follows:
- 1 Site ID 375: Land Adjacent Holgate Beck (0.56ha residual capacity).
 - 2 Site ID 409: Land adjacent to city walls (0.35ha residual capacity)
 - 3 Site ID 606: Water End (4.15ha residual capacity)
 - 4 Site ID 611: The Esplanade (2.53ha residual capacity)
- 4.11 The PMP audit showed that all existing areas of amenity green space around York Northwest were in the lower qualitative quartile. The consultation process indicated that there are opportunities for qualitative improvements to existing amenity green spaces, including landscaping and the provision of ancillary accommodation (eg. bins, toilets, interpretative panels and benches).



Millennium Green

Plan 6: Amenity Green Space Sites Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:

- | | |
|--|-------------------------------------|
| ID 243: Clifton Green AGS | ID 413: Land adjacent to City Walls |
| ID 257: Land at St Pauls Square | ID 415: Land adjacent to City Walls |
| ID 258: Land at Lavender Grove/ Water End | ID 424: Deans Park and Garden |
| ID 264: Viking Road AGS | ID 588: Mayfield Grove AGS |
| ID 269: Land off Sowerby Road | ID 606: Water End |
| ID 324: Micklegate Stray - Scarcroft Road | ID 611: The Esplanade |
| ID 351: Esk Drive AGS, Nether Poppleton | ID 631: Rawcliffe Country Park |
| ID 352: Land off Severn Green | ID 680: Danebury Drive AGS |
| ID 373: Land off Poppleton Road | ID 694: Salisbury Road AGS |
| ID 375: Land adjacent Holgate Beck | ID 1002: Sovereign Park Estate AGS |
| ID 385: Land by York Minster | ID 1006: Woodlea Avenue AGS |
| ID 387: Fish Pond, adjacent to Station Rise | ID 1043: Clifton Hospital Paddock |
| ID 388: War Memorial Gardens | ID 1063: Knavesmire Racecourse AGS |
| ID 391: City walls adj. Lord Mayor's Walk | ID 1066: St Benedicts Road Estate |
| ID 392: College Green adj. York Girls School | ID 1068: Cleveland Terrace AGS |
| ID 395: Land adjacent to Station Avenue | ID 2008: Water End AGS |
| ID 398: North Street Gardens | ID 2009: Poplar Street AGS |
| ID 400: Land adjacent Bishopgate Street | ID 2019: Poppleton Road AGS |
| ID 401: York Castle | ID 2022: Holgate Dock AGS |
| ID 409: Land adjacent to City Walls | ID 2025: Bishopthorpe Road AGS |
| | ID 2027: Scarcroft Green AGS |
| | ID 2033: Fenwick Street Open Space |
| | ID 2063: Mount Vale AGS |
| | ID 2064: Tadcaster Road AGS |
| | ID 2071: Albermarle Road AGS |
| | ID 2087: Shipton Road AGS |

Legend

- Development Area
- 1km Buffer
- 5 minute walk time

Quality % Score

- 88 to 100
- 77 to 87
- 65 to 76
- 53 to 64
- 40 to 52
- 1 to 49
- No quality score

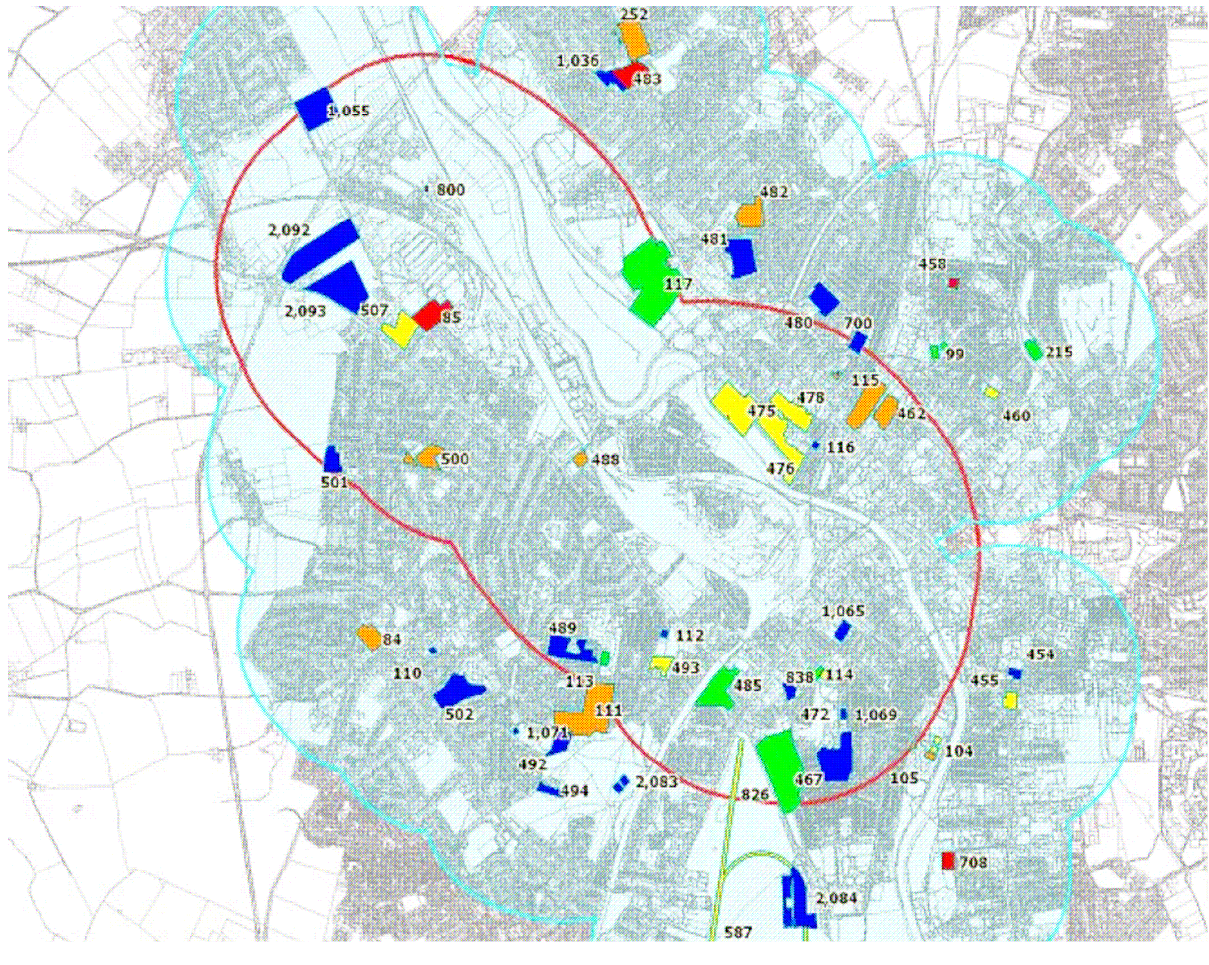
Outdoor Sports Facilities

- 4.12 This is a broad typology and includes facilities such as tennis courts, bowling greens and sports pitches. Provision of specific outdoor sports facilities will be determined in part by demand based needs assessments for each sport, which will need to be considered alongside quantitative standards of provision.
- 4.13 The majority of outdoor sports facilities are located within school sites which have more limited public access. However, these spaces are still assumed to meet needs due to the potential to extend accessibility in the longer term by securing public access. Provision of sports facilities as part of any new education facilities could also contribute toward meeting new need by community access agreements.
- 4.14 There are no existing outdoor sports facilities within the York Central development area and one site in the British Sugar site. The PMP audit identified 32 sports facilities within the 1km radius for York Northwest, including the British Sugar Sports Ground, 13 school sites (the former Manor School site is identified as an existing sports facility) and several bowling greens (see Plan 7). Only 21 of these 32 individual open spaces are within the theoretical accessibility standard distance of York Northwest; these are sites ID 85, 112, 114, 115, 116, 117, 467 472, 475, 476, 485, 488, 493, 500, 507, 800, 826, 838, 1065, 2092 & 2093. When standards are applied, 2 of these sites are excluded on accessibility grounds, and 14 on capacity grounds. 4 sites have both potential accessibility and residual capacity; these are sites 85,475, 2092 and 2093 (see Fig 5).
- 4.15 The provision of outdoor sports facilities in the form of Synthetic Turf Pitches (STP's) would allow the use of a wider adopted accessibility standard subject to adequate provision of public transport links, and may therefore offer greater flexibility in terms of off-site locations. These types of facilities also tend to be harder wearing and therefore a smaller level of provision may meet the same level of need or demand associated with less robust turfed facilities of the same type.
- 4.16 48% of public consultees supported provision of Outdoor Sports facilities within the area.



Former Manor School Playing Fields

Plan 7: Outdoor Sports Facilities Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites	
ID 85: British Sugar Sports Ground	ID 478: Linton Lodge (St Peters School)
ID 105: Rowntree Park	ID 485: The Mount School Playing Fields
ID 111: BR Sports Ground	ID 488: Poppleton Rd Primary School
ID 112: Holgate Rd/ Beech Ave Bowling Green	ID 489: Acomb County Primary School
ID 113: West Bank Park (Bowling Greens)	ID 493: English Martyrs Primary School
ID 114: Scarcroft Green Bowling Greens	ID 500: Carr Infant and Junior School
ID 115: Bootham Park	ID 501: Northfield School
ID 116: Sycamore Place Bowling Green	ID 507: Former Manor C of E School
ID 117: Clifton Park	ID 587: Knavesmire Racecourse
ID 462: Bootham School	ID 700: Grosvenor Road Football Pitch
ID 467: Millthorpe School	ID 800: OSF Near Great North Way
ID 472: All Saints RC Upper School	ID 826: Little Knavesmire OSF
ID 475: St Peters School	ID 838: Scarcroft Green Games Area
ID 476: Queen Anne School	ID 1055: Poppleton Sports Ground
	ID 1065: All Saints Lower School
	ID 1069: Millthorpe School Tennis Court
	ID 2092: New Manor School Facility
	ID 2093: Civil Service Sports Ground

Legend

- Development Area
- 1km Buffer
- 15 minute walk time

Quality % score

- 70 to 100
- 65.7 to 69
- 58 to 65.69
- 1 to 57
- No quality score

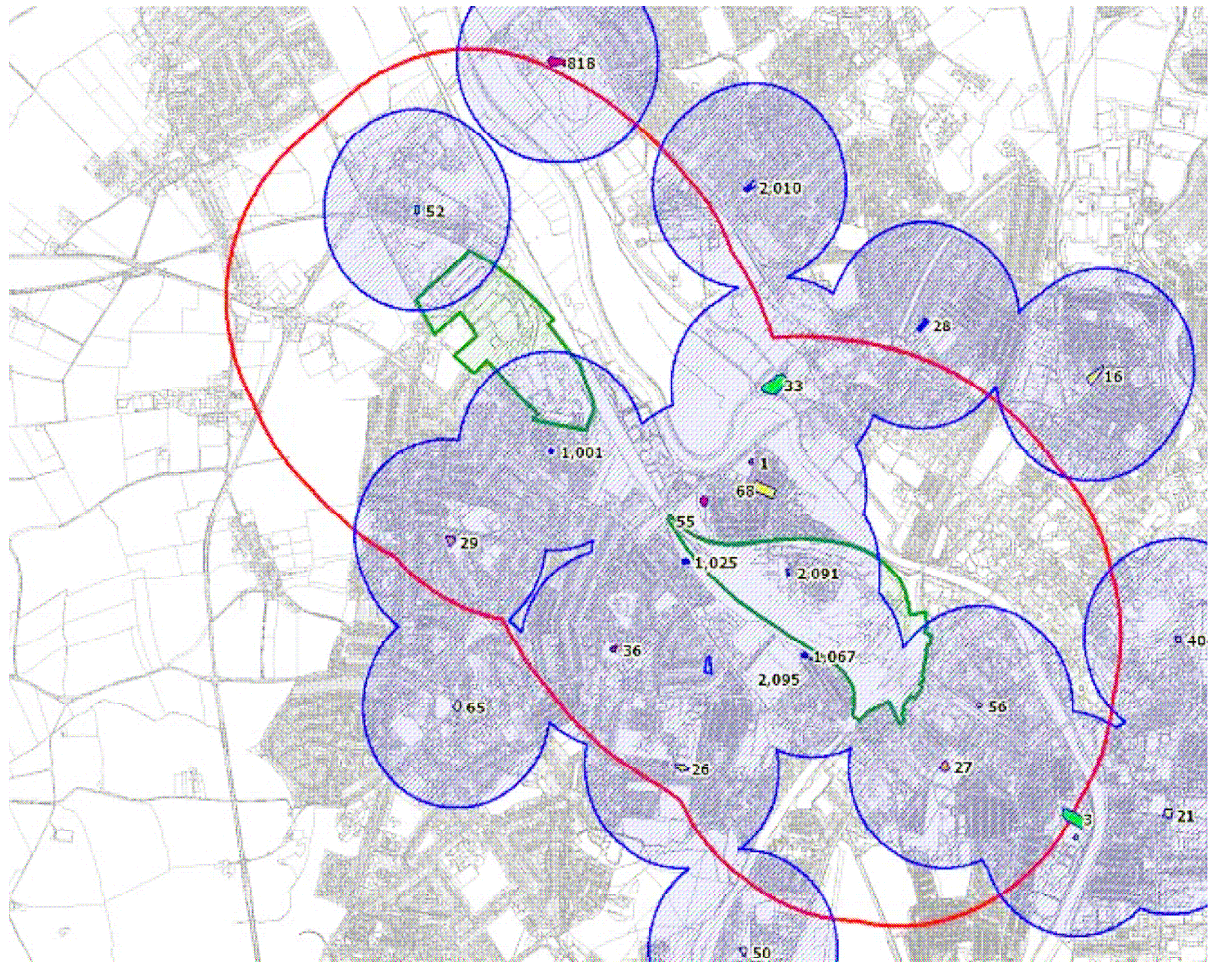
Facilities for Teenagers and Children

- 4.17 There are sixteen childrens facilities identified within the 1km radius for York Northwest, see Plan 8, one of which; Carlisle Street Play Area, is within the York Central development site. Only 11 of these individual open spaces are within the accessibility standard distance of York Northwest; these are sites ID 1, 27, 52, 55, 56, 68, 1001, 1025, 1067, 2091 & 2095.
- 4.18 Of these sites, one is ruled out on accessibility grounds and 10 (including the Carlisle Street play area within the boundary of York Central) are ruled out on capacity grounds.
- 4.19 Only one facility for teenagers is located within the 1km radius for York Northwest at West Bank Park site ID 25, see Plan 9. This site was identified as having residual capacity and could be potentially accessible to part of York Central.
- 4.20 There is significant variation in the quality of facilities for children and young people. Public consultation highlighted the facility at West Bank Park as being one of the highest quality facilities for young people across the whole of York. The facility could act as an exemplar for future provision for young people for York Northwest. Public consultation (Issues and Options/ public comments) showed a high level of support for both children's play areas and young peoples facilities (57% for children's play areas/54% for young peoples facilities). The Council is currently planning a schedule of qualitative improvements to existing facilities; this may better address existing local teenage needs, and there may be opportunities to pursue synergies in this programme and the provision of new facilities for York Northwest.



West Bank Park

Plan 8: Childrens Play Areas Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:	
ID 1:	Lincoln Street Play Area
ID 3:	Rowntree Park (Play Area)
ID 26:	West Bank Park (Under 11s Playground)
ID 27:	Scarcroft Green Playground
ID 29:	Viking Road
ID 33:	The Homestead (Playground)
ID 36:	Sowerby Road Playground
ID 52:	Esk Drive Play Area
ID 55:	Garnet Terrace
ID 56:	Victoria Bar (Lower Priory Street)
ID 68:	Back Park / Balfour Street Play Area
ID 1101:	Sovereign Park Estate CYP
ID 1025:	Poplar Street CYP
ID 1067:	Cleveland Terrace
ID 2091:	Carlisle Street Play Area

Legend

-  Development Area
-  1km Buffer
-  10 minute walk time

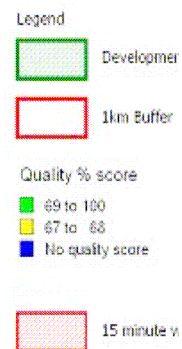
Quality % Score

-  72 to 100
-  64 to 71
-  58 to 63
-  1 to 57
-  No quality score

Plan 9: Teenagers Facilities Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:
 ID 25: West Bank Park (Over 11s playground)



Allotments

- 4.21 There are eleven allotment sites within the 1km radius for York Northwest (see Plan 10). Only 7 of these were within the accessibility standard distance of the York Northwest development sites, and were therefore analysed in terms of accessibility or capacity. These are sites ID 259, 265, 270, 278, 704, 705 & 1026. Of these, Water End Allotments (site 1026) are very close to the development area for the York Central site, and Ouse Acres Allotments (site ID 259) very close to the British Sugar site. The number of plots at each allotment site is variable. Scarcroft Road Allotments and Ouse Acres Allotments are the largest sites within the vicinity of the York Northwest area. Water End Allotments is the smallest of all sites. The PMP audit showed that the quality of these existing allotment sites is below average.
- 4.22 Due to the nature of their use, the capacity of existing allotment facilities can be measured more accurately through the occupation of sites than by the proximity of a residential population. Council information on allotments shows that as at November 2008, and for some considerable time previously, all facilities were fully occupied and waiting lists existed at all sites including those local to York Northwest. Any theoretical capacity at existing sites (when applying City Wide Study standards) has therefore been discounted from meeting those needs arising at York Northwest.



Ouse Acres Allotments




Plan 10: Allotments Proximate to York Northwest.
 (York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Open Space Sites:

- ID 259: Allotment Gardens/Ouse Acres
- ID 265: Allotment Gardens off Danebury Dr
- ID 270: Allotments between Poppleton Rd & Howehill Rd
- ID 275: Allotments between Lynden Way and Green Lane
- ID 278: Allotments between Holgate Rd and Hamilton Dr
- ID 323: allotments between Eastlands Avenue and Hamilton Drive
- ID 586: Tadcaster Road Allotments
- ID 704: Scarcroft Road Allotments
- ID 705: Hospital Fields Allotments
- ID 820: Clifton (Without) and Rawcliffe Allotments
- ID 1026: Water End Allotments

Legend

-  Development Area
-  1km Buffer
-  15 minute walk time

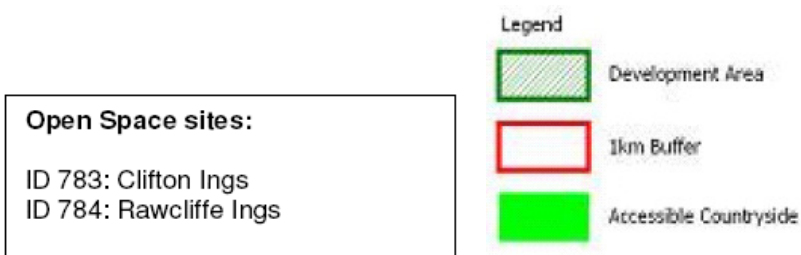
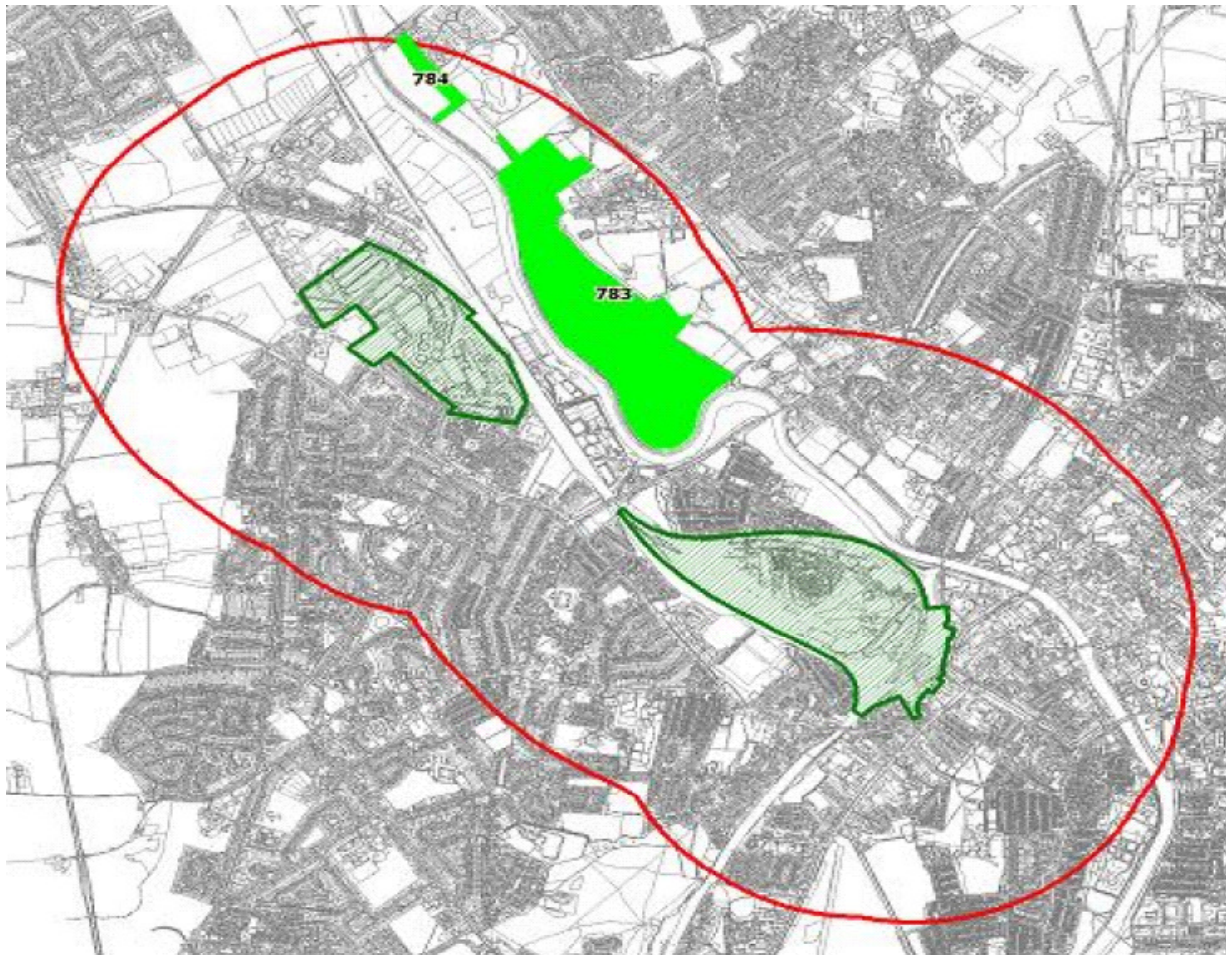
Quality % Score

-  72 to 100
-  67 to 71
-  60 to 66
-  1 to 59
-  No quality score

Accessible Countryside

- 4.23 Two areas of accessible countryside fall within the 1km radius for York Northwest (see Plan 11). These are Clifton Ings (site ID 783) and Rawcliffe Ings (site ID 784) which provide important recreational opportunities for residents.

Plan 11: Accessible Open Countryside Proximate to York Northwest.
(York Northwest Open Space Sport & Recreation Assessment, PMPgenesis, Dec 2009)



Summary of existing open space opportunities

4.24 Due to the scale of York Northwest, it is unlikely that any single site could meet all new need, particularly given the sometimes short accessibility distances associated with particular typologies. From the original 133 Open Space sites included within the 1km accessibility buffer in the York Northwest Audit, only 68 were within the individual typology accessibility standard distance from the development sites. From these 68 existing sites, 12 were ruled out as a result of it not being possible to make them accessible from the York Northwest development, 38 sites were excluded from further analysis on capacity grounds; ie, they already served a large population and use by York Northwest residents would mean that the sites were over-stretched beyond their capacity. A further 6 sites were ruled out for other reasons. Figure 4 and Plan 12 illustrate the detailed outcomes for all 68 sites. Individual site analysis plans for all these sites are given at Appendix 1.

Figure 4: York Northwest Open Space Capacity Analysis Outcome Summary

ID	Typology	Site Name	Outcome of Analysis
1	Childrens	Lincoln Street Play Area	Ruled out on capacity grounds
25	Teenagers	West Bank Park over 11s play	Residual capacity, potentially accessible; York Central
27	Childrens	Scarcroft Green Playground	Ruled out on capacity grounds
52	Childrens	Esk Drive Play Area	Ruled out on accessibility grounds
55	Childrens	Garnet Terrace	Ruled out on capacity grounds
56	Childrens	Victoria Bar (Lower Priory St)	Ruled out on capacity grounds
68	Childrens	Back Park/ Balfour St play area	Ruled out on capacity grounds
85	OD Sports	Craven (British Sugar) Sports	Residual Capacity, accessible; British Sugar (disused)
112	OD Sports	Holgate Rd/ Beech Ave, Bowling	Ruled out on capacity grounds
114	OD Sports	Scarcroft Green Bowling Greens	Ruled out on capacity grounds
115	OD Sports	Bootham Park	Ruled out on accessibility grounds
116	OD Sports	Sycamore Place Bowling Green	Ruled out on capacity grounds
117	OD Sports	Clifton Park	Ruled out on accessibility grounds
257	Amenity	Land at St Pauls Square	Ruled out on accessibility grounds
258	Amenity	Lavender Grv/ Water End AGS	Ruled out on capacity grounds
259	Allotment	Allotment Gardens/Ouse Acres	Ruled out - special circumstances
265	Allotment	Allotment grounds off Danebury gd	Ruled out on accessibility grounds
270	Allotment	Poppleton Rd/ Howehill Rd	Ruled out - capacity grounds & special circumstances
277	City Park	West Bank Park	Residual capacity, accessible to York Central
278	Allotment	Holgate Rd & Hamilton Dr	Ruled out – special circumstances
282	City Park	Museum Gardens	Ruled out on capacity grounds
324	Amenity	Micklegate Stray - Scarcroft Rd	Ruled out on accessibility grounds
352	Amenity	Land off Severn Green	Ruled out on accessibility grounds
373	Amenity	Land off Poppleton Road	Ruled out on capacity grounds
375	Amenity	Land adjacent Holgate Beck	Residual capacity, potentially accessible; York Central
376	Natural	Land Off Great North Way	Ruled out on capacity grounds
387	Amenity	Fish Pond adj. to Station Rise	Ruled out on capacity grounds
388	Amenity	War Memorial Gardens	Ruled out on accessibility grounds
395	Amenity	Land adjacent to Station Avenue	Ruled out on accessibility grounds
409	Amenity	Land adjacent to City Walls	Residual capacity, accessible; York Central
411	Amenity	Land adjacent to City Walls	Ruled out on capacity grounds
413	Amenity	Land adjacent to City Walls	Ruled out on capacity grounds
467	OD Sports	Millthorpe School	Ruled out on capacity grounds
472	OD Sports	All Saints RC Upper School	Ruled out on capacity grounds
475	OD Sports	St Peters School	Residual capacity potentially accessible; York Central
476	OD Sports	Queen Anne School	Ruled out on capacity grounds
485	OD Sports	Mount School Playing Fields	Ruled out on capacity grounds

488	OD Sports	Poppleton Rd Primary School	Ruled out on capacity grounds
493	OD Sports	English Martyrs Primary School	Ruled out on capacity grounds
500	OD Sports	Carr Infant and Junior School	Ruled out on capacity grounds
507	OD Sports	Former Manor Secondary School	Ruled out on capacity grounds
598	City Park	Homestead Park	Residual capacity, accessible YC (potentially also to BS)
606	Amenity	Water End	Residual capacity, accessible; York Central
611	Amenity	The Esplanade	Residual capacity, potentially accessible; York Central
633	Natural	Rawcliffe Meadows North	Ruled out on capacity grounds
693	Natural	Off Caroline Close NSN	Ruled out on capacity grounds
704	Allotment	Scarcroft Road Allotments	Ruled out - special circumstances
705	Allotment	Hospital Fields Allotments	Ruled out on capacity grounds/ special circumstances
800	OD Sports	OSF Near Great North Way	Ruled out on capacity grounds
821	Natural	Land to S Clifton Park Ave.	Residual capacity, potentially accessible; British Sugar
826	OD Sports	Little Knavesmire OSF	Ruled out on capacity grounds
838	OD Sports	Scarcroft Green Games Area	Ruled out on capacity grounds
1001	Childrens	Sovereign Park Estate CYP	Ruled out on capacity grounds
1002	Amenity	Sovereign Park Estate AGS	Ruled out on capacity grounds
1025	Childrens	Poplar Street CYP	Ruled out on capacity grounds
1026	Allotments	Water End Allotments	Ruled out on capacity grounds
1044	Natural	Rawcliffe Bar	Ruled out on accessibility grounds
1065	OD Sports	All Saints Lower School	Ruled out on capacity grounds
1067	Childrens	Cleveland Terrace	Ruled out on capacity grounds
1068	Amenity	Cleveland Terrace AGS	Ruled out on capacity grounds
2009	Amenity	Poplar Street AGS	Ruled out on capacity grounds
2022	Amenity	Holgate Dock AGS	Ruled out on accessibility grounds
2078	Natural	Natural area S of playing fields	Ruled out on capacity grounds
2091	Childrens	Carlisle Street Play Area	Ruled out on capacity grounds
2092	OD Sports	New Manor School	Ruled out on capacity grounds
2093	OD Sports	Civil Service Sports Ground	Residual capacity, accessible; British Sugar (disused)
2095	Childrens	Upper St Pauls terrace	Ruled out on capacity grounds

Plan 12: York Northwest Open Space Capacity Analysis Outcome Summary Plan



Outcomes of Analysis by category

■ Residual capacity, accessible; York Central	(4)
■ Residual capacity, accessible; British Sugar (disused)	(2)
■ Residual capacity, accessible; British Sugar	(1)
■ Residual capacity, potentially accessible; York Central	(4)
■ Residual capacity, potentially accessible; British Sugar	(1)
■ Ruled out - accessibility grounds	(12)
■ Ruled out - capacity grounds	(38)
■ Ruled out - special circumstances	(4)
■ Ruled out - capacity grounds / special circumstances	(2)

- 4.25 Details of the remaining 12 open space sites, which are both potentially accessible from the development and have some residual capacity to meet needs, are listed in Figure 5.

Figure 5: Existing potentially accessible open space sites with residual capacity

ID	Location	Size (Ha)	Residual Capacity (ha)	Site Served	Opportunity/Comments
Parks and Gardens					
277	West Bank Park	4.46	4.15	YC	Large residual capacity. Accessible to YNW only with improvements.
598	Homestead	5.04	2	YC/BS	Some residual capacity. Accessible to York Central and former British Sugar site only with improvements.
Natural and Semi Natural Green Spaces					
821	Land to south of Clifton Park Ave	9.42	3.2	BS	Residual capacity. Potentially accessible to former British Sugar site
Amenity Green Spaces					
375	Land adjacent to Holgate Beck	2.84	0.56	YC	Residual capacity. Accessible to YNW only with improvements.
409	Land adj to City walls	0.75	0.35	YC	Residual capacity. Accessible to York Central.
606	Water End	7.6	4.15	YC	Residual capacity. Accessible to YNW only with improvements. Opportunity for qualitative improvements.
611	The Esplanade	4.01	2.53	YC	Residual capacity. Accessible to YNW only with improvements. Opportunity for qualitative improvements.
Teenager facilities					
25	West Bank Park over 11's	0.08	0.59 spare fac	YC	Residual capacity. Potentially accessible to York Central.
Outdoor Sports Facilities					
85	British Sugar Sports Ground	2.59	-	BS	Not currently in use. Opportunity for qualitative improvements.
475	St Peters School	7.47	0.24	YC	Residual capacity. Potentially accessible to York Central.
2093	Former Civil Service Sports Ground	5.54	-	BS/YC	Not currently in use. Potential capacity if brought back into use.

- 4.26 In most cases, due to the location of the open space and the scale of the York Northwest development, it is only possible for an existing open space site to serve a limited part of the York Northwest development area. This means that whilst a residual capacity of several hectares may be identified for an open space site, if that site is only within the accessibility standard distance of say 2 hectares of the development site, only the open space requirements of that 2 hectares worth of development land can be discounted from new provision. Further analysis will be required in order to more fully understand this issue.

5. EMERGING STRATEGIC DIRECTION FOR YORK NORTHWEST OPEN SPACE PROVISION

Summary of Key Issues and Opportunities

- 5.1 From the above analysis, a summary of key issues and opportunities, relating to each open space typology, has been developed to guide future provision for open space within the area. This takes into account public consultation responses, local opportunities and deliverability. The analysis within Figure 6 is split into the two development sites.

Figure 6: Summary of Key Issues and Opportunities

OS Typology	Key Issues	Key Opportunities
British Sugar		
Parks	There are no existing parks within development area.	Site 598; Homestead Park is within the theoretical accessibility standard buffer and has some residual capacity that could be utilised subject to accessibility improvements. New on-site provision will also be required.
Natural and semi-natural	There are no existing readily accessible off-site opportunities to use existing natural/semi-natural open space. The requirement for provision to meet anticipated needs is substantial.	Some new on-site provision will be required. There are opportunities to retain and enhance existing landscaped areas and areas of known biodiversity interest within the British Sugar site. There are opportunities to make new off-site provision in the vicinity, however new infrastructure may be required to enable accessibility. The Yorkshire Wildlife Trust has expressed an interest in management of any spaces associated with the development, in exchange for preferential office accommodation terms. Site 821 Clifton Park Ave. has residual capacity and is potentially accessible to the British Sugar site if the River Ouse is bridged.

Amenity Green Space	<p>There are no existing amenity green spaces on-site.</p> <p>There are no existing off-site opportunities to use capacity at existing amenity green spaces within the adopted accessibility standards for the development area.</p>	<p>New on-site provision will be required.</p> <p>There are opportunities to use existing landscaped areas and areas of known biodiversity interest within the British Sugar site.</p>
Outdoor Sports	<p>There are existing off-site outdoor sports facilities with residual capacity (Civil Service Sports Ground), though these are not currently in public use.</p> <p>The existing British Sugar Sports Ground and former Manor School playing fields are located within the development site but is also not currently in public use.</p>	<p>New on-site provision will be required.</p> <p>There may be opportunities to use former outdoor sports facilities in the vicinity of the area.</p>
Children's facilities	There are no existing off-site opportunities to use capacity at existing children's facilities.	New on-site provision will be required.
Teenagers facilities	There are no existing off-site opportunities to use capacity at existing teenagers facilities.	New on-site provision will be required.
Allotments	There are no existing off-site opportunities to use capacity at existing allotments.	New on-site provision will be required.
York Central		
Parks	There are no existing park facilities within the York Central development area.	<p>There is some residual capacity at West Bank Park, which could potentially be used to offset the requirement for new parks arising from new development.</p> <p>The requirement for parks (and particularly city parks) could be provided as public realm open space associated with the commercial development.</p> <p>There are opportunities for accessibility and qualitative improvements at West Bank Park and Museum Gardens.</p> <p>New on-site provision will be required.</p>
Natural and semi-	There are no readily accessible off-	There may be an opportunity to

natural	site opportunities to use capacity at existing natural/semi-natural open space.	re-use Amenity Green Space which is locally overprovided at Site ID 606: Water End and site ID 375: Land at Holgate Beck (Millennium Green). Some new on-site provision will be required.
Amenity Green Space	There are several existing areas of amenity green space within the agreed accessibility standards for York Central. These are of variable quality.	Some residual capacity at Water End (site ID 606) and Holgate Beck (site ID 375) may be discounted from new requirements at York Northwest. There are opportunities for qualitative improvements at sites with no residual capacity. Land at The Esplanade (site ID 611) could potentially be made accessible Amenity space should be principally provided as new on-site space.
Outdoor Sports	There are no existing outdoor sports facilities within the York Central development area.	There may be a potential opportunity for shared use of outdoor sports facilities at St Peters School. Opportunities may exist to make synergies in provision with the Railway Institute Provision of Synthetic Turf Pitches within a wider catchment may meet outdoor sports needs associated with the development of the area. A level of new on-site provision will be required.
Children's facilities	There are no existing opportunities to use capacity at existing facilities for children within the agreed accessibility standard.	New on-site provision will be required.
Teenagers facilities	There are no existing opportunities to use existing capacity at facilities for teenagers within the agreed accessibility standard area.	New on-site provision will be required.
Allotments	There are no opportunities for use of existing allotments within the agreed accessibility standard.	New on-site provision will be required.

Summary of emerging strategic direction for open space provision within the YNW area

- 5.2 Following the assessment work undertaken a number of guidelines have been developed to guide the design and provision of ‘green spaces’ within the area. These are set out below. These proposed guidelines along with the audit and capacity analysis outlined in this document will be used as the basis for developing guidance for green infrastructure provision within the Supplementary Planning Documents for the York Northwest area.

Figure 7: Proposed Guidelines for Open Space Provision

Guidelines	Reason
Public consultation undertaken to date and to be carried out as part of the emerging planning context and masterplanning for York Northwest will shape and influence the approach to open space provision	<ul style="list-style-type: none"> To incorporate views expressed by the local communities, subject to masterplanning.
Open space requirements for York Central and the former British Sugar site should be assessed in terms of each site, but within the context of a wider integrated network of open spaces. Shared or linked new provision that meets the needs of both sites may be considered.	<ul style="list-style-type: none"> To enable delivery of the strategic sites within a wider green infrastructure framework.
New developments will only be expected to meet those newly arising needs associated with their anticipated occupiers.	<ul style="list-style-type: none"> Best practice in Planning Policy terms.
Residual capacity at existing open space sites that are accessible from York Northwest will be discounted from requirements for that typology generated by the proportion of York Northwest that is accessible from the specific open space site.	<ul style="list-style-type: none"> To facilitate integration with surrounding areas and communities and not place unnecessary financial burdens on any developer, thereby allowing resources to be concentrated on additional community facilities
A co-ordinated, integrated and accessible on-site Green Infrastructure strategy should be prepared to underpin masterplanning work and should have regard to issues including: <ul style="list-style-type: none"> Optimising accessibility (by people and flora/fauna) Integration and connectivity with development, green spaces and communities, including those beyond the site boundaries Proposed access strategy Education provision Green Infrastructure corridors Biodiversity and landscape features 	<ul style="list-style-type: none"> To maximise accessibility to open space and synergies with the sites wider context.
New open space provision should be made in the first instance within the development area.	<ul style="list-style-type: none"> To ensure convenient accessible open space provision for the sites users

A mix of the full range of open space typologies should be provided within the development area.	<ul style="list-style-type: none"> ▪ To ensure a balanced scheme with a good range of facilities.
Multifunctional open space provision may be agreed, which meets an element of requirements for two or more typologies, subject to an appropriate layout.	<ul style="list-style-type: none"> ▪ To increase the utility of new on-site open space provision and provide opportunities for social interaction.
New parks, children's play, young people's facilities, amenity green space and allotments should be provided on-site.	<ul style="list-style-type: none"> ▪ Facilities are locationally sensitive - security and ready accessibility are key issues. ▪ Existing allotment sites are fully occupied with waiting lists.
New natural and semi-natural open space may be provided partly off-site, providing some on site provision is made and any off site provision is easily accessible and linked to the green infrastructure network.	<ul style="list-style-type: none"> ▪ A significant amount of open space and in particular natural/semi-natural open space will be required through new development. ▪ Off site opportunities exist in terms of quantitative requirements and areas of biodiversity interest. ▪ By virtue of its potentially less frequent usage in relation to other typologies, and the more sensitive nature of habitats etc, off-site provision may be better suited to this typology. ▪ Some on-site provision is required to ensure a balanced scheme with good range of facilities. ▪ Public consultation expressed strong preference for natural/semi-natural open space.
<p>Outdoor sport facilities may be provided in part off-site, providing some on-site provision is made to ensure a balanced scheme with good range of facilities.</p> <p>Some outdoor sports facilities will also be used and maintained by new educational facilities. Safe and convenient access from schools will be a key determining factor in terms of the location of these facilities.</p>	<ul style="list-style-type: none"> ▪ A significant amount of open space and in particular outdoor sports facilities will be required through new development. ▪ Off site opportunities exist in terms of quantitative requirements ▪ Some on-site provision is required to ensure a balanced scheme with good range of facilities. ▪ Public consultation highlighted strong support for provision of outdoor sports grounds.
Outdoor sports facilities associated with new primary schools should be provided on-site.	<ul style="list-style-type: none"> ▪ Accessibility and security are key issues.
Shared use outdoor sports facilities to be maximised.	<ul style="list-style-type: none"> ▪ New residential communities and new schools will generate a significant requirement for outdoor sports facilities.
Off-site open space provision will only be considered where it is accessible. This may require new or improved access.	<ul style="list-style-type: none"> ▪ To ensure convenient accessible open space provision for the sites users

<p>Opportunities to provide strategic links to open space green infrastructure/green corridors should be maximised.</p>	<ul style="list-style-type: none"> ▪ To maximise connectivity and accessibility to a diverse range of open space typologies within the wider area, including facilitating ecological corridors and “stepping stones”.
<p>Qualitative improvements to existing open spaces will also be sought through the redevelopment of York Northwest</p>	<ul style="list-style-type: none"> ▪ Whilst new provision is anticipated to meet the principal needs generated through the redevelopment it is inevitable that existing facilities will also be used by residents. In order to off-set the disbenefits of this intensified use, qualitative improvements may be required to enhance or maintain existing facilities in the most appropriate manner.