

Executive Member Decision making Session 6th August 2018

Report of the Director of Economy and Place

Portfolio of the Executive Leader (incorporating Finance & Performance) and Executive Member for Environment (Deputy Leader)

York Central Design Guide

Summary

1. The York Central site is adjacent to the railway station and is one of the largest brownfield sites in northern England; see the plan at Annex 1 which sets out the extent of the outline planning application. This neglected and run-down area is currently the first impression many visitors will experience of York. It provides a huge opportunity for improvement. The site is ideal for regeneration including new homes, Grade A commercial office space, an enhanced cultural experience delivered by the National Railway Museum and a range of new public spaces and facilities. As a gateway to York this space will be in tune with York's rich history whilst heralding our role in developing future city living in the UK
2. York Central will not only deliver iconic, attractive spaces for new homes and businesses, but also improve the wellbeing of residents, connecting communities to the city and beyond. Through sensitive and intelligent planning, it is proposed to revitalise and invigorate our economy, reduce social isolation, improve health and well-being and whilst recognising our unique heritage, build innovative and exciting spaces that are fit for the future.
3. The scheme is being promoted by the York Central Partnership (YCP) which is made up of Network Rail (NR) Homes England, the National Railway Museum (NRM) and the City of York Council (CYC).
4. The YCP have developed a master plan for the regeneration of York Central and in June 2018 Executive agreed the illustrative master plan and the preparation of outlining planning applications for the whole York Central site which will be submitted in August 2018. That report also set out the shared partnership ambitions for York Central and described how, through joined-up

consultation with city residents and businesses, the scheme will achieve wide ranging social, environmental and economic benefits.

5. Executive agreed to delegate the endorsement of a further significant document in the outline planning application – the Design Guide – to the Leader and Deputy Leader prior to the submission by the York Central Partnership of the outline planning application.
6. The purpose of this report is to secure endorsement of the York Central Design Guide for submission as part the Outline Planning Application for the York Central site.

Recommendations

The Executive Leader and Executive Member for Environment (Deputy Leader) are asked to endorse the Design Guide for submission as part of the York Central Outline Planning Application.

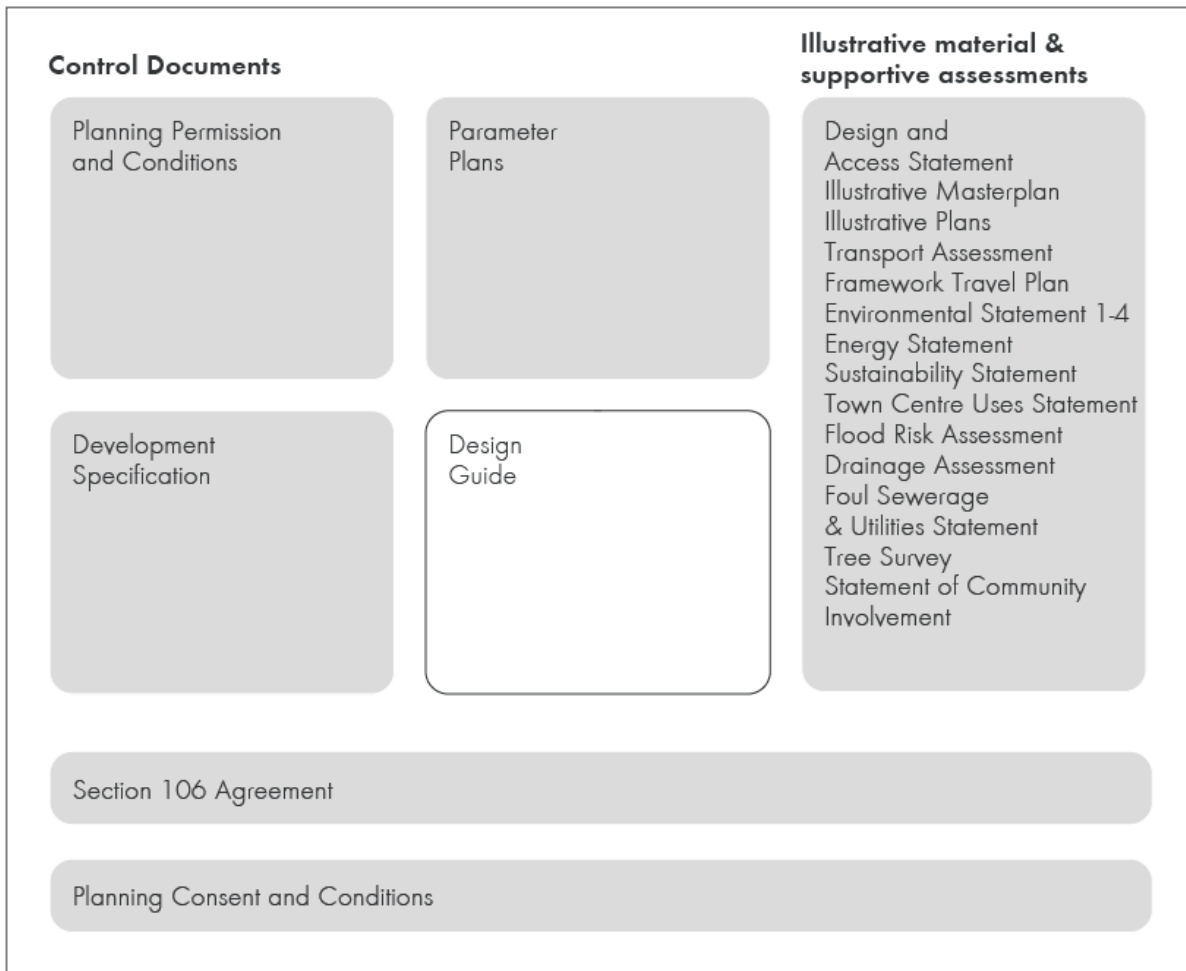
Reason: To secure quality and sustainability place making objectives for York Central, and to ensure the timely progression of the York Central development.

Background

7. On 21 June 2018 Executive agreed the submission of an outline planning application for York Central on the basis of parameter plans and an Illustrative Masterplan. The parameter plans are the key elements of the submissions and the illustrative masterplan demonstrates a version of development that complies with these parameters plans.
8. Parameter plans establish the framework for the development and are accompanied by the Design Guide (the Guide) which will be used to inform and determine future detailed planning applications. The illustrative masterplan sets out YCP's indicative scheme within these parameters. It is a plan of what the site could eventually look like and forms part of the outline planning application, supported by a wide range of documentary evidence setting out such matters as the environmental and transport impacts of the scheme.
9. The outline application provides a comprehensive description of the whole scheme and addresses :-
 - i. Use types
 - ii. Scale and Massing

- iii. Affordable Housing
- iv. Transport and Movement
- v. Parking provision
- vi. Community provision

10. The diagram below illustrates the suite of documents that accompanies the outline planning application for the site.



11. The outline application does not include decisions about the front of the railway station or the station itself – these will be set out in future detailed planning (and Listed Building Consent) applications, however, they are clearly related and plans are being developed so that they integrate with York Central and will be mindful of the principles and quality aspirations that are set out in the York Central Guide.
12. Future detailed planning applications will be submitted for further site infrastructure works and individual plots/ phases of development and these will be assessed in the context of the outline planning documents including the Design Guide.

The Design Guide

13. The draft Design Guide is attached at Annex 2. It forms an important component of the outline application. In combination with the parameter plans, the Guide sets out the design criteria which will be applied in considering future reserved matters planning applications. These include things such as; building typologies and appearance, the palette of materials, the preserved views and public space.
14. The Guide must strike the right balance, in promoting the highest achievable standards of Design and Sustainability for C21st development, whilst also facilitating commercially viable development over the life of the masterplan. Accordingly the document must avoid being overly prescriptive and offer an open framework to encourage high standards and sustainable development for the benefit of the City.
15. The Guide has been developed by the Consultant Team responsible for the York Central Masterplan and informed by the agreed site vision, the significant body of community engagement feedback, and pre-application engagement with the local planning authority, Historic England and a wide range of City stakeholders.
16. The Guide incorporates both ambitious codes (mandatory requirements) for design and sustainability standards, which will allow the City of York Council as Local Planning Authority to control these factors in the determination of future reserved matters applications for York Central; and aspirational guidelines as befits the York Central site. It contains :
 - i. mandatory codes, the 'must be adhered to' elements set out as bold text in the document,
 - ii. advisory guidelines, as encouragement, 'which should be considered where practicable' and which applicants will be required to demonstrate consideration of in their planning application submissions
17. Flexibility is an inherent and necessary quality in the Guide to allow for development plans to be brought forward over a 20 year time scale and in response to changing circumstances (including regulatory change) over time.
18. The target timescale for the submission of the final outline planning application is the 8th August 2018. The application is made up of a suite of inter-related documents forming many hundreds of pages. The finalisation of all the supporting documents is ongoing and Annex 2 represents a final draft of the Guide. However, there may need to be minor amendments to ensure consistency or correct any inaccuracy identified during the final read through

of the combined drafts., These will be incorporated before the submission of the planning application. It is not anticipated that there will be any significant changes, but an update will be given at the Decision Making session to highlight any changes in the final document..

How the Design Guide helps deliver Council Objectives

19. The June Executive report set out a series of objectives which CYC wish to see delivered as part of the York Central development. The Design Guide will support the delivery of the following objectives:

Housing

- i. The creation of sustainable, affordable and accessible housing that meets the needs of residents throughout their lives through the adoption of high quality build standards that reduce carbon and prevent fuel poverty.

Public Realm

- ii. The absolute commitment to creating quality new places that integrate with existing communities
- iii. The creation of exciting, vibrant, public spaces, ranging from paved urban spaces, through formal and informal green spaces to space for nature, these will promote health and cultural creativity for all ages, whilst ensuring ease of maintenance

Sustainability

- iv. The creation of a multi- modal transport strategy that augments the existing pedestrian and cycle networks, improves cycling and public transport provision whilst mitigating the negative impacts of additional traffic on our roads
- v. To ensure that effective waste and recycling facilities are built into the fabric of all developments
- vi. An exemplar approach to water management to respond to climate change and manage and mitigate the impact of flooding and enable us to live well with water
- vii. Providing exemplar green infrastructure that is future proofed for climate change

Culture

- viii. To create active public realm and suitable commercial and community spaces to support cultural innovation, events and businesses.

Key Features of the Design Guide

20. The Guide is important, both in setting out our quality ambitions to create a great place on York Central, and providing a statutory framework that will enable the planning authority to ensure that this quality ambition is achieved and maintained over time.
21. The Guide is ambitious and seeks to create an exemplar development whilst responding to the significant financial viability challenges posed by the site. It sets out guidance as follows :-

Heights, Massing and Levels

22. Clear guidance to ensure that York Central will be seen as a successful addition to the urban form and roofscape of York with appropriately scaled buildings and protection for key views across the site and of the Minster

Public Open Space

23. Strategic guidance on the types of public space, both formal and urban as a setting to the station, the new commercial area and the National Railway Museum; and also extending through a range of more informal landscaped spaces to the Central Park as a green space and beyond to Millennium Green as an informal community recreational resource and with space for nature. The guidance includes provision for Public Art.

Streets

24. Clear guidance to ensure that the streets of York Central prioritise people and cyclists over vehicles. Promotion of innovative residential street typologies including play streets and mews.

Heritage Assets

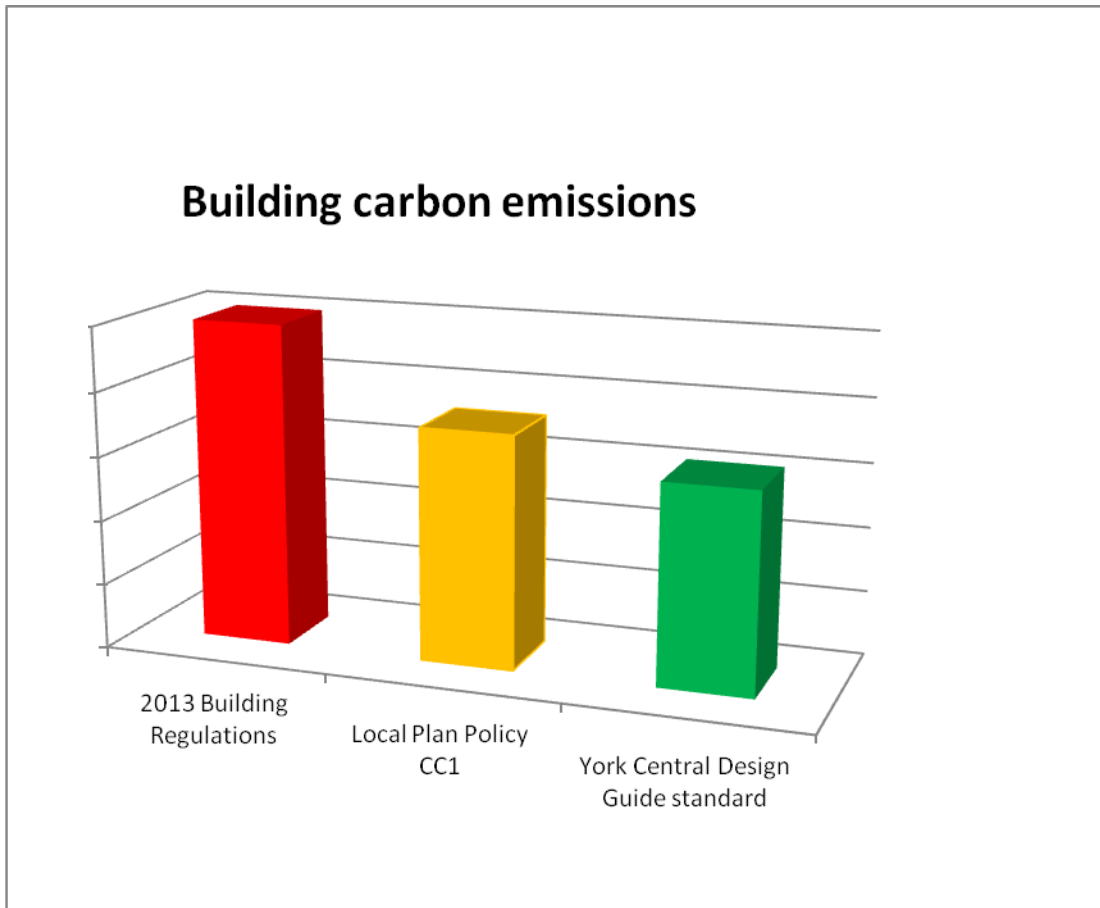
25. Confirmation that the site's rich history is integral to its future and clear guidance on how to treat any retained features and buildings.

Building Appearance and Types

26. A range of guidance to ensure that the overall appearance, built form and materials of new buildings are appropriate in the context of a C21st extension to the existing historic City, which is admired across the world.

Sustainability

27. Carbon emission standards which exceed current national and local policy compliance by 10%. This is a significant uplift and goes beyond the levels conventionally proposed by private developers, as illustrated below :



28. On site energy generation. Consideration has been given to the creation of a district heating network (DHN) however following an initial technical assessment and early business case this is not being proposed as it does not represent a good long term solution. The DHN would need to be powered by a Gas combined heat and power plant (CHP) which would build in long term fossil fuel use on site. Predictions on the greening of the energy grid mean that in the medium to long term this is a worse carbon solution than simply drawing energy from the grid. Energy costs could also be more expensive than the grid and therefore contribute to fuel poverty and affordability issues, forming a potential deterrent to occupiers and residents on the site which ultimately would disincentivise development. On site generation including photo voltaic arrays will see energy generated on site, with guidance to respect the visual impact upon sensitive views across the site.

29. Sustainable Urban Drainage (SUDS). The development is following a best practice exemplar approach as part of the key site infrastructure in providing a SUDs approach for the *whole* site to ensure that the run-off rates from the development meet the exacting EA standards. In a city such as York, this approach to water management is crucial in ensuring that there is no additional burden on the wider city with respect to flood risk arising from the development. The SUDs approach has been integral to the project team thinking about the site and allows for; a dry swale (bit of a specialist word – are we providing a glossary?) through the boulevard, a wet swale with standing water as a landscape feature in the park adjacent to the steam running line, and a reed bed for natural filtration in a suitable location at the north west end of the site, linked to the eventual controlled discharge into Holgate Beck.

Community Engagement

30. An early consultation exercise in 2016 - Seeking your Views - and a specific consultation on access options in August- September 2017 had fed into the decision made in November 2017 to identify a preferred western access route. At that time Executive asked for an enhanced approach to Community Engagement. The 21 June 2018 Executive report outlined the extensive consultation activity already undertaken which has since been supplemented by face to face consultation events focusing on movement, the masterplan, the proposed expansion of the NRM and transport. This extensive engagement process has shaped the Outline Master Plan and the Design Guide.

The YCP Partnership

31. The YCP is currently a non-legally binding partnership of public sector bodies. All work undertaken to date has been undertaken at risk by all partners, which has been funded partly from external grants. A Memorandum of Understanding has been agreed by all partners and detailed work is underway to finalise the formal partnership agreement and it is anticipated that costs incurred in this early phase will be shared between the partners when it is formally agreed (except for NRM explain?). The Outline Planning Application for York Central will be made by Homes England and Network Rail and the detailed application for the key infrastructure will be made by City of York Council.

Timetable

32. The timetable for the project is set out below

Master plan Consultation	Jan-April 2018
--------------------------	----------------

Access construction Exec decision	March 2018
Further Community Engagement	May / June 18
Exec Decision on Outline parameters	June 18
Submission of Outline Planning Applications	Aug 2018
Submission of Planning Application for Road and bridge	Sept 2018
Detailed RIBA stage 4 design for construction of access road and bridge commences	Oct 2018
Determination of Planning Applications	Dec 18–Jan 19
Executive decision on Partnership Agreement and commencement of infrastructure construction	Jan 19
Bridge and road construction commences	May 2019
Early phase development	2020
Bridge and spine road complete	March 2021

Council Plan

33. The project will assist in the creation of a Prosperous City for All, and be a Council that listens to residents particularly by ensuring that :-
- i. Everyone who lives in the city can enjoy its unique heritage and range of activities.
 - ii. Residents can access affordable homes while the greenbelt and unique character of the city is protected.
 - iii. Visitors, businesses and residents are impressed with the quality of our city.
 - iv. Local businesses can thrive.
 - v. Efficient and affordable transport links enable residents and businesses to access key services and opportunities.
 - vi. Environmental Sustainability underpins everything we do.
 - vii. We are entrepreneurial, by making the most of commercial activities.
 - viii. Engage with our communities, listening to their views and taking them into account.

Implications

Financial – The financial implications of the project were set out in the June 2018 Executive report. A delay to the submission the outline planning application may have an impact on the overall costs of the project

Human Resources (HR) – none

Equalities – Refer to the June 2018 Executive annex - One Planet York better decision making tool assessment

Legal – For clarification, the endorsement of the Design Guide by members of the Executive is for the purpose of submitting a planning application to the Council for consideration. Endorsement does not give any status to the Design Guide as a Council policy document in the planning process. The planning application will be determined separately by the Council as Local Planning Authority and be assessed against planning policy.

Information Technology (IT) - There are no IT implications.

Crime and Disorder - The detail design of any future scheme will require detail consideration of crime and disorder implications and there will be structured input from the Police Architectural Liaison Officer

Property – *none*

Risk Management

34. The project is complex and high risk and until the scheme receives planning consent and a partnership agreement is formalised all investment from all parties is at risk.
35. The primary risk is the potential breakdown of the delivery partnership between the partners with a consequent failure to unlock the site. This has been addressed by the establishment of a working group, project board and escalation procedures thus ensuring senior level collaboration across all the public sectors partners. It is expected that these will be embedded within the terms of a proposed partnership agreement.
36. Failure to agree the Guide will lead to a delay in the submission of the Outline Planning application which will delay the delivery of the scheme. This delay

may then give rise to the risk that external funding bids are not agreed or that existing agreed funding cannot be drawn down which will ultimately put the whole project at risk.

37. There is a risk that the Guide is perceived to have set overly onerous / restrictive mandatory requirements which would deter development. However, under ambitious standards could allow poor quality development to undermine the City's ambitions for York Central.
38. If the scheme does not go ahead there is the risk that the cost of the development to date may not be fully recovered.

Contact Details

Author:

Tracey Carter - Assistant Director for Regeneration and Asset Management. Tel No. 553419

Chief Officer Responsible for the report:

Neil Ferris – Director of Economy and Place

David Warburton - Commercial Project Manager - Regeneration and Asset Management. Tel No. 551312

Report Approved



Date 27 July 2018

Specialist Implications Officer(s) *List information for all*

Financial – Patrick Looker
Finance Manager
Tel No. 551633

Legal – Andy Docherty
Assistant Director Legal and Governance
Tel No. 551004

Wards Affected: Holgate, Micklegate

All

For further information please contact the author of the report

Annexes

Annex 1 – Map of site
Annex 2 – Draft York Central Design Guide

Background Papers:

21 June 2018 Executive report (Agenda item 5)

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10469&Ver=4>

21 June 2018 Executive report (Agenda item 5: Annex 6) One Planet York
Assessment

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10469&Ver=4>

List of Abbreviations

CYC - City of York Council

CHP- Combined Heat and Power

DHN - District Heating Network

EIA - Environmental Impact Assessment

NR - Network Rail

NRM - National Railway Museum

SUDS - Sustainable Urban Drainage -

YC - York Central

YCP – York Central Partnership