

## **York Visioning and Economic Masterplanning**

The following responds to an invitation made by Yorkshire Forward (YF) to Professor Alan J Simpson to (i) engage with the City of York Council (CYC) and YF in leading the York Visioning and Economic Masterplanning project 2009-2010; (ii) the meeting held with YF and CYC on 27AUG09; and (iii) the brief for the York Visioning and Economic Masterplanning project issued 27AUG09.

The visioning and economic master planning work will cover three key elements:

- The ‘core’ visioning which will inform the economic master plan.
- The role of advocate and ‘stimulator’ in relation to the emerging City Centre Area Action Plan (CCAAP).
- The role of ‘facilitator’ with regard to how the major projects and initiatives and new thinking can tie into a wider economic master plan through the role of the new Renaissance Team in York, who will ultimately lead the progress of the major projects and initiatives.

In pursuit of the project objectives Professor Alan J Simpson will lead a panel of some six experts in urbanism and masterplanning, urban planning and design, landscape design, urban conservation and sustainable development, economic planning, cultural planning, and highway, transportation and movement planning and design.

It is recommended that two members of the Panel be drawn in part from the Urban Design Associates + Urban Design Skills (uda + uds) Team which have supported Prof Alan Simpson for several years in similar areas of work including the Yorkshire Renaissance Towns Program. Skilled in urbanism and masterplanning, urban planning and design, landscape design, urban conservation, and sustainable development. The (iv) economic, (v) cultural and (vi) highway, transportation and movement planning inputs are to yet be identified. List of suggested individuals and their core expertise to be agreed.

We understand the importance of developing an overarching vision and master plan for York that pulls together the various ongoing initiatives, and paints a compelling picture of the future economic potential of the city. To do this our response, building on the briefing note (27aug09), sets out our approach to the development of the York Visioning and Economic Master Plan, the expert panel and the Renaissance Team.

### **Context – Strategic thinking**

There has been much activity in recent years in analysing the key issues facing York, developing a vision for the city and planning its future growth:

- The Future York Group report (2007) – a report by the council and key stakeholders which looked at the economic issues, and the city’s potential and the barriers to achieving this.
- The Sustainable Community Strategy was adopted in 2008.
- The LDF Core Strategy is out to consultation on its preferred options for meeting the city’s future development needs.
- The York Northwest Area Action Plan, covering the York Central and British Sugar sites, was subject to Issues and Options consultation in late 2007, and is now moving towards preferred options.
- The City Centre Area Action Plan, subject to Issues and Options consultation in summer 2008, is now moving towards preferred options including production of a Vision Prospectus.
- The Centre for Cities report *York: prioritising prosperity* was published in 2009.

We are not starting with a clean slate: the team will draw on the various strands of work carried out to date. However, there is no overarching economic master plan that seeks to pull the various initiatives together, or that paints a compelling and picture of the future economic potential of the city. That will be the key outcome from this commission.

### **Context – York Renaissance**

YF is working with CYC to help deliver a programme of renaissance, targeting major transformational projects across the city and enhancing delivery skills focused on placemaking. This is currently going through the business case process and should be finalised soon.

The York Renaissance project will have three strands:

- Visioning and Economic Masterplanning. Through a visioning and economic masterplanning exercise, involving work streams to inform the emerging City Centre Area Action plan and Core Strategy, a more cohesive approach to the city's development will be delivered. The role of the major sites in delivering this economic master plan will also be considered.
- Creation of a dedicated renaissance team. This project will fund a new dedicated team that will sit within CYC for a three-year period, supplementing the existing CYC planning team and concentrating on the delivery of the major projects and employment sites emerging across the city, which are seen as economic drivers for the city and sub-region.
- Working with Integreat Yorkshire to enhance the existing development capacity and skill delivery by partnering CYC in a Regen Academy York.

The (core) team has undertaken project meetings and site visits. These initial information-gathering exercises have highlighted the level of activity in recent years in analysing the key issues facing the city, developing a vision for the city and planning its future growth.

### **The Commission**

The Visioning and Economic Master Planning commission will comprise three parts:

- Principal role: Visioning and economic master planning: considering the city as a whole and its future role and potential, and considering how the various major projects planned or in the pipeline can be pulled together to tell a coherent story about the city and its economic potential, and how this can be delivered in a way that strengthens the city's attractiveness and sense of place. This includes the role that its partners (such as the universities and colleges) would play in maximising its economic, cultural, social and environmental potential.
- Secondary role: Acting as an advocate and a 'stimulator' in terms of the work carried out to date on the City Centre Area Action Plan (CCAAP) flowing out of the workshops, including advice on how to embed its aspirations with key stakeholders in the city, raise its profile and ensure that it is led by a clear vision.
- Secondary role: Providing a connecting role as 'facilitator' in consideration of the major projects planned or in the pipeline, working closely with the new Renaissance Team and reporting to the steering group, on how the long-term delivery proposals for the economic master plan can be implemented in terms of the major sites and key projects within the CCAAP; and setting the context within which the Renaissance Team can work.

### **The Economic Master Plan**

We can understand that CYC and YF are looking for a Vision and Economic Master Planning Document for York, which will set out where the city wants to be in 20 years time.

The output will be a statement of intent on the part of the council. This should be ambitious and raise the profile of the city, attracting international interest and investment. It will give clear direction about where and how growth in jobs will be stimulated (with the aim of 26,000 extra jobs by 2030), and also how the social and cultural life of York residents and visitors will be improved (with 40,000 additional residents by 2030) through projects that will transform specific places.

We see this work as informing the vision for the city centre and the ongoing work on the CCAAP. The ‘stimulator’ role in terms of the CCAAP work will therefore be the key.

#### CYC aspects to be informed by the visioning.

The objective of the economic visioning and master planning is to ensure that the future physical form of York provides full opportunity to support the city’s economic potential. CYC led aspects to be informed by the visioning.

#### **The City Centre Area Action Plan**

We understand that the City Centre Area Action Plan needs to be a vision-led document for York city centre. For the first time since the Esher Report of 1968, it will set out a comprehensive strategy for defining the city centre over the next 20 years.

The city centre vision will ensure that the historic core – ‘the jewel of York’- will continue to play a significant local, national and international role in the 21<sup>st</sup> century.

- The CCAAP will need to excite and draw in contributions from urban designers, architects, artists, planners and community leaders, as well as developers, retailers, and other investors
- It will look to showcase the city and identify where there may be further opportunities for small and large area improvement, redesign and new development
- The vision will provide the platform for (and prompt) detailed design proposals. These will inform the development of a Preferred Options and then Submission document as part of the CCAAP.
- Following on from formal adoption of the CCAAP Plan, it will provide the framework for guiding public and private sector investment and funding bids, and provide continuity and a constant reference point for planning the city.

We will provide creative input on the city centre visioning. It will begin with a review of recent progress on the City Centre Vision Prospectus and the other CCAAP work to date, ensuring that principles of place are embedded in our approach.

A strong focus of the CCAAP will be on enhancing the public realm framework or ‘spatial master plan’. This spatial master plan will tie in with the spatial strategy (including the public realm and access strategy), bringing together pedestrian and vehicular movement strategies.

**The City Centre Vision Prospectus** (currently in draft) follows on from the CCAAP (Issues and Options report, 2008) and which started the discussion about what we want for the city centre over the next 20 years. We intend to take it to members for comment in the autumn.

The Vision Prospectus has been drafted following local community and stakeholder consultation on the CCAAP last year. It aims to address the big issues facing the city through creative and ambitious ideas to provide new development, activity and revitalised streets and spaces in the city centre.

**The CCAAP** forms part of the Local Development Framework (LDF), a statutory planning document that will be submitted to the Secretary of State for approval. Its comprehensive evidence base includes the Sustainable Community Strategy, Regional Spatial Strategy, Local Transport Plan, and Economic Strategy.

The objective of the economic visioning and master planning of York will be to ensure that the future physical form of the city provides full opportunity to develop, flex and support its future economic potential. The work will inform the vision for the city centre and the ongoing work on the CCAAP. CYC Renaissance Team led aspects to be informed by the visioning.

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### **Major projects in the pipeline and the role of the new Renaissance Team**

This element of the commission would be to consider the key outcomes of the visioning and economic masterplanning work and the major transformational projects, and consider how these could be delivered in a way that supports the wider master plan.

A summary of the major transformational projects is set out in Annex 2 to this note. There will clearly be other projects that will come out of the CCAAP work. There are many separate initiatives underway, planned or proposed in an on the edge of the city centre. Key issues to address in the city centre have been identified from the CCAAP work to date. These are set out as Annex 1 to this note.

### **Project Advocate**

Professor Alan Simpson will act as project advocate for the York Visioning and Economic Masterplan. In carrying out this role, Alan and his team (the core team) will ensure that the project will:

- Draw in contributions from urban designers, architects, artists, planners and community leaders, as well as developers, retailers and other investors.
- Showcase the city and identify where there may be further opportunities for small and large area improvement, redesign and new development.
- Provide a connecting role as ‘facilitator’ in consideration of the major projects planned or in the pipeline, working closely with the new Renaissance team and reporting to the steering group, on how the long-term delivery proposals for the economic masterplan can be implemented in terms of the major sites and key projects.

This work by Alan Simpson and the expert panel will inform the City Centre Area Action Plan (CCAAP), setting the context for the work of the Renaissance team.

### **Expert panel**

The expert panel will act as a key resource and hands-on development team that works with Alan Simpson on the development of the York Visioning and Economic Master Plan.

It is proposed that the panel will include two members of UDA+UDS team who will work through Integreat to develop a skills and learning programme suitable to move forward the visioning process and help inform the delivery programme to implement the final agreed Vision. This will help inform the long term approach adopted within the regen academy is consistent with this investment in York. These members who have worked together on a number of previous renaissance projects across the UK, have the skills and experience to deliver the outputs required by the York Visioning and Economic Masterplan and will provide Alan Simpson with support in analysis and scoping, project development, workshop facilitation, skills training, drawing production and supporting written documentation.

The core team will draw in additional support on movement, economics, transport, and culture (by others, and to be determined with YF & CYC – still to be agreed)

### Alan Simpson

Professor Alan Simpson MSc RIBA MRTPI is an architect urbanist, teacher and writer. He has worked in the UK and Europe, the USA, Russia, Australia and New Zealand with multi-disciplinary teams and community and business interest groups engaged on urbanism, strategic urban design and urban regeneration, housing, community planning, and urban and architectural conservation projects, in collaboration with government agencies, local authorities and consultants across the UK. He has also led major research programmes, published and taught on urban planning and design, urban renaissance and community planning issues at the universities of Newcastle upon Tyne, Liverpool, University College London, Carnegie Mellon University Pittsburgh PA, and The Mackintosh School of Architecture GSA University of Glasgow.

The two members from UDA / UDS will be drawn from below.

### David Chapman

Is internationally recognised for creating distinctive and successful places, which are born out of interdisciplinary working and community involvement. With over two decades of design experience, David's approach is grounded in advancing placeplanning through practice, research and academia. He has played a leading role in a range of urban design, masterplanning and design guidance projects throughout Britain and Europe. David's approach is grounded in his architectural and planning background, which allows him to work seamlessly between strategic development principles and detailed implementation matters.

### Scott Adams

Has 10 years' experience within the design and development fields, ranging from architecture and urban design to planning and development. While his most recent experience focuses within the UK, he has worked on projects that have been built in the USA, China and Costa Rica. His work includes urban regeneration and masterplanning, light rail corridor and station design, citywide comprehensive planning, community art facilitation, public engagement and participation, and sustainable design.

### Rob Cowan

Is the author of The Dictionary of Urbanism and editor of Context, the journal of the Institute of Historic Building Conservation. His other publications include The Connected City, The Cities Design Forgot and Urban Design Guidance. He was a joint author of Re:urbanism and the CLG/CABE design guide By Design, and the author of three design guides for the Scottish Government: Designing Places, Housing Quality and Masterplanning. He devised the community audit method Placecheck and the urban design skills appraisal method Capacitycheck.

### **The Steering Group**

The expert panel will report back to a Steering Group. This will include Jan Anderson of YF and senior politicians. The panel will work with stakeholders York including the city council, businesses, retail, tourism, the cultural sector, politicians, the university and colleges, and other important stakeholders identified during the analysis and scoping stages.

### **Stages of work**

In alignment with the briefing note, we recommend that tasks be broadly split into two stages (i) Sept-Dec 2009; and (ii) Jan-March 2010 with a final reporting back late March and the delivery of final documentation early May 2010.

- (i) This stage will project initiation, analysis and scoping, preliminary workshops and stakeholder meetings, and expert panel appointment.
- (ii) This stage will include information production, masterplanning, workshops, training and skills development ( through detailed consultation with Integreat) dissemination and reporting back.

### **Detailed work stages**

Submit revised brief to Yorkshire Forward

- Revised brief to Yorkshire Forward on 09 September 2009. **We recommend a follow up meeting between CYC, YF, and uda+uds, which should take place in Sep09 in Leeds (tbc)**
- Appointment of economist

### Agree delivery plan and outputs

- Outputs will be central to the final York Visioning Strategy. Direct outputs of the findings will include a coherent, strategic open space framework or Public Realm Strategy; key development areas and sites, enabling works and infrastructure, planning guidance and the role of the CYC Renaissance Team.
- Outputs will be agreed with CYCYF and Integreat as part of the inception of the project.
- The final report will identify a series of detailed next steps and outputs that will lead to the delivery of the vision over the next 20 years. This will form the basis of the delivery plan.

### Information gathering and data analysis

- A clear understanding of the city, its districts and neighbourhoods will be essential from the start of the project. The core team will gather mapping and past and present studies. Mapping will highlight recent developments and current initiatives in spatial form. Other initiatives will be identified in corresponding text.
- The identification of stakeholders within the local authority, the business community and those who help shape and maintain the city. This will assist in understanding the existing organisational structures and knowing who does what.
- Analysis of strengths and areas of opportunity will set the scene for the York Visioning and Economic Master Plan. This information gathering and data analysis will be undertaken during October 2009. Background information to be provided by CYC.
- A list of stakeholders to be identified by CYC.

### Site visits and preliminary stakeholder meetings

- The core team will identify key sites throughout the city and will visit each to document urban design attributes, such as movement, hard and soft sites, landmarks and gateways, uses and building heights. The site visits along with the desktop study will provide the base information. This work will begin from the starting point using what analysis has already been prepared.
- Stakeholders will be contacted and dates will be arranged to meet and discuss the developing project. Stakeholders will also be encouraged to participate in the project workshops.

### Scoping report (including panel recommendations)

- The scoping report will include the key findings and overview – mapping, identification of key stakeholders, analysis of place and site investigations, stakeholder meetings, key sites and urban design analysis, and key stakeholder interviews.

- The scoping report will confirm all panel members, roles and responsibilities, time requirements and a schedule of meetings.
- The scoping report will be submitted to CYC and YF on 26 October 2009 (is this date still achievable?) for review. Sign-off on the scoping report will allow the core team to progress to the next stage of work.

#### Panel appointments

- The sign-off of the scoping report will allow the core team to begin work on the facilitation and design stage.
- A formal appointment of the panel members will begin this second stage of development. This next stage of work will commence in November 2009.

#### Master Plan

- The Visioning and Economic Master Plan will build on the existing assets and opportunities over the next 20 years; and create a unique sense of place through commercial, business, tourism, cultural and housing opportunities, and associated facilities and spaces.
- The Master Plan will identify spatial strategies to better connect places and enhance neighbourhoods and key locations and districts. A strategy will be developed from the scoping report, interviews with stakeholders, input from the core team and panel members, and through workshops with stakeholders and local authority officers.
- Opportunities will be tested and refined during this stage of development to identify the ‘forward plan’ from October through January. They will be presented to CYC and YF prior to be taken forward to the stakeholder and local authority team.

#### Plan refinement

- Following selection of ‘ways forward’ with the local authority group, additional meetings will further refine and develop the plan during February and early March 2010.

#### Preparation of final master plan information and report

- The final Master Plan report will summarise the process and the ‘plan’, consider its further development and profile strategic phasing. The Visioning Strategy report will be created during March 2010.

#### **Renaissance team training**

The Academy supports all skills development to enhance delivery of the CYC shared and agreed vision including the existing and new Renaissance team.

The Renaissance team will be the main facilitators within the local authority, charged with realising the master plan. Their training and education during the project development will be augmented with project workshops (hands-on training) during afternoon sessions following the mornings’ wider local authority training sessions. The content for these sessions will be agreed between CYC, YF and Integreat Yorkshire . They will engage team members in facilitated workshop sessions that will not only promote an understanding of key themes, but also promote competences in place making that will deliver a greater appreciation and understanding of the master plan and the overall Renaissance of York.

#### **Report back**

- The final draft master plan will be submitted to YF for review in March 2010. A legacy plan for mentoring the Renaissance team should be discussed with CYC and YF. The Academy will work alongside CYC + YF core team to grow and support the skills and learning opportunities and capabilities to activate the agreed liaison and deliver the key outcomes.

#### **Report back to Renaissance team**

- The final draft master plan will be submitted to the Renaissance team with a presentation by the core team at the end of March 2010.

Following adoption of the CCAAP Plan, the master plan will provide the framework for guiding public and private sector investment and funding.

### **Timescales and alignment**

Timescales will ensure that the Vision Plan be delivered at stages appropriate to inform ongoing work on York's LDF, as advised.

A March 2010 delivery will ensure its availability before:

- The Core Strategy pre-submission consultation in March 2010.
- The City Centre AAP Preferred Options consultation in April 2010 and pre-submission consultation in November 2010.
- The York Northwest AAP Preferred Options consultation in Spring 2010, and then pre-submission consultation in late 2010.

To ensure that these timescales are achieved, we envisage the following broad timescales for the commission:

- Scoping and analysis: September 2009.
- Key meetings and workshops: October/November/December 2009 and January 2010.
- Key outputs (reporting and master plan): March 2010.
- Submission: March 2010

### **Project outputs – subject to scoping exercise (i) above**

***Outputs to be agreed and endorsed on the appointment of the economists whose views will also be sought on this brief.***

We understand the importance of developing a clear vision and economic master plan for York that can be taken forward and delivered by CYC and the Renaissance Team.

To achieve this, our team will develop a high-level public realm framework or 'spatial master plan' that sets out:

- The future role and potential of York
- How the various major projects planned or in the pipeline can be pulled together to tell a coherent story about the city and its economic potential
- How this vision can be delivered in a way that strengthens the city's attractiveness and sense of place.

The vision and economic master plan will be ambitious in scope and will give clear spatial direction:

- About where and how growth in jobs will be stimulated (with the aim of 26,000 extra jobs by 2030)
- On how the social and cultural life of York residents and visitors will be improved (with 40,000 additional residents by 2030) through projects that will transform specific places.

Final documentation is expected to include a series of spatial master plan drawings and illustrations with supporting written statements.

FEE PROPOSAL AND PROGRAMME ATTACHED



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## **Annex 1 York City Centre – Initiatives, Projects and Key issues**

We need to say which of these are the focuses for YF

There are many separate initiatives underway, planned or proposed both in and adjoining the city centre. They include:

- **Castle-Piccadilly** – a retail-led mixed use development adjacent to existing shopping scheme (Coppergate), open car park next to scheduled monument Clifford’s Tower, Eye of York, river Foss, and premises along Piccadilly)
- **Hungate** – a housing-led mixed use urban quarter, under construction, adjacent to the River Foss, Stonebow and Layerthorpe, and close to the heart of the city centre.
- **York Northwest** – a huge swathe of brown-field land behind York railway station (York Central) and extending north-westwards to now redundant British Sugar site along A59- proposals are for a new officer quarter, enhanced National Railway Museum and new residential. Major retail also being considered on York Central.
- **New Council offices** – two alternative sites in the Toft Green area between the historic core and the railway station
- **Cultural Quarter** – the area between the National Railway Museum and York Minster, including Museum Gardens, Kings Manor and St. Leonard’s Place
- **Peripheral Streets** – gateway streets into city centre – including Bootham, Gillygate, Goodramgate, Walmgate, Micklegate and others – where economic vitality and environmental quality is now struggling
- **‘Songlines’** public realm – important public / private spaces and linkages within city centre, including public spaces, streets, snickleways, riversides and parks
- **Minster Piazza** – public realm enhancements; also need to consider enhancements of Duncombe Place
- **Accessibility study** – a review of transport, traffic and movement in the city centre to support the CCAAP
- Legibility Study including Gateways is such a study proposed or included within any of the above?
- **The Footstreets review** – current review of the city centre “Footstreets” zone including potential to expand.
- **York Forward funded initiatives** – Science City, Tourism Partnership, Lighting, City Centre Partnership/BID, Minster Piazza etc

The key challenge is to pull them all together into a coherent strategy and Masterplan for the city centre. The draft City Centre Vision Prospectus referred to above is a step towards providing that co-ordinated strategy.

### **York City Centre – Key Issues to Address**

The CCAAP Issues and Options report identifies a comprehensive range of issues to be addressed.

**Some of the headline issues to be considered include:**

- How we link new retail at Castle Piccadilly with the wider city centre
- How we link potential new retail at York Northwest with the wider city centre
- How we integrate the new Hungate developments into the wider city centre
- How we can develop the ‘cultural quarter’
- As new Transport interchange at York Railway Station – linked to YNW?
- New CBD at York Central and how to integrate with existing office areas in the City Centre (e.g. around Toft Green)
- Public transport access (including review of existing Ouse Bridge – Pavement – Stonebow link)
- Potential for new pedestrian/cycling bridges (including from York Northwest)
- Better access/opening up of the potential of the riversides
- Access by cycle and for pedestrians into and through the city centre
- The role of the gateway streets (many of which fulfil a secondary role)
- Scope to extend the footstreets
- ‘Songlines’ public realm issues – linking key public spaces
- Creating distinctive and lively public realm to support a vibrant City Centre
- Enhancing lighting in the city centre
- Developing the early evening and night time economy
- Combining the Retail and Tourism economy
- Station / Gateway Legibility
- How we can animate and increase activity in the city centre

## **The Major Transformational Projects in York**

### **York Northwest**

York's biggest brownfield regeneration opportunity covering the York Central and British Sugar sites. New retail, offices, leisure and residential proposed including a new city centre quarter next to the railway station.

### **Castle Piccadilly**

A major extension to York's retail core and creation of new world class civic space around the Eye of York.

### **Hungate**

A major new city centre residential, business and leisure quarter including new community focal building.

### **University Expansion**

A major expansion of York University onto a sensitive site on the edge of York.

### **Nestle South**

Delivery of a major new residential and business quarter to regenerate former factory buildings and support Nestle's ongoing role in the city.

### **Terry's**

Delivery of an employment-led mixed use development that protects the character of the former listed factory buildings and is of exemplary design.

### **New community stadium**

A new community stadium for York as the home for York's rugby league and football clubs.

### **New Council offices**

On a site close to York railway station.

### **Derwenthorpe**

A model new residential community developed in partnership with the Joseph Rowntree Housing Trust.

### **Germany Beck**

A major residential urban extension on the edge of York.