

### Provision for Children and Young People

#### Introduction

- 4.1 PPG17 states that the broad objective of provision for children and young people is to ensure that they have opportunities to interact with their peers and learn social and movement skills within their home environment. At the same time, they must not create nuisance for other residents or appear threatening to passers-by.
- 4.2 Whilst most authorities have adopted the NPFA's recommendations for LAPs, LEAPs and NEAPs, this approach tends to result in children's play being allocated to spaces left over after planning within housing estates rather than strategically located and often ignores the needs of older children, such as teenagers.
- 4.3 The development of local standards for quantity, quality and accessibility will enable the Council to ensure that these criticisms are overcome in the future -
- with a level of provision that meets local aspirations
  - through pro-actively locating new sites in the right places rather than reacting to housing development
  - and providing facilities that meet the bespoke needs of children and young people through the development of quality visions.
- 4.4 Provision for children has been considered separately to provision for young people in terms of local accessibility and quality standards. This is because children and young people commonly have different expectations in terms of distances they are willing to travel to use play facilities and also different aspirations in terms of what the facilities should contain. Different equipment is required to meet the needs of teenagers compared that required by children. The quantity of provision has however been considered together, due to the nature of the audit work undertaken and because a number of the sites contain provision for both children and young people.
- 4.5 In rural areas such as Ryedale, village populations can be very low and there are significant distances between different settlements. At the same time, it is not possible for every settlement to have provision for children and young people. Moreover, due to the age range and quantity of people living within some villages it would not necessarily be desirable to provide a facility of a small nature across all settlements. In such circumstances, village greens and informal play spaces can serve a similar function to formal play provision in some rural settlements (size permitting). Instead some forms of provision tend to be located only in larger settlements.
- 4.6 The analysis and recommendations for children and young people are set out in light of the Council's emerging spatial strategy which sets out a five tier settlement hierarchy:
- **Principle service centre** - Malton/Norton will be the main focus for new development
  - **Local Service Centre** - new development will be directed to Pickering after Malton and Norton
  - **Other local service centres** - Kirkbymoorside and Helmsley

- **Service Villages** - within the more rural parts of the District, ten service Villages have been identified as places where some new development may be appropriate. The selection of these villages has been based on the availability of three essential services – a good bus service, a local food shop and a primary school.
- **Areas of restricted** development - in all other villages new development will be controlled so that it meets the needs of the local community.

4.7 This section sets out the background and definition, strategic context, consultation and current provision of provision for children and young people. Recommended local standards have been established and these are then applied.

### Definition

4.8 PPG17 states that provision for children and young people should include equipped play areas, ball courts, skateboard parks, outdoor basketball hoops and other more informal areas (e.g. teenage shelters).

4.9 For the purposes of this assessment, provision for children and young people has been sub-divided as follows:

#### Provision for children:

- equipped play areas (swings, slides, climbing frames, etc)
- multi-play units

#### Provision for young people

- basketball hoops,
- football nets
- teenage Shelters
- skateparks

### Strategic context and consultation

#### Strategic context

4.10 The Big Lottery Fund (<http://www.biglotteryfund.org.uk/index>) has recently allocated £155 million of funding for provision of children's play facilities. The Play initiative is based on the recommendations of the 2004 play review Getting Serious About Play, which defines children's play as "what children and young people do when they follow their own ideas, in their own way and for their own reasons."

4.11 The initiative aims (selected few) to:

- create, improve and develop children and young people's free local play spaces and opportunities throughout England, according to need
- ensure that local authorities work with other local stakeholders to develop children's play strategies and plans

## **SECTION 4 – CHILDREN AND YOUNG PEOPLE**

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- ensure that good, inclusive and accessible children's play services and facilities are provided locally.
- 4.12 Local authorities applying for funding are required to consult with relevant stakeholders including children and young people, provide a detailed play strategy and include a portfolio of projects. Examples of individual projects that can form part of the portfolio include:
- adventure playgrounds, BMX and skateboard parks
  - small public playgrounds and creating a play area
  - informal sports facilities
  - a mobile play team, play workers (either paid or volunteers) and holiday and after school play activities.
- 4.13 The play strategy and portfolio of projects will form the key documents that local authorities will be assessed against for the allocation of funding. Planning for Play (2006) provides guidance notes on the development and implementation of a local play strategy. Research, consultation and audit of open space and play provision from this study will provide some of the evidence to inform the development of a play strategy. Planning for Play 2006 highlights the links between PPG17 studies and play strategies. This PPG17 study will be closely linked with the Ryedale District Council Play Strategy currently being prepared.
- 4.14 The Children's Play Council is piloting area-wide performance indicators for play, however until these have been formalised the Six Acre Standard produced by the NPFA (2001) provides national recognised standards for outdoor playing space. It sets out an approach that can be adopted in rural areas. This approach is based on identifying local needs and targeting Parishes that engage with the local community and intends to provide public facilities such as play grounds and village halls.
- 4.15 Finance and land use are highlighted as potential issues in securing play provision for children and young people, however communities are advised to work together with adjacent villages and local councils to seek advice on the best way forward. The importance of providing equipment that will engage all children is a priority for Councils, therefore the following standards are recommended by the NPFA in relation to the mix of equipment and population size:
- 1000 people or more – full provision of LAP's, LEAP's and NEAP's
  - 250 – 1000 people – provision of LAP's and LEAP's with priority given to a LEAP
  - 100-250 people – provision of a LEAP plus, for existing housing areas, a casual play area of not less than 100m<sup>2</sup> and for new developments LAP's
  - less than 100 people – provision of a casual area for play of not less than 100m<sup>2</sup> for existing housing areas and LAP's in any new developments
  - it is recognised that provision should be located as close as possible to the centre, however in existing settlements the only available land may be orientated towards the end of the settlement.

## **SECTION 4 – CHILDREN AND YOUNG PEOPLE**

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- 4.16 The work undertaken by Gillespies as Steps 1 and 2 of the PPG17 process recommends the adoption of two different standards of provision, specifically;
- Market Towns – one LAP for every 50 dwellings, one LEAP for every 100 dwellings, one NEAP for Helmsley and Kirkbymoorside, two NEAPs for Pickering and three NEAPs for Malton and Norton
  - Village – One LAP for every 20 dwellings, one LEAP for every village over 50 dwellings, one NEAP for a cluster of villages of 200 dwellings.
- 4.17 Policy H14 of the Adopted Local Plan (Public open space in residential developments) states that 0.26 hectares of open space per 100 population will be required in any residential development of 10 or more dwellings within the market towns or of 5 or more dwellings elsewhere.
- 4.18 The standards adopted of 0.26 hectares of outdoor play space per hundred population are based upon the recommendations of the NPFA and seek to ensure that sufficient outdoor play space is provided throughout the Plan period to meet the needs of the residents of this area.
- 4.19 In most instances the Council seeks to divide the 0.26 hectares / 100 population requirement as follows – 0.18 hectares / 100 population for young and adult use, 0.03 hectares / 100 population for children’s play areas and 0.05 hectares / 100 population for amenity / casual / informal play space.
- 4.20 The supplementary text to the Local Plan states that within the Market Towns, comparison of actual outdoor play space provision against the minimum standards recommended by the National Playing Fields Association reveals a considerable under-provision in terms of children’s and casual / informal play space provision.
- 4.21 The Community Strategy further highlights the importance of a strategic approach to the facilities for children and young people as the provision of increased choices for young people emerged as a key target area. This is also reflected in the corporate plan, where one of the top 20 objectives for the Council over the period 2006 – 2009 is to develop and provide services that enable young people to realise their ambition and potential. Funding has been set aside to aid the delivery of priorities across the community. This reinforces the commitment of the Council in providing facilities and services for young people and children across Ryedale.

### ***Consultation***

- 4.22 Consultation on the provision for children and young people across Ryedale was undertaken through a variety of methods. The emerging findings, which have contributed to the formation of the local standards include:
- across Ryedale, there is an emphasis on there being insufficient provision for children, with a combined 54% thinking that there is either nearly enough or not enough provision as opposed to thinking there is sufficient levels of provision
  - of those respondents who felt that the level of provision was enough, there was a common perception that many of the existing sites are underused and abused. Many Parish Councils highlighted the difficulties they face in maintaining sites as a result of a lack of funding and other key challenges faced.

- of those that felt the level of provision was insufficient, there was a mix of quantitative and qualitative reasons. While some respondents felt there was a need for more equipment within the existing facilities and improved surroundings such as parking for parents while others felt there was a need for more local facilities and that it was important to ensure that there were sufficient facilities and activities for children to keep them occupied and discourage anti social behaviour.
- the emphasis of responses to the household survey is that the level of provision for young people is inadequate across the district
- of those limited respondents that felt there to be enough facilities for young people, people felt that those that are provided are vandalised or caused a nuisance to surrounding residents. Linking with other consultations, high numbers of residents indicated that the provision of more facilities would keep teenagers off the streets and occupy them. The majority of comments surround the quantitative lack of provision and the fact young people could not be expected to travel substantial distances to play areas.
- drop-in sessions outline that where effects have been made to address quantitative deficiencies, the focus of provision is on mainly male orientated pastimes such as skateboarding and future provision should also appeal to girls as well. Others felt that supervision was necessary to ensure that where sites are provided they are not abused. Area specific comments in Pickering often referred to the desire for a skatepark.
- 75% of respondents would expect to walk to a children's facility suggesting that this is the most appropriate mode of transport to consider – this reflects the desire for local provision. Across the district the 75% threshold level was a 10-minute walk although the modal answer was a 5-minute walk. One of the main priorities highlighted at drop in sessions was that provision for children space should be close to their home.
- the household survey revealed that 27% of residents perceive the quality of sites to be good while 50% suggest it is poor. This suggests there is significant variation in the quality of sites across Ryedale.
- of the respondents to the household survey, 7% used play areas for children more regularly than any other typology. Amongst this group of "regular users" the most commonly mentioned "ideal features" are (in descending order by number of references) facilities for the young, clean and litter free, toilets and well kept grass. Safety is also perceived to be important, particularly the reputation of the site, the adequacy of the lighting and the presence of other users of site, reflecting a key theme of the community strategy. Users indicated that a variety of issues are experienced at sites across the district such as vandalism, graffiti, litter.
- the perception that there is a large variation in the quality of sites across Ryedale was reinforced by the drop in sessions, with some residents providing examples of high quality areas (such as that in Sheriff Hutton, and that on Hawthorn Drive in Pickering that has been recently been redeveloped) whilst others were more critical

- the vision derived from the findings of previous consultation set out to provide additional facilities for young people and to increase the involvement of young people in the provision and development of facilities. It was suggested that additional high quality play facilities were required and that facilities should be better sited to reduce nuisance to surrounding residents. Previous consultation also reinforced the need for good quality play provision and improvements to existing provision.

### **Current position**

- 4.23 There are currently 41 play areas and facilities for young people located across Ryedale District. The spread of provision in terms of quantity and quality is set out in table 4.1 overleaf and discussed in the text that follows.
- 4.24 The quality of each site was assessed taking into account the standard of design, the facilities available, the condition of equipment / facilities / playground (level of maintenance, cleanliness and vandalism), the appropriateness of location, ease of pedestrian accessibility and disabled access.

## SECTION 4 – CHILDREN AND YOUNG PEOPLE

**Table 4.1: Provision for children and young people in Ryedale**

Analysis Area	Key sites	Ha	Number of sites	Facilities per 1000 population	Overall Quality	Key Issues (from site assessments)
<b>Malton</b>	Ryedale Skatepark	0.95	5	0.42	3 sites scored “good” and 2 sites scored “satisfactory”	Particular issues around facilities available at sites, appropriateness of location and disabled access
<b>Pickering</b>	Land West of Manor Drive	0.95	8	0.77	5 sites scored “satisfactory” and 3 sites scored “good”	The area where all sites scored poorest was standard of design, with most sites having only moderate quality design with regard to safety, variety, imagination and a sense of place.
<b>Helmsley and Kirkbymoorside</b>	Old Road, Kirkbymoorside	1.74	7	1.08	2 sites scored “good”, 4 sites scored “satisfactory” and 1 sites scored “poor”	The site scoring “poor” is the land adjacent to playing fields in Helmsley. However, a number of the other sites scored poorly on individual criteria – most commonly ease of pedestrian accessibility – meaning they are located outside residential developments. This will be explored further through the application of the local standards.
<b>Rural North</b>	Predominantly small sites, the larger sites are located in Kirby Misperton and Beadlem and Norton	1.15	9	0.84	2 sites scored “good”, 6 scored “satisfactory” and 1 scored poorly	The site which scored “poor” overall was located off main street in Kirby Misperton.
<b>Rural South</b>	Larger site includes Westow Playing Fields Association	1.77	12	0.97	1 site scored “good”, 6 sites scored “satisfactory” and 5 sites scored “poor”	This analysis area has the highest proportion of “poor sites” – with over 40% of sites.
<b>DISTRICT WIDE</b>		6.56	41	0.79		

4.25 The key issues arising out of table 4.1 on the previous page include:

- the distribution of provision for children and young people is uneven across the district in terms of the number of facilities. Malton has both the smallest number of facilities and also the lowest level of provision per 1000 population. Provision in Malton is substantially less than the rural south in terms of number of facilities (which has 13 facilities) and substantially less than Helmsley and Kirkbymoorside in terms of provision per 1000 population.
- in terms of provision for children, the highest levels of satisfaction could be found in the Pickering and Helmsley analysis areas. In the Pickering sub area, 39% thought there was more than enough provision or that the level of provision was about right. In Helmsley, the respective figure was 40%. Whilst this level of satisfaction is reflective of the level of provision within Helmsley, which has the highest ratio per 1000 of all analysis areas, the Pickering area actually has the second lowest level of provision per 1000 population out of all analysis areas – hence the overall level of satisfaction can be considered misleading. Furthermore, the quality of existing sites in Pickering is relatively poor with 5 out of 8 sites only achieving a satisfactory quality rating - suggesting that expectations in Pickering may be influenced by the existing low baseline of provision.
- the lowest level of satisfaction in terms of the quantity of provision for children can be found in Malton (where 45% thought that the level of provision insufficient) and the Rural South, (where 43% thought that there was not enough) – as can be seen in table 4.1, this low level of satisfaction in Malton is reflective of smaller ratios of provision per 1000 residents in comparison to other areas
- in contrast to perceptions regarding the provision for children, the highest level of satisfaction with the quantity of provision for teenagers is in Malton analysis area where 27% thought that the level of provision was about right. This could be explained by the fact that residents within this analysis area are closer to Ryedale skatepark, which is a site of strategic importance. Despite this, 44% still feel that there is not enough provision for young people, reinforcing the lower levels of provision within Malton than in other areas.
- the lowest level of satisfaction was in Pickering, where 64% thought that there was not enough provision despite higher levels of provision in quantitative terms than in some other areas
- the majority of sites were considered to be “satisfactory” in terms of their quality. However, there are a greater number of “good sites” than “poor sites” district wide.
- across the district, site assessments indicate that the poorest quality sites are located in the two rural analysis areas – this reflects the issues raised by some Parish Councils who struggle to adequately maintain sites due to limited funding. The Malton area contains the greatest proportion of high quality sites despite this the local consultation reveals that the lowest levels of resident satisfaction in terms of the quality of sites is in Malton.
- across the district, the key issues relating to site quality were perceived to be the appropriateness of location and ease of pedestrian access – with approximately 40% of all sites considered to be poor against these criteria.



### **Setting provision standards**

- 4.26 When formulating local standards relevant to provision for children and young people there is a need to take into account any national or existing local standards, current provision, other Local Authority standards for appropriate comparison and consultation on local needs.
- 4.27 A full assessment of local needs both district wide and within each area has been undertaken across Ryedale, and the key messages emerging from this assessment, coupled with an evaluation of the existing audit have been used to determine provision standards required to meet local needs. A summary of local needs and expectations and the key issues emerging from the analysis of current provision has been summarised in previous sections.
- 4.28 The process for setting each type of standard is outlined in section two. The rationale for each recommendation, including assessment of local need, existing provision and consultation is provided in Appendix E, F and G. The recommended local standards and the associated justifications have been summarised in brief overleaf.
- 4.29 Following the justification for each standard, the standards are applied across the district of Ryedale in order to determine shortfalls, surpluses and areas of priority.

**Quantity Standard (see appendix E – standards and justification, worksheet and calculator)**

<b>Existing level of provision</b>	<b>Recommended standard</b>
<b>0.79 facilities per 1000 population</b>	<b>0.85 facilities per 1000 population</b>
<b>Justification</b>	
<p>Because of the way in which the audit has been undertaken, a combined standard has been proposed for provision for children and young people, based on the overall consultation responses. There was a mixed response to the household survey with a slight emphasis on there not being enough provision for children – although this is relatively low compared to other authorities. The reasons for answers suggest that where people felt there was not enough provision this was a mixture of quality and quantity reasons indicating there is not a clear cut deficiency – particularly the need for additional equipment at some sites. This may also be reflective of a desire for provision in even the smallest of village sites. Setting a quantity standard slightly above the existing provision will enable quantitative deficiencies to be remedied but also a focus on improving existing sites. The largest requirement for new provision over the LDF period would be in Malton, where in the region of ten new facilities would be needed to meet the local standard.</p>	

**Accessibility Standard (see appendix G)**

<b>Recommended standard – Provision for children</b>
<b>10 minute walk time (480 metres)</b>
<b>Justification</b>
<p>The majority of respondents to the household questionnaire indicate that they would expect to walk to a facility for children and young people This also reflects the fact that young people and children with parents should be able to access play sites easily.</p> <p>The 75% threshold level for children’s facilities across the district is 10 minutes. Although the mode is five minutes, in line with the 75% threshold level and benchmarking against other rural local authorities, the standard for children is set at 10 minutes.</p> <p>It is considered onerous to expect every village to have a play area. This standard will be applied to the rural area, however the analysis will identify areas without access to a play facility and it will be for the council to determine the appropriateness of providing facilities subject to detailed consultation and consideration of the levels of provision of other types of open space. Setting a standard at this level is also consistent with other rural authorities such as South Northamptonshire and Alnwick and Berwick.</p>

**Accessibility Standard (see appendix G)**

<b>Recommended standard – Provision for young people</b>
<b>15 minute walk time (720 metres) URBAN STANDARD</b>
<b>20 minute drive time RURAL STANDARD</b>
<b>Justification</b>
<p>The majority of respondents to the household questionnaire indicate that they would expect to walk to a young person’s play facility. This also reflects the fact that young people and children with parents should be able to access play sites easily.</p> <p>The 75% threshold level for young person’s facilities across the district is 15 minutes. The mode is 10 minutes. However in line with the 75% threshold level and benchmarking against other rural local authorities, the standard for children is set at 15 minutes in the urban area.</p> <p>As highlighted during more informal drop in session consultation, residents living in the rural areas recognise the need to drive to reach provision for young people. Although results of the household survey suggest that even residents within the rural area expect facilities for young people within their local neighbourhood, this is considered to be onerous and there are likely to be insufficient people to warrant such a facility. It is recommended that a drive time standard be applied to the rural areas. This mirrors current travel patterns and represents a realistic level of provision to be achieved. The 20-minute drivetime suggested represents the 75% level of those residents who indicated that they would expect to drive to provision for children and young people.</p> <p>Consideration of access to provision for young people by public transport is also particularly important for this typology and should be considered as part of the application of the local standards.</p>

**Quality Standard (see appendix F)**

<b>Recommended standard – provision for children</b>
<b>“A well designed clean site of sufficient size to provide a mix of well-maintained and imaginative formal equipment and an enriched play environment in a safe, secure and convenient location. Sites should have clear boundaries, with dog free areas and include appropriate ancillary accommodation such as seating, litterbins and toilets in the locality of larger sites. Sites should also comply with appropriate national guidelines for design and safety and safeguard residential amenity of neighbouring land users”</b>
<b>Justification</b>
<p>The need to address the mis-use of some sites is reflected within the standard in the need to design the site well, to locate in a safe and secure location and to have clear boundaries. This can refer to clear boundaries from older children facilities to try and deter older children using younger children facilities. As such, the standard reflects the need for the good design of play areas. Toilets were a highly rated aspiration but this will not always be appropriate and is therefore only where appropriate and within the larger sites (e.g. those located within parks and gardens).</p> <p>A recognition of the need for places to go to meet friends is incorporated in the need for an enriched play environment rather than a focus only on formal equipment. In addition, the promotion of informal play is picked up within the amenity greenspace vision. Consultation highlighted the importance of these sites being of sufficient size for children to enjoy, and this is mentioned in the quality vision.</p>

<b>Recommended standard – provision for young people</b>
<b>“A site providing a robust yet imaginative play environment for older children in a safe and secure location, with clear separation from younger children facilities, overlooked from some aspects and that promotes a sense of ownership. The site should include clean, litter and dog free areas for more informal play and appropriately designed seating and shelter. Sites should also comply with appropriate national guidelines for design and safety”</b>
<b>Justification</b>
<p>Although not undertaken for this study, our experience of other studies where IT Young People surveys have been completed demonstrate the important to regular users of such spaces to ‘meet friends’, as somewhere to go and to specifically use the equipment. Although based on the consultation responses, the standard also incorporates elements of standards set for other authorities due to the limited response rate. Vandalism and security are issues for young people's play areas and as such the focus of this standard is on the issue requiring robust and varied equipment and shelter. Promoting a sense of ownership with the sites may also help to reduce the level of vandalism. Providing imaginative play will help to ensure facilities are interesting enough to meet needs. The existing quality of sites is considered to be poor and it is important that sites are improved and work towards achievement of the quality vision.</p>

**Applying provision standards – identifying geographical areas**

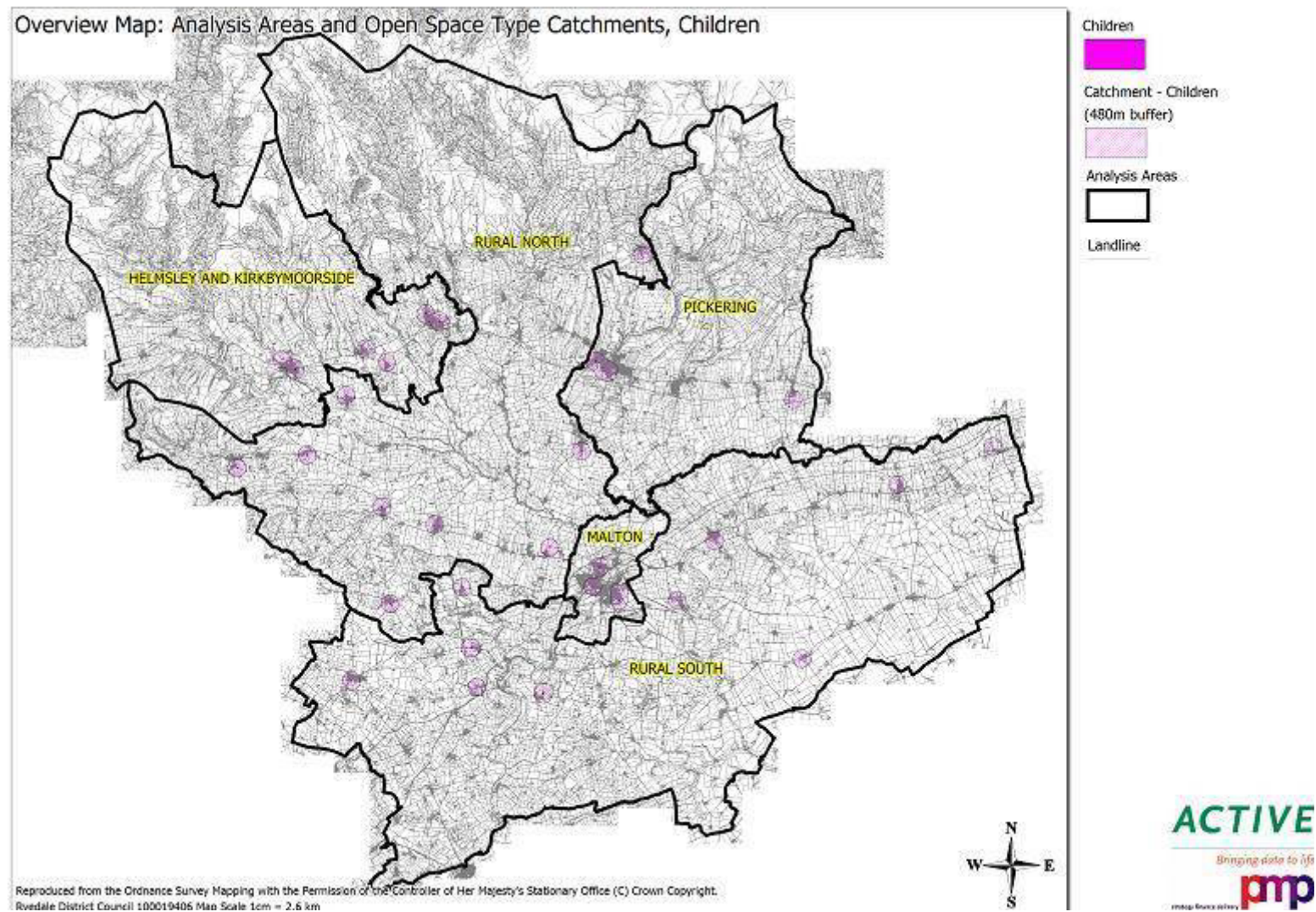
- 4.30 In order to identify geographical areas of importance and those areas with unmet local needs the quantity standard is applied together with the local standard for accessibility. The quantity standards enable the identification of areas that do not meet the minimum provision standards, while the accessibility standards will help determine where those deficiencies are of high importance. Applying the standards together is a much more meaningful method of analysis than applying the standards separately and therefore helps with the prioritisation of sites.
- 4.31 In quantitative terms, the current supply of provision for children and young people is equivalent to 0.79 facilities per 1000 population, a level that is below the recommended local standard of 0.85 facilities per 1000 population (or 1 facility per 1175 population).
- 4.32 The level of provision in each analysis area for children and young people’s facilities when measured against the recommended local quantity standard is set out in table 4.2 below. This provides background information into the spatial distribution across Ryedale, and represents a starting point for identifying accessibility deficiencies.

**Table 4.2: Shortfalls / Surplus in provision for children and young people**

Analysis Area	Current provision per 1,000 population (no of facilities)	Local Standard	Level of provision against local standard	Future requirement – Population Scenario 1	Future requirement – Population Scenario 2	Future requirement – Population Scenario 3
Malton	0.42	0.85	-5.06	-8.74	-8.01	-9.48
Pickering	0.77	0.85	-0.81	-2.65	-3.02	-2.29
Helmsley and Kirkbymoorside	1.08	0.85	1.47	0.37	0.00	0.73
Rural North	0.84	0.85	-0.06	-0.43	-0.43	-0.43
Rural South	0.97	0.85	1.53	1.16	1.16	1.16
District wide	0.79	0.85	-2.95	-10.30	-10.30	-10.30

- 4.33 Table 4.2 shows that there is a requirement for in the region of 10 new facilities across Ryedale as a whole. This represents a 25% increase on the existing level of provision (41 facilities). More detailed interpretation of the application of the quantity standard suggests that a large proportion of this increase should be met in Malton where there is currently the largest quantitative shortfall in provision irrespective of the growth scenario used.
- 4.34 It is important to consider the quantity of provision in the context of accessibility in order to fully understand the distribution of sites and areas where real deficiencies lie. For example, despite the fact that Helmsley / Kirkbymoorside and the Rural South analysis areas appear to have sufficient provision in terms of the quantity of facilities to meet the needs of the population, there may still be accessibility deficiencies and other issues to be addressed. Figure 4.1 illustrates the applied accessibility catchments for provision for children and young people.

Figure 4.1: Provision of facilities for Children in Ryedale



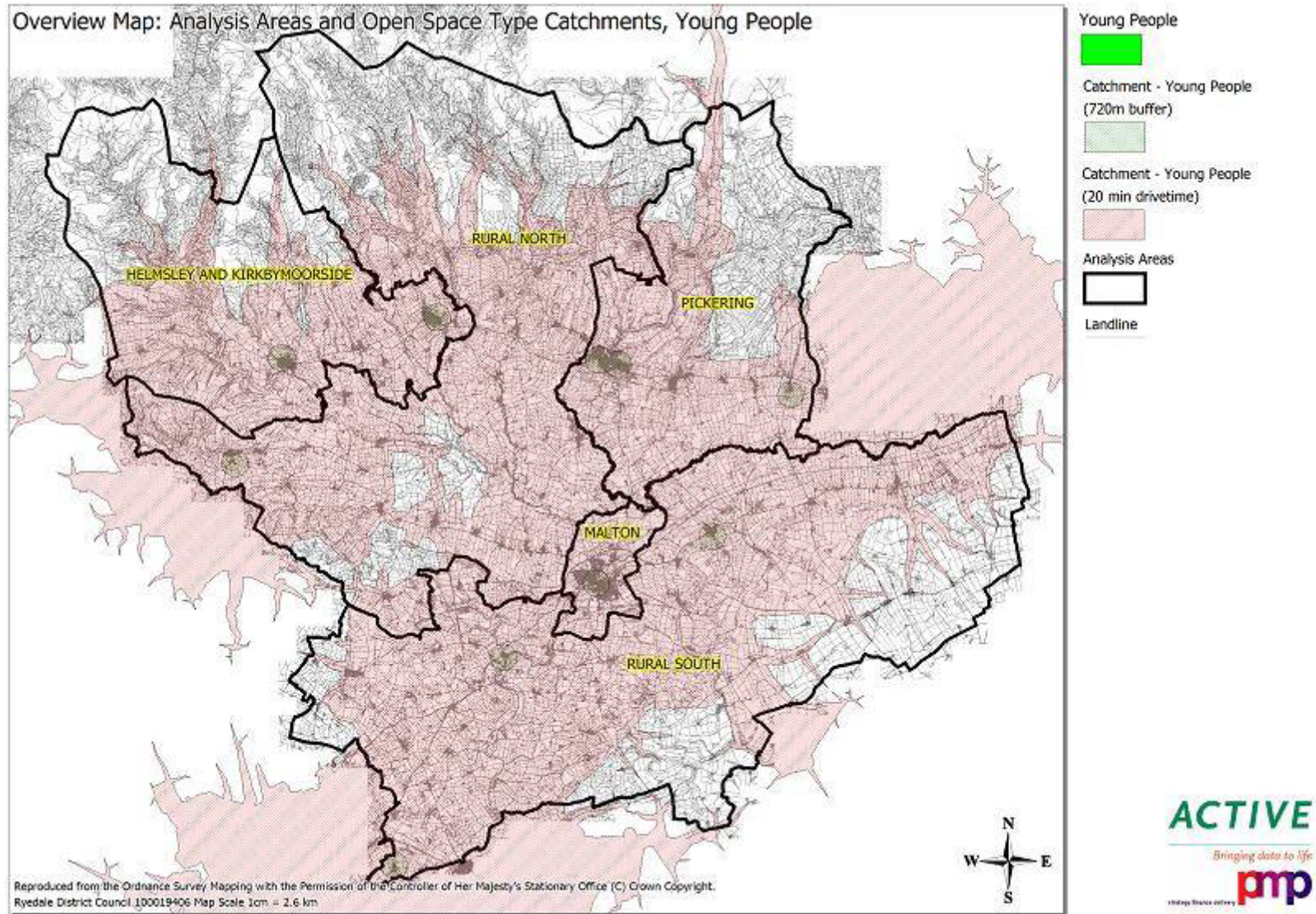
## **SECTION 4 – CHILDREN AND YOUNG PEOPLE**

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- 4.35 The overview map of the District provides a picture of how the facilities for children are distributed across the analysis areas. As can be seen, a large number of the sites are located within the two rural analysis areas serving small village settlements. Within the scope of the audit (i.e. land within the plan area) there is a good distribution of facilities across these analysis areas. In light of the expectation that facilities for children should be within close proximity to the home, it can be seen that there are some settlements where residents are outside of the appropriate catchment area for play facilities i.e. where there is no play area in that village.
- 4.36 It is evident that a vast majority of sites within Malton, Pickering, Helmsley and Kirkbymoorside analysis areas are focused on the main settlement for each with very little provision in the outlying rural hinterlands of these towns.
- 4.37 An indication of the distribution of provision for young people across the District has been provided overleaf.



Figure 4.2: Provision for Young people across Ryedale





## SECTION 4 – CHILDREN AND YOUNG PEOPLE

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- 4.38 The accessibility standards have been sub-divided into a walk time for urban areas and a drive time for the more rural areas. This is reflective of consultation, which suggests that residents in rural areas expect to have to drive to reach such facilities. Figure 4.2 illustrates that the majority of provision for young people is located within the main settlements within Ryedale. The application of the localised urban standard is discussed later in the chapter.
- 4.39 The application of the rural standard (a 20 minute drive time) shows those areas in which residents are outside of this catchment, i.e. not within a 20-minute drivetime of a facility for young people. The majority of these areas fall with the North of the district, including those in the North Yorkshire Moors planning authority. Facilities within the North Yorkshire Moors Plan area have been excluded from this audit.
- 4.40 Provision within the rural north analysis area is restricted to a site within Ampleforth, which is located on the periphery of the analysis area. This means that there are small pockets of residents living outside of the catchment (within the plan area).
- 4.41 Whilst the Rural South is one of only two analysis areas without a requirement for a greater quantity of provision for children and young people, there are a number of smaller settlements located outside of the recommended 20-minute drive time catchment. Given their location of the periphery of the plan area, levels of provision in the adjoining authorities should be considered.
- 4.42 Priorities for new provision for both children and young people should be applied to the emerging settlement hierarchy in the Council's LDF. Providing facilities in every settlement is not a sustainable approach (particularly given the restraint policy on housing growth in some areas and subsequent reduction in the scope for developer contributions and other investment opportunities). Where provision is considered appropriate, this should be in the context of:
- existing population and demographics
  - the nearest provision of children and young people facilities in surrounding settlements
  - the local demand and community support/engagement in providing such facilities
  - potential for delivery and ability to manage and maintain
  - access by public transport (discussed in further detail overleaf and illustrated on figure 4.3).

<b>CYP1</b>	Support Parish Councils to provide facilities for children, prioritising projects that meet the above criteria.
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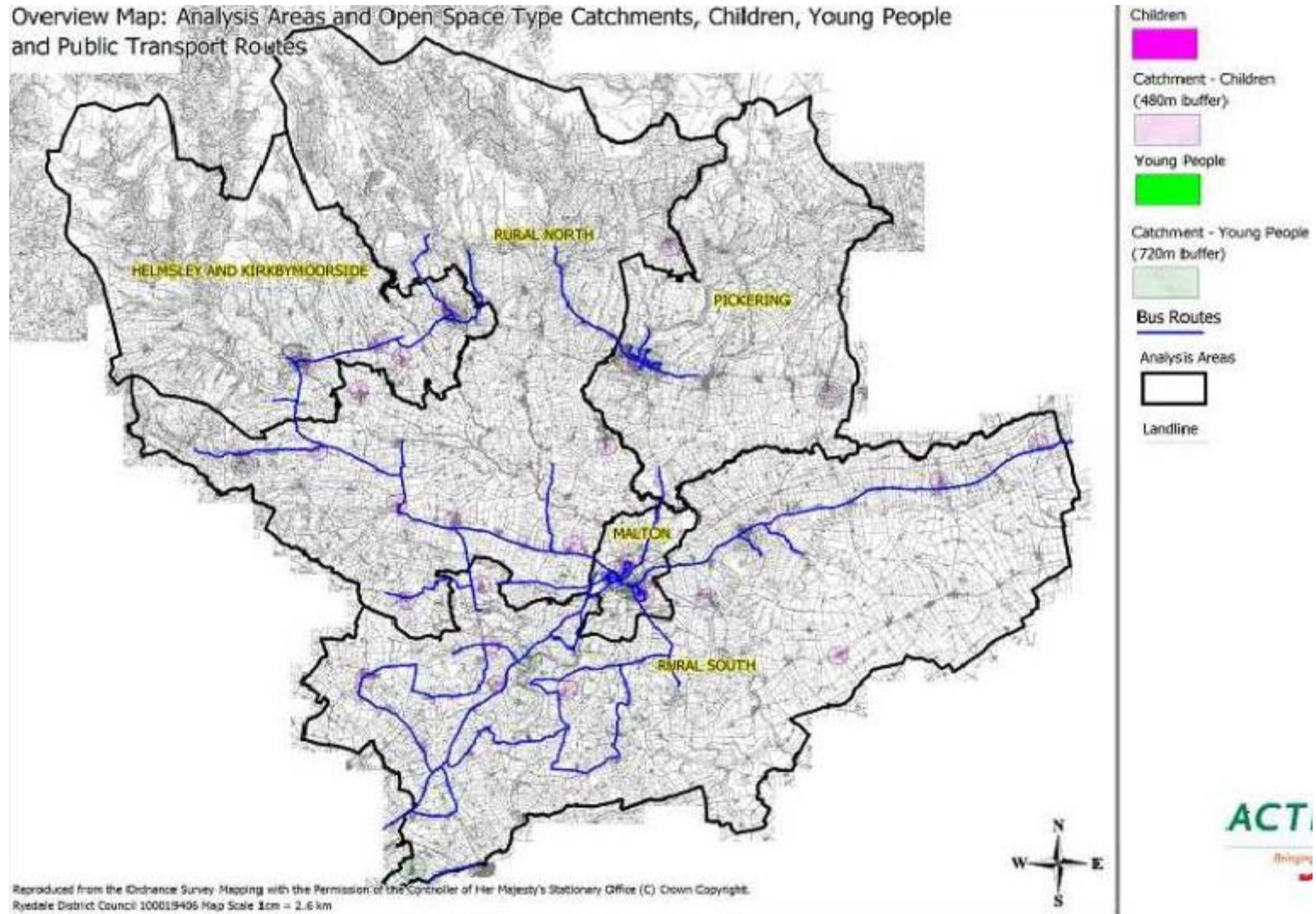
- 4.43 In order to ensure that facilities are well maintained and there is sufficient provision for children and young people which meets the needs of local communities, all providers should be encouraged to engage with and involve local communities in the design and management of local facilities. In addition to ensuring that facilities meet local needs, this will also aim to increase the level of respect for the facility from local youths and consequently reduce the levels of vandalism, graffiti and anti social behaviour. Facilities provided should be imaginative and meet community needs

## **SECTION 4 – CHILDREN AND YOUNG PEOPLE**

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<b>CYP2</b>	Encourage engagement and involvement with the local community to ensure that facilities meet local needs and expectations.
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**Figure 4.3: Access to facilities for Young People and Children by Public Transport**



## SECTION 4 – CHILDREN AND YOUNG PEOPLE

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- 4.44 Figure 4.3 on the previous page demonstrates how existing provision for children and young people relates to the existing bus route.
- 4.45 Given that there are a number of settlements particularly in the rural areas where there is no form of provision for children and young people, access to facilities in neighbouring settlements by public transport may be of particular importance. It is therefore preferable for sites to be located on a bus route, maximising their availability to other users.

<b>CYP3</b>	Carefully consider the location of sites in relation to the public transport network and ensure where possible that sites are located on or adjacent to local bus routes to ensure access is maximised
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- 4.46 With a few exceptions, the vast majority of existing sites for children and young people are within settlements that the bus route passes through.
- 4.47 Despite some residents being outside of the recommended catchment for provision for children and young people in the rural north area, the site for teenagers in Ampleforth is located adjacent to a main bus route ensuring that it is accessible to a wider catchment than just those who live locally.
- 4.48 While the majority of sites are well located in terms of the public transport network, it can be seen that sites significantly detached from the existing bus network include:
- Eberston (Pickering analysis area)
  - Kirby Misperton (Rural North analysis area)
  - Newton on Rawcliffe (Pickering analysis area)
  - Grindalythe (Rural South analysis area)
- 4.49 Provision of local facilities for residents in settlements away from the bus routes should be prioritised over those with good transport links to reach other facilities.

<b>CYP4</b>	<p>Provision of local facilities for residents in settlements away from the bus routes should be prioritised over those with good transport links to reach other facilities. Any new provision should however be considered in the context of the criteria set out in 4.43</p> <p>In light of the recommended quantity standard (1 facility per 1175 people) all rural settlements with populations over this size should contain a facility.</p>
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- 4.50 Sites of other typologies (many of which may serve a secondary function of provision for young people and children), particularly village / market town amenity spaces, provide an opportunity for re-provision or enhancement to provide additional facilities for children and young people. Quantitative deficiencies may be alleviated through the extension of existing sites for both children and young people, whereas accessibility deficiencies should be met through new or re-designated sites.

<b>CYP5</b>	Where considered appropriate, facilities for children could be located on existing village amenity areas. Villages currently containing amenity areas but no play facilities include:
	<ul style="list-style-type: none"> <li>• Sand Hutton</li> <li>• Claxton</li> <li>• Harton</li> <li>• Barton le Willows</li> <li>• Thornton le Clay</li> <li>• Thorpe Bassett</li> <li>• Helperthorpe</li> <li>• Foxholes</li> <li>• Wintringham</li> <li>• Langton</li> <li>• North Grimston</li> <li>• Crambe</li> <li>• Allerston</li> <li>• Low Hutton</li> <li>• Bulmer</li> <li>• Sproxton</li> <li>• Barton le Street</li> <li>• Salton</li> <li>• Harome</li> <li>• Cropton</li> <li>• Sinnington</li> <li>• Scagglethorpe</li> <li>• Amotherby</li> <li>• Broughton</li> <li>• Middleton</li> <li>• Wrelton</li> </ul>

**Provision within service centres**

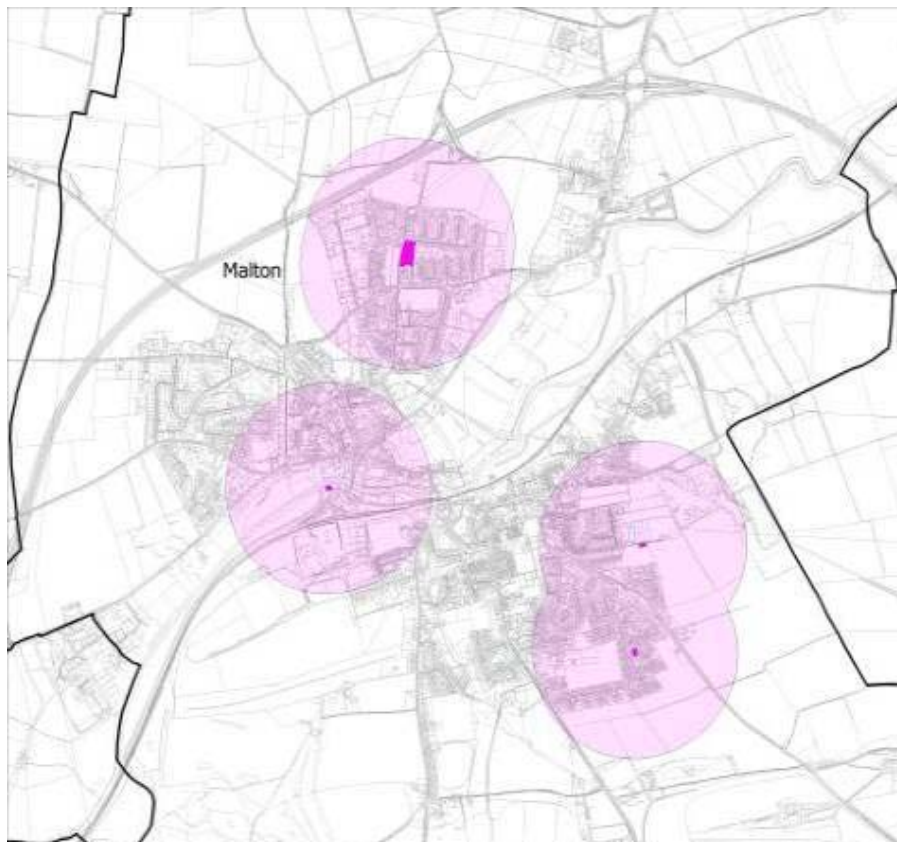
- 4.51 As a principle basis for sustainable development the Ryedale LDF will ensure that future population growth will be distributed on a settlement hierarchy. As discussed in section 1, this will see Malton / Norton as the principal service centre and main focus of growth within Ryedale. Pickering will be developed as the main centre for the northern part of the District and Kirkbymoorside and Helmsley will see sufficient housing growth to support their roles as rural service centres.
- 4.52 Given the emphasis on these areas in terms of future growth, it is of fundamental importance that the implications of the agreed local standards in terms of the adequacy of provision both now and in the future are fully explored. The existing level of provision for children and young people is set out overleaf and is as follows:

<b>Settlement Hierarchy</b>	<b>Settlement</b>	<b>Number of Facilities for Young People and Children</b>
Principle Service Centre	Malton / Norton	5
Local Service Centre	Pickering	7
Rural Service Centre	Kirkbymoorside	2
Rural Service Centre	Helmsley	3

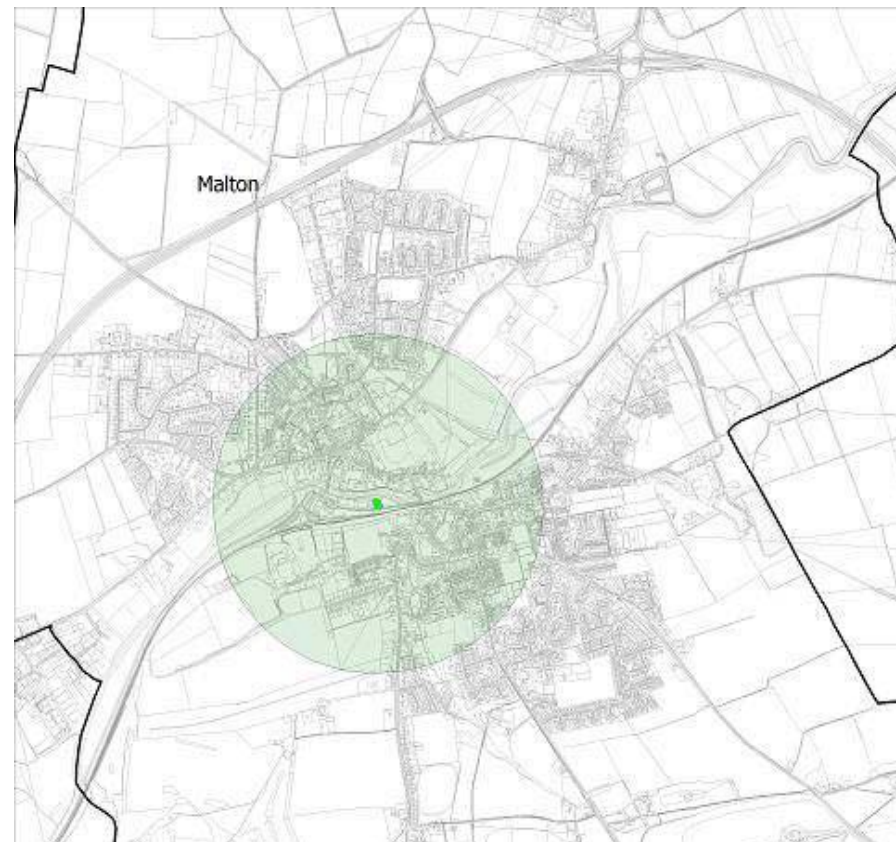
- 4.53 Provision of facilities for children and young people in each of the areas likely to experience growth is therefore discussed in the sections that follow:

**Figure 4.4: Provision for children and young people within Malton / Norton**

**Provision for children**



**Provision for young people**



## SECTION 4 – CHILDREN AND YOUNG PEOPLE

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- 4.54 In total there is 5 sites for children and young people within Malton. Given a 2001 Parish population of 5030, this is equivalent to 0.994 facilities per 1000 population.
- 4.55 Figure 4.4 reveals that there are a large number of residents within the Town who have to travel further than a 10 minute walk time to reach a children's play area. These deficiencies are highlighted in detail on the previous page where it can be seen that deficiencies include the western areas of Malton and the northern areas of Norton. Furthermore, with the exception of the largest site to the north of Malton, all of the existing sites cover a small geographical area in the context of the number of residents within their catchments. This would suggest that not only do accessibility deficiencies exist, but that current sites may be able to sustain higher levels of use.
- 4.56 In light of the identified deficiencies in quantitative terms in the Malton area, new facilities in the areas of accessibility deficiency highlighted on the previous page should be considered.

<b>CYP6</b>	Address deficiencies of provision for children in the Malton and Norton area, specifically: <ul style="list-style-type: none"><li>• West Malton</li><li>• North Norton.</li></ul>
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- 4.57 Existing provision for young people is located centrally within Malton, meaning that a number of residents on the outskirts of the town are outside of the local accessibility catchment. Whilst this serves to pinpoint areas of priority for new provision, the NPFA standards state that new facilities should be located as close to the centre as possible. In this respect, the central location of the existing site helps to mitigate the impact of the existing accessibility deficiencies and the expansion of this site could represent a more viable option for resolving existing deficiencies. The central location also maximises the number of residents that are able to access this facility within the local catchment.
- 4.58 When considering the location of provision for both children and young people alongside one another, the residents deficient in one form are frequently within the catchment of the other. It must be noted however, that children's facilities do not offset deficiencies of young people's provision. A suitable site either adjoined to a children's facility (as a multi-age site) or new site (provided through the redesignation of a surplus amenity green space) should be investigated as a priority for the Council in order to ensure that there is sufficient provision for young people in Malton.

<b>CYP7</b>	Investigate the feasibility of providing an additional site to serve young people in Malton. This should be delivered either through the development of a new site on an existing surplus amenity green space site or alternatively by the addition of facilities for young people at an existing site for children to create a multi age facility.
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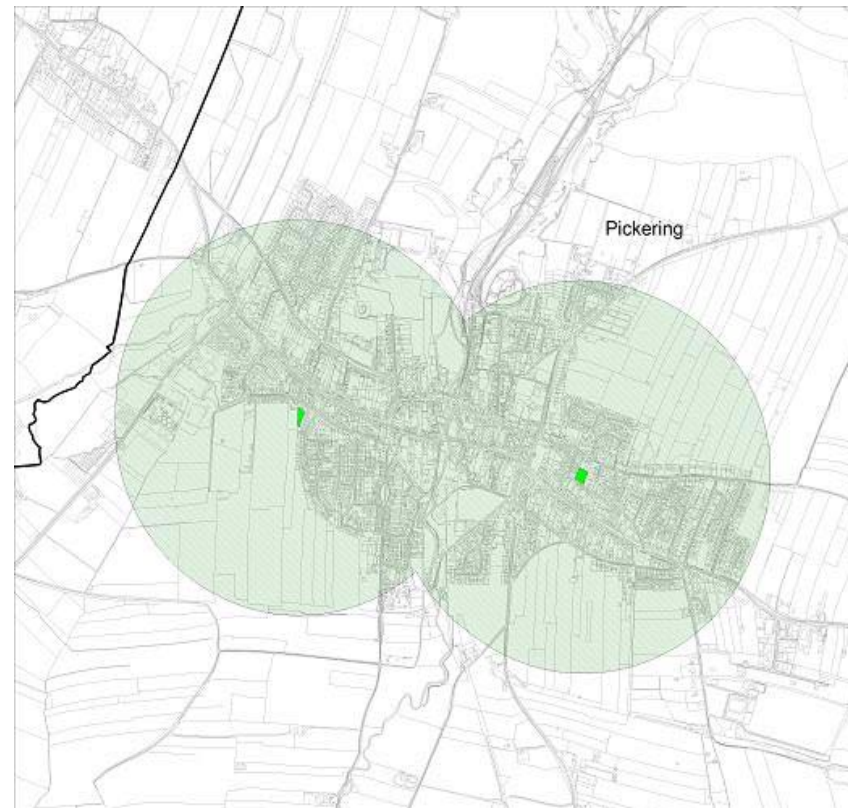
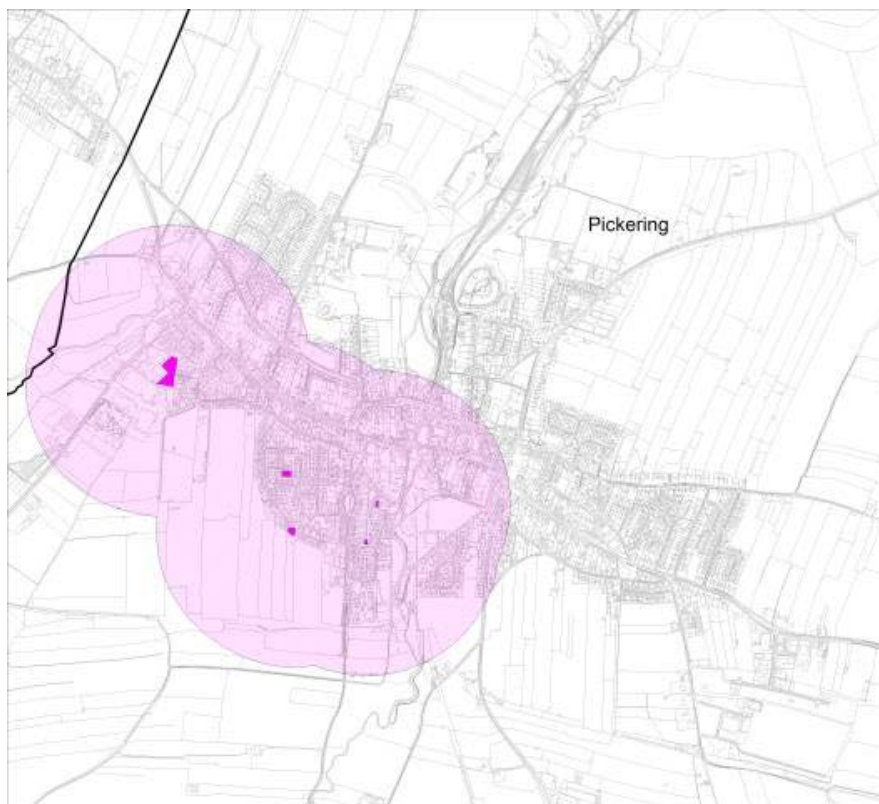
- 4.59 New provision is particularly important in light of the nature of facilities for young people and the wider catchment area these facilities are intended to serve – many residents from the outlying rural areas will travel in to the towns to use these facilities, exacerbating any current issues of capacity and placing additional pressure on the facility to sustain high amounts of usage.







**Figure 4.6: Provision for children and young people within Pickering**



**Provision within Pickering**

- 4.60 The combined level of provision for both children and young people within Pickering equates to approximately 7 sites. In 2001, the population within the Parish of Pickering was 6950, which results in a level of provision in the region of 1.01 facilities per 1000.
- 4.61 Figure 4.6 reveals that similar to the situation in Malton and Norton, there are significant residential areas outside of the 10-minute walk time catchment of a children’s play area. This is reinforced and heightened by the distribution of existing sites which are all located to the South and West of Pickering, with no provision to the North or East. Four small sites are located in close proximity to one other, serving very similar catchment areas.

<b>CYP8</b>	Consider the value (determined by the level of use and the current quantity of facilities) of the sites serving similar catchment areas in order to assess opportunities for redesignation and relocation. This will be particularly important in Pickering in light of the distribution of existing facilities. Three of these facilities were considered to be good quality sites.
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- 4.62 In light of the identified quantitative deficiencies and the number of residents currently living outside of the recommended catchment for play areas consideration should be given to addressing the needs of local residents through the provision of new sites.

<b>CYP9</b>	Provide new sites for children in the eastern areas of Pickering to offset deficiencies.
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- 4.63 In contrast to provision for children, facilities for young people are well distributed (located at either side of the town) and there is minimal overlap between the catchments, with only limited overlap towards the centre of Pickering. This helps to ensure that almost all local residents are within an acceptable walking distance of a facility for young people. However, it is important to note that quantitative deficiencies could still exist when considering the size of facilities compared to the existing populations. This is particularly important when taking into account the fact that these sites, although located in the towns are also intended to serve residents living in the outlying villages who will travel further to reach the site.

4.64 The identified deficiencies are highlighted in detail below:

**Figure 4.7: Areas of deficiency in Pickering**



**Figure 4.8: Provision for children and young people within Helmsley**



**Provision within Helmsley**

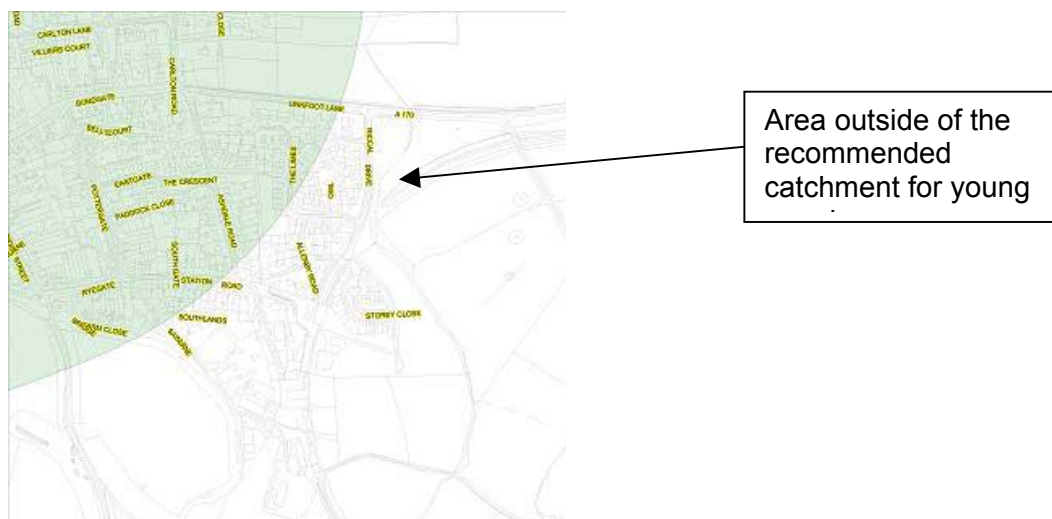
- 4.65 Provision for children and young people in Helmsley is equivalent to 1.92 facilities per 1000 population (3 sites serving a 2001 parish population of 1560).
- 4.66 Despite having only two sites in total, figure 4.8 indicates that existing provision for children is well distributed, with very few residents outside of the accessibility catchment. Despite this, given that there are only two sites within the town, the number of residents each site is serving should be considered, as it may be that each site is sustaining higher levels of use than should be expected.
- 4.67 Given the good distribution of play areas for children, further provision to satisfy the local quantity standard could be achieved through the expansion of existing sites or alternatively through the delivery of new sites. If new provision is considered necessary, it is residents within the centre of Helmsley who currently have the furthest distance to travel to reach a play area.

<b>CYP10</b>	Deliver new provision of facilities for children in Helmsley to support the network of provision currently available and ensure that quantitative supply meets with demand. Any new facilities should be located centrally.
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- 4.68 Although there is only one site for young people in Helmsley, located to the north of the town, almost all residents are able to access this site within the recommended 10 minute catchment with only those living to the south east of the town falling outside.
- 4.69 In terms of priorities, provision for young people in the south east of Helmsley would help to address the existing accessibility deficiencies and ensure that all residents are within the appropriate accessibility threshold. The area outside of the provision for young people accessibility catchment is shown below. This area should be a priority for new provision in Helmsley.

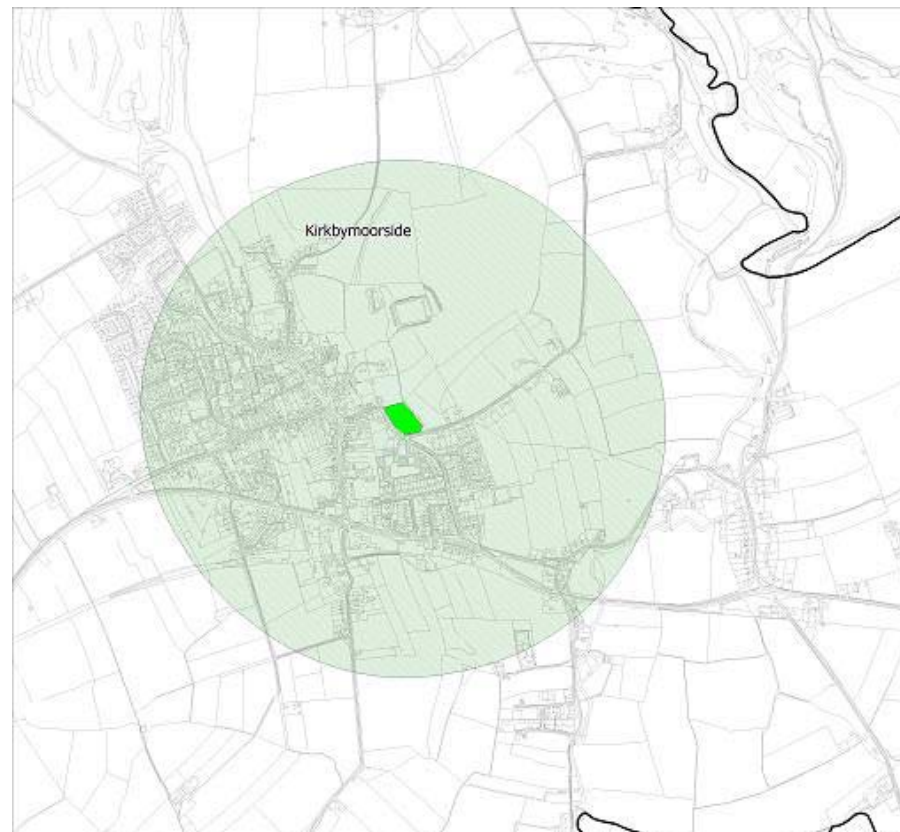
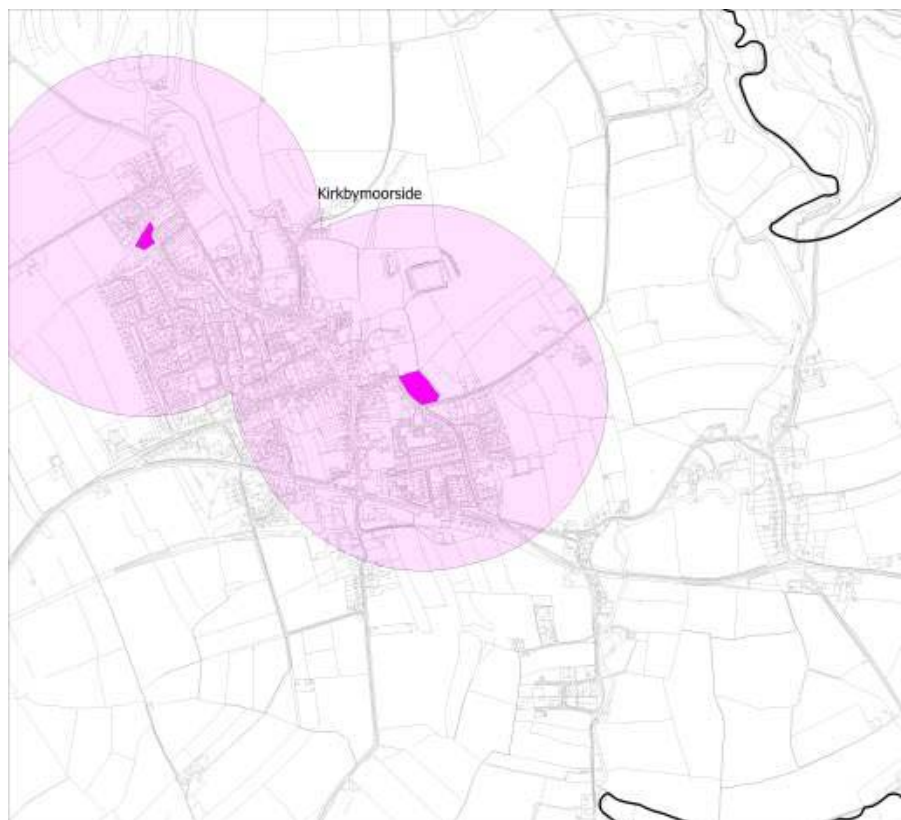
<b>CYP11</b>	Investigate opportunities to provide a new facility for young people to the South East of Helmsley to address existing deficiencies.
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**Figure 4.9: Areas of deficiency in Helmsley**





**Figure 4.10: Provision for children and young people in Kirkbymoorside**



**Provision within Kirkbymoorside**

- 4.70 The level of provision for children and young people is equivalent to approximately 0.69 facilities per 1000 population (2 facilities serving a 2001 parish population of 2880), suggesting that further provision is required to satisfy local need in quantitative terms.
- 4.71 As can be seen in figure 4.10 on the previous page, despite there being only two sites provision for children is well distributed with few accessibility deficiencies. Although there are two facilities, the multi-purpose site at Old Road that includes equipped children's play space and also a skatepark for older children offers a significantly wider variety of facilities than the Ryedale View site, which currently only includes a swing and a seat. Therefore in reality residents to the West of the town are more poorly served than residents living to the east.
- 4.72 Although the facility at Old Road is located on the eastern side of the town, the majority of residents are within the recommended distance of the facility for young people. Only those living to the North West of Kirkbymoorside are outside of the catchment.
- 4.73 In terms of priorities for new areas, further provision in areas outside of the accessibility catchment to the west of the town would have substantial benefits in terms of the quantity and accessibility of this typology. The expansion of the Ryedale View site should also be considered to ensure that equal opportunities are provided to all residents.

<b>CYP12</b>	Enhance the quality / expand facilities at Ryedale View to ensure that the needs of residents living to the West of Kirkbymoorside are met.
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- 4.74 The areas falling outside of the accessibility catchments are shown overleaf.

**Figure 4.11: Areas of Deficiency in Kirkbymoorside**



**Value assessment**

4.75 Value is an entirely different and separate concept from quality. It relates to the context, level and type of use and the wider benefits of each open space, sport and recreation facility.



## SECTION 4 – CHILDREN AND YOUNG PEOPLE

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- 4.76 PPG17 notes that in relation to context, a space or facility that is inaccessible is almost irrelevant to potential users and therefore may be of little value, irrespective of its quality. Similarly, if there is significantly more high quality provision in an area than needed, some of it may well be of relatively little value – and conversely if there is very little provision in an area, even a space or facility of mediocre quality may well be valuable and well used by the local community.
- 4.77 There are four sites that are the only type of provision within the village that they serve. These sites are of particularly importance in providing recreational opportunities for local residents.
- 4.78 The “context” for provision for children and young people is predominantly about the lack of provision in an area, highlighting the importance / value of existing sites.

<b>CYP13</b>	<p>Where a facility is the only site within a settlement it is particularly important in meeting the needs of local residents. There are four sites for young people which are the only sites in the village and should therefore be considered highly valuable sites, specifically;</p> <ul style="list-style-type: none"><li>• Kriby Grindalythe</li><li>• Whitwell</li><li>• Wombleton</li><li>• Kirby Misperton.</li></ul>
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- 4.79 The specific location of a site within a settlement is also important. The site should be appropriately and safely located within the locality it is expected to serve. Eight sites were highlighted at the same of site visits as being poorly located. Although the provision of facilities to serve these catchments is essential, the specific location of these sites should be considered further to identify whether there are more appropriate areas within the village.

<b>CYP14</b>	<p>Consider the appropriateness of the location of the following sites for children and young people:</p> <ul style="list-style-type: none"><li>• Westow</li><li>• Beadlam</li><li>• Wombleton</li><li>• Newton on Rawcliffe</li><li>• Kirkby Misperton</li><li>• Swinton</li><li>• Settrington</li></ul>
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- 4.80 Given their value to the community, improving quality at poorly scoring sites is highly recommended. The quality of sites was discussed early in this section and it was evident that there are significant variations in the quality of facilities.
- 4.81 Consultations highlighted that the quality of sites is particularly important for provision for children and young people and residents have concerns surrounding the levels of vandalism and graffiti that some sites receive in addition to safety concerns.

<b>CYP15</b>	<p>Enhance the quality of those facilities scoring poorly to ensure all meet the needs and expectations of users. Facilities considered to be poor overall include:</p> <ul style="list-style-type: none"> <li>• Adj. to Playing Fields, Helmsley</li> <li>• Whitwell Play Area</li> <li>• Crambeck</li> <li>• Off Main Road, Kirkby Misperton</li> <li>• Main Road, Settrington</li> <li>• West Garth, Sherburn</li> <li>• Adj to Playing Fields, Staxton &amp; Willerby</li> </ul> <p>Given that all of the above facilities serve unique catchments it is particularly important to ensure they meet user expectations in terms of quality.</p> <p>Specific issues at key sites should also be addressed – all sites receiving a rating of poor against any of the baseline criteria should be investigated in further detail and the issue rectified where possible.</p>
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4.82 Many sites were considered to provide a good quality of provision overall and are therefore of high value in the overall context of children’s play provision. All providers of facilities should strive to achieve the quality vision at all new and existing sites.

<b>CYP16</b>	<p>Providers of all sites should strive to achieve the quality vision. All newly developed sites should also fit in with this criterion.</p>
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<b>CYP17</b>	<p>Sites of high quality and serving unique catchments are highly valued. These include:</p> <ul style="list-style-type: none"> <li>• Finkle Street, Adjacent to Village Hall, Sheriff Hutton</li> <li>• Rainbow Lane Play Area, Malton</li> <li>• Burdale Close, Norton</li> <li>• Riverside View Play Area, Norton</li> <li>• Old Road, Kirkbymoorside</li> <li>• West of the Limes, Helmsley</li> <li>• B1363 Oswaldkirk</li> <li>• Off Brookside, Hovingham</li> </ul>
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4.83 PPG17 notes that poorly used spaces or facilities may be of little value (although the visual impact of a poorly used greenspace can be significant) while well used spaces and facilities are always of high value. The level of usage has not been assessed as part of this study. It is recommended that the Council gather this information to increase understanding of the value of existing sites. Where sites are of low usage

and consequently of little value further investigations should be undertaken into the reasons for these low levels of usage and consideration should be given to the appropriate policy option such as redesign of the site, qualitative enhancements or a change in primary purpose.

- 4.84 The third and final strand of assessing the value of sites are the wider benefits it generates for people, biodiversity and the wider environment. It is recommended that the Council gather this information to increase understanding of the value of existing sites.

### **Summary**

- 4.85 Consultation highlights that there is an overall perception of insufficient facilities for both children and young people across Ryedale. The quality of facilities is perceived to be varying, with some considered to be good while others are highlighted as poor, particularly in terms of the appropriateness of their location and disabled access.
- 4.86 The recommended quantity standard reflects the local expectation for higher levels of provision and three of the five areas of the district fall below the recommended minimum standard. The accessibility standard highlights the need for local provision of facilities for children indicating that all residents expect to be within walking distance of a facility. Expectations for facilities for young people are slightly lower, and as these are primarily located within the towns, residents living in the rural areas expect to travel by car. Given the rural nature of the district, public transport links between facilities for children and young people are essential, maximising links and usage of these sites.
- 4.87 The application of the quantity and accessibility standards highlights an overall good distribution of facilities across the district. While there are many rural settlements without facilities, it will not be appropriate to provide sites in all areas.
- 4.88 Across the towns, additional facilities are required to satisfy the local standard. Despite this, there are few accessibility deficiencies indicating that the overall distribution of facilities is good, although some areas where residents are unable to access facilities have been identified. Priorities for future provision in all areas and the value of existing sites are discussed. It is also important to consider the provision for children and young people in the context of village and market town green space sites, which may offer more informal recreation opportunities.
- 4.89 This PPG17 assessment should inform the development of the Ryedale District Council play strategy, which will assess the opportunities for play across the district in more detail.