Annex 4: Access Options Consultation Report

York Central Partnership York Central Access Options Consultation Report

Issue | October 2017

This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Contents

			Page
1	Introduc	ction	1
	1.1	Overview of York Central	1
	1.2	Context for this Report	1
	1.3	Description of Access Options	2
	1.4	Structure of Report	5
2	Consulta	ation Approach	6
	2.1	Publicity	6
	2.2	Consultation Events	7
3	Question	nnaire Response Analysis	17
	3.1	Introduction	17
	3.2	Question 1: Postcode Reporting	18
	3.3	Question 2: Priority Reporting	19
	3.4	Question 3: Free Text Comments	26
4	Summar	·y	53
	4.1	Summary	53
	4.2	Next Steps	54
	Summary Event 10	y of How Attendees Were Made Aware of the St Barnabas	
		y of How Attendees Were Made Aware of the St Paul's Chu	rch 11
Table 3: Event	Summary	y of How Attendees Were Made Aware of the York Library	13
Table 4: Museum	•	y of How Attendees Were Made Aware of the National Rail	way 14
Table 5:	Response	es to Q2 Priority Ranking	20
	Response	es to Q2 which Provided a Unique Priority Rank for Each	22
		Comments about Traffic and Transport	34
		Comments about France and Transport	40
		Comments about Construction	43
		ry of Alternative Design Suggestions for Western Option 1	45
		ry of Alternative Design Suggestions for Western Option 2	45
		ry of Alternative Design Suggestions for Southern Option	46
		ry of Comments made about Use of Existing Places	46
		Comments Relevant to Access Consultation	50
		Comments Made about the Masterplan	51
		mage of the York Central Site	1

Figure 2: Western Option 01 (Source: Access Options Consultation Boards)	3
Figure 3: Western Option 02 (Source: Access Options Consultation Boards)	4
Figure 4: Southern Option (Source: Access Options Consultation Boards)	5
Figure 5: Extent of Leaflet Advertising (Source: Aberfield)	6
Figure 6: Age and Gender Distribution of Attendees at St Barnabas Church Eve	ent 9
Figure 7: Spatial Distribution of Attendees at St Barnabas Church Event (Sourd Aberfield)	ce: 9
Figure 8: Age & Gender Distribution of Attendees at St Paul's Church Event	10
Figure 9: Spatial Distribution of Attendees at St Paul's Church Event (Source: Aberfield)	11
Figure 10: Age & Gender Distribution of Attendees at York Library Event	12
Figure 11: Spatial Distribution of Attendees at York Library Event (Source: Aberfield)	12
Figure 12: Age & Gender Distribution of Attendees at National Railway Muser Event	um 13
Figure 13: Spatial Distribution of Attendees at National Railway Museum Even (Source: Aberfield)	nt 14
Figure 14: Age Distribution of Attendees across Public Consultation Event	15
Figure 15: Gender Distribution of Attendees across Public Consultation Events	\$ 15
Figure 16: Summary of How Attendees Were Made Aware of the Public Consultation Events	16
Figure 17: Respondents within North Yorkshire with UK Partial Postcode (Yor District)	rk 18
Figure 18: All Partial Postcodes within the UK (Presented in UK Postcode Districts)	19
Figure 19: Cumulative Top Three Rankings per Priority	21
Figure 20: Cumulative Bottom Three Rankings per Priority	22
Figure 21: Responses to Rank 1 of the Priority Ranking Table	24
Figure 22: Response to Rank 8 of the Priority Ranking Table	25
Figure 23: Opposition for particular option	25
Figure 24: Preference for particular option	25
Figure 25: Most Concern over community impact	27
Figure 26: Least concern over community impact	27
Figure 27: Community Impact Concerns Raised Specifically about the Souther Option	m 28
Figure 28: Community Impact Concerns Raised about all Access Options	29
Figure 29: Traffic and Transport Concerns Raised Specifically about the Wester Options	ern 31
Figure 30: Traffic and Transport Concerns Raised Specifically about the South Option	ern 32
Figure 31: Traffic and Transport Concerns raised about all Access Options	33
Figure 32: Environmental Concerns Raised Specifically about Western Option	1 36

Figure 33: Environmental Concerns Raised Specifically about Western Option 2	2
	37
Figure 34: Environmental Concerns Raised Specifically about the Southern	
Option	38
Figure 35: Environmental Concerns Raised about all Access Options	39
Figure 36: Construction Concerns Raised about all Access Options	42
Figure 37: Alternative Suggestions for all Access Options	44
Figure 38: Other Comments Made About the Western Options	48
Figure 39: Other Comments Made about the Southern Option	48
Figure 40: Other Comments Relevant to the Access Consultation	49
Appendices	

Appendix A

Public Consultation Publicity & Consultation Boards

Appendix B

Question 2 Priority Graphs Breakdown

Appendix C

Question 3 Coding Analysis

Appendix D

Alternative Access Design Solutions (Free-text Responses)

Appendix E

Anecdotal Comments on Use of Existing Spaces (Free-text Responses)

1 Introduction

1.1 Overview of York Central

York Central represents a unique opportunity to create a vibrant new part of the City, with a new business district and a major housing development in the heart of York. This will enable the City of York to grow and deliver economic benefits for both the City and the wider City Region.

The York Central site encompasses all of the land to the west of York Railway Station, located between the East Coast Main Line, York Railway station and the Freight Avoiding Lines ('FAL'). Owing to the alignment of the East Coast Main Line and the FAL, the site is commonly referred to as the "Teardrop".



Figure 1: Aerial Image of the York Central Site

1.2 Context for this Report

This report has been prepared by Ove Arup and Partners ('Arup') on behalf of the York Central Partnership ('YCP'). YCP is a collaboration between Network Rail (NR), the National Railway Museum (NRM), the Homes and Communities Agency (HCA) and City of York Council (CYC). In November 2016, CYC Executive considered a report which set out proposals to fund the access route to the York Central site using the West Yorkshire Transport Fund (WYTF) and to undertake further consultation on the route of the proposed new access to the site. Members resolved to undertake further consultation on the access route for York Central as part of a future York Central planning strategy, with particular regard being given to residents most directly affected.

Between 23 August 2017 and 13 September 2017, YCP undertook public consultation in relation to the provision of a new vehicular access route into the York Central site. Further description regarding these public consultation events is set out in Section 2 of this report. In addition to the consultation events, YCP hosted information on a website (www.yorkcentral.info), including a copy of the consultation material and online questionnaire.

This report provides analysis of the consultation responses received prior to 18 September 2017 (to allow for postal responses posted prior to the 13 September 2017). Since the closure of the consultation period, three additional responses have been received. These have not been included in the analysis but have been provided to YCP separately.

The consultation sough to understand the views of the community on the impact of each access option. This report presents an analysis of the consultation responses received.

This report is one of the elements informing YCP's decision making in relation to the choice of access option to be included as part of a future planning application. The report does not recommend a choice of access option.

1.3 Description of Access Options

This report analyses consultation responses in relation to the creation of a new vehicular access to the York Central site. The consultation material set out three potential access options to the site. This section describes the access options presented at the consultation.

Western Option 01

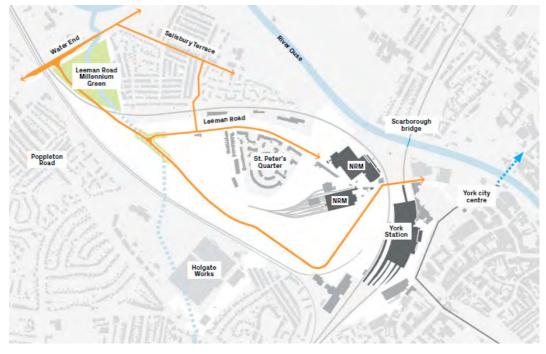


Figure 2: Western Option 01 (Source: Access Options Consultation Boards)

Western Option 01 comprises the creation of a new access from Water End to the west of the site. The access would connect to Water End, adjacent to the existing Water End road bridge over the East Coast Main Line. Western Option 01 would include alterations to the existing rail bridge on Water End and would require a tied-arch bridge (of approximately 80m span) to be constructed within the site to meet the required clearances over the rail lines and Holgate Beck.

Western Option 02

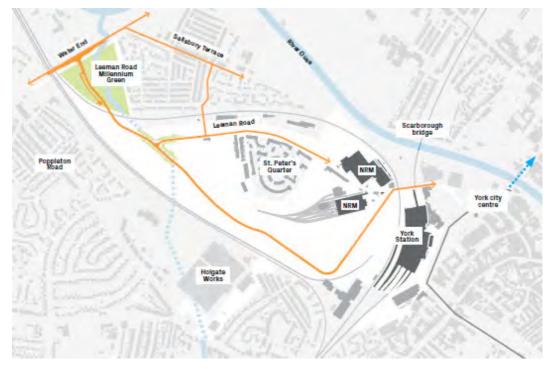


Figure 3: Western Option 02 (Source: Access Options Consultation Boards)

Western Option 02 comprises the creation of a new access from Water End to the west of the site. The access would connect to Water End, adjacent to the existing Water End road bridge over the East Coast Main Line. Western Option 02 lies further north than Western Option 01, sited further into the Millennium Green and when compared to Western Option 01 would require a new bridge with a shorter span to maintain the required clearance over the rail lines. It would not include any alterations to the existing rail bridge on Water End.

Southern Option

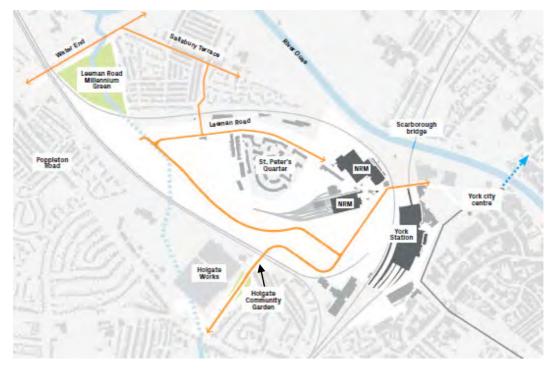


Figure 4: Southern Option (Source: Access Options Consultation Boards)

The Southern Option would create a new access from the A59 Poppleton Road, and run to the east of the Holgate Works. To the east of the new access lies an existing residential area, and a community garden/playground which would be lost in the provision of this option. York Bridge Club is located at the junction of Poppleton Road and Wilton Rise.

Residential areas exist on the southern edge of Poppleton Road, which also include the southern section off Chancery Rise where a residential care home, language school and hotel take access from the A59.

1.4 Structure of Report

This report is structured as follows:

- Section 2 provides an overview of the consultation events and information collected on attendees to the events.
- Section 3 provides analysis of the questionnaire responses.
- Section 4 concludes the report.

The report is accompanied by a technical appendix listing the issues recorded in the consultation analysis.

2 Consultation Approach

2.1 Publicity

Consultation on the York Central Access Road ran from 23rd August 2017 to 13th September 2017. Consultation was aimed at the local community to understand their views on access to the site. The consultation was publicised across a variety of mediums prior to the events, including:

- York Central website: This website presented information on the access options and hosted the feedback questionnaire. (www.yorkcentral.info).
- Leaflets: Leaflets were distributed to local residents and businesses covering local postcodes. A copy of the leaflet is included at Appendix A. The figure below identifies postcode areas which the leaflet was distributed to. Residential postcodes were selected on the basis of proximity to site and where impacts may be experienced in respect of access options. The extent of the area to be leafleted was agreed between Aberfield and YCP.



Figure 5: Extent of Leaflet Advertising (Source: Aberfield)

- **Press releases:** Press releases were issued to the local news outlets. Copies of the press releases issued are included at Appendix A.
- **Social media:** Awareness about the events and consultation was raised on Facebook via a sponsored advert (copy of the advert is at Appendix A).

In addition to this, a number of local news outlets reflected the consultation events.

- The Press, York published an article about the York Central access road consultation on 23 August 2017.
 (<u>http://www.yorkpress.co.uk/news/15490818.York_Central_access_road_deta_ils_revealed_big_gulf_in_costs/</u>).
- 104.7 Minster FM published news on the access options consultation events on 3 August 2017. (<u>https://www.minsterfm.com/news/local/2346527/public-events-confirmed-for-york-central-access-options/</u>).

Copies of the articles are included at Appendix A.

Briefing meetings: A number of meetings were held with community groups and organisations during August and September 2017. This included meetings with the following:

- York Business Improvement District.
- The Railway Institute.
- The Environment Forum/My Future York.
- Friends of Holgate Community Gardens.
- Conservation Area Advisory Panel.
- York Bridge Club.
- York Central Action.
- A presentation to the York Chamber of Commerce Property Forum on 4th September 2017.
- A presentation to the Holgate Ward Committee on 11th September 2017.

2.2 Consultation Events

Events Approach

Four consultation events and one stakeholder preview took place during the consultation including the following:

- A stakeholder preview for the York Central Community Forum was held on Tuesday 22 August 2017 at the National Railway Museum.
- St Barnabas Church, Jubilee Terrace, Leeman Road. 2:00pm 5:00pm. Wednesday, 23 August 2017.
- St Paul's Church, Holgate Road. 4:00pm 8:00pm. Wednesday, 30 August 2017.
- Marriot Room, Explore Library, Library Square, Museum Street. 12:00pm 4:00pm. Saturday, 2 September 2017.
- Duchess of Hamilton Suite, National Railway Museum, Leeman Road. 12:00pm 4:00pm. Saturday, 9 September 2017.

The events took place over a range of different day to evening timings to maximise the number of people who could attend if they wished to. A total of 644 people attended across the four events, in addition to the York Central Community Forum preview.

On arrival at the events, attendees were asked to sign in and if willing, to provide information on their age, gender, the distance that they lived from the venue and how they had been made aware of the event.

A number of exhibition boards were used to communicate material at the events, which were resourced by representatives from YCP and the technical consultants supporting YCP. Responses were requested to be submitted by 13 September 2017. Throughout the consultation period, the exhibition material was also available to view on the York Central website (<u>www.yorkcentral.info</u>).

Assumptions and Limitations

Each event had a counter to capture the number of attendees on entry to the event. Attendees were also requested to sign in, but a number of people declined to sign in and in some instances when a group or family were invited to sign in only one member of the group did so.

All information gathered from attendees signing in at the consultation events, including age, gender, distance from venue and publicity awareness, is based on self-reporting. All data in this section presented in figures, graphs and tables is based on this self-reporting information. The spatial distribution maps in Figure 7, Figure 9, Figure 11, Figure 13 represent a snapshot of the immediate areas to the site. Some attendees were located off the extent of the map, which has limited reporting against the distribution maps.

2.2.1 York Central Community Forum Preview

The York Central Community Forum was held on Tuesday, 22 August 2017. This Forum served as an initial preview to launch the consultation and allow the Forum to preview all consultation material. Seven consultation responses were received as samples from this event and have been included in the overall analysis in Section 3.

As this Community Forum is a closed group, age and gender distribution, number of attendees and publicity data was not captured.

2.2.2 Event 1: St Barnabas Church

• St Barnabas Church, Jubilee Terrace, Leeman Road. 2:00pm - 5:00pm. Wednesday, 23 August 2017.

There were a total of 105 attendees that signed in at this event. Of which 50 of these attendees were male, 46 were female, three were other and six did not specify. The age distribution of attendees is shown in Figure 6 and 72% (76 attendees) of attendees were aged 46 or over.

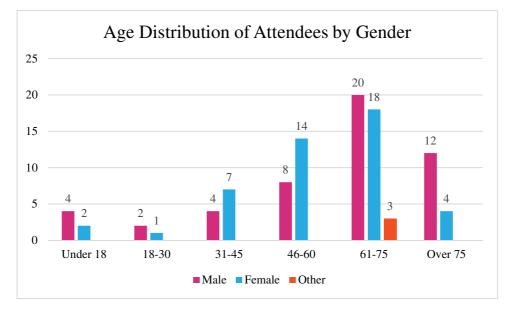


Figure 6: Age and Gender Distribution of Attendees at St Barnabas Church Event

In terms of distance from the venue, 47 people self-reported that they lived within a 10-15 minute walk; 31 people self-reported that they lived within a five minute walk; and 10 people self-reported that they lived within a car journey of the venue. Figure 7 shows the spatial distribution of attendees at this event.

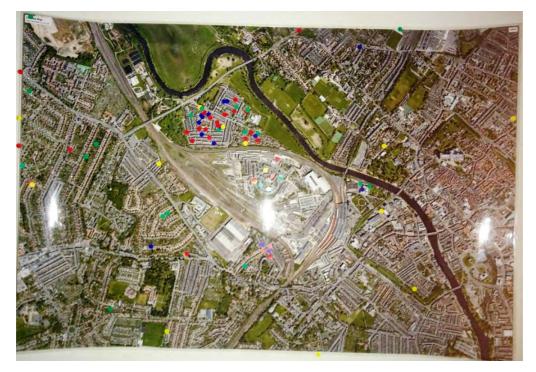


Figure 7: Spatial Distribution of Attendees at St Barnabas Church Event (Source: Aberfield)

Table 1 shows how attendees were made aware about this consultation event.

Type of publicity	Number of people
Press	27
Social media	14
Leaflet	34
Friend or acquaintance	11
Other	22

Table 1: Summary of How Attendees Were Made Aware of the St Barnabas Church Event

2.2.3 Event 2: St Paul's Church

• St Paul's Church, Holgate Road. 4:00pm – 8:00pm. Wednesday, 30 August 2017.

There were a total of 252 attendees that signed in at this event of which 118 of these attendees were male, 125 were female, and nine did not specify. The age distribution of attendees is shown in Figure 8 and 80.6% (203 attendees) of attendees were aged between 31-75.

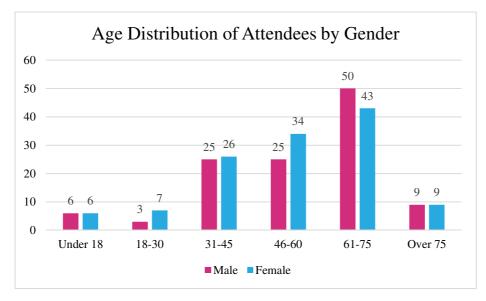


Figure 8: Age & Gender Distribution of Attendees at St Paul's Church Event

In terms of distance from the venue, 71 people self-reported that they lived within a 10-15 minute walk; 116 people self-reported that they lived within a five minute walk; and 122 people self-reported that they lived within a car journey of the venue. Figure 9 shows the spatial distribution of attendees at this event.



Figure 9: Spatial Distribution of Attendees at St Paul's Church Event (Source: Aberfield)

Table 2 shows how attendees were made aware about this consultation event.

Table 2: Summary of How Attendees Were Made Aware of the St Paul's Church Event

Type of publicity	Number of people
Press	46
Social media	25
Leaflet	85
Friend or acquaintance	16
Other	56

2.2.4 Event 3: York Library

• Marriot Room, Explore Library, Library Square, Museum Street. 12:00pm – 4:00pm. Saturday, 2 September 2017.

There were a total of 138 attendees that signed in at this event of which 68 of these attendees were male, 58 were female, and 12 did not specify. The age distribution of attendees is shown in Figure 10 and 47% (65 attendees) of attendees were aged between 61-75.

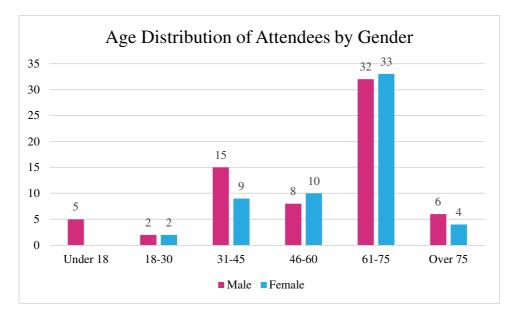


Figure 10: Age & Gender Distribution of Attendees at York Library Event

In terms of distance from the venue, 54 people self-reported that they lived within a 10-15 minute walk; 34 people self-reported that they lived within a five minute walk; and 27 people self-reported that they lived within a car journey of the venue. Figure 11 shows the spatial distribution of attendees at this event.



Figure 11: Spatial Distribution of Attendees at York Library Event (Source: Aberfield) Table 3 shows how attendees were made aware about this consultation event.

Type of publicity	Number of people
Press	35
Social media	7
Leaflet	32
Friend or acquaintance	8
Other	34

Table 3: Summary of How Attendees Were Made Aware of the York Library Event

2.2.5 Event 4: National Railway Museum

• Duchess of Hamilton Suite, National Railway Museum, Leeman Road. 12:00pm – 4:00pm. Saturday, 9 September 2017.

There were a total of 149 attendees that signed in at this event of which 86 of these attendees were male, 62 were female, and one was other. The age distribution of attendees is shown in Figure 12. The group with the largest number of attendees was the 61-75 group with 38%.

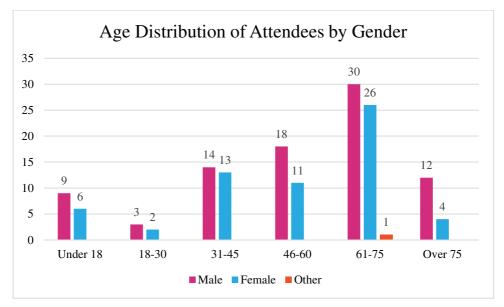


Figure 12: Age & Gender Distribution of Attendees at National Railway Museum Event

In terms of distance from the venue, 52 people self-reported that they lived within a 10-15 minute walk; 48 people self-reported that they lived within a five minute walk; and 25 people self-reported that they lived within a car journey of the venue. Figure 13 shows the spatial distribution of attendees at this event.



Figure 13: Spatial Distribution of Attendees at National Railway Museum Event (Source: Aberfield)

Table 4 shows how attendees were made aware about this consultation event.

Table 4: Summary of How Attendees Were Made Aware of the National Railway Museum Event

Type of publicity	Number of people
Press	35
Social media	14
Leaflet	53
Friend or acquaintance	14
Other	24

2.2.6 Summary

Figure 14 highlights the age distribution of attendees across all four events. Of the 644 attendees, 617 provided data on their age. Overall, 41% (256 people) of the event attendees were between the age of 61 and 75.

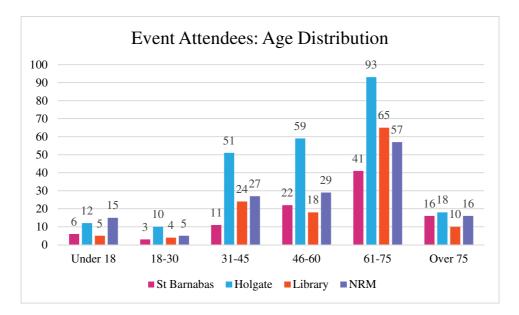


Figure 14: Age Distribution of Attendees across Public Consultation Event

Figure 15 highlights the gender distribution of attendees across all four events. Of the 644 attendees, 617 provided data on their gender. Overall, 52% (322 people) of the event attendees were male.

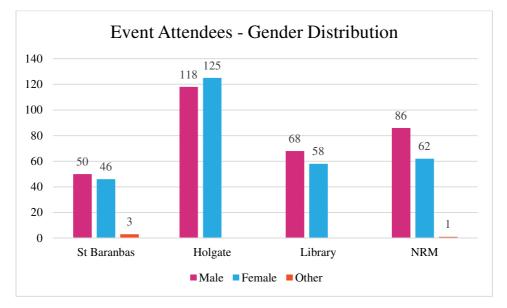


Figure 15: Gender Distribution of Attendees across Public Consultation Events

Figure 16 sets out the combined results of how attendees were made aware about the events. Of the 644 event attendees, 592 provided data on publicity awareness. The leaflet proved the most well-known communication method with 34% of people highlighting it as raising awareness about the consultation¹.

¹ It is important to note that a leaflet was also produced and distributed by Friends of Holgate Community Gardens. In reporting on this data, we are unable to differentiate between the two leaflets as this data was gathered from self-reporting.

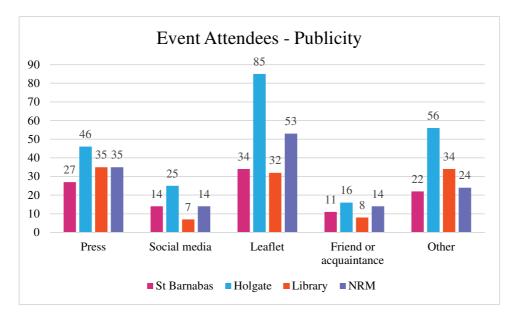


Figure 16: Summary of How Attendees Were Made Aware of the Public Consultation Events

3 Questionnaire Response Analysis

3.1 Introduction

The consultation feedback form comprised three questions:

- **Question 1**: request for the postcode of the respondent to help facilitate analysis of the consultation results.
- Question 2: request for the respondent to tell us what impact criteria (construction, transport, townscape, heritage, air quality, noise, ecology and flood risk) they believed should be a main priority, when planning the new access route.
- **Question 3**: a free form question asking the respondent for their views on each of the access options, particularly on how respondents felt the options may positively or negatively affect the local communities around the site.

In total, 619 feedback forms were submitted during the consultation: of which 367 were submitted via the online response form and 252 were submitted via paper copy or email.

Paper copies of the feedback forms were available at the consultation events. Respondents were also able to provide their feedback via the online response form hosted on the York Central website (<u>www.yorkcentral.info</u>).

Assumptions and Limitations

Question 1: Not all respondents provided a full postcode and therefore those that did not give a post code were not mapped.

Question 2: Question 2 asked people to rank the impact criteria as priorities to them on a scale of 1 -8. The majority of respondents completed the question ranking the criteria from '1' to '8'. Some respondents only ranked some of the criteria (for example '1' to '4') and these have been included in the main analysis.

53 responses did not rank the priorities on a scale of 1-8, but provided an equal ranking for some or all of the priorities (for example respondents who ranked all impact criteria as '1' highest priority for all impacts or chose to rank three criteria as '2' and one criteria as '1'). These differing response types are reported in a separate analysis below.

A number of respondents also provided comments to this question, and these are also reported below.

All questions: While the consultation window closed on 13 September 2017 all responses received by 18 September 2017 have been analysed to allow for sufficient time to receive post. It should be noted that not every respondent chose to answer every question, and thus the analysis in this report represents a proportion of views.

All handwritten forms were read and transcribed into a digital format. Some handwriting was difficult to translate, but every effort has been made to transcribe every word prior to the analysis of the responses.

Responses submitted via free-form email which did not purport to answer the questions were assumed as a response to Question 3 of the feedback form (given the free-form nature of this question) and thus have been coded, analysed and reported in Section 3.3.

Coding has been used to capture re-occurring issues raised by respondents.

3.2 Question 1: Postcode Reporting

The following maps identify the distribution of the 516 respondents, who provided postcode information at the events and online responses. This information has been reported based on the total number of respondents who provided postcode information, and therefore represents a self-reporting group based on the information provided.

This information has been reported to the district level as shown in the map below (for example Y024, Y026 level). It has been reported to this level as a number of responses provided the district information but did not provide the second section of the postcode.

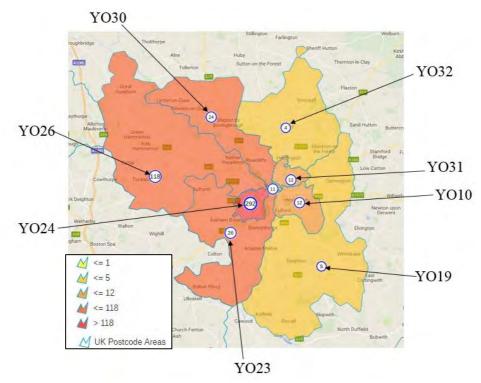


Figure 17: Respondents within North Yorkshire with UK Partial Postcode (York District)

Of the postcode information provided, the highest number of responses came from respondents with the Y024 postcode (292 responses), followed by YO26 (118 responses). This represents the two postcode districts in which the York Central development is located.

In addition to postcodes obtained from respondents located in York, a small number of postcode details were received from respondents located outside of York. These are shown on the map below.

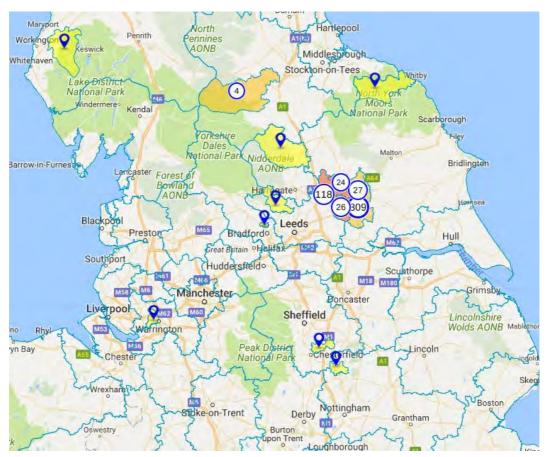


Figure 18: All Partial Postcodes within the UK (Presented in UK Postcode Districts)

3.3 Question 2: Priority Reporting

Overview

Question 2 requested that respondents consider a number of criteria to be considered in planning the new access route into the York Central site. The information provided within this question was generally expressed as a comparison between the three proposed options and/or against existing conditions in the area. The information was not ranked against planning acceptability.

Respondents were asked to rank these on a scale of 1 (highest priority) to 8 (lowest priority) based on what they believed to be the most important issues for their communities.

Respondents were asked to consider the following criteria:

- Construction based on the complexity of design and integration with existing highway infrastructure.
- Transport based on the predicted changes to traffic flows modelled using the city wide traffic-model.
- Townscape based on potential impacts on the views across the site including towards the historic city core.
- Heritage based on potential impacts on known heritage features on or adjacent to the site.
- Air quality based on predicted changes in air quality associated with the choice of access option.
- Noise based on the potential noise impact associated with the choice of access option.
- Ecology based on any direct impacts on defined ecological spaces within the site.
- Flood risk based on the proximity of the access options to low/medium/high flood risk zones from Environment Agency mapping.

Analysis

The following table presents the results from respondents' priority ranking. The first table includes respondents who ranked all or some of the priorities on a scale of 1-8.

Reading down from the 'construction' column, one can see that 17 respondents ranked it as the most important, 27 respondents chose 'construction' as second most important and so on. In reading across the second row, 'Rank 1', one can see that air quality was chosen by 178 respondents as the most important, and transport was chosen by 111 respondents as the most important. The most frequently occurring theme by rank is shown in bold in the table below.

	Construction	Transport	Townscape	Heritage	Air quality	Noise	Ecology	Flood risk
RANK 1	17	111	14	24	178	20	69	15
RANK 2	27	75	17	38	100	118	46	21
RANK 3	20	66	25	54	56	110	65	33
RANK 4	33	48	56	62	40	62	59	43
RANK 5	41	44	72	65	22	38	59	43
RANK 6	57	36	58	56	15	32	54	58
RANK 7	52	27	77	57	8	23	29	77
RANK 8	114	15	46	28	7	11	12	74

Table 5: Responses to Q2 Priority Ranking

Graphs which show the priority ranking for each theme (based on the responses in Table 5) are included at Appendix B.

In addition to the table above, Figure 19 below shows the breakdown of the 'top three' priorities chosen by respondents (based on the responses in table 5).

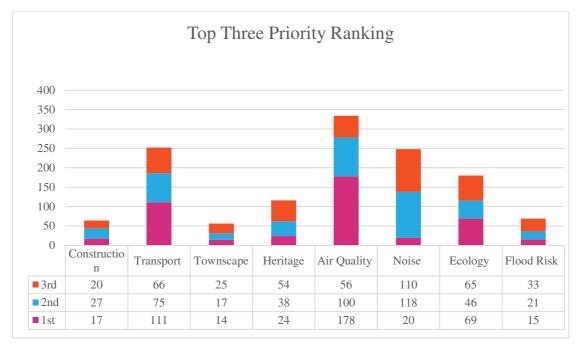


Figure 19: Cumulative Top Three Rankings per Priority

Figure 20 below shows the breakdown of 'bottom three' priorities chosen by respondents (based on the responses in table 5).

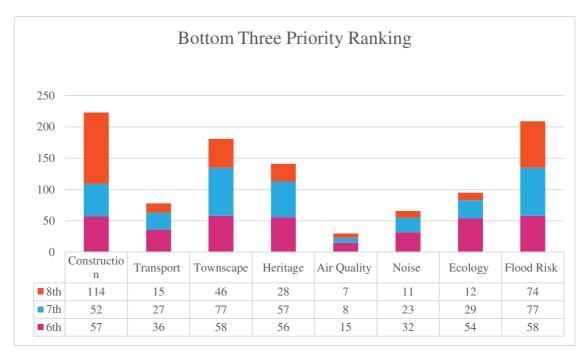


Figure 20: Cumulative Bottom Three Rankings per Priority

Unique Responses to Question 2

As noted in the 'Assumptions and Limitations', some respondents did not rank the priorities on a scale of 1-8, but provided an equal ranking for some or all of the priorities. These responses are shown in the table below. The most frequently occurring theme by rank is shown in bold in the table below.

Scored								
	Construction	Transport	Townscape	Heritage	Air quality	Noise	Ecology	Flood risk
RANK 1	8	24	9	14	30	27	19	14
RANK 2	5	10	5	11	5	10	8	8
RANK 3	1	3	13	8	5	1	8	3
RANK 4	7	4	2	3	2	4	2	4
RANK 5	6	0	5	5	0	2	3	4
RANK 6	3	0	2	0	1	1	2	4
RANK 7	2	1	2	0	1	0	0	1

Table 6: Responses to Q2 which Provided a Unique Priority Rank for Each Criteria Scored

Three respondents provided an alternative response to Question 2:

2

0

• One respondent ranked construction a '7' for Western Option 1 and ranked construction a '4' for Western Option 2.

1

0

0

1

RANK

8

4

1

- One respondent ranked flood risk a '1' for Western Option 1 and ranked construction a '1' for Western Option 2.
- One respondent ranked 'community impact' a '1' and construction a '9'.

Comments on Question 2

Ten respondents provided commentary about the table providing suggestions for ranking criteria:

- Four of these respondents suggested community as a criteria and that it should be ranked first;
- One respondent stated that the vision for the site should be ranked first;
- One respondent suggested that none of the criteria should be a priority;
- One respondent suggested that all of the criteria are equally important;
- One respondent stated that they could not fit their feedback into these criteria;
- One respondent suggested that quality of life should be ranked second; and
- One respondent stated that 'accessibility' is missing from the appraisal of criteria.

From the responses obtained to question 2 (as shown in Table 5), air quality received the highest number of responses ranking it of highest relative importance (178 responses), followed by transport (111 responses) and ecology (69 responses).

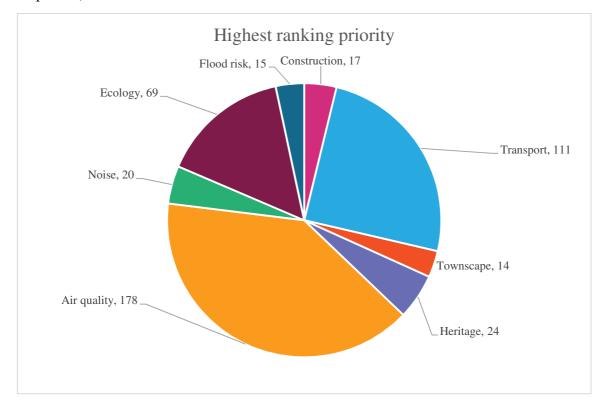


Figure 21: Responses to Rank 1 of the Priority Ranking Table

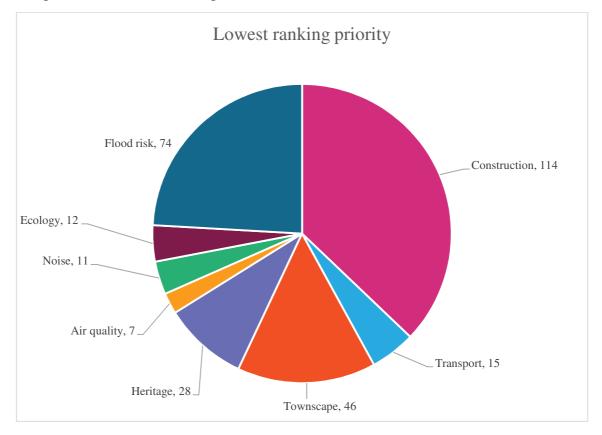


Figure 22 presents the data for how respondents ranked the lowest priority criteria in a pie chart (based on the responses in Table 5).

Figure 22: Response to Rank 8 of the Priority Ranking Table

Of those responses which ranked all impacts, construction was perceived by 114 respondents to be the lowest priority, followed by flood risk (74 responses) and townscape (46 responses). In addition to the total rankings as shown above, the pie charts above (Figure 21 and Figure 22 illustrate the relative community views of the various impacts based on the respondents ranking of the highest priority (rank 1) and lowest priority (rank 8).

3.4 Question 3: Free Text Comments

3.4.1 Overview

Question 3 provided a free text form for respondents to complete. The question asked respondents for their views on each of the access options, particularly on how respondents felt the options may positively or negatively affect the local communities around the site. The question was an opportunity for respondents to provide views to YCP on the community impacts associated with the access options.

As a free form question, the responses have raised a wide variety of topics and issues for analysis. These have been structured around recurring themes to assist YCP in understanding the information which has been presented by the respondents for consideration.

The analysis has been categorised into themes as listed below:

- Comments on specific access options;
- Community impact;
- Traffic and transport;
- Environment;
- Construction;
- Alternative suggestions;

- Other comments relevant to access consultation (to capture other relevant issues which cannot be grouped into a larger theme); and
- Comments related to the future masterplan development (whilst these do not provide information or views on the access options, this theme provides further information for YCP to consider in developing the York Central scheme going forward).

From a total of 619 respondents, 533 provided comments for question 3 (including the free-form email responses which did not complete the questionnaire). The responses have been coded and grouped based on the issues raised. Where respondents have raised multiple points these have been captured across a number of codes. As respondents have generally raised more than one issue, the reporting of comments exceeds 533 in total. Every new and different comment made has sought to be captured and no weight has been inferred to the frequency of a comment being made. This ensures all comments made are captured in the report for YCP to consider.

In analysing the responses, we have structured the following themes around the following approach:

- The first section sets out the main comments which are relevant to YCP in making a decision regarding which access option to select. This is presented per access option where appropriate.
- The second section highlights comments on issues which are not related to the access options. This is presented in tabular form.

The technical appendix includes all of the codes used and assigned to responses. This shows the wide range of comments made by respondents and is an important part of this reporting process.

Comments on Specific Access Options

Comments Related to Access Options

This theme focuses on what the public told us in free form text about the access options. Where an indication of preference of an access option has been given by a respondent, it has been captured within this section. Comments were only captured for 'opposition' or 'preference' if there was an explicit statement made by the respondent about an access option. There were 11 codes generated based on discussion around the access options and the number of comments against these codes are presented in Figure 23 and Figure 24. The analysis is presented in individual graphs for each access option.

The most frequent response overall in relation to the access options was opposition for the Southern Option (SouthO) receiving 336 comments. The next most common response was preference for the Western Option 1 (WO1P) with 196 comments followed by preference for Western Option 2 (WO2P) with 115 comments.

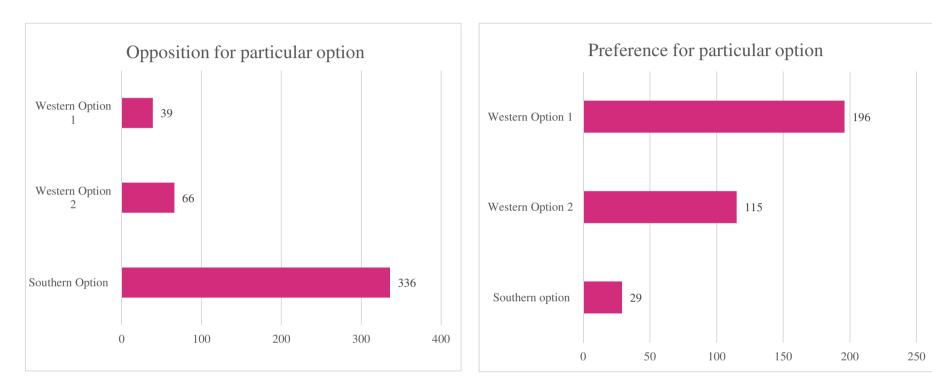


Figure 23: Opposition for particular option

Figure 24: Preference for particular option

Community Impact

Comments Related to Access Options

The public consultation sought to obtain views from members of the public on the community impacts associated with the choice of access options. This section draws together views expressed about community impacts. There were a total of 12 codes generated to categorise comments against.

Across the comments on all of the access options, the most common response was concern about the impact the Southern Option has on the community (CI3) with 238 comments. The second most frequent comment was the concern about the impact Western Option 2 has on the community (CI2) with 61 comments. Following closely behind, the third most frequent comment was that Western Option 1 has the least impact on communities (CI8a) with 57 comments.

The following graphs outlines the number of responses in response to community impact. Figure 25 shows responses which demonstrated concern over community impacts of an access option and Figure 26 illustrates respondents which responded with least concern in relation to a particular access option.

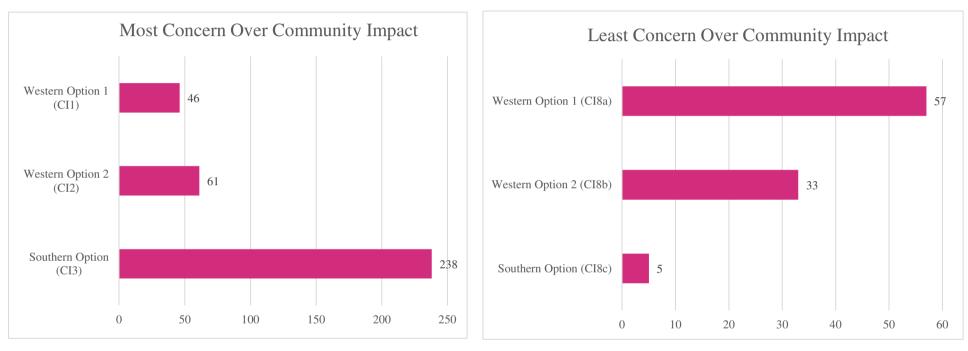


Figure 25: Most Concern over community impact

Figure 26: Least concern over community impact

Figure 27 identifies the main community impact concerns associated with the Southern Option as four codes were recorded against responses to highlight the different community impacts perceived.

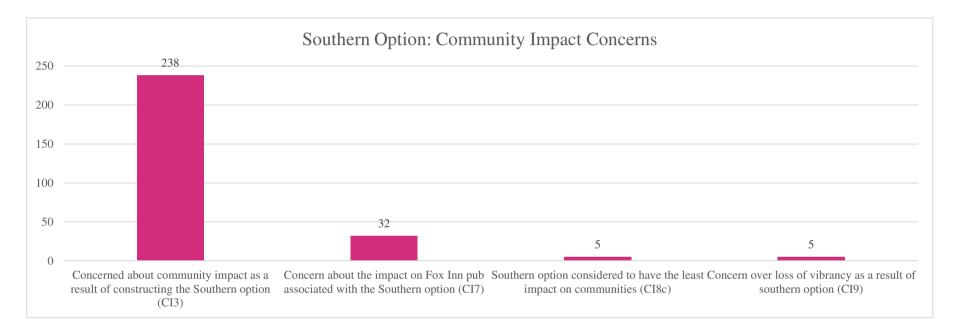


Figure 27: Community Impact Concerns Raised Specifically about the Southern Option

The following graph (Figure 28) outlines general comments on community impact relevant to the consultation but not specific to any of the access options.

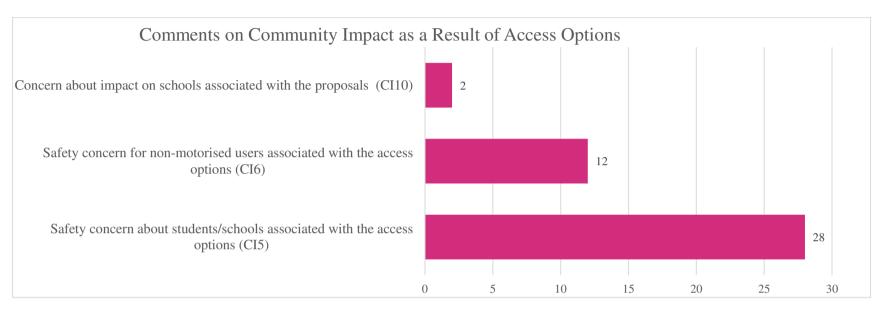


Figure 28: Community Impact Concerns Raised about all Access Options

Comments Related to wider York Central Development

36 respondents raised concern about the impact on quality of life associated with the development of York Central. The following codes were used for community impact concerns concerning all options:

- CI5: Safety concern about students/ schools associated with the access options.
- CI6: Safety concern for non-motorised users associated with the access options.
- CI10: Concern about impact on schools associated with the proposals.

Traffic and Transport

Comments Related to Access Options

This theme draws together comments and concerns expressed about the existing traffic and transport issues and impact of the proposed access options on traffic and transport. There were 43 codes created to categorise respondents' comments. Of these, 29 related directly to the access options and are presented in Figure 29 and Figure 30. The analysis presents comments regarding the individual access options first, then more general comments from the consultation responses.

In relation to comments across all the access options, the most frequent response was concern about worsening congestion due to the Southern Option (TRA8b), which had 198 comments as presented in Figure 30. This is interlinked with the 150 comments made about the existing congestion on Holgate Road (TRA3). In relation to the western options, 50 comments were made about worsening congestion due to these options (TRA8). Figure 29 presents comments made about both of the western options, as comments on traffic and transport were common to both Western Option 1 and Western Option 2.

There were only two themes which commented on the western options individually:

- Leeman Road congestion would reduce with Western Option 1 (TRA10a) receiving 8 comments; and
- Congestion around the station will worsen with Western Option 2 (TRA23) receiving 1 comment.

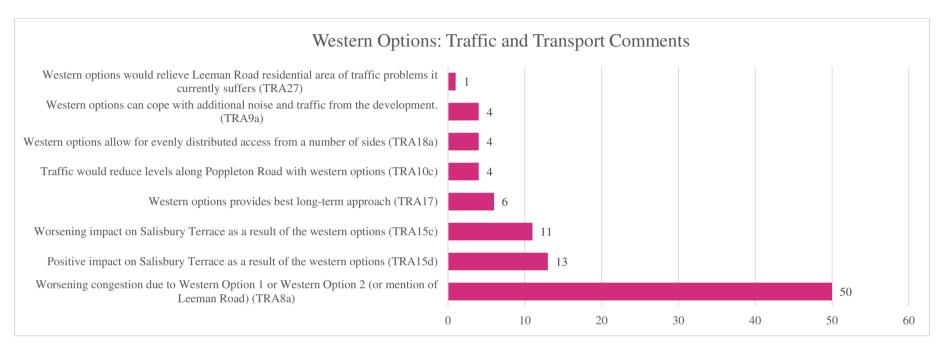


Figure 29: Traffic and Transport Concerns Raised Specifically about the Western Options

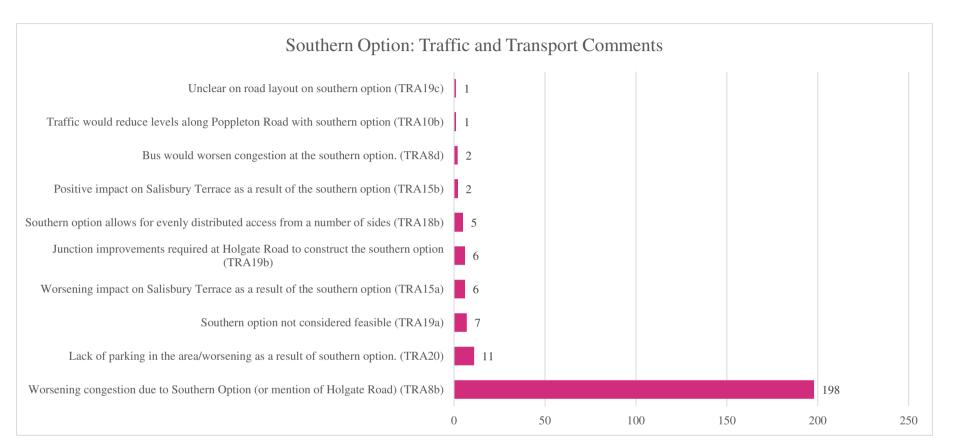


Figure 30: Traffic and Transport Concerns Raised Specifically about the Southern Option

The following graph (Figure 31) outlines general comments on traffic and transport issues relevant to the consultation but not specific to any of the access options.

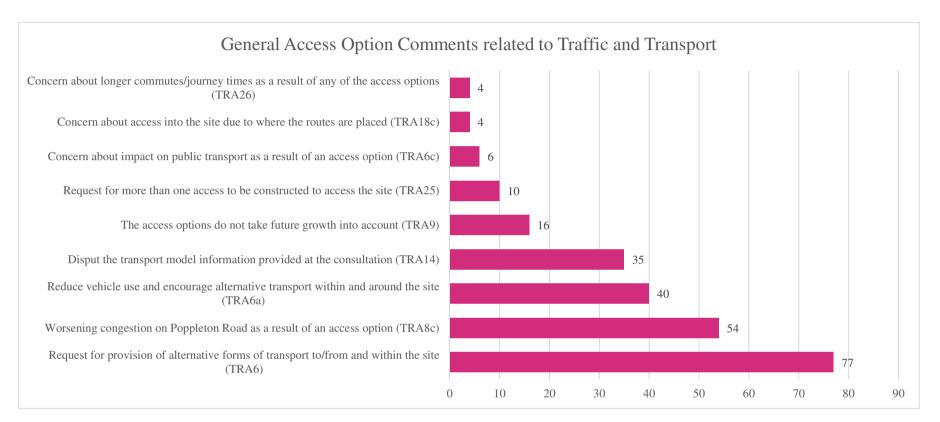


Figure 31: Traffic and Transport Concerns raised about all Access Options

Comments related to wider York Central Development

There were 14 codes that provided commentary about traffic and transport in relation to the York Central development and wider area. The coding was used to categorise re-occurring comments. The general comments are shown in the table below, including the number of occurrences (single comments were coded as 'other' but have been reported in the table below as individual comments). These were general

comments which were raised by respondents but were not specifically focused on the impacts attributable to the construction of any of the access options.

 Table 7: General Comments about Traffic and Transport

Code	Number of comments
Existing congestion on Holgate Road (TRA3)	150
Existing congestion on Poppleton Road (TRA3a)	46
Existing congestion on Leeman Road (TRA2)	34
Concerns about the traffic impacts on the whole of York (TRA11)	32
Other existing traffic problems (TRA5)	29
Request for wider transport integration with the rest of York (TRA12)	22
Road improvements are needed (TRA16)	15
Request to keep Leeman Road open (TRA10)	13
Request to improve connectivity throughout the site (TRA7)	13
Worsening problem with rat running (TRA1a)	8
Existing problem with rat running in the area (TRA1)	7
Request for information on the marble arch closure (TRA24)	6
Concern about getting onto the road from a side road (TRA21)	4
Request for traffic calming (TRA22)	2
York does not need more road (TRA13)	1
Request to consider routing for public transport access to/from the area (TRA13)	1
The southern option requires a more circuitous access road within the site (TRA13)	1
Any opportunity to divert traffic away from existing roads should be taken (TRA13)	1
Concern about the feasibility of widening Holgate Road and Poppleton Road in the future (TRA13)	1
Whilst the transport for the Southern option is regarded as a green measure, this is only in the context of a city-wide traffic model so again any improvements are at the expense of those that live along this corridor (TRA13)	1

Environment

Comments Related to Access Options

Comments within this theme relate to the existing situation and the potential impact of the different access options on the environment. There were a total of 44 codes to categorise comments against. Of these, 32 codes related directly to the choice of access options and are presented in Figure 32, Figure 33 and Figure 34. These figures identify comments provided in respect of each access option.

In relation to comments overall on the three access options, the most common response was the concern about the impact on the Holgate Community Garden (ENV7), which gathered 260 comments. 115 comments were captured in regards to the concern about the impact on Millennium Green from Western Option 2 (ENV9).

The second highest response was concern about the adverse impact on air quality as a result of the Southern Option (ENV4c), receiving 197 comments. The local community also raised concern about the worsening impact on the existing noise climate as a result of the Southern Option (ENV3A), with 116 comments made.

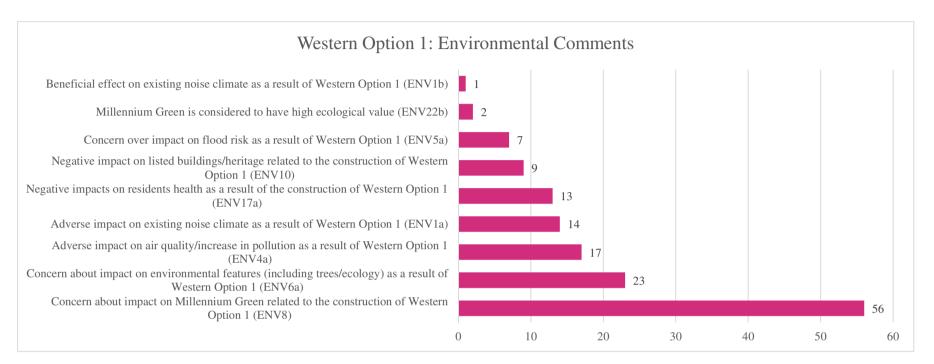


Figure 32: Environmental Concerns Raised Specifically about Western Option 1

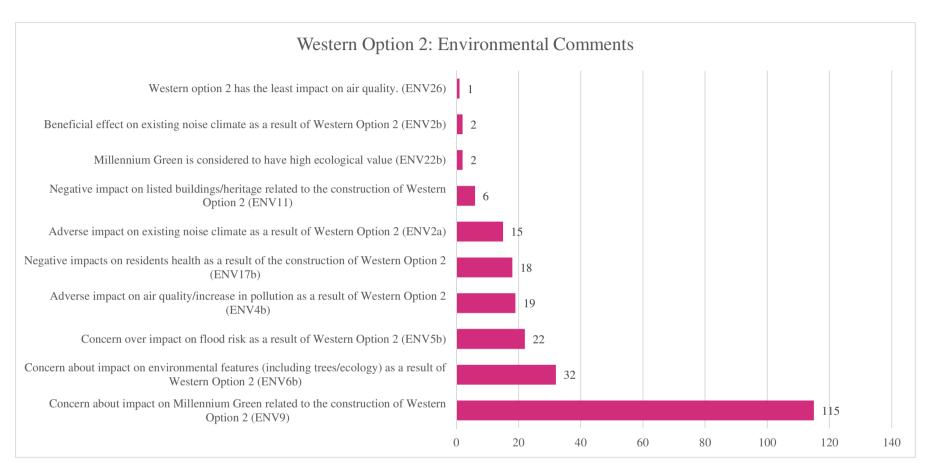


Figure 33: Environmental Concerns Raised Specifically about Western Option 2

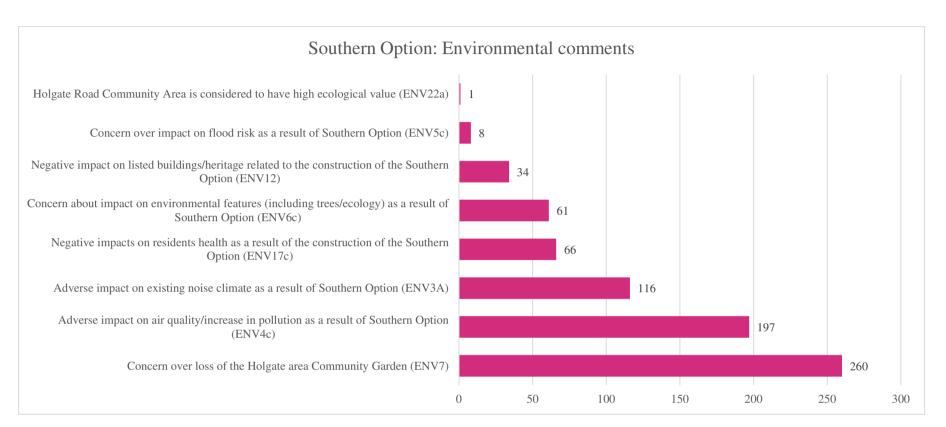


Figure 34: Environmental Concerns Raised Specifically about the Southern Option

The following graph (Figure 35) outlines general comments on environmental matters relevant to the consultation but not specific to any of the access options.

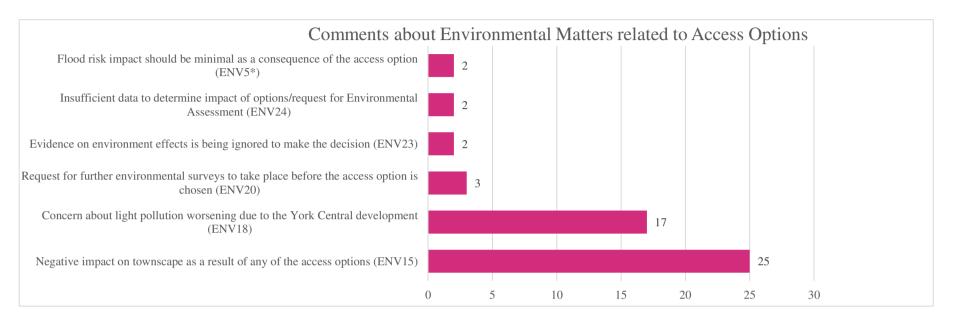


Figure 35: Environmental Concerns Raised about all Access Options

Comments related to wider York Central development

There were 12 codes that provided commentary about environmental matters in relation to the York Central development and wider area. The comments are shown in the table below, including the number of occurrences. There was also one 'other' comment coded which is also reported individually in the table. These are listed in Table 8.

 Table 8: General Comments about Environment

Code	Number of comments
Raised comments about Air Quality Management Areas in location of site (ENV4d)	75
Concern about overall lack of existing green space without further development planned (ENV19)	69
General concern about air quality (ENV4)	45
Request for mitigation (ENV13)	36
General concern about noise (ENV)	11
General concern about flood risk (ENV5)	8
Human rights concern about not improving air quality due to York Central development. (ENV13aa)	5
Design of York Central should focus on improving air quality. (ENV13a)	4
There is enough green space existing in the Leeman Road area (ENV19a)	3
Tree Preservation Orders exist in areas which will be affected by the construction (ENV25)	2
Natural environment is considered to be valued for openness and protection from pollution (ENV21)	1
Air quality is a reducing issue for the future due to electric vehicles (ENV14)	1

Construction

Comments Related to Access Options

This theme focuses on comments made about construction in relation to York Central or about the construction process for a specific access option. There were a total of 12 codes created to categorise comments against. Six of these codes related directly to the access options and have been presented in Figure 36. The responses are reported by access option. The level of responses in relation to construction comments was lower in comparison to community, environmental and transport impacts.

In considering overall the number of construction comments related to the access options, the most frequently raised comment (11 comments) did not consider construction methods to be a significant issue in choosing an access option (CON4). Five comments considered Western Option 1 too complex to construct (CON4a).

There were three themes related specifically to each of the access options:

- Three respondents raised concern about construction disruption for Holgate Road residents (Southern Option) (CON7);
- One respondent stated that Western Option 2 would have the least disruption during construction (CON7b); and
- Five respondents stated that Western Option 1 was considered too complex to construct (CON4a).
- The following graph (Figure 36) outlines general comments on construction relevant to the consultation but not specific to any of the access options.

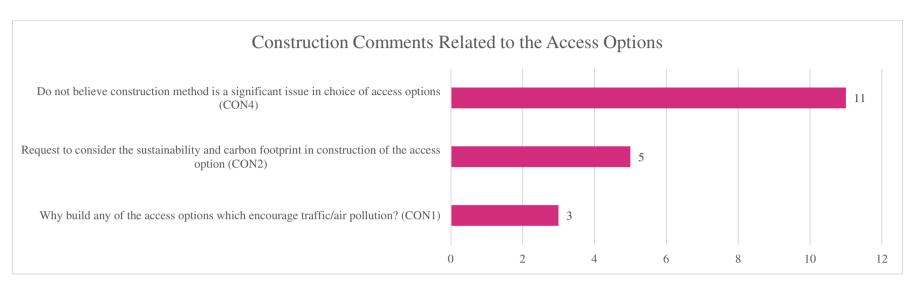


Figure 36: Construction Concerns Raised about all Access Options

Comments related to wider York Central development

There were six codes that provided commentary about construction in relation to the York Central development and wider area. The general comments are shown in the table below, including the number of occurrences (a number of single comments were coded as 'other' but reported in the table below as individual comments). These were general comments which were raised by respondents but were not specifically focused on the impacts attributable to the construction of any of the access options. These are listed in Table 9.

Table 9: General Comments about Construction

Code	Number of comments
Concern about dust, dirt and disruption associated with construction activities (CON8)	9
Concern about impact on listed buildings from construction (CON3)	4
Concern about lack of developers to take forward the York Central site (CON9)	3
Request for construction to be started as soon as possible (CON5)	2
Request to keep the Public Right of Way open along the river during construction (CON7a)	1
The Southern Option would provide better access for construction traffic (CON6)	1
The development could use rail infrastructure to deliver construction materials (CON6)	1
Access construction should not be as complex as Network Rail constructed a building nearby recently (CON6)	1

Alternative Suggestions

Comments Related to Access Options

This theme focuses on suggestions made about the access options including suggestions for improvements, alternative access or previous access options. There were a total of 11 codes created to categorise comments against. The ten codes related directly to the access options are presented in Figure 37.

The most frequently raised response was the preference for a previous access option not included in this consultation (DES5), receiving 49 comments. Associated with this, there were 28 comments that raised concern about previous access options being excluded from this consultation (DES4). There were three themes related specifically to each of the access options:

- Six respondents provided a design suggestion for the Southern Option (DES3);
- Eight respondents provided a design suggestion for Western Option 2 (DES2); and
- 13 respondents provided a design suggestion for Western Option 1 (DES1).

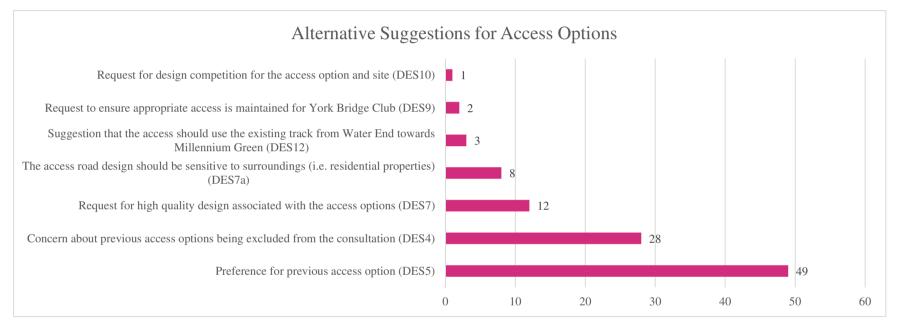


Figure 37: Alternative Suggestions for all Access Options

Design Suggestions for the Access Options

A number of responses outlined suggestions for alternative designs for the access options. These are reported at Appendix D as free text comments with no text edits from the information provided. The key points from these responses are summarised in the tables below per access option:

Table 10: Summary of Alternative Design Suggestions for Western Option 1

Alternative Design Suggestions for Western Option 1

Western option chosen should be based on which is best for traffic control – not due to cost

Western option should be varied to join Water End at the junction with the present service road for Network Rail vehicles to access the railway. Route should curve southwards to cut across corner of Millennium Green – means will bridge ECML at much less oblique angle than WO1 or W02.

Not clear why bridge from WO2 could not be used on WO1 to reduce cost.

WO1/WO2 need to be designed to not be a rat-run taking too much traffic off Holgate Road. Architecturally interesting bridge could add to townscape.

Western Option 1 seems to have the overall least impact on existing areas external to the site, and the transport options offered by the westerns options appear to improve congestion and routes for vehicles more than the Southern option. There is no indication of the current condition / remaining life of the Water End bridge - if Network Rail were considering preplacing this in the next 10-15 years this option would offer an opportunity to correct this. However if the structure is relatively new, i.e. with 80-1000 years of service left it would make more sense to look at amended western Option 2

Could Landing Lane be used as a loop road to align traffic with the proposed road? This could reduce the need for modifications to the existing rail bridge. Ideally, a short tunnel to cross under Water Lane could be used or failing that a traffic light junction as already proposed

If WO1 is chosen I would prefer an iconic bridge in the style of Newcastle's 'blinking eye' or Millennium Bridge

Has the option of using Landing Lane to bring traffic under the existing rail bridge with a new bridge to then carry traffic over the ECML been considered? Or failing that, Landing Lane to a new road junction crossing Water Lane directly onto new road and bridge.

Table 11: Summary of Alternative Design Suggestions for Western Option 2

Alternative Design Suggestions for Western Option 2

WO1/WO2 need to be designed to not be a rat-run taking too much traffic off Holgate Road. Architecturally interesting bridge could add to townscape.

The downsides of Western Option 2 is that it cuts the Millennium Green area in two. There is an existing road from Water End to the South with a road alignment that is far away from Water End bridge but then carries around the outside of the green area. Consideration for a road alignment that follows the route of this existing road should be put forwards to prevent the need for a longer bridge again the road alignment should be considered to align with the rest of Option 2 to pass over the railway.

I think the best option on all counts would be WO2 moved across as far as possible to the line of WO1 across Millennium Green

WO2 would like to see option for the access road which is suggested to be an embankment for option 2 to lower through the green area without completely cutting it in half such as viaduct style or large open cuts/see-through.

Table 12: Summary of Alternative Design Suggestions for Southern Option

Alternative Design Suggestions for Southern Option

In addition the Southern Access route destroys the only green area between the rail and the main road (Holgate road) into the city. For all these reasons I feel strongly that the Southern access option should be discounted except as a pedestrian/cycle rote (already present)

Southern option - this option is only viable for pedestrians and cyclists, not cars. It would be better to wait and use the Gateway Business Park road if it was felt that there had to be a southern access to the site for cars.

In addition to access suggestions, a number of respondents commented anecdotally on how existing spaces are used. These free text comments, with no text edits are reported in the technical appendix (Appendix E) to inform YCP as part of the masterplan development process. The key points from these responses are summarised in the table below:

 Table 13: Summary of Comments made about Use of Existing Places

General Comments about How Places are Currently Used

This tight community centres on the community gardens (Holgate residents). Losing the Community Gardens will COMPLETELY destroy this brilliant community and Holgate will be much poorer for it.

Southern option has far too great an impact on communities and their right to a healthy living environment given the following: The route would have an extremely detrimental impact on three Assets of Community Value including: The Fox, Holgate Allotment and Holgate Community Garden.

Water Lane is spacious and not heavily residential as opposed to the A59 where the area around the Fox Pub is very green. My Biggest concern is the loss of our community garden in Holgate.

The loss of millennium green is disappointing but it is much larger than the other space and there us significant other space in the close vicinity.

It is the people, in particular the young families, that make the Holgate area such a vibrant up and coming part of the city.

The Southern option will take away valuable space that is much needed by the surrounding community. Most of the houses in the area do not have gardens so the basketball court and gardens are the only space available for our children.

Holgate Community Garden that will be lost under the southern option, is a recognised Asset of Community Value.

Every day I see the diverse footfall that the Millennium Green receives. For many of the children in this area, it is the only real green space they have.

Millennium Green is the heart and lungs of our community, in particular for the many elderly residents.

The community has invested considerable time and energy creating a community garden.

The Friends of Holgate Community Garden promote the use of the garden and play area, and champion its preservation as open space for public benefit. This was recognised by City of York Council when the park and play area was awarded Asset of Community Value status in 2016. Holgate Community Garden also features on the Local List (currently in draft form). The local community hold events within the park from basketball tournaments to picnics and scarecrow competitions. St Paul's Primary School and local groups use the space for physical education and forest school sessions. We don't think it can be right for the creation of a new community for York to come at the cost of a thriving, existing community.

The Millennium Green is also a valuable community asset, which not only has developed as a natural habitat, but one which is popular with the residents on the north side of Leeman Road's community.

There is a huge opportunity to masterplan a world-leading site fit for the 21st century. There are numerous models which could be referenced but don't appear to have been looked at: The former British Army base at Vauban outside Freiburg was developed with high levels of citizen involvement in creating the masterplan and achieved a car ownership ratio of 150 cars per 1000 people; The Bahnstadt development at Heidleberg, where all buildings are built to passivhaus standards – built on old freight yards and now housing more than 3,000 people;

Other Comments Relevant to Access Consultation

Comments Related to Access Options

This section draws together other comments which cannot be readily categorised by theme, but still raise points for YCP to consider in relation to the choice of access option. These include views expressed about the process, consultation, and funding of the access options. There were a total of 29 codes created to categorise comments against. The analysis is presented by access option to allow YCP to directly compare the number of comments per access option.

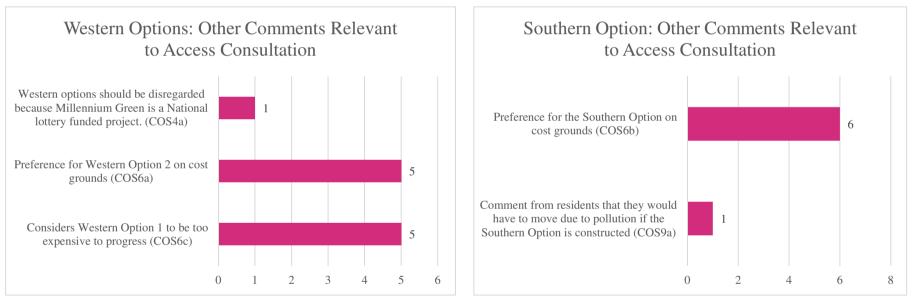


Figure 38: Other Comments Made About the Western Options

Figure 39: Other Comments Made about the Southern Option

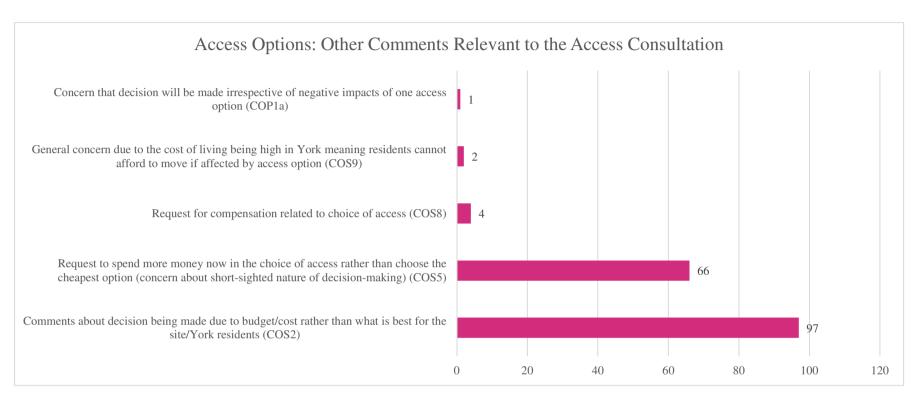


Figure 40: Other Comments Relevant to the Access Consultation

In relation to the overall access options analysis, the most frequently raised comment (97 comments) was a request for the decision for the access option to be based on what is best for the local community rather than on cost (COS2). Concern was also raised about the short-sighted nature of the decision-making process, with 66 comments requesting to spend more money now in the choice of access (COS5).

Comments Related to Wider York Central Development

In addition to specific comments relating to the access options, respondents also raised a number of general comments regarding the process of developing the York Central project. Respondents also provided comments on the community engagement process undertaken, and anecdotal information on how existing spaces and places are currently used. These comments are set out in the table below.

Table 14: General Comments Relevant to Access Consultation

Code	Number of comments
General comments about how places are currently used. (ANEC)	91
Comments about the lack of data provided for consultation (COP5)	66
General comments about consultation materials (COP4)	52
Dissatisfaction/disagreement with the Red/Amber/Green ranking conclusions within consultation materials (COP4a)	47
Concern about the consultation process being genuine (concern that people's comments will not be taken into account in refining the scheme as a result) (COP2)	46
Concern that is a political decision making process (e.g. the decision is made by politicians and not the community) (COP1)	37
Comments about the decision being made due to budget/cost rather than high quality design (COS1)	30
Disagreement with the priority ranking table within the questionnaire and boards (COP3)	28
Comments about the consultation events (COP6)	22
Concerns about funding of the development (COS4)	21
Concern about blight (reduction in houses price etc) (COS3)	19
Raised comment about the potential for a legal challenge (LEG)	10
Decision is divisive and is creating conflict between two communities (COP1b)	3
Comments about the role of the National Rail Museum in the project (COP1c)	3
Comments about the role of Network Rail in the project (COP1d)	3

Request for additional consultation (COP7)	3
Suggestion about Compulsory Purchasing affected properties (COS7)	2
Timeline should not be a problem for the development (TIME)	1
Cost seems to be the most significant factor in the decision making process (COS6d)	1

Masterplan

Comments Related to Wider York Central Development

This theme focuses on comments made about the forthcoming masterplan including requests for specific land uses and infrastructure as part of its design. These relate to the wider development and not the choice of access, so are provided for wider context and the next stages of the York Central project. There were 14 codes generated to categorise reoccurring comments against and these are presented in Table 15, it should be noted that a number of single comments were coded as 'other' but reported in the table below as individual comments.

The most frequently raised comment (45 comments) was a request for a high quality masterplan (MP1). The second most frequent comment (32 comments) was that insufficient information was provided about the masterplan to be able to determine which access option is best (MP3). There were 20 comments that requested provision of community infrastructure within the site including schools, a GP practice, and additional green space (MP10).

Table 15: General Comments Made about the Masterplan

Code	Number of comments
Needs high quality vision for the development (MP1)	45
Insufficient information about the masterplan for the site to be able to determine which access option is best (MP3)	32
Request for community infrastructure (i.e. schools, GP, green space) as part of developing York Central (MP10)	20
Comments about housing types and numbers for York Central (MP2)	19

Request for high quality and sensitive design (MP1a)	15
Planning and foresight is needed before decision made on masterplan (MP6)	14
Raised the importance of the National Railway Museum (NRM) and its impacts on the local area (MP4)	11
Comments about office space in the development (MP7)	9
Comments about Holgate Beck as part of the new site (MP11)	3
Concern about NRM closing Leeman Road (MP5)	3
The York Central development should seek to repurpose heritage buildings for new uses (MP12)	2
Need to create community feel in new development (MP8)	2
Concern about height of buildings in the York Central proposals (MP9)	2
Questioning whether a vision exists that makes it unnecessary to own a car if living in the York Central site (MP*)	1
Request to consider the Danish/Dutch design for cycling infrastructure (MP*)	1
Questionning whether York Central is needed (MP*)	1

4 Summary

4.1 Summary

This report provides an analysis of responses to the York Central Access Options consultation. The consultation asked the public to inform YCP about the community impacts arising of the three potential access options, namely:

- The Southern Option, which would take access off the A59/Poppleton Road;
- Western Option 1, which would take access from Water End; and,
- Western Option 2, which would also take access from Water End.

The consultation included four public consultation events with information on the proposed access options. This information was also available online for respondents to review and provide electronic feedback. The events were attended by 644 people and the consultation generated a total of 619 responses.

This report focuses on the analysis from Question 2 and Question 3 of the consultation feedback questionnaire. Question 2 ask respondents to prioritise a number of impacts in relation to the scheme. From the analysis of the responses, air quality, noise, transport and ecology were highlighted by the community as issues of most importance to them. Construction impacts were predominantly ranked lowest by respondents.

Question 3 sought views from respondents on how the access options would impact on local communities. This was a free-text response question which has generated a wide range of responses covering a number of themes and issues. This has been reported under a number of themes:

- Comments on specific access options;
- Community impact;
- Traffic and transport;
- Environment;
- Construction;
- Alternative suggestions, with details of the free-form suggestions included as Appendix D ;
- Other comments relevant to the access options consultation; and
- Comments relating to the future masterplan development.

A significant proportion of respondents indicated a preference for or opposition to a particular access option. This data was derived from the free text within open ended question 3 and therefore **should not be read as a specific vote for any option.** The data is as follows;

- Preference for Western Option 1 (WO1P) 196 comments;
- Opposition for Western Option 1 (WO1O) 39 comments;
- Preference for Western Option 2 (WO2P) 115 comments;
- Opposition for Western Option 2 (WO2O) 66 comments;
- Preference for the Southern Option (SouthP) 29 comments; and
- Opposition for the Southern Option (SouthO) 336 comments.

4.2 Next Steps

This report has sought to provide factual analysis of the consultation responses. The analysis has not sought to infer any weight or conclusions regarding the public comments but purely to summarise the views on community impact related to the access options. `

This report has been prepared to inform YCP in relation to the community views on the different access options and the potential community impact associated these. YCP will review the outcomes of this consultation taking into account all issues raised before making an informed decision on the choice of access for the York Central development.