
Local Development Framework Working Group

8th January 2008

Report of the Director of City Strategy

Open Space, Sport and Recreation Study – Full Report

Summary

1. The purpose of this report is to seek Member's approval to publish the full 'Open Space, Sport and Recreation Study' (attached at Annex A) – the Appendices to the Study are in the Members Library. This full study will form the open space, sport and recreation part of the evidence base for the Local Development Framework. Prior to the meeting, the plans contained within the document will be available to members in a larger scale.

Background

2. Members will be aware that Phase 1 of the Open Space, Sport and Recreation Study was approved by the LDF Working Group on 27th June 2007. Phase 1 of the Study covered:
 - an analysis of existing provision;
 - local standards based on consultation and best practice; and
 - strategic recommendations for the City of York Council area as a whole.
3. Phase 2 of the study was undertaken by PMP during Autumn 2007, after Phase 1 was approved by Members. It builds on Phase 1 to identify levels of open space deficiency and surplus for each of the prescribed open space categories set out in PPG17. It also has allowed for the refining of information in Phase 1.
4. Phases 1 and Phases 2 form a full PPG17 assessment for the City of York and will inform both the Core Strategy and Allocations Development Plan Documents and the Area Action Plans for the City Centre and York Northwest.
5. The Study includes the background to the process, methodology for undertaking the Study, Strategic Context, and then addresses the quantity, quality and accessibility for each type of open space as part of the PPG17 Assessment. Finally, the Study considers the Strategy, Key Priorities and implementation of the outcomes of the Study.
6. As part of the work, the Consultants have not simply provided the Council with a snapshot of open space provision and needs in 2007, but they have also provided a

dynamic tool which the Council can use to assess the future needs and provision of open space in the City. This included an 'Access 2000' Audit database of open spaces, linked to GIS, including site locations and site areas, as well as additional fields of attribute data for quality, site access and wider benefits. As new developments come forward in the future, the Council will be able to update the fields of information within the database, giving an up to date picture of provision and need. This will allow site specific assessments to be undertaken.

7. In addition to providing a planning tool, the study also provides a quality and accessibility assessment for the 589 identified open space sites in the York. The quality scores in particular will help guide investment and officers in Lifelong Learning and Culture will be looking at each site in detail over the coming months. Information on many of the sports sites is already held by the Sports and Active Leisure section and forms part of the investment ambitions set out in each of the Sports and Active Strategy Zone Development Plans. How green sites relate to each other is also important and the Council will be working with various partners and other providers across York to develop mutually beneficial projects.
8. The Household Survey database, which was undertaken as part of the Study will also be provided to the Council, which will also allow the Council to undertake further analysis if required, for this or other related studies.

Summary of proposed standards

9. Phase 1 of the Study, as approved by Members at the LDF Working Group on 27th June 2007, outlined proposed quantity standards, based on 'hectares per 1,000 population' figures for each typology. These have been refined and updated to reflect further work undertaken as part of Phase 2 and are reflected in Table 1, below.

Table 1- Comparison of current and recommended provision standards.

Typology	Current provision (ha per 1,000 population)	Recommended provision (ha per 1,000 population)
Parks and Gardens	0.18	0.18
Natural and Semi Natural Provision	1.78	1.79
Amenity Green Space	1.05	1.07
Provision for Children	0.05	0.07
Provision for Teenagers	0.0013	0.01
Outdoor sports Facilities	1.91	1.92
Allotments	0.28	0.28
Cemeteries, Churchyards and Green Corridors	N/A	N/A

10. In addition to quantity standards, Phase 1 of the Study also addressed the quality and accessibility of open space across all typologies, as outlined in PPG17.
11. Phase 2 of the Study builds on Phase 1, considering quantity, quality and accessibility of open space. A key aspect of the Study considers the spatial aspect of open space.
12. Overall, the Study identifies a deficit of 11.28 hectares of open space in the City. This covers all types of open space. However the balance between certain types of open space differs between surplus and deficit, depending on the type of open space and its location. The following sections describe the overall outcomes of the Study, based on the analysis areas, as illustrated in Figure 2.1 (Page 10) of the Study.

City Centre area:

13. Overall there is a small shortfall of open space in the City Centre. This area of York is lacking the provision for children and young people, allotments, natural and semi natural open space and outdoor sports facilities. The lack of opportunity for more open space in the City Centre will mean that enhancement of existing facilities will be a key priority in future years. Opportunities for new open space should be seized.

Urban East

14. Overall, the current provision of open space in the Urban East analysis area is insufficient. The typologies with a significant lack of provision are natural and semi natural open space, amenity green space, provision for children and young people, allotments and outdoor sports facilities. There are several lower quality sites located immediately east of the City Centre and like the other urban areas, provision of new spaces can often be challenging, although opportunities may arise from the identification of additional development areas through the LDF Core Strategy and Allocations DPD. Enhancement of existing sites should therefore be a key priority going forward.

Urban West:

15. The Urban West analysis area has the second greatest shortfall of open space in York, with all typologies (when measured against the quantity standards) having a significant lack of provision.

York South:

16. The current overall provision of open space in the York South analysis area is sufficient to meet demand. Teenage facilities are the only typology where there is a shortfall in supply. Enhancements to existing provision may need to be delivered in partnership with other providers.

York North:

17. The total current provision in the York North analysis area is sufficient across all typologies to meet demand. However, there are typologies in this area which are deficient. These include parks, children and young people and allotments. Like the southern area, provision of open spaces in smaller settlements can be challenging and should be delivered in partnership with other providers.

Linking green spaces

18. The Study also considers the importance of linking green spaces through 'Green Infrastructure'. It recognises that linkages between open spaces result in many benefits which far exceeds the benefits of open space in isolation. Green Infrastructure comprises multi-functional greenspace set within, and contributing to, a high quality natural and built environment. The PPG17 Study provides a starting point for understanding the wider green infrastructure across York and the benefits this can bring to the local community.

Policy summary

19. As identified in paragraph 4, the study will provide an input into the Core Strategy, Allocations DPD, and Area Action Plans for the City Centre and York Northwest, based on the recommendations in each chapter. To aid this, Section 12 of the Study considers a possible policy approach to open space provision in the City, which builds on the approach already used in York.

Consultation

20. Public consultation was a key aspect of Phase 1 of the Study. Phase 1 was used to inform Phase 2 of the Study. A series of public consultation exercises were undertaken as part of Phase 1 and focussed on a number of target audiences, at various stages in the Assessment. These are summarised below:
 - questionnaires sent to a sample of 5,000 residents across the City;
 - questionnaires to Parish Councils;
 - school pupil IT based questionnaire survey;
 - consultation with Council officers;
 - consultation with interest groups / external agencies, sports clubs / outdoor leisure providers, adjacent local authorities;
 - workshops with local interest groups;
 - advertising via local media;
 - drop in sessions / exhibitions at Parliament Street, and Tesco Askham Bar & Clifton Moor;
 - officer attendance and / or displays at Ward Committee meetings;
 - response text messaging service; and
 - e-mail response service.

21. The above consultation methods have helped ensure that residents and interest groups / organisations across the City have been involved in the consultation process. This has enabled PMP to clearly identify the local need for open space.

Options

22. Members have three options relating to the Open Space, Sport and Recreation Study:

Option 1: To approve the Open Space, Sport and Recreation Study, attached as Annex A, for publication as part of the Local Development Framework evidence base;

Option 2: To seek amendments to the Open Space, Sport and Recreation Study through recommendations of the LDF Working Group;

Option 3 : To request further work from officers.

Analysis

23. The Open Space, Sport and Recreation Study forms an important part of the evidence base for the LDF. It will be the primary evidence base used to guide planning policy issues regarding open space provision in the City. Given the significance of this Study it is important that it is approved as part of the evidence base to support the LDF.
24. The Issues and Options consultation on the Allocations DPD is due to take place in early 2008. It is important that this document is approved for that process.
25. Members are therefore asked to approve the Open Space, Sport and Recreation Study, as part of the evidence base for the Local Development Framework.

Corporate Priorities

26. The option outlined above accords with the following Corporate Strategy Priorities:
- Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces;
 - Improve the health and lifestyles of people who live in York, in particular among groups whose levels of health are the poorest.

Implications

27. The following implications have been assessed.
- **Financial** – *None*.
 - **Human Resources (HR)** – *None*.

- **Equalities** - *None*
- **Legal** - *None*
- **Crime and Disorder** - *None*
- **Information Technology (IT)** - *None*
- **Property** - *None*
- **Other**

Risk Management

28. In compliance with the Council's Risk Management Strategy, there are no identified risks associated with the recommendations of this report.

Recommendations

29. It is recommended that Members:

- (i) approve, subject to the recommendations of this Working Group, the draft Open Space, Sport and Recreation Study, included as Annex A to this report, for publication as part of the Local Development Framework evidence base.

Reason: So that the Open Space, Sport and Recreation Study can be used as part of the Local Development Framework evidence base.

- (ii) delegate to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, the making of any changes arising from the recommendation of the LDF Working Group, prior to its publication as part of the Local Development Framework evidence base.

Reason: So that any recommended changes can be incorporated into the Open Space, Sport and Recreation Study.

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Report Approved

Date *21/12/07*

Specialist Implications Officer(s) *None*

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

None.

Annexes

Annex A): *City of York Council – Draft Open Space, Sport and Recreation Study (Main Report)*

Annex A

City of York Council – Draft Open Space, Sport and Recreation Study (Main Report)