

Report of the Cabinet Member for City Strategy

Former British Sugar/Manor School Supplementary Planning Document

Summary

1. This report outlines work carried out on the preparation of a draft Supplementary Planning Document (SPD) for the former British Sugar/Manor school site. Consultation on an initial draft SPD was carried out last year. A revised draft SPD (see Annex 2) has now been produced incorporating suggested changes to respond to issues raised in the consultation. The draft Sustainability Appraisal document (see Annex 3) to be read alongside the draft SPD has also been revised to reflect the main changes to the document.
2. Members are asked to note the consultation findings as set out in Annex 1 and to approve the revised draft SPD. The draft SPD will then be used to provide planning guidance for the preparation of a masterplan for the area and in the formulation of redevelopment proposals by developers. If agreed, the draft SPD will be used as a material consideration in the assessment of planning applications for the area. The intention is to bring the draft SPD back to Members following adoption of the Core Strategy for formal inclusion as part of the LDF.

Background

3. In December 2010 the Executive agreed for public consultation to be carried out on the Consultation Draft of a Supplementary Planning Document for the area. This took place between December 2010 and February 2011. Consultation was carried out in accordance with a Consultation Plan agreed by Members (December 2010).
4. At the LDF Working Group meeting on 5 March 2012 Members considered a report summarising the responses received to the

consultation. A Summary of Comments is attached at Annex 1. Members were asked to note these responses and to recommend the suggested changes to the SPD set out in a revised draft (see Annex 2) be referred to this meeting of the Cabinet for approval. Subject to an amendment for delegated authority to the Cabinet Member and Director of City Strategy to agree minor changes to the document, this recommendation was carried forward. Changes made to text subsequent to the LDF Working Group meeting are highlighted in yellow in the document. Members also considered a Sustainability Appraisal Statement which outlined where the main changes would need to be made to the Sustainability Appraisal document for the former British Sugar/Manor School site. The draft Sustainability Appraisal document has subsequently been revised and is attached at Annex 3. A copy of the Minutes of the LDF Working Group meeting are attached at Annex 4. The documents at Annexes 1 to 4 can be viewed online and a hard copy is available in the Member's library.

5. New Planning Guidance is due to be introduced in Spring this year with the National Planning Policy Framework (NPPF). This will replace references to Planning Policy Statements and Planning Policy Guidance Notes within the draft SPD and the new guidance will need to be taken into account in assessing any proposals being made.

Consultation

6. Around 1,700 letters and documents were sent to specific and general consultees including individuals, groups, organisations and companies, who had previously expressed an interest in the area. In addition, over 1,100 letters and leaflets were sent out to residents, businesses and major site landowners within the immediate area.

Consultation Responses

7. A total of 223 individual consultation responses were received, including comments from specific stakeholders, organisations, groups of residents and individual residents. In total over 1000 individual comments were received and a Summary of the Comments received has been produced (see Annex 1). A leaflet outlining 'alternative' access plans via the former Civil Service sports site was also received from Miller Homes with 36

representations received in support of this. These representations (ref/ A468) are also included in the Summary of Comments.

Main changes to the SPD

8. The revised draft SPD updates the Consultation Draft SPD. The key changes to the document are outlined below and follow the theme format of the document.

Theme 1: Sustainable, Interactive and Inclusive Communities

Housing

9. Since the Consultation Draft SPD was published the North Yorkshire Strategic Housing Market Assessment has been produced and this was considered by LDF Working Group Members at their last meeting on 5th March this year. Where new analysis replaces and updates parts of the 2007 SHMA evidence base the SPD has been amended to reflect this updated evidence base. Statement 1 of the draft SPD has also been amended to include reference to economic viability assessment and market conditions. The explanation to Statement 3 now considers the character of surrounding residential areas.

Community facilities

10. For clarity the type of local shopping facilities has been amended in the draft SPD to refer to a neighbourhood foodstore to meet primarily newly arising local needs. The explanation of such new convenience retailing is expanded upon within para 5.32 and reference is now made to the need for a Retail Impact Assessment to accompany any planning application for retail provision on the site. Suggestions for different types of community uses within the site have been noted and will be considered further in subsequent stages of the planning process. It should be noted that the provision of educational places for the new development will be assessed using the council's assessment and provision standards when detailed proposals are put forward. The spatial arrangement of uses for the former Manor School site and any possible re-use of existing buildings will be considered at the masterplanning stage of work.

Theme 2: Quality Place/Environment

11. The draft SPD has been amended to make reference to the need to give consideration to the impact of development on the natural environment and the need to adapt to future climate change.

Reference is also now made to the use of grant funding to facilitate higher standards of sustainable design, the use of equivalent environmental standard methodology, and the need to seek the provision of locally sourced construction materials. Amendments have been outlined to incorporate the renewable energy sources considered in the York Northwest Local Carbon Framework. Principle 5 has been widened to include reference to the need to relate to the city as a whole as well as to the surrounding area. Additional guidance is outlined relating to the requirements relating to noise and external lighting. The need to incorporate designing out crime principles is also now included in the revised document.

12. The high level of concern relating to any potential loss of green assets within the area is noted. No amendments are considered necessary, however, as the draft SPD included a Statement to retain existing green assets of value within the site and incorporate these within the new green infrastructure network where possible. Figure 14 has been updated to give clearer presentation of existing green infrastructure within the site. It should be noted that the spatial arrangement of uses within the area will be explored in more detail during the masterplanning stage of work.

Theme 3: Sustainable Movement and Connections

13. Whilst no revisions are suggested to the number and location of the potential access options to the site, it should be noted that this is a highly contentious issue with a high level of disagreement demonstrated through the consultation. However, the options available to enable redevelopment of this brownfield site are limited due to the location of existing development adjoining the site and constraints imposed by the adjacent railway lines. Further consideration and detail on the access options is outlined in the emerging York Northwest Transport Masterplan which was also considered by Members of the LDF Working Group on 5 March 2012. For clarity, Plan 8 of the draft SPD has been amended to identify more specifically where the potential options for pedestrian and cycle routes across the railway lines could be located, reflecting transport study work.
14. It should be noted that whilst there will be implications arising from the provision of new access routes these will need to be balanced between the benefits provided and the environmental impacts. These considerations have been made clearer within Statement 18

of the draft SPD. Reference has also been made to the need to assess the environmental impact of new access routes and the need to seek to ensure that impacts to adjoining residential areas are minimised as far as possible.

15. The Consultation Draft SPD made reference to the provision of an additional rail station/halt to serve the site and the need to future proof long term provision of tram train. This should also be considered in association with the provision of an east-west bridge across the railway lines. Reference has, therefore, been made to the need to ensure that the design of the development does not prejudice future provision of this facility. Further work will be undertaken by the council to pursue delivery of tram-train facilities and engage with the appropriate parties to take this forward.
16. The provision of a pedestrian/cycle link over and along the railway to adjoining areas including the city centre were supported in the consultation. The intention to pursue these routes and to link with possible future tram-train facilities has been made clearer in the draft SPD. Reference has also been made to the need for the development to contribute towards these potential new pedestrian and cycling links and to dedicate land within the site to ensure the design of the development does not prejudice future provision of these routes. Further work will be undertaken by the council to pursue delivery of these routes and engage with the appropriate parties to take this forward.
17. Plantation Drive was historically used as the main vehicular access to the former British Sugar site. However, it is recognised that there is limited capacity to serve unrestricted levels of additional traffic and the level of homes served by this access would, therefore, need to be restricted. The draft SPD has been amended to clarify the term 'restricted access' using both Plantation Drive and Ouse Acres and the need for this to be considered within the Transport Assessment to be undertaken by the developer, having regard to issues of safety, parking and environmental attractiveness.
18. Reference to the emerging York Northwest Transport Masterplan has also been included in the draft SPD. The text has been amended to identify the need for further modelling work to be undertaken by the developer to inform the level of mitigation works which will be necessary to accommodate additional traffic generated by the development, together with a list of anticipated

measures for the area. Additional reference has been made to the impact on nearby Air Quality Management Areas (AQMA's) and the need for the developer to address this in the transport approach. A Transport Assessment to be undertaken by the developer will be required as part of the planning application to enable a full assessment of the impact of additional traffic generated and inform the approach to transport to be taken.

Delivery and Implementation

19. The Delivery and Implementation section of the draft SPD has been amended to include reference to the need to consider the provision of renewable energy technologies early in the planning and phasing process.

Other SPD amendments

20. In addition to the amendments arising from the consultation response the draft SPD has also been amended include reference to updated and new relevant documents, including for example, the York New City Beautiful, Climate Change Strategy and York Northwest Local Carbon Framework, together with corrections/ minor amendments and further input from the internal corporate project team.
21. The draft Sustainability Appraisal (SA) document (see Annex 3) has been revised to reflect key changes to the draft SPD. The changes have strengthened the analysis towards meeting the SA objectives.

Options

22. Option 1: To note the consultation findings and agree the revised draft SPD for use of the document for development management purposes.
23. Option 2: To request further changes are made to the draft SPD.

Analysis

24. In terms of the options set out above approval of the suggested changes to the revised draft SPD is recommended to Members. This would provide up-to-date specific planning guidance with clear direction on planning issues and considerations relevant to the development of this major strategic development site. This will

provide important context for the masterplanning work and the preparation of development proposals for the area. The draft SPD will also provide an important part of the Local Development Framework which will be used to assess the acceptability of an emerging scheme and any future planning applications for the area.

25. The comments received in response to the consultation have been carefully considered in terms of planning guidance and background evidence. It is important to ensure that any requirements arising from the draft SPD are justifiable, directly relate to the development, fairly and reasonably relate in scale and kind to the development and would be necessary to make the development acceptable. The amendments to the document seek to clarify and ensure all relevant issues are addressed in the draft SPD. If further amendments or additional revisions to the draft SPD are proposed these would also need to meet the criteria outlined above and be justifiable and deliverable in the context of the site.

Council Plan

26. The redevelopment of the site will enable the creation of a new residential community which will make a significant contribution to future housing needs in the city. This will further a number of the city's priorities outlined in the Council Plan 2011-2015 delivering for the People of York;
 - **building strong communities;**
 - **protecting the environment; and,**
 - **getting York moving.**
27. The development will further a number of initiatives outlined in the plan including, promotion of renewable energy generation, promotion of high quality neighbourhood spaces, promotion of measures to reduce carbon emissions, improve public access to open space, provide good quality affordable housing, promote sustainable travel and establish community facilities to meet the needs of the new neighbourhood.

Implications

28. Implications are as listed below:

- **Financial:** There are no financial implications.
- **Human Resources (HR):** There are no HR implications.
- **Equalities:** There are no equalities implications.
- **Legal:** There are no legal implications.
- **Crime and Disorder:** Crime and Disorder considerations have been taken into account in the preparation of the SPD.
- **Information Technology (IT):** There are no IT implications.
- **Property:** As detailed in the Core Strategy, identification of community requirements and also service needs will be progressed through the Community Area Asset Management Planning process and will be lead by the Corporate Landlord and the Corporate Asset Management Group. As owners of the former Manor School site the council will be working in partnership with the owners of the British Sugar site to ensure that both sites are included in the masterplanning to enable the best value to be obtained from the uses delivered. The former Manor School site and buildings are classified as surplus property and the capital receipt obtained from the disposal of this site will be used to fund the Councils capital programme which helps meet the council's corporate priorities.
- **Other:** None

Risk Management

29. It is important that a planning framework for this area is in place as soon as possible and in advance of any planning application being submitted. This will give a more robust basis for the planning requirements being sought and will help to speed up the consideration process for the application. This is important given the recent emphasis in guidance for decisions to be made within relevant timescales.

Recommendations

30. Members are asked to:

i) Recommend Option 1 to note the consultation findings and agree the revised draft SPD at Annex 2 to be used for development management purposes.

ii) Delegate to the Director of City Strategy in consultation with the Cabinet Member for City Strategy the making of any incidental changes to the draft document that are necessary as a result of the recommendation of this report.

Reason:

- i) To provide robust planning guidance to assess the acceptability of emerging development proposals and future planning applications for the area.
- ii) To enable any recommended changes to be incorporated within the draft SPD.

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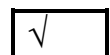
**Report
Approved**



Date 13.3.12

Specialist Implications Officer(s): None

Wards Affected: Acomb, Holgate and Rural West York



For further information please contact the author of the report

Background Papers:

Former British Sugar/Manor School Supplementary Planning Document
(5 March 2011)

York Northwest Planning Framework (December 2010)

Annexes available online:

Annex 1: Summary of Comments on Consultation Draft SPD

Annex 2: Revised draft SPD for the former British Sugar/Manor School site

Annex 3: Revised draft Sustainability Appraisal

Annex 4: Minutes of LDF Working Group on 5th March 2012