



## Notice of meeting of

### Local Development Framework Working Group

**To:** Councillors Reid (Chair), D'Agorne, Horton, Hyman, Macdonald, Merrett, Simpson-Laing, Waller and R Watson

**Date:** Thursday, 1 February 2007

**Time:** 4.30 pm

**Venue:** The Guildhall

### AGENDA

#### 1. **Declarations of Interest**

At this point, members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

#### 2. **Minutes** (Pages 1 - 6)

To approve and sign the minutes of the meeting of the Local Development Framework Working Group held on 4 December 2006.

#### 3. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on Wednesday 31 January 2007.

**4. City of York Council - Local Development Scheme** (Pages 7 - 54)

This report advises Members on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004) and presents a draft of the LDS to Members for consideration prior to formal submission to the Government Office for Yorkshire and the Humber.

**5. York Northwest Area Action Plan** (Pages 55 - 168)

This report updates Members on the progress of the joint Area Action Plan (AAP) for the York Central and British Sugar sites, to be known as the York Northwest Area Action Plan, and seeks agreement to a programme for the preparation of the AAP.

**6. Any other business which the Chair considers urgent under the Local Government Act 1972.**

Democracy Officer:

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

City of York Council

Minutes

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MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	4 DECEMBER 2006
PRESENT	COUNCILLORS REID (CHAIR), HORTON, HYMAN, LIVESLEY (AS SUBSTITUTE FOR R WATSON), MACDONALD, MERRETT, SIMPSON-LAING AND WALLER
APOLOGIES	COUNCILLORS D'AGORNE AND R WATSON

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**22. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

No interests were declared.

**23. MINUTES**

RESOLVED: That the minutes of the Local Development Framework Working Group meeting held on 7 November 2006 be approved and signed by the Chair as a correct record, with the following amendment:

- (i) To delete the words “and that they cannot represent residents’ views at these meetings” from point (ix) of Part Three of Appendix 1.

**24. PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak under the Council’s Public Participation Scheme.

**25. COMMUTED SUM PAYMENTS FOR OPEN SPACE IN NEW DEVELOPMENTS**

Members received a report which sought comments on a revised approach towards implementing policy L1c (Provision of New Open Space in Development), with regard to commuted sum payments towards open space provision in new developments, and asked them to consider a more structured commuted sum payments process for use in considering planning applications for residential and employment, retail and leisure uses where appropriate.

The report presented two options for consideration:

- Option 1 – to approve a set of commuted sum payment figures, attached at Annex B of the report, for use with policy L1c;

- Option 2 – to continue calculating commuted sum payment figures on a site by site basis.

A schedule was circulated setting out the figures used to build up the costs for open space provision in the City of York. Members requested that a further breakdown be provided at Planning Committee, indicating equipment and labour costs and clarifying that land costs were not included. With regards to the cost per square metre of the play area at Holgate Park, Members suggested that the figure should be recalculated using the area of the play area, rather than that of the whole park.

Members proposed a number of amendments to the text accompanying the figures in Annex B, as detailed below.

**RECOMMENDED:** That Planning Committee be recommended to approve the commuted sum payment figures shown in Annex B of the report to support the application of policy L1c of the 4<sup>th</sup> Set of Changes to the City of York Local Plan, subject to the following amendments to the accompanying text:

- (i) To remove the words “in most situations” at the beginning of the second paragraph on residential developments and instead refer to developments of less than 10 dwellings and more than 10 dwellings where there is not enough space to meet open space requirements on site, as set out in policy L1c;
- (ii) To the heading of the table to clarify that the commuted sum required per dwelling excludes the land cost element;
- (iii) To the footnote to the table to clarify that the prices will be increased annually in line with the Building Costs Information Service Tender Price Index each April;
- (iv) To clarify that inflation to the time of payment must be added to the figures.

**REASON:** To give a degree of certainty and accountability regarding the Council’s approach towards requiring commuted sum payments for open space.

## **26. INFORMATION REPORT - THE IMPLICATIONS OF THE RECENT DECISIONS OF THE PLANNING INSPECTORATE ON THE CORE STRATEGIES OF STAFFORD AND LICHFIELD**

Members received a report which advised them on the content of the recent reports by the Planning Inspectorate on the Core Strategies produced by Stafford Borough and Lichfield District Councils and the need

to reflect these decisions in the production of York's Local Development Framework (LDF).

The report explained that following public examination both Core Strategies had been found to be unsound. The Inspectors considered that the defects were so severe that re-wording would not address the problems and that both documents should be withdrawn, effectively forcing the authorities to go back to the first stage of document production, the 'Issues and Options' stage. Paragraphs 8-14 of the report highlighted the key points made by the Inspectorate.

Officers were carefully considering the lessons to be learned from the experience of these two authorities and monitoring the progression of other Core Strategies through the planning process to gain a good understanding of what was likely to lead to a successful plan. In addition they were seeking further professional advice to ensure that York's LDF was developed in the most appropriate way.

Officers also reported that South Cambridgeshire District Council and East Hams Council had had their Core Strategies approved and that they were therefore also looking to learn from their experiences too.

**RECOMMENDED:** That the recent decisions of the Planning Inspectorate on the Core Strategies produced by Stafford Borough and Lichfield District Councils and the potential implications for the City of York be noted.

**REASON:** To ensure York's LDF reflects these decisions.

**27. CITY OF YORK COUNCIL ANNUAL MONITORING REPORT FOR 2005/2006**

Members received a report which sought their views on the Local Development Framework Annual Monitoring Report (AMR) prior to sending it to the Secretary of State in December 2006.

The draft AMR was attached as Annex A of the report.

Officers reported that paragraph 6.5 of the AMR was to be amended to give all figures in kilometres and square kilometres. They also confirmed that if more up to date figures became available prior to submission of the AMR to the Secretary of State, then they would be included at the appropriate places within the document.

**RECOMMENDED:** (i) That the suggested amendments on the content of the AMR set out below be considered by officers:

- a) To use Plain English in the document, particularly the Executive Summary, to ensure it is understandable to members of the public, and to illustrate figures in tables

or charts rather than detailing them in text (eg: paragraph 1.9);

- b) To highlight key points from all sections of the document in the Executive Summary, not just housing and employment;
  - c) To make the summary table of core output indicators easier to understand, possibly by providing a user guide or glossary;
  - d) To include references to the draft Housing Market Assessment;
  - e) To point (iv) in the table at paragraph 5.23 to explain where the annual net additional requirement figure comes from;
  - f) To Figure 5.2 to ensure that it could be clearly understood when printed in black and white;
  - g) To paragraph 5.42 to clarify that the Third Set of Changes to the Local Plan *proposed* to increase the level of affordable housing to 50%;
  - h) To paragraph 5.76 to clarify that Members always considered the Environment Agency's advice carefully, even when they approved applications contrary to this advice;
  - i) To paragraph 6.60 to rephrase and clarify the information therein.
- (ii) That the making of any changes to the document that are necessary as a result of these comments be delegated to the Director of City Strategy and the Executive Member and Opposition Spokesperson for City Strategy.

REASON:

- (i) So that the report can be progressed through to submission to the Secretary of State.
- (ii) So that changes resulting from the comments at the meeting can be made and the report be submitted by the required deadline.

COUNCILLOR A REID

Chair

The meeting started at 4.30 pm and finished at 5.45 pm.

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**Local Development Framework Working Group****1<sup>st</sup> February 2007**

Report of the Director of City Strategy

**City of York Council – Local Development Scheme****Summary**

1. This report advises Members on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004). The report outlines the requirements under the new system, the key components of the proposed LDS and its financial implications. A draft of the LDS is attached as Annex A to the report and Members are asked to approve this document for formal submission to the Government Office for Yorkshire and the Humber.

**Background**

2. The Planning and Compulsory Purchase Act (2004) requires local authorities to produce and publish a project plan for the production of the Local Development Framework (LDF) known as the Local Development Scheme (LDS). It is important that the LDS is revised periodically to reflect changes to the LDF programme. This project plan must be approved by Government Office prior to publication. Progress against the key milestones in the LDS will be one factor considered in the future awarding of the Planning Delivery Grant.
3. Guidance indicates that the LDS should look forward at least three years, and it should cover all aspects appropriate to the progression of the LDF. This includes the establishment of the evidence base, information on which development plan documents will be taken forward, resource implications and reporting structures. It is also important that each LDS indicates in general terms what future work is proposed beyond that three-year period.
4. The LDS comes into effect four weeks after being submitted to Government Office unless Government Office intervenes during this period or requests more time. It is possible that Government Office may request changes to an authority's LDS to take account of issues such as the ability of the Planning Inspectorate to resource specific Public Inquiries.

### **Key Components of LDS**

5. The proposed LDS, attached as Annex A to this report, covers six key areas each of which is detailed below:
  - i. Introduction – highlights the requirements of the new system and the authority’s current position;
  - ii. Programme & Contents – covers the process of adopting development planning documents under the new planning system and highlights those that the Council intends to prepare over the next three years.
  - iii. Annual Monitoring Report
  - iv. Sustainability Appraisal & Strategic Environmental Assessment
  - v. Existing Council Strategies
  - vi. Resources

### **Options**

6. Members have two options relating to the proposed LDS:

**Option 1:** To approve the LDS as drafted by Officers, attached as Annex A, for submission to Government Office for Yorkshire and the Humber.

**Option 2:** To seek amendments to the LDS through the recommendations of the Working Group or alternatively request that Officers prepare an alternative project plan.

### **Analysis**

7. The proposed timetable included within the LDS, attached as Annex A, has been influenced by the interrelationships between the proposed documents and the advice of Government Office, in relation to the amount of time likely to be required by the Planning Inspectorate, post submission. It also reflects the careful consideration of those factors that have influenced LDF preparation to date - these are highlighted in paragraphs 8 to 13 below.
8. The Council began substantive work on the LDF in April 2005 following Members approval of the Local Plan for Development Control purposes. Since then considerable progress has been made on the LDF. This includes: consultation on the ‘Core Strategy’; the progression of the ‘Statement of Community Involvement’ to its submission stage; commencement of work on the ‘Allocations’ and ‘Development Control’ Development Plan Documents (DPDs); and a substantial amount of work relating to the development of a robust and comprehensive evidence base.
9. The Council’s initial LDS was submitted to Government Office in March 2005 and at that time represented officers’ best view of the likely timetable for taking forward the LDF. In common with most local authorities, some slippage

in the timetable reflects the fact that when the LDS was originally prepared, the Planning System was relatively new and it was unclear how it would operate in practice. However other factors specific to York have influenced the programme's implementation.

10. Additional work commitments placed on the City Development Team over and above those envisaged when the original LDS was produced have had a negative effect on the progress of the LDF, although it is considered by Officers that this level and type of workload is unlikely to reoccur. The original LDS was produced on the basis that it would be possible to commit a majority of the Forward Planning Team's time to work on the LDF from January 2005 onwards. Additional work required on the Local Plan, which delayed its approval to April 2005, prevented this from occurring. It was not however possible to reflect this in the LDS itself given the lead in times that existed in meeting statutory deadlines. The input required from the City Development Team into the major public inquiries relating to: North of Monks Cross; Germany Beck & Metcalfe Lane; and Heslington East has had considerable resource implications.
11. In addition to a higher than anticipated workload during the initial twelve months of LDF production, the City Development, Forward Planning Team responsible for leading on the LDF process experienced staffing problems including a three month period when the team was at fifty percent capacity. This issue has now being rectified and additional resources have been identified to progress the core LDF programme and the proposed Area Action Plans.
12. National and regional issues have also have a considerable influence on the proposed programme. At the last LDF Working Group, Members considered a report which highlighted the experiences of Stafford Borough and Lichfield District Councils. In both cases, following over three years work, the Planning Inspectorate judged their Core Strategies to be 'unsound', effectively forcing them to begin the process again. Following the meeting, Ryedale District Council's Core Strategy, the first to progress in the Yorkshire & Humber Region, has also been judged 'unsound'. To minimise the risk of York's Core Strategy failing the test of 'soundness', extra time has been built into the programme at the initial 'Issues & Options' stage. This is particularly important from the point of view of creating a robust evidence base, a key reason for failure in the case of Stafford and Lichfield. The work currently under way to create this evidence base is reflected in Figure 2 of the LDS.
13. The report of the Planning Inspectorate into the draft Regional Spatial Strategy (RSS) is due to be published in early February. One of the tests of soundness applied to LDF documents by the Planning Inspectorate is whether they are in conformity with both Regional and National Guidance. Officers consider it beneficial therefore to await the outcome of the report before undertaking further consultation on the LDF Core Strategy.

### **Corporate Priorities**

14. The revised LDS supports the following Corporate Strategy Priorities:

- increase the use of public and other environmentally friendly modes of transport;
- improve the actual and perceived condition and appearance of the City's streets, housing estates and publicly accessible spaces;
- increase people's skills and knowledge to improve future employment prospects;
- improve contribution that Science City York makes economic prosperity;
- improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest;
- improve the life chances of the most disadvantaged and disaffected children, young people and families within the City;
- improve the quality and availability of decent affordable homes in the City;
- improve our focus on the needs of customers and residents in designing and providing services;
- improve leadership at all levels to provide clear, consistent direction to the organisation; and
- decrease the tonnage of biodegradable waste and recyclable products going to landfill.

### **Implications**

15. Implications are as listed below:

- **Financial:** The LDF Reserve in conjunction with the budget proposals considered by the Executive on 16<sup>th</sup> January to provide three additional temporary posts to support both the production of the core LDF and two Area Action Plans will be sufficient to cover the main costs of the initial phase of work. A report will be brought back to the LDF Working Group in the future providing further information on financial implications beyond the initial phase of work on the LDF. It should be noted the costs included in the LDS are for the period 2007-2010. LDF costs related to 2006-07 covered by the LDF reserve are not included. Failure to deliver the LDF in line with the timetable highlighted in the LDS following approval from Government Office will have implications for the level of Planning Delivery Grant awarded to the Local Authority.
- **Human Resources (HR):** There are no HR implications.
- **Equalities:** There are no Equalities implications.
- **Legal:** As work on the LDF progresses legal advice will be sought to ensure the document under production is both procedurally and technically sound.

- **Crime and Disorder:** There are no Crime and Disorder implications.
- **Information Technology (IT):** There are no IT implications.
- **Property:** There are no property implications.
- **Other:** There are no other known implications.

### **Risk Management**

16. Potential risks to the delivery of the programme are highlighted in Table 1 of the LDS document itself along with potential mitigating actions.

### **Recommendations**

17. That Members recommend to the Executive that it:
- (i) approves, subject to the recommendations of this working group, the proposed Local Development Scheme included as Annex A to this report, for formal submission to Government Office for Yorkshire and the Humber;

Reason: So that the Local Development Scheme can be submitted to Government Office for Yorkshire and the Humber.

- (ii) delegate to the Director of City Strategy in consultation with the Executive Member for City Strategy, the making of any other necessary changes arising from either the recommendation of the LDF Working Group or Executive, prior to its submission to Government Office; and

Reason: So that any recommended changes can be incorporated into the Local Development Scheme prior to its formal submission to Government Office.

- (iii) delegate to the Director of City Strategy in consultation with the Executive Member for City Strategy the making of any changes arising from comments made by Government Office or the Planning Inspectorate following formal submission.

Reason: So that any comments made by Government Office or the Planning Inspectorate can be incorporated into the Local Development Scheme.

**Contact Details**

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Director of City Strategy  
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**Report Approved**

**Date** 22/01/2007

**Specialist Implications Officer(s)**

Financial  
Patrick Looker  
Finance Manager  
Tel: 551633

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report**

**Background Papers:**

None

**Annex A: City of York Council Draft Local Development Scheme**



City of York

# LDF

Local  
Development  
Framework

Revised draft

# Local Development Scheme

January 2007

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# **1. Introduction and Context**

## **The New Planning System and its Scope**

- 1.1 In September 2004 the Planning and Compulsory Purchase Act (The Act) introduced a new planning system. For local authorities such as York the new system introduced a range of planning documents collectively known as the Local Development Framework (LDF).
- 1.2 The Act requires Local Authorities to prepare and maintain a 'Local Development Scheme' which is the project plan that explains the documents that the Council will prepare as part of its 'Local Development Framework' over the next three years. It also sets out the resources that will be required and the timetable for each document.

## **Purpose and Content of the Local Development Scheme**

- 1.3 This document is the Council's Scheme for 2007 to 2010. Its main purposes are:
- To inform the community and other partners of the Local Development Documents that will make up the Local Development Framework for the area and the timescales they can expect for their preparation; and
  - To establish the Council's priorities for the preparation of Local Development Documents and their associated work programmes, including in relation to budgeting and resources.

## **The Present Development Plan for the City of York**

### **Strategic Planning Guidance**

- 1.4 The North Yorkshire County Structure Plan Alteration No.3 (1995) and the Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG 12 constitute the formally approved development plan covering the City of York area and thus should where possible be used in the assessment of planning applications.
- 1.5 The North Yorkshire County Structure Plan Alteration No. 3 (1995) covering the City of York and North Yorkshire relates to the period up to 2006. Transitional arrangements allow for this plan to be saved for three years from commencement of the Act. The Council is presently exploring whether it is necessary to save some of the key policies within this plan to cover the time period from September 2007 to the publication of emerging RSS.
- 1.6 The emerging Regional Spatial Strategy was subject to an examination in public in Autumn 2006 and the present timetable indicates that the Panel's Report will be issued in February 2007 and a final version issued in autumn 2007.

- 1.7 Where any conflict exists between The North Yorkshire County Structure Plan Alteration No. 3 (1995) and the Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG12 the latter will take precedence as it was approved more recently.

### **Locally**

- 1.8 In November 1999 a public inquiry opened to examine objections to the City of York Local Plan. One of the first issues to be considered by the independently appointed Government Inspector was the York Green Belt. In January 2000 he published his provisional views, which made it clear that the Plan should seek to adopt a permanent Green Belt. This differed to the approach advocated by the Council which involved initially designating an interim Green Belt whose boundaries would endure only for the life time of the Local Plan i.e. until 2006. Taking its lead from the inspector, in February 2000, the Council suspended the inquiry and officers began a Green Belt Review, which led to the Third Set of Changes to the Plan.
- 1.9 The consultation on the Third Set of Changes was held in February and March 2003. The Council received over thirteen thousand representations. This led to the production of a Fourth Set of Changes to the plan. The Local Plan up to and including the Fourth Set of Changes stages has been approved for Development Control purposes by the Council. Although this document does not have full Development Plan status as it has not been through the Inquiry process, it is considered to be an important material consideration in the assessment of planning applications. This document would then be used for the purposes of Development Control until such time as it is superseded by elements of the LDF.
- 1.10 In addition to the draft Local Plan the Council has produced and is producing a range of draft supplementary planning documents to support policies included in the draft Local Plan up to and including the Fourth Set of Changes as approved by the Council for Development Control purposes (see Annex D). These documents are considered to be material considerations in terms of determining planning applications and will continue to be used by the Authority until such time as they are superseded.

### **Further Information**

- 1.11 A glossary of terms is provided in Annex F. Further general information about the LDF can be obtained from the Council's web page at [www.york.gov.uk](http://www.york.gov.uk) or the Planning Portal Website (the government's online service for planning) at [www.planningportal.gov.uk](http://www.planningportal.gov.uk).

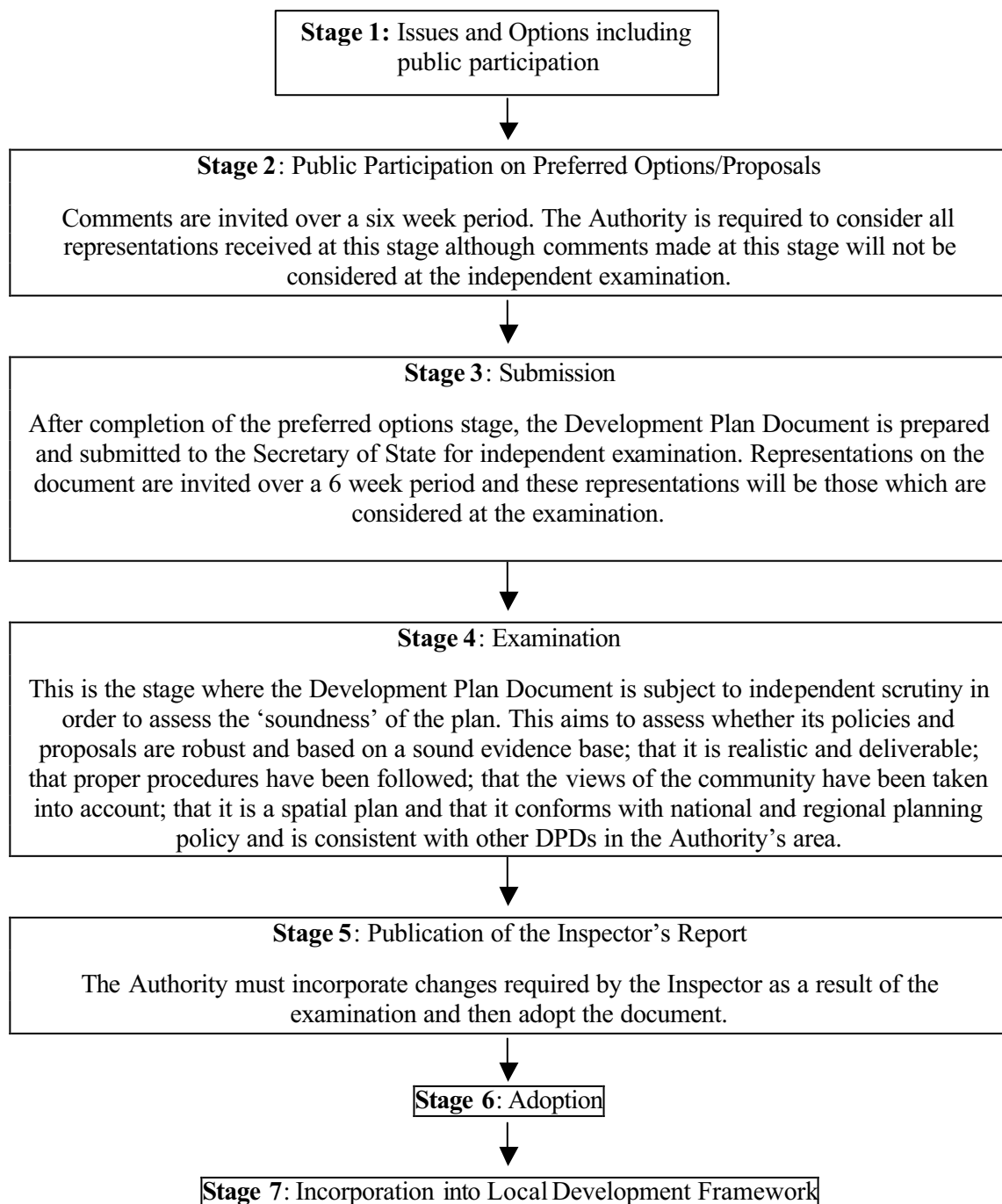
If you would like to discuss this document or the LDF more generally please contact:  
Forward Planning Team  
City Development  
City of York Council  
9 St. Leonard's Place  
York YO1 7ET  
Telephone (01904) 551482      Email [citydevelopment@york.gov.uk](mailto:citydevelopment@york.gov.uk)

## 2. Programme & Content

### Process

- 2.1 The process for the production of Development Plan Documents that will form the Local Development Framework for the City is described in Figure 1 below.

#### **Figure 1: Preparation of Development Plan Documents (DPDs)**



## Local Development Documents

### *Progress to Date*

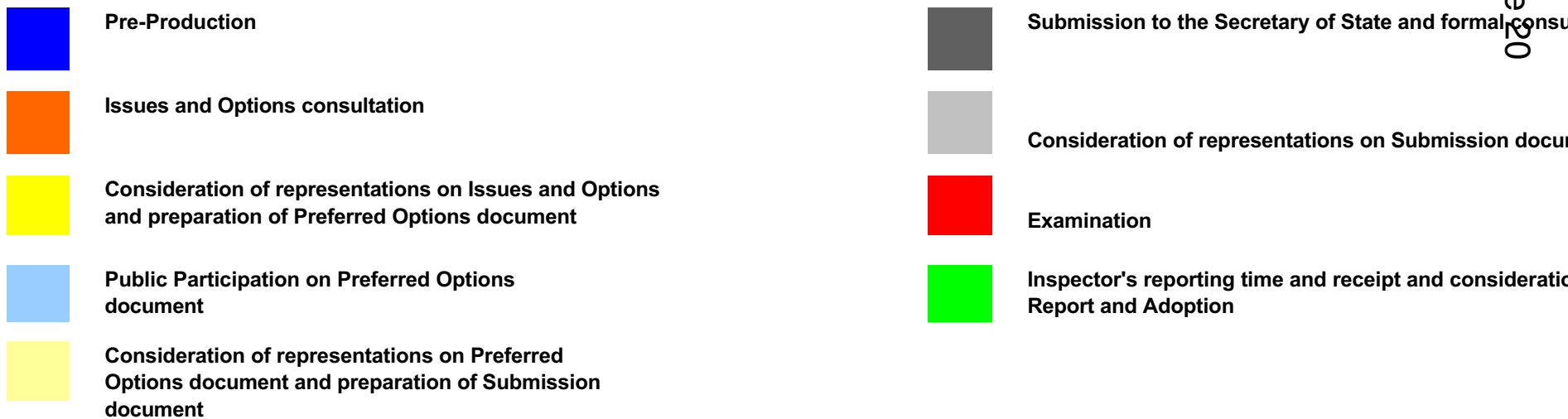
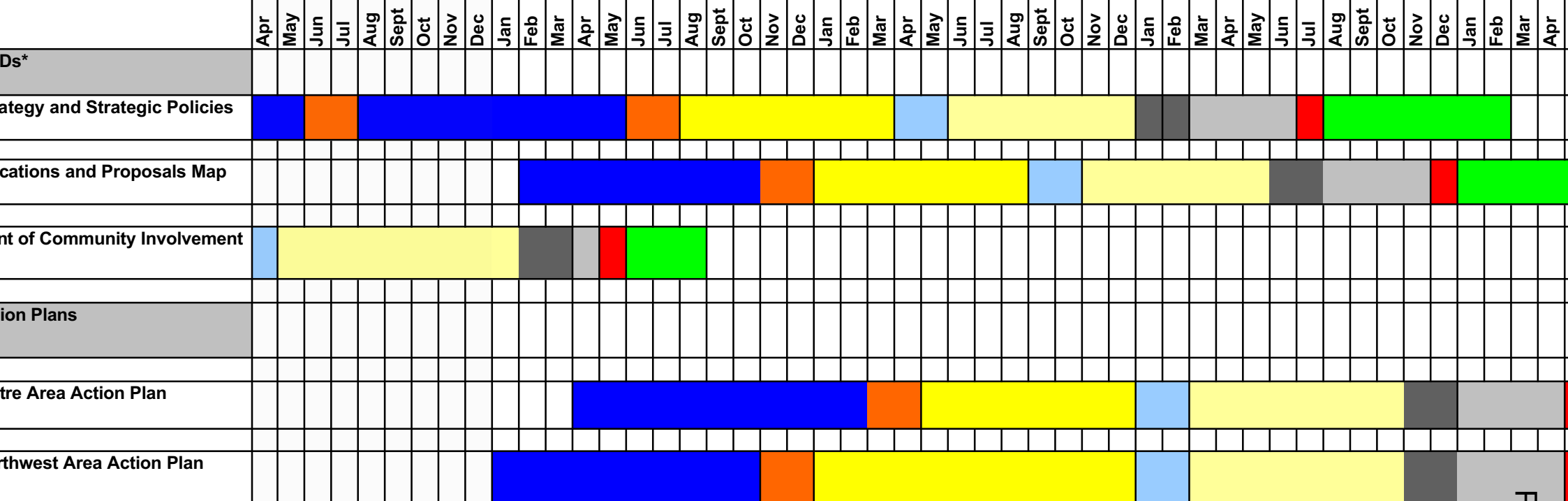
- 2.2 Since the last LDS was produced in 2005, work has commenced on the production of the Core Strategy, Statement of Community Involvement and Development Control Policies Development Plan Document. In addition evidence base work relating to the Key Allocation and Proposals Map DPD has also started. In terms of the Core Strategy, an Issues and Options paper was prepared and consultation was undertaken on this in Summer 2006. The Statement of Community Involvement is now at the Submission Stage and will be submitted to the Secretary of State in February 2007. Pre-production work has commenced on the Development Control Policies DPD, including initial consultation and discussion with Development Control.

### *Current Documents*

- 2.3 Over the next 3 years the following documents will be produced:
- Core Strategy and Strategic Polices Development Plan Document (DPD)
  - Key Allocations and Proposals Map DPD
  - Statement of Community Involvement
  - City Centre Area Action Plan
  - York Northwest Area Action Plan

The indicative timescales for the above documents are set out in Figure 2. Detailed information on the contents of the various Local Development Documents identified in this section is provided in Annex A.

- 2.4 In addition to producing the above documents, further work will also be undertaken to prepare the Development Control Policies DPD subject to achieving the milestones identified for the other DPDs. Further detail on the Development Control Policies DPD, including an indicative timescale for this ongoing work, is included in Annex B.



\* Ongoing work will also take place on a Development Control Policies DPD, subject to achieving the milestones on other DPDs. Further information on this document is provided in Annex B.

2006

2007

2008

2009

2010

	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug													
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**Evidence Base**

## Evidence Base

- 2.5 A key feature of the Local Development Framework (LDF) is that its policies and proposals are soundly based on up-to-date and reliable evidence. A robust evidence base is therefore required in order to inform content and direction. This evidence base will also provide vital information for its subsequent monitoring and review.
- 2.6 The existing evidence base includes:
- Biodiversity Audit (1996), Martin Hammond and CYC.
  - City of York Retail Study (2004), Roger Tym and Partners for CYC.
  - Draft Housing Market Assessment (2006), Fordham Research for CYC.
  - Landscape Character Assessment (1998), ECUS for CYC.
  - Local Transport Plan 2 (2006 – 2011) Accessibility Study (2006), CYC Transport Planning Unit.
  - Science City York: Employment Land to 2021: Report to the City of York Council in association with Science City York (2001), SQW for CYC.
  - Travel to Work Topic Report – District Level (2005), CYC.
  - City of York Local Plan: The Approach to the Green Belt Appraisal (2003), CYC.
- 2.7 In addition to the existing evidence base we are also working on an emerging evidence base which includes:
- Housing Market Assessment
  - Housing Land Availability Study.
  - Employment Land Review
  - Strategic Flood Risk Assessment
  - PPG17 (Open Space) Assessment
  - Central Historic Core Conservation Area Appraisal
  - SINC Sites Review (Sites of Importance for Nature Conservation).
- 2.8 Annex C provides further information on the existing and emergent evidence base and ongoing studies. As the Local Development Framework progresses, we will consider whether any further work or specialist studies are needed to develop or supplement this evidence base. This will be considered when preparing any Local Development Document and as part of the annual monitoring process. Consultants will be employed where the information required is of a specialist nature or the time needed to undertake the research is not available in-house.

## Risk Analysis

- 2.9 An assessment has been undertaken to identify key risks to the programme outlined in Table 1 below along with potential mitigating actions.



**Table 1: Risk Analysis**

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
Staff Turnover	H	M	The potential loss of a team member could have a significant impact upon LDF delivery. To address this risk contingencies are in place (such as the redeployment of internal resources to cover a shortfall or use of 'agency' staff) to enable continuity in the programme in the event of a staff member leaving the employment of the Council.
New PPS's or RSS published that changes national or regional policies and guidance.	H	M	Ensure that the LDF team is fully aware of emerging national and regional context and responds to changes early.
Change in the Local Political Agenda.	H	M	Cross party LDF Member Working Party to provide ownership and feedback into the process.  Officers will have a greater awareness of potential issues and will be able to respond accordingly.
Objections	H	M	Whilst the SCI will set out the overall engagement strategy with all interested parties, it is likely that there will remain some interests whose case will need to be considered at Inquiry. However this will not be known until the DPD in question has been submitted to the SoS and formally consulted upon. Notwithstanding this, the front-loading of engagement with interested parties will seek to overcome as many objections as possible prior to the examination stage, where the most significant slippage in preparation may occur.
Capacity of Planning Inspectorate to Accommodate an as yet unknown Level of Nationwide Demand.	H	M	The capacity of PINS is not something that the Council can directly influence.

Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
Soundness of DPDs	H	L	Dialogue with GOYH and PINS at all key stages in the process will seek to minimise the risk. Issues and concerns would then be addressed in a timely manner.
Legal Challenge	H	L	All DPDs will be prepared upon a robust evidence base subject to a sustainability appraisal, and involve engagement with all interested parties. The Self-Assessment Soundness Toolkit produced by the Planning Advisory Service will be used.

### 3. Annual Monitoring Report

- 3.1 The Council is required to annually monitor the effectiveness of its policies and progress on the production of its Local Development Framework. As a part of this process it will prepare an Annual Monitoring Report before 31<sup>st</sup> December each year that will cover the previous financial year (1 April to 31 March).
- 3.2 Two Annual Monitoring Reports have been prepared and submitted to Government Office covering the time periods 2004/05 and 2005/06. Both are available to view on the Council's webpage [www.york.gov.uk](http://www.york.gov.uk) or from the Council City Development - Forward Planning Team (please see contact details in section 1).
- 3.3 The Annual Monitoring Report includes:
- national core indicators and locally devised indicators, which monitor the effectiveness of current planning policies. Future AMRs will also suggest actions to address any issues highlighted (but will not itself amend or revise policies);
  - an assessment of the progress made by City of York Council with regards to the Local Development Framework. This includes a review of the documents produced and ongoing work taking place. It also states the reasons why or why not progress has taken place; and
  - a comprehensive review of contextual statistics that help to paint a picture of the social, environmental, economic, physical and demographic background for the City of York.

### 4. Sustainability Appraisal and Strategic Environmental Assessment

- 4.1 Section 39 of The Planning and Compulsory Purchase Act 2004 requires local development documents to be prepared with a view to contributing to the achievement of sustainable development. Local Planning Authorities must also comply with the European Union Directive 2001/42/EC which requires formal Strategic Environmental Assessment of certain plans and programmes which are likely to have significant effects on the environment. The Directive has been incorporated into English law by virtue of the Strategic Environmental Assessment Regulations 2004, and applies to all Local Development Documents where formal preparation begins after 21<sup>st</sup> July 2004. All Development Plan Documents and Supplementary Planning Documents will therefore be subject to Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA).
- 4.2 In this way, Sustainability Appraisals assist and improve policy, project and programme development by assessing the likely significant effects on the economic, social and environmental objectives by which sustainable development can be defined.

- 4.3 The SA/SEA report will be an integral part of the plan making process, and will be undertaken in stages alongside the production of each DPD/SPD. The first stage involves establishing the Evidence Base, identifying key issues and developing sustainability objectives. In York, objectives will be informed by the national and regional policy, the Ecological Footprint and Local Agenda 21 process.
- 4.4 The Ecological Footprint tool provides a recognised and accepted (by the ODPM, DEFRA and Audit Commission) method of assessing the land required to meet York's needs. An Eco (Ecological) footprint is a way of measuring the impact our lifestyles have on the Earth's resources. The Eco Footprint of York considers how much land is needed to feed the people of York and provide them with all the energy, water and materials they need. The Footprint also calculates the emissions generated from burning oil, coal and gas, and determines how much land is required to absorb the pollution and waste generated by the residents of York. The footprint takes the area of usable land and divides it equally between the global population. The Fair Earthshare, as it is called, is about 2 hectares per person. The current Eco Footprint for York is over 6 hectares per person.
- 4.5 The Local Agenda 21 process in York has developed 50+ indicators covering social, economic and environmental data, and is collected annually and reported publicly biennially.

## **5. Existing Council Strategies**

- 5.1 Government guidance indicates that the LDF has a key role in delivering the spatial aspects of the Community Strategy. It is also clearly important that the LDF takes full account of other existing Council strategies that have spatial elements. Table 2 highlights existing Council Strategies that will be considered and scoped as part of on going work for the LDF. In addition to the existing Council Strategies Officers will seek to identify emerging strategies with implications for the LDF and ensure a consistent approach is taken.

**Table 2: Existing Council Strategies**

<b><u>Strategy</u></b>	<b><u>Role</u></b>	<b><u>Timescale</u></b>
Community Plan ‘Without Walls’.	<p>The Community Plan runs up to 2024. It sets a vision for the City which aims to:</p> <ul style="list-style-type: none"> <li>• build confident, creative and inclusive communities;</li> <li>• create a leading environmentally-friendly city;</li> <li>• ensure York is at the forefront of innovation and change with a prosperous and thriving economy;</li> <li>• create a world class centre for education and learning for all; and</li> <li>• celebrate our historic past whilst creating a successful and thriving future.</li> </ul>	To 2024
Local Transport Plan (LTP2) inc associated strategies in Annexes to LTP2	<p>Local transport authorities are required by the Transport Act 2000 to prepare a Local Transport Plan. The second LTP contains a long term strategy within which a five year implementation plan for 2006 to 2011 is set, and outlines how we intend to build a sustainable and safe transport network for the City of York.</p> <p>LTP2 also includes 14 transport strategies as Annexes to the document, which support the main document and contain more detailed information and background information on the various strategies and works carried out in developing the LTP.</p> <p>The LTP is set in the context of economic and spatial strategies, and is required to support targets for housing, jobs and social inclusion and the environment.</p>	2006 - 2011
Second Air Quality Action Plan (AQAP2) (associated with LTP2)	<p>Air quality issues in York are mainly related to traffic emissions. The Council has released it’s Second Local Transport Plan (LPT2). The key aims of the plan are to improve accessibility, air quality and safety, and ease congestion. A new Air Quality Action Plan (AQAP2) has been developed alongside LTP2, the key aim of</p>	2006 - 2021

<b><u>Strategy</u></b>	<b><u>Role</u></b>	<b><u>Timescale</u></b>
	which is to improve sustainable transport in the City.	
A Municipal Waste Management Strategy For the City of York and North Yorkshire	The Municipal Waste Management Strategy has been developed by the York & North Yorkshire Waste Partnership and provides the strategic vision for managing wastes and improving resource recovery in York and North Yorkshire. This Strategy contains the policies, aims, objectives and targets for the partnership area.	2006 - 2026
Economic Development Programme	Sets out the economic policy for the City and a set of priority actions for 2004/05. Priority themes include: increasing resources to the First Stop tourism partnership; investing in York's historic tourism; developing York's wider role in the regional economy and at a sub-regional level; intensifying Science City York activity; sustaining high profile inward investment; and promoting key transport issues across the economy.	2004/05
Children's Services Plan	This Plan aims to ensure that children and young people are well provided for, well supported by adults and well taught in schools so they can learn more effectively and achieve higher standards. Its aims are that all children and young people become healthy, happy, fulfilled and creative adults, and as they grow older, to play a major role in generating economic prosperity and improving the quality of life for themselves and the communities in which they live.	2006-2009
Active York	Active York is York's voice for Sport and Active Leisure in York. It is a City-wide partnership working to deliver the City Vision and Community Strategy.	2007
Housing Strategy	The assessment looks at supply and conditions of the housing stock, the numbers, demand and location. It also looks at the Council's approach to negotiating affordable housing on sites. It covers vulnerable groups and the homeless.	2006- 2009
Older People's Housing Strategy	The emergence of older people's housing needs in the context of demographic and social changes means that for the first time the Council have prepared a separate Older People's Housing Strategy. The Older People's Housing Strategy reflects the overall aims and ambitions of the Council's Housing Strategy, but also provides an	2006 - 2009

<u>Strategy</u>	<u>Role</u>	<u>Timescale</u>
	<p>opportunity to develop in much greater detail, actions to address older people's housing issues.</p>	
Homelessness Strategy	<p>Homelessness across the whole population has been rising in York for the past seven years and addressing this is a priority for the City of York Council.</p> <p>The Strategy has 3 overarching objectives:</p> <ul style="list-style-type: none"> <li>• to prevent homelessness wherever possible;</li> <li>• to minimise the impact of homelessness upon individual households; and</li> <li>• to ensure that there is an adequate supply of accommodation and appropriate support for those resettled after homelessness.</li> </ul>	2003 - 2008
Supporting People Strategy	<p>Supporting People provides a range of housing related support services that can help people to live independently in their own homes. It supports people who:</p> <ul style="list-style-type: none"> <li>• Are homeless;</li> <li>• Have learning difficulties;</li> <li>• Are an older person;</li> <li>• Have mental health problems;</li> <li>• Are at risk of offending;</li> <li>• Are fleeing domestic abuse;</li> <li>• Have a disability;</li> <li>• Have substance mis-use issues;</li> <li>• Are a young person who is leaving care;</li> <li>• A traveller.</li> </ul>	2005 - 2010
Private Sector Renewal Policy	<p>The Council's Private Sector Housing Renewal Policy was published in 2003 and included objectives and action plans that took account of the new powers under the Regulatory Reform Order and, where possible, the proposed Housing Bill (subsequently Housing Act 2004). The key objectives in the policy are:</p> <ul style="list-style-type: none"> <li>• To encourage and support owner occupiers to maintain and repair their</li> </ul>	2003 - 2006

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>homes and introduce energy efficiency measures.</p> <ul style="list-style-type: none"> <li>• To help people whose independence may be at risk to remain in or return to their homes.</li> <li>• To encourage private landlords to provide good quality and well managed properties for their tenants.</li> <li>• To increase the supply of affordable homes available in York.</li> <li>• To strengthen existing and develop new partnerships to support the private housing sector.</li> </ul>	
Empty Homes Policy	The Empty Homes Policy explains the procedures and policies the Council has in place to assist in bringing empty homes back into use.	2004
Contaminated Land Strategy	<p>The Contaminated Land Strategy was written in response to Part IIA of the Environmental Protection Act 1990 which governs the inspection and remediation of contaminated land not being considered under the planning regime.</p> <p>The Strategy details the Council’s proposed method of identifying and prioritising potential contaminated land and details how the information collected would be managed.</p> <p>Part IIA of the Environmental Protection Act 1990 was designed to run parallel to the planning regime. Where a site could be considered under the planning regime, this is intended to be the desired method to ensure the clean up of contaminated land.</p>	Updated annually
City of York Council Life Long Learning and Leisure Plan	<p>This plan replaces the Education and Leisure Strategic Plan 2002 – 2006. It is a three year plan which is up-dated annually. The Outcomes it considers include:</p> <p>Outcome 1: Making York More Eventful</p> <p>Outcome 2: Engaging in Learning</p> <p>Outcome 3: Being Healthy</p>	2005-2008



<u>Strategy</u>	<u>Role</u>	<u>Timescale</u>
	Outcome 4: Making a Positive Contribution Outcome 5: Taking Pride and Pleasure in the Environment Outcome 6: Economic Well-being Outcome 7: Staying Safe Outcome 8: Infrastructure Planning	
Local Agenda 21	<p>The Local Agenda 21 Plan is a strategy to improve the quality of life for everyone in York, now and in the future. Fifteen factors arose from the Local Agenda 21 process and these form the basis for this plan. They include:</p> <ul style="list-style-type: none"> <li>• everyone would have access to a job, with good working conditions, in a local economy where the value of voluntary and unpaid work is recognised.</li> <li>• everyday goods and services, including those produced locally, would be available close to where people live.</li> <li>• low and decreasing crime levels would mean that all citizens felt safe and secure.</li> <li>• people would not have to rely on the car to get around.</li> <li>• resources would be used carefully, with minimal waste.</li> <li>• there would be as little pollution as possible.</li> <li>• a pleasant natural environment, which people could also enjoy, would support the largest possible range of native animals and plants.</li> <li>• people would enjoy good health, but effective treatment would be available for those suffering from ill health.</li> <li>• education and training would be available to people of all ages and abilities.</li> <li>• safe, affordable and nutritious food would be available to everyone.</li> <li>• everyone would have access to housing which is affordable, appropriately sized and in good condition.</li> <li>• there would be organised and casual leisure opportunities for everyone.</li> <li>• everyone would have the opportunity to be a part of a community, and to</li> </ul>	Updated Biennially

<u>Strategy</u>	<u>Role</u>	<u>Timescale</u>
	<p>play a part within it.</p> <ul style="list-style-type: none"> <li>• the characteristics which make York unique would be protected and enhanced.</li> <li>• everyone would have the chance to have their say in decisions affecting themselves and the city as a whole.</li> </ul>	

## 6. Resources

### Financial

- 6.1 The financial implication of the production of the five DPDs highlighted in Table 3 has been fully assessed. The majority of the costs relating to staffing will be met through the City Development Team Revenue budget. In addition funds have also been identified to meet costs relating to the following:
- technical work for the LDF evidence base that cannot be undertaken in house (as detailed in Annex C);
  - consultancy work on the sustainability appraisals required for each DPD (incorporating SEA);
  - the public examinations into each DPD (this includes costs relating to the Planning Inspectorate, Programme Officer and venue);
  - the need for the additional temporary posts to aid the production of the core LDF documents and Area Action Plans;
  - legal and consultancy support on procedural issues; and
  - consultation and publication.
- 6.2 Table 3 below gives an indication of the likely costs arising from these areas during the lifetime of this project plan. It should be noted that these costs are indicative and will be kept under review.

**Table 3: Costs**

	<b>Costs 2007-2010 (£,000)</b>
Technical / Evidence Base Work	120
Sustainability Appraisal	150
Public Examinations	220
Temporary Staff	351
Legal & Consultancy Support	75
Consultation and publications	190
<b>TOTAL</b>	<b>1,106</b>

### Programme Management, Reporting and Responsibilities

- 6.3 The City Council's City Development service will be primarily responsible for delivering the LDF. Its components are illustrated by the family tree attached as Annex E. The section comprises four inter-related teams each led by a Principal Officer and covering Forward Planning, Research and Information, Development Projects and a team specifically constituted to undertake work relating to the York Northwest site.
- 6.4 The Principal Officer Forward Planning has the role of LDF project management supported by the Head of City Development and the Assistant Director of City

Development and Transport. The Assistant Director provides the link with both the Directorate and wider Council management team.

- 6.5 Within the City Development service primarily although not exclusively the Forward Planning team will lead on the production of the Core DPDs identified; the Research & Information Team will lead on the production of the evidence base and monitoring and review; and the Development Projects and York Northwest teams will lead on the production of the Area Action Plans.

### **Officer Group**

- 6.6 To provide technical input into the LDF process across the full range of relevant professional discipline an Officer Group has been set up. This group presently contains Officers from the areas identified in Figure 3 below. The composition of this group will be kept under review and may change over time.

### **Figure 3: Officer Group**

<p><b><i>City Development</i></b></p> <p><i>1. Head of City Development</i></p> <p><i>2. Principal Planner (Forward Planning) (Project Manager)</i></p> <p><i>3. Principal Planner (R+I)</i></p> <p><i>4. Principal Planner (Projects)</i></p> <p><i>5. Principal Planner (York Northwest)</i></p> <p><b><i>And Officers from the following areas:</i></b></p> <p><i>6. Transport Planning</i></p> <p><i>7. Development Control</i></p> <p><i>8. Sustainability</i></p> <p><i>9. Community Planning</i></p> <p><i>10. Economic Development</i></p> <p><i>11. Education &amp; Leisure</i></p> <p><i>12. Housing</i></p> <p><i>13. Conservation &amp; Historic Environment</i></p>
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## **Reporting**

- 6.7 Issues relating to the LDF are reported to Council Members via the Local Development Framework Working Group. This is a formally constituted committee of the Council which meets in public and makes recommendations to the Council's Executive.
  
- 6.8 The Council's Executive is formally responsible for making decisions relating to LDF production other than approving document for submission to the Secretary of State or final adoption. Decisions relating to these issues must be made by Full Council.

## **Annex A : Local Development Documents**

Profiles of each document are presented in turn below.

### **Core Strategy and Strategic Policies (DPD)**

#### **Description and Role**

The Core Strategy will set out the overall strategy of the LDF and the key strategic policies against which all development will be assessed. All other DPDs prepared by the Council will have to be in conformity with the Core Strategy and contain policies and proposals which support its strategic vision, objectives and spatial strategy. The Core Strategy and Strategic Policies will contain:

- A vision;
- Strategic objectives
- A spatial strategy;
- Strategic policies for:
  - sustainable development;
  - scale and distribution of all development including housing and employment land;
  - meeting local housing needs (including affordable housing, community facilities, health and education);
  - environmental quality and local character;
  - natural resources;
  - economic growth and regeneration;
  - travel, transportation and accessibility;
  - retail hierarchy and town centre strategies;
  - national designations e.g. area of outstanding natural beauty (AONB) and sites of special scientific interest (SSSIs);
  - flood risk;
  - green belt (general extent);
  - waste management; and
  - a monitoring and implementation framework.

The Core Strategy will have to conform to the Regional Spatial Strategy (RSS) and will have full regard to other key Council Strategies and take into account issues such as sustainable development and promoting diversity and social inclusion.

The Core Strategy will be accompanied by a proposals map. This map will be at a registered scale showing the Local Authority area to which city wide policies will apply and areas of protection including location of Conservation Areas and nationally designated nature conservation sites.

**Table 4 : Core Strategy and Strategic Policies DPD Timetable**

End of consultation on Issues and Options Document	July 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	August 2007 – March 2008
Public Participation on Preferred Options Document	April 2008 – May 2008
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	June 2008 – December 2008
Submission to the Secretary of State	January 2009
Public Participation on Submission Draft	January 2009 – February 2009
Examination	July 2009
Adoption	February 2010

## **Key Allocations and Proposals Map (DPD)**

### **Description and Role**

This DPD and associated proposals maps will show all the sites which have been specifically identified for development in order to meet the Council's vision and objectives or strategic policies of the Core Strategy. It will set out policies and proposals maps relevant to the sites including detailed requirements for their development and phasing policies. Allocations will be developed from the vision and strategic objectives of the Core Strategy and will specify areas proposed for:

- housing,
- employment,
- open space or recreation
- retail
- green belt boundaries
- transport purposes (e.g. highways and cycle routes).
- waste
- community facilities
- health
- education

Some allocations will be phased to follow a sequential approach to release and thereby ensure that they are flexible and responsive. This is particularly relevant to housing. Like each of the Local Development Documents (LDD)s, the Allocations DPD will be subject to regular scrutiny through the monitoring process and an Annual Monitoring Report to ensure sites are coming forward as intended, to provide a suitable and available land supply.

**Table 5: Key Allocations & Proposals Maps DPD Timetable**

Pre Production	February 2007 - October 2007
Issue & Options Consultation	November 2007 – December 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	January 2008 – August 2008
Public Participation on Preferred Options Document	September 2008 – October 2008
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	November 2008 - May 2009
Submission to the Secretary of State	June 2009
Public Participation on Submission Draft	June 2009 – July 2009
Examination	December 2009
Adoption	July 2010

## **Statement of Community Involvement (LDD)**

### **Description and Role**

The Act requires Local Authorities to consult with the community throughout the preparation of the LDF. The Statement of Community Involvement sets out the Council's proposals for how the community will be involved in the production of the documents it intends to prepare. It describes the Council's standards for consultation, the bodies/communities/organisations to be involved, the different methods that will be used in relation to different LDDs and different groups, and when groups can expect to be consulted.

In order to make the most effective use of resources, it is anticipated that the existing consultation structures are utilised and this will be reflected in the Statement of Community Involvement. One of the key structures in place is the delivery mechanisms of the Community Plan, the Local Strategic Partnership. Key stakeholders include: the Economic Development Board; Learning Partnership, York@Large, Safer York Partnership, City of York Council Executive and Environmental Forum; Healthy City Board and the Inclusive City Reference Group. The key elements of the Local Strategic Partnership are illustrated in Annex E.

In undertaking consultation, every effort will be made to use the Council's existing Ward Committees. There are eighteen and they meet quarterly. Each is chaired by the appropriate ward members and are open forums where members of the public can ask questions and put forward views.



Efforts will also be made to fully engage with Parish Councils (there are currently thirty-one covering the City of York Authority) and also other groups such as York Property Forum, and the Open Planning Forum.

### **Proposed Approach**

The Council will actively seek the involvement of anyone who may have an interest in shaping the planning of the area, including national organisations, Government Agencies, regional organisations, local organisations, local community groups and local people. Consideration will be given to how that involvement can most effectively be achieved and detailed in the Council's Statement of Community Involvement. Special efforts will be made to consult with hard to reach groups and those who do not normally get involved in planning matters – such as young people, ethnic minorities etc.

### **Table 6: Statement of Community Involvement Timetable**

Submission to the Secretary of State	February 2007
Public Participation on Submission Draft	Feb - March 2007
Examination	May 2007
Adoption	August 2007

### **City Centre Area Action Plan (DPD)**

#### **Description and Role**

Area Action Plans focus upon implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation. Action plans or area strategies with a geographic spatial dimension will benefit from having development plan status in contrast to their previous status as supplementary planning guidance.

There are clearly several areas of the City that could benefit from the production of Action Area DPDs. The City of York's architectural and archaeological history is famous worldwide and is one of the key factors in attracting large numbers of visitors to the City. The Minster itself is the largest Gothic Cathedral in Northern Europe. In addition, the Museum Gardens is registered on English Heritage's list of Parks and Gardens of Special Historic Interest. Given the historical importance of the City Centre, its key tourism, retail and business roles and the development issues it faces, it is considered that this should be one of the first areas to be the subject of this type of DPD.

**Table 7: City Centre Area Action Plan (DPD) Timetable**

Pre Production	April 2007 – February 2008
Consultation on Issues & Options Document	March 2008 – April 2008
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	May 2008 – December 2009
Public Participation on Preferred Options Document	January 2009 – February 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	March 2009 – October 2009
Submission to the Secretary of State	November 2009
Consultation on Submission draft	November 2009 - December 2009
Examination	May 2010
Adoption	December 2010

**York Northwest Area Action Plan (DPD)**

This is a major area for regeneration within the York urban area and includes land adjacent to the City Centre and York Station with a total size of over 76ha. The AAP will provide an overall comprehensive planning framework for the area. It comprises 2 major brownfield sites, York Central and British Sugar. An AAP is needed in order to ensure the environmental impact and infrastructure requirements from the development of the area are properly assessed. Consideration of the wider area will also assist in the preparation of the plan in terms of the type, scale and level of development that may be accommodated and the future implementation for this. The proposed timescales are put forward to take account of the size and complexity of the area and its potential impact on the City.

**Table 8: York Northwest Area Action Plan (DPD) Timetable**

Pre Production including consultation on Issues and Options Document	January 2007 – October 2007
Public Participation on Issues & Options	November 2007 – December 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	January 2008 – December 2008
Public Participation on Preferred Options Document	January 2009 – February 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	March 2009 – October 2009
Submission to the Secretary of State	November 2009
Public Participation on Submission draft	November 2009 – December 2009
Examination	May 2010
Adoption	December 2010

### **Summary**

Table 9 below shows each DPD, its status, role and content, geographical coverage and its position in the chain of conformity.

**Table 9 : Summary of Key Documents**

Document title	Status	Role and content	Geographical coverage	Chain of conformity	Pre-production work and consultation on Issues and Options	Public participation on preferred options document	Date for submission to Secretary of State	Proposed date for adoption
Core Strategy and Strategic Policies	DPD	Sets out the spatial vision. Spatial objectives and strategy for the development of the area and framework for development control.	City of York authority area	Consistent with national planning policy and general conformity with regional spatial strategy	Up to July 2006 Further consultation on issues and options up to July 2007	April - May 2008	January 2009	February 2010
Key Allocations and proposals map	DPD	This shows all the sites which have been specifically identified for development in order to meet the Council's vision and objectives or strategic policies of the Core Strategy.	City of York authority area	Core Strategy and Regional Spatial Strategy	February 2007 – December 2007	September – October 2008	June 2009	July 2010
Statement of Community Involvement	N/a	Sets out the Council's proposals of how the community will be involved in the production of the documents it intends to prepare.	City of York authority area	N/a	Up to October 2005	February – April 2006 Sustainability report n/a	February 2007	August 2007

<b>Document title</b>	<b>Status</b>	<b>Role and content</b>	<b>Geographical coverage</b>	<b>Chain of conformity</b>	<b>Pre-production work and consultation on Issues and Options</b>	<b>Public participation on preferred options document</b>	<b>Date for submission to Secretary of State</b>	<b>Proposed date for adoption</b>
City Centre Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case York City Centre.	City Centre, to be defined on the Core Strategy proposals map	To conform with the Core Strategy	April 2007 – April 2008	January – February 2009	November 2009	December 2010
York Northwest Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case the York Central and British Sugar Sites.	A corridor from the City Centre to the Outer Ring Road including the areas covered by the York Central and British Sugar sites	To conform with the Core Strategy	January 2007 – December 2007	January – February 2009	November 2009	December 2010

## **Annex B: Development Control Policies DPD**

### **Description and Role**

The Development Policies (DPD) will include a limited suite of topic related policies covering broad planning considerations reflecting local circumstances. Government advice indicates that Local Planning Authorities should avoid producing a compendium of use-related policies which can be repetitive and quickly become out of date. Policies will pay full regard to, and complement, the national Planning Policy Statements and Guidance and the Regional Spatial Strategy but will not repeat their contents. Further information and detail on some development policies will be given in the form of Supplementary Planning Documents (SPDs) to be prepared in the longer term. The topics to be covered in the Development Policies (DPD) will include:

- protecting residential amenity;
- sustainable design & construction;
- protecting the character and appearance of the countryside;
- protecting the setting, form and character of settlements;
- conserving historic heritage;
- protecting the natural environment;
- promoting good quality design and landscape;
- promoting vital and viable town centres;
- accessibility and highway safety;
- supporting the economy and regeneration;
- encouraging walking, cycling and public transport;
- requiring developer contributions; and
- supporting communities.

**Table 10: Development Control Policies DPD Timetable**

Pre Production	October 2006 - March 2008
Issue & Options Consultation	April 2008 – May 2008
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	June 2008 – January 2009
Public Participation on Preferred Options Document	February 2009 – March 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	April 2009 – October 2009
Submission to the Secretary of State	November 2009
Public Participation on Submission Draft	November 2009 – December 2009
Examination	May 2010
Adoption	December 2010

## **Annex C: Evidence Base**

**Table 11: Completed Evidence Base and Background Studies.**

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
<p>City of York Biodiversity Audit</p> <p>(produced by: Martin Hammond (Ecological Consultant) and the City of York Council)</p>	November 1996	The study reviews sites of nature conservation importance, assesses habitat resources in the City and reviews the status of species of conservation concern known to occur within the City boundaries.
<p>City of York Local Plan: The Approach to the Green Belt Appraisal</p> <p>(Produced by City of York Council)</p>	February 2003	The study aimed to identify the most valuable areas of green belt from the perspective of the PPG2 Purpose relating to the historic character and setting of the City.
<p>City of York Retail Study</p> <p>(Produced by: Roger Tym and Partners for the City of York Council)</p>	October 2004	An assessment of the overall vitality and viability of the City Centre. Prepared in accordance with the provisions of PPG6.
<p>Draft Housing Market Assessment</p> <p>(Produced by: Fordham Research for the City of York Council)</p>	September 2006	The Draft Housing Market Assessment has been carried out in accordance with the technical outputs set out in the ODPM practice manual, but using 2002 postal survey data (robust for 5-7 years) with updated information on prices, incomes and other relevant data. The Assessment has 'draft' status because it was not subject to stakeholder consultation.

Study	Date of Production	Synopsis
<p>Local Transport Plan 2 (2006-2011) Accessibility Strategy</p> <p>(Produced by the City of York Council Transport Planning Unit)</p>	<p>March 2006</p>	<p>An assessment of accessibility across the City, developed as part of the LTP. Such a strategy will:</p> <ul style="list-style-type: none"> <li>▪ aim to improve accessibility for all (particularly for disadvantaged groups)</li> <li>▪ focus on accessibility to employment, learning, health care and food shops together with other key services.</li> </ul>
<p>Science City York: Employment Land to 2021: Report to the City of York Council in association with Science City York.</p> <p>(Produced by SQW for the City of York Council)</p>	<p>2001</p>	<p>The report considered indicative forecasts of likely employment need to 2021. It considered economic futures and how these might be manifested in York and interpret the implications for land use development in and around the City.</p>
<p>Travel to Work Topic Report – District Level</p> <p>(Produced by City of York Council, City Development)</p>	<p>March 2005</p>	<p>An assessment of district to district travel to work statistics giving key information on the number of inflows and outflows and modal split.</p>
<p>York Landscape Appraisal Report</p> <p>(Produced by Environmental Consultancy University of Sheffield (ECUS) for the City of York Council)</p>	<p>December 1996</p>	<p>An assessment of the landscape character types together with strategies for their management.</p>



**Table 12: Emerging Evidence Base and Background Studies.**

Study	Date of Production	Synopsis
Central Historic Core Conservation Area Appraisal  (Produced by: BDP for the City of York Council)	Summer 2007	Detailed appraisal to create clear guidelines to ensure that development is controlled in order to protect and enhance the historic value of the central historic core.
Employment Land Review  (Produced by: SQW for the City of York Council)	Spring 2007	This study will reconsider the previous work produced by SQW which is detailed in figure 5 and provide new employment projections. It will guide new employment development and land use up to 2021. It will consider the protection of proposed employment provisions and potentially the allocation of new employment sites in the LDF.
Full Revised Housing Market Assessment  (Produced by: Fordham Research for the City of York Council)	July 2007	The Housing Market Assessment will provide a robust evidence base for housing policy in York. It will provide information on the need and demand for particular types of housing, including affordable housing and focus on the needs of particular groups, such as families, students and older people. The Assessment will be subject to full stakeholder involvement in accordance with national guidance.
Housing Land Availability Assessment  (Produced by the City of York Council, City Development)	Spring 2007	This study will identify potential housing sites for development. Primarily the study will be used to inform the Allocations DPD.
PPG17 Assessment of Local Needs  (Produced by PMP for the City of York Council)	May 2007	This study assesses the City's open space and outdoor sports and recreation facilities, together with an assessment of local needs and the identification of local standards.

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
SINC (Sites of Importance for Nature Conservation) Review  (Produced by: the City of York Council)	March 2007	This study is a re-appraisal of the procedures and criteria for designating sites of importance for nature conservation, in line with new guidance produced by Defra. It is also a review of SINC sites across York.
Strategic Flood Risk Assessment (SFRA)  (Produced by York Consultancy, for the City of York Council)	March 2007	The SFRA will enable the Local Planning Authority to adopt a strategic approach to managing the issue of flood risk from a planning perspective. The SFRA will provide sufficient information to enable Local Planning Authorities to understand the flood risk consequences in the allocation of development sites and prioritise the allocation of sites utilising a sequential test to manage flood risk.

**Table 13: Ongoing Evidence Base and Background Studies.**

Table 13 sets out the ongoing evidence base and background studies. These include a range of studies which the Council produces on an annual basis.

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
Equipped Playspace Audit  (Produced by: City of York Council, Lifelong Learning & Leisure )	Completed annually. Next audit due Feb/Mar 2007	To determine the quantity and quality of playspace for children within the city
Housing and Employment Land Monitoring Reports and Maintenance of Database.	2004/05 Complete (updated Annually)	Assessments of the take up of both housing and employment land, together with evaluation of the performance of existing key planning policies.

## **Annex D : Draft Supplementary Planning Guidance**

### **SPGs:**

- *Education Contributions to Education Facilities (approved May 2002).*
- *Guide to Extensions and Alterations to Private Dwelling Houses (approved March 2001).*
- *Private Housing Development in York and the Negotiation of Affordable Homes (adopted October 2000, re-approved July 2005).*
- *Listed Buildings and Conservation Areas (adopted 2005)*
- *Planning Obligations & Agreements Procedure Note (adopted 2005)*

### ***Design Guides/additional Policy Guidance:***

*Highway Design Guide for York*

*Guidelines for the Preparation of Transport Assessments and Travel Plans (adopted 2001)*

*The York City Walls Conservation Plan (draft, 2004)*

*The York City Walls & Interpretation and Access Plan (draft, 2004)*

### ***Village Design Statements:***

*Copmanthorpe Village Design Statement, November 2002*

*Heslington Village Design Statement, April 2004*

*Rufforth Village Design Statement, September 2004*

*Poppleton (Upper and Nether Village Design Statement, August 2003*

*Askham Bryan Village Design Statement, June 2005*

*Holtby Village Design Statement, April 2005*

*Murton Village Design Statement, December 2005*

*Askham Richard Village Design Statement, June 2005*

*Dunnington Village Design Statement, March 2006*

*Knapton Village Design Statement, May 2006*

### ***SPGs currently being prepared:***

*Sustainable Design and Construction (proposed adoption Autumn 2007)*

*Designing Out Crime (proposed adoption 2007 /2008)*

*Trees on Development Sites (proposed adoption mid-2007)*

*Open Space in New Developments – A Guide for Developers (proposed adoption Autumn 2007)*

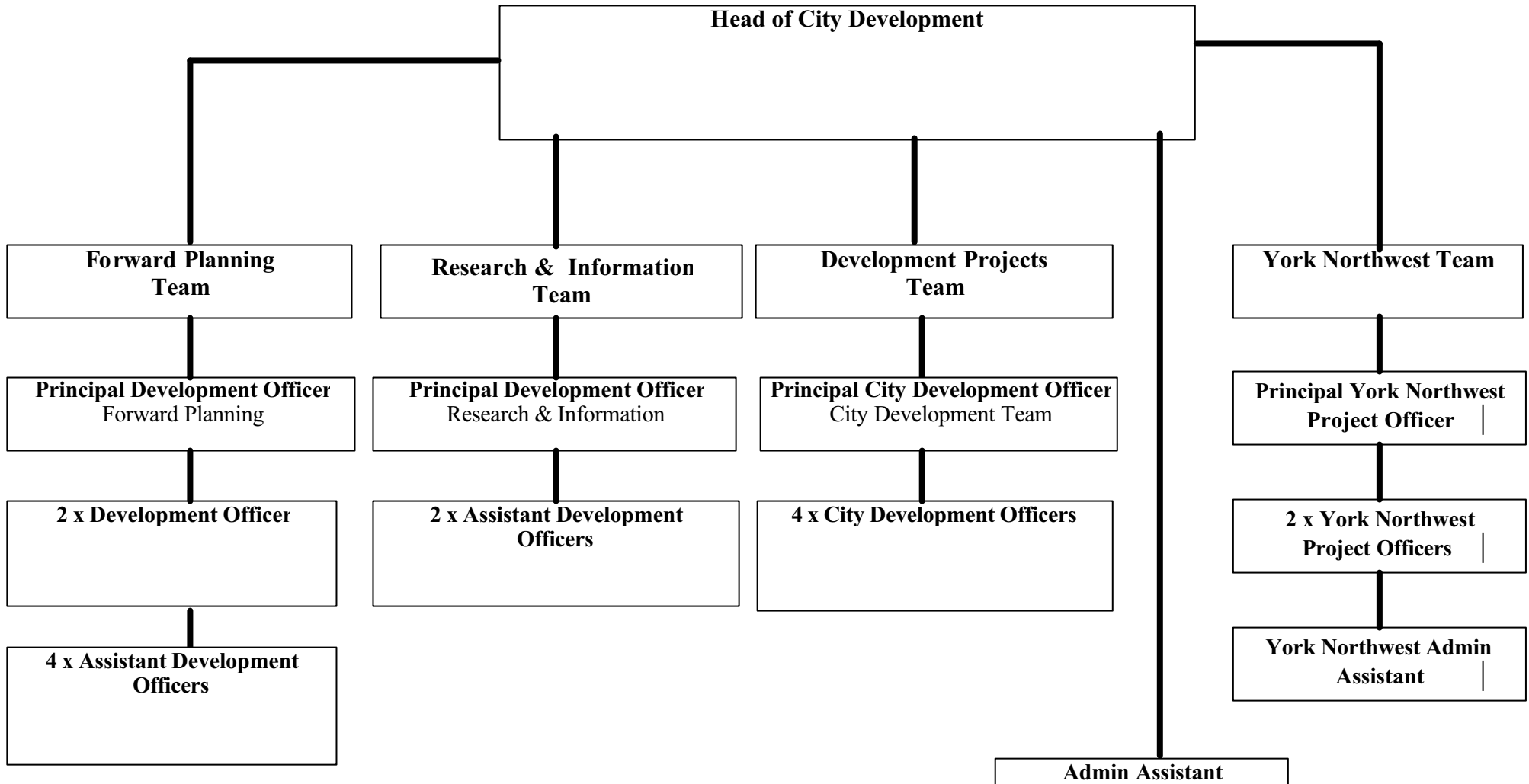
*Archaeology (proposed adoption Autumn 2007)*

*Local Lists (Consultation draft Autumn 2007)*

### ***Development Brief's:***

- *Elvington Airfield, Oct 1997*
- *Hessay Depot, Oct 1997*
- *Parkside Commercial Centre, March 2000*
- *Germany Beck, Sep 2001*
- *Metcalf Lane, June 2002*
- *Heslington East, February 2004*
- *York Central, March 2004*
- *Hungate, April 2005*
- *Castle Piccadilly, March 2006*
- *Terry's Factory, June 2006*

## Annex E: City Development



## **Annex F : Glossary of Terms**

**Annual Monitoring Report (AMR):** part of the *Local Development Framework*, the annual monitoring report will assess the implementation of the Local Development Scheme and the extent to which policies in *Local Development Documents* are being successfully implemented.

**Area Action Plan:** used to provide a planning framework for areas of change and areas of conservation. Area Action Plans will have the status of *Development Plan Documents*.

**Core Strategy:** set out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a *Development Plan Document*.

**Development Plan:** as set out in Section 38(6) of the Act, an authority's development Plan consists of the relevant *Regional Spatial Strategy* (or the Spatial Development Strategy in London) and the *Development Plan Documents* contained within its *Local Development Framework*.

**Development Plan Documents (DPDs):** spatial planning documents that are subject to independent examination, and together with the relevant Regional Spatial Strategy, will form the *development plan* for a local authority area for the purpose of the Act. They can include a *Core Strategy*, Site Specific Allocations of land, and *Area Action Plans* (where needed). Other Development Plan Documents, including generic Development Control Policies, can be produced. Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its *Development Plan Documents* in the *Local Development Scheme*.

**Development Control Policies:** these will be a suite of criteria-based policies which are required to ensure that all development within the areas meets the spatial vision and spatial objectives set out in the *Core Strategy*. They may be included in any *Development Plan Document* or may form a standalone document, such as a Development Control DPD.

**Issues and Options :** produced during the early production stage of the preparation of *Development Plan Documents* and may be issued for consultation.

**Local Development Document (LDDs):** the collective term in the Act for *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

**Local Development Framework (LDFs):** the name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents*, *Supplementary Planning documents*, a *Statement of Community Involvement*, the

*Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.

**Local Development Scheme (LDS):** sets out the programme for preparing *Local Development Documents*. All authorities must submit a Scheme to the Secretary of State for approval within six months of the commencement of the Act.

**Local Transport Plan (LTP):** 5-year strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

**Proposals Map:** the adopted proposals map illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the *Development Plan Documents*, together with any saved policies. It must be revised each time each new *Development Plan Documents* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted *development plan documents* in the form of a submission proposals map.

**Regional Spatial Strategy (RSS):** sets out the region's policies in relation to the development and use of land and forms part of the development plan for local planning authorities. Planning Policy Statement 11 'Regional Spatial Strategies' provides detailed guidance on the function and preparation of Regional Spatial Strategies.

**Statement of Community Involvement (SCI):** sets out the standards which authorities will achieve with regard to involving local communities in the preparation of local development documents and development control decisions. The Statement of Community Involvement is not a *development plan document* but is subject to an independent examination.

**Strategic Environmental Assessment (SEA):** a generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

**Supplementary Planning Documents (SPDs):** provide supplementary information in respect of the policies in the Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

**Sustainability Appraisal (SA):** tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.



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Meeting of the Local Development Framework  
Working Group

1 February 2007

Report of the Director of City Strategy

## **YORK NORTHWEST AREA ACTION PLAN**

### **Summary**

1. At the meeting of the Executive on the 12 September Members agreed that a joint Area Action Plan (AAP) covering both the York Central and British Sugar sites should be progressed. This joint AAP will be taken forward as York Northwest Area Action Plan. The purpose of this report is to update Members on the progress of the joint Area Action Plan and to seek agreement to a programme for the preparation of the AAP. The Area Action Plan will form part of the Local Development Framework (LDF) and will be included in the revised Local Development Scheme (LDS) to be submitted to the Government Office for Yorkshire and the Humber in March this year.
2. Work which had been undertaken in preparation for the York Central Area Action Plan will now be transferred into the larger Area Action Plan. This work includes the work carried out on a Consultation Strategy for the Issues and Options stage and a Scoping Report for a Sustainability Appraisal. Consultation took place between July and August this year on both the draft Scoping Report and the draft Consultation Strategy.
3. Members are asked to note the feedback received on the Consultation Strategy and the documents that have been produced as a result of this. Consultation on the Scoping Report for the Sustainability Appraisal will be reported back to Members as part of the wider Scoping Report for the York Northwest AAP.

### **Background**

4. At the Executive meeting on 7 March 2006 Members agreed to the preparation of an Area Action Plan for York Central.
5. The first stage of work, the Issues and Options document, commenced in the summer with planning consultants, Nathaniel Lichfield & Partners (NLP) engaged to undertake the work. Specialist sub consultants, Social Regeneration Consultants (SRC), were engaged to carry out the first stage of public consultation relating to this. Yorkshire Forward agreed to provide funding to enhance the Council's planning capacity in undertaking this work.
6. At the LDF Working Group on the 31 July 2006 Members considered a report incorporating 3 documents, a draft Scoping Report for a Sustainability Appraisal, a draft structure for the Issues and Option document and draft

Community Consultation Strategy relating to the preparation of the Area Action Plan for York Central. The documents related to the production of the first stage of work, the Issues and Options document. The proposed timescale for the work was to bring the draft Issues and Options document to a meeting of the Executive in October 2006, with public consultation on this being held between November and January 2007.

7. At a meeting with the Council on 8 September 2006 British Sugar confirmed that their refining operation in York would close before the end of 2007 and expressed a willingness to work with the Council to ensure that their site was used effectively for the benefit of the City.
8. In a report to the Executive on 12 September Members agreed that issues arising from the closure of the British Sugar site in Plantation Drive should be included in the emerging planning context for York Central. Members thereby resolved to reaffirm the commitment to the development of the York Central site and instructed officers to prepare a joint Area Action Plan covering both sites. This would allow for the development of the 2 sites in a mutually compatible way and to an agreed timetable. In view of this the community consultation, which had been planned for the autumn of 2006, will now take place this year.
9. On 12 December the Council met with Associated British Foods (ABF), the parent company for British Sugar, to discuss the future planning framework for the area. It is understood that Associated British Foods intend to engage consultants to advise them on the development of the site. ABF have also indicated that the de-contamination of the site is likely to take approximately 18 months.

### **Area Action Plan Programme**

10. A programme for the preparation of an Area Action Plan (AAP) for the York Northwest area has been prepared. This is attached in Appendix 1. The key milestones in this are
  - Issues and Options stage by Autumn 2007
  - Preferred Option stage, by Winter 2008
  - Area Action Plan to adoption by the end of 2010
11. This programme will allow for the adoption of the Core Strategy (anticipated to be February 2010), before the adoption of this AAP. It is also programmed to align with preparation of other LDF documents. Informal comments have been sought on this programme within the context of the revised LDS from the Government Office. The indications are that the programme for the AAP is broadly acceptable. The programme takes account of the views expressed by the Planning Inspectorate (PINS) for a 12 month period from submission to the report being available.

### **Issues and Options Stage**

12. Work on progressing this wider York Northwest Area Action Plan has commenced. It is anticipated that the Issues and Options document will be

brought to Members for consideration in late summer 2007. Yorkshire Forward has agreed for the funding previously agreed for York Central be transferred to the York Northwest AAP. The contract with NLP has therefore been varied to reflect this position.

## **Consultation & Other Work on the York Central Area Action Plan**

13. The work in preparing for the Issues and Options stage of the York Central AAP will be transferred into the preparation of the York Northwest AAP. This includes work on the document preparation, the Consultation Strategy developed and the Scoping report for the Sustainability Appraisal. A summary of the consultation responses on the Consultation Strategy is attached in Appendix 2. A copy of the consultation report, feedback reports on the workshops and the amended Consultation document are attached in Appendices 3, 4 and 5.

## **Options**

There are two options available to progress the Area Action Plan

14. **Option 1:** To proceed with the timetable for the preparation of the AAP as outlined in Appendix 1, as the preferred option.
15. The programme outlined in Option 1 has been prepared to follow the requirements for AAP preparation outlined in PPS12 (Planning Policy Statement 12: Local Development Frameworks). The timetable for the AAP cannot be brought forward in advance of the Core Strategy, as this must be adopted first. It is anticipated that the Core Strategy will be adopted by February 2010 which would allow for the Examination on the AAP to be undertaken after the Core Strategy.
16. **Option 2:** To prepare the AAP with an alternative timescale, whilst ensuring all statutory requirements are met.
17. Given the need to meet the nine tests of soundness outlined in this policy guidance (covering procedure, conformity, coherence, consistency and effectiveness) and the timeframe for the Core Strategy it is unlikely that the AAP could be produced in any shorter timescale. An alternative longer programme could be prepared however there is a need to ensure there is a planning framework in place as soon as possible in order to consider any development proposals coming forward.

## **Analysis**

18. The timetable for the AAP in Option 1 is considered to be realistic given the requirements outlined in government policy. Some authorities are currently bringing forward LDF documents to Examination. However of the 5 considered to date only two Core Strategies have passed the tests of soundness required. The documents produced by Lichfield, Stafford and Ryedale have been rejected by the Planning Inspectorate. As outlined in the information report on two of these documents given to Members in December last year, the failure to meet the tests of soundness have led to the documents having to be

withdrawn and effectively the authorities going back to the first stage. One of the key reasons in the Lichfield case was the lack of appropriate evidence base and in the Stafford case a failure to produce a plan which was locally distinctive and was based on unsubstantiated targets for development. It is therefore seen as particularly important that the work on the AAP is based on a strong evidence base, particularly the work emerging in the Employment Land Study, Housing Market Assessment and Housing Land Availability Study.

### **Corporate Priorities**

19. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. It will be an important area for future employment and housing needs within the City. Regeneration of the area will attract investment, helping to strengthen the city's high growth sectors and generate quality jobs. Development of this area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development. Development of the area will support the following corporate priorities,
  - Improve the quality and availability of decent affordable homes in the City
  - Improve the contribution that Science City York makes to economic prosperity

### **Implications**

Implications are as listed below:

#### **Financial**

20. The budget proposals considered by the City Strategy Advisory Panel on 11 December 2006 and Executive on 16 January 2007 included provision for an additional post to work on the York Northwest AAP. It was identified as a Corporate priority and contributing to the Councils corporate economic aims. Additional resources were therefore identified as being reprioritised to provide £75,000 in 2007/8, £105,000 in 2008/9 and £65,000 in 2009/10. These costs include document preparation, sustainability appraisal work and community involvement. The Issues and Options work by NLP is being funded by Yorkshire Forward.

#### **Human Resources (HR)**

21. There is a requirement for an additional post (1FTE) to be recruited for this project. The appointment will be a fixed term contract for three years, and the proposed grade is PO1-6.

#### **Equalities**

22. There are no Equalities implications.

#### **Legal**

23. The contract with Nathaniel Lichfield and Partners for the production of the issues and options work and public consultation in connection with this has

been varied to provide an Issues and Options document for the York Northwest AAP with associated documents and not to progress the second stage of public consultation work in respect of York Central.

### **Crime and Disorder**

24. There are no Crime and Disorder implications.

### **Information Technology (IT)**

25. There are no IT implications.

### **Property**

26. There are no property implications.

### **Other**

27. There are no other known implications.

### **Risk Management**

28. Two main risks to the programme are identified. Firstly, the risk involved in terms of proposals being put forward in advance of the adoption of the AAP. The York Central landowners are currently revising their timetable for engaging a developer and it is anticipated that the master planning will be undertaken alongside the preparation of the AAP. Given the length of time to reinstate and recover the British Sugar site it is anticipated that ABF are unlikely to be in a position to progress proposals immediately following the closure of the plant. Given the size and complexity of the planning issues to be considered both ABF and the York Central landowning groups have recognised the benefits of the Council pursuing an AAP for the area.
29. Secondly, risks to the programme may occur due the availability of resources. By allocating funding to the project, outlined in para 18 above, action has been taken to minimise these risks. A city strategy management team has also been set up to meet on a regular basis to ensure departmental coordination and management. The LDF Working Group will also receive reports at all relevant stages throughout the process of the AAP. However, as referred to in paragraph 16 above, the emerging studies will be important in establishing a robust evidence base to the plan. Any delays to the production of these documents will have implications on the timescales for the AAP.

### **Conclusion**

30. The planning approach of joining the two sites within an Area Action Plan will ensure the environmental impact and infrastructure requirements from the development of this area are properly assessed. Consideration of the wider area will also assist in the preparation of the plan in terms of the type, scale and level of development that may be accommodated and the future implementation for this. The proposed timescales are put forward to take account of the size and complexity of the area and its potential impact on the City.

## Recommendations

31. Members are asked to recommend the Executive to:

- 1) agree the attached programme for the preparation of the Area Action Plan and for its inclusion in the revised Local Development Scheme.

Reason: To ensure the planning context for the area is considered comprehensively and the linkages/implications of both sites are jointly planned for.

- 2) note the Community Consultation Strategy prepared for York Central which will be taken into account in undertaking the public consultation relating to the York Northwest Area Action Plan.

Reason: To ensure the public consultation is as inclusive and comprehensive as possible.

## Contact Details

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### Chief Officer Responsible for the report:

Bill Woolley  
Director of City Strategy

Report Approved

Date 22/1/07

### Specialist Implications Officer(s)

Financial – Patrick Looker, Finance Manager, City Strategy (tel: 551633)  
Human Resources – Janet Neeve, HR Business Partner, Human Resources (tel: 551661)  
Legal – Brian Gray, Principal Property Lawyer, Legal Services (tel: 551042)

All

**Wards Affected:** Holgate, Micklegate, Acomb and Rural West York

**For further information please contact the author of the report**

### Background Papers:

Report to LDF Working Group 31 July  
Report to Executive, 12 September 2006

### Appendices

Appendix 1: Programme for York Central/British Sugar Area Action Plan  
Appendix 2: Summary of Consultation response  
Appendix 3: Consultation Report  
Appendix 4: Feedback reports from Workshops  
Appendix 5: Community Consultation Strategy for York Central AAP (SRC)  
Appendix 6: Community Audit for York Central AAP

**York Northwest  
Area Action Plan: Programme**

Milestone	Date
Report to Executive	February 2007
Submit revised Local Development Scheme to Government office	Spring 2007
<b>Prepare Issues and Options</b> document/Scoping report for Sustainability Appraisal	<b>Spring 2007</b>
Prepare Sustainability Appraisal	Summer 2007
Issues and Options to Executive	Summer 2007
Public participation on Issues and Options	Autumn 2007
Analyse responses and <b>Prepare Preferred Options</b> document	<b>Summer 2008</b>
Prepare Sustainability Appraisal	Autumn 2008
Public participation on Preferred Options	Winter 2008
Analyse responses and <b>Prepare Area Action Plan</b> document/Sustainability Appraisal	<b>Spring 2009</b>
Report to LDF/Executive/Full Council	Summer 2009
Submission to Secretary of State	Autumn 2009
Formal Consultation	Autumn 2009
Public Examination	Spring 2010
<b>Area Action Plan adopted by Council</b>	<b>End of 2010</b>

Achievement of the above milestones is dependent upon the risks identified in paragraphs 19 and 20. The final stage from submission to adoption is outside the control of the Council and is dependent on the timeframes of the Planning Inspectorate.

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## Appendix 2

### Summary of the Consultation Response

#### The Consultation Strategy

PPS 1 sets out the importance of community involvement from an early stage in the process of producing LDF documents. Given the scale and impact the development both city wide and at a regional level it is essential to ensure the widest possible involvement by the local community and stakeholders in the process of developing the Area Action Plan. The ideas and issues raised by the testing of the strategy for York Central have contributed to providing a more inclusive and representative Consultation Strategy. This work together with the Statement of Community Involvement will inform the consultation approach for the York Central/British Sugar AAP.

#### Testing Stage

Consultation on the draft Strategy was carried out between 27<sup>th</sup> July and 25<sup>th</sup> August this year. The testing stage was a focused consultation with the main stakeholder groups.

The consultation included

- Two workshop sessions with special interest groups and business interests
- Production and delivery of 3,200 leaflets to households and businesses in the York Central area
- Comments boxes and the draft strategy document made available at 9, St Leonards Place, the Guildhall and Central Library
- A section on the York Central web site on the consultation with the summary and a full document available to download
- A presentation on the Draft Strategy to the LDF Working Group on 31<sup>st</sup> July followed by Members input and comments

#### Summary of responses received

Social Regeneration Consultants have produced a Consultation Report which summarises the consultation responses received and is attached in Appendix 3. A Community Audit document was also undertaken to give background information on the community in the area, contacts for groups and suitable venues for meetings. This document is attached in Appendix 6.

The key issues raised in respect of the consultation process included

- The need to provide hard copies of documents and plans as well as the use of the internet to view documents, using key buildings accessible to the public to place them in

- The identification of a number of additional interest groups
- The need to clarify the boundaries for consultation
- The need to ensure timescales for consultation are programmed to avoid Christmas and the main holiday periods
- The need to provide a range of methods to ensure the widest choice for people to be engaged. Suggestions included, local residents associations and ward committees, exhibition material in the Guildhall, events in the residential areas, a 'have your say' web site, traditional meeting with plans tabled, newsletters and exhibitions in the City of York caravan

There was a considerable interest in the site and many comments were received relating to the development opportunities of the area. These were diverse and varied encompassing areas of access and transport, the development process, uses, open space and greenery, housing, design, heritage, railway uses and facilities. The comments are outlined in full on pages 9-25 of the Consultation Report which attached in Appendix 3.

Two workshop sessions were held on 3<sup>rd</sup> August at York St John College. A presentation was given and followed by a facilitated discussion with questions raised by participants. Reports have been prepared by SRC giving feedback on the workshops. A copy of these has been sent to all those who attended or requested the documents. These reports are included in the Appendices to the Consultation Report which are attached in Appendix 3.

### **Community Consultation Strategy**

The draft Consultation Strategy has been revised to take account of these views and the amended document, the Community Consultation Strategy is attached to this report.

### **Sustainability Appraisal Scoping Report**

Consultation on the Sustainability Appraisal Scoping Report also took place in July to August this year. It is intended to report back to Members setting out responses and amendments arising from this as part of a revised Scoping Report for the Issues and Options stage for the wider York Central/British Sugar AAP. The revised Scoping report will be the subject of statutory consultation with the relevant environmental organisations.

**Appendix 3: Consultation Report and appendices**

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# York Central AAP: Issues and Options

## Consultation Report

October 2006



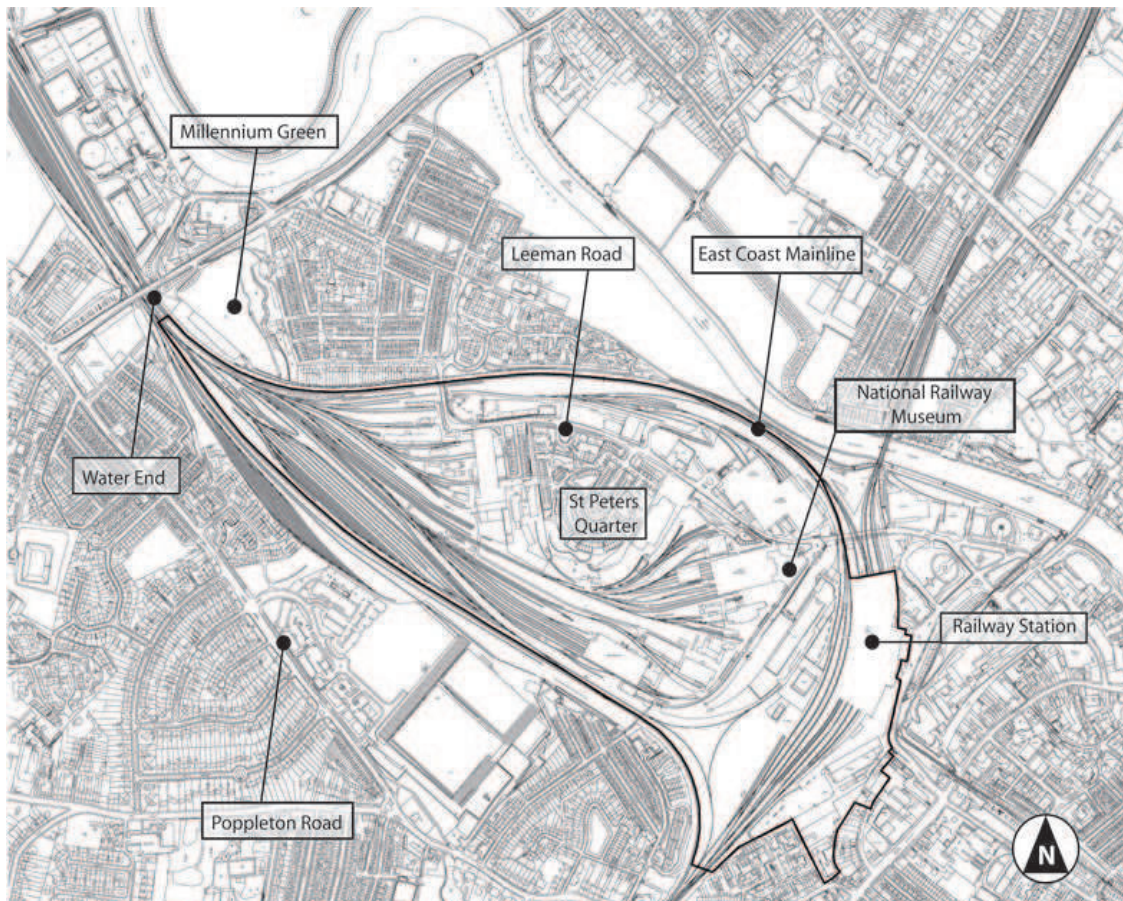


## 1. Introduction and context

1.1 The City of York Council (CYC) is in the process of preparing a Local Development Framework, in line with new planning legislation. As part of this process an Area Action Plan (AAP) will be produced to guide new development and land use in the York Central area up to 2021. The initial requirement is to consider the key Issues and Options relating to the development of this area and CYC have appointed Nathaniel Litchfield and Partners to carry out this work.

1.2 The York Central site is a large brownfield site, covering approximately 37 hectares of land in a teardrop shape in and around York Railway Station. The site offers an opportunity for new mixed-use development in the city. The consultation will play a key role in making sure that community and stakeholder views are sought on a range of options for the site. In turn, this will ensure that the planning framework as set out in the AAP will be right for the site and for the city as a whole.

*Map of site*



1.3 Consultation on planning matters is now essential following the changes to the planning system as described in the Planning and Compulsory Purchase Act (2004). This Act replaced Local Plans with the Local Development Framework (LDF) process. The Act requires local authorities to consult with the community during the preparation of the LDF. City of York Council has produced a Statement of Community Involvement (SCI) which sets out how and when the community will be consulted on the production of planning documents. The methods described in the CCS aim to add detail to the more strategic approaches described in the SCI, and are specially tailored to the production of the Area Action Plan.

1.4 This report records the findings from the testing phase of the draft Community Consultation Strategy (CCS), which took place between July and August 2006. More detailed consultation in accordance with the Strategy will be undertaken to gain community and stakeholder feedback on the different options for the site outlined in the Issues and Options report.

1.5 The following sections of this report include more detailed information about the main outcomes from the testing phase of consultation, how the comments received have impacted on the draft CCS and what changes are necessary.

1.6 The following documents have been prepared as part of this stage of the consultation process:

- Consultation Report
- Appendices to the consultation report, including comments in response to the leaflet and briefing workshop reports
- Community Consultation Strategy
- Community Audit



## 2. The testing process for the draft Community Consultation Strategy

2.1 The testing process had three main elements as follows:

- a Community Audit which established a baseline assessment of the area.
- a leaflet circulated to over 3000 residents and businesses in the area giving them up to date information, plus an opportunity to give their views on the Strategy and the development of the site.
- a series of workshops aimed at key stakeholders or interest groups, again allowing them an opportunity to give their views on the Strategy as well as the development of the site itself.

### Community audit

2.2 The community audit involved a combination of desk-based research, document reviews and telephone conversations with the relevant ward coordinators based at the City Council's York Pride unit.

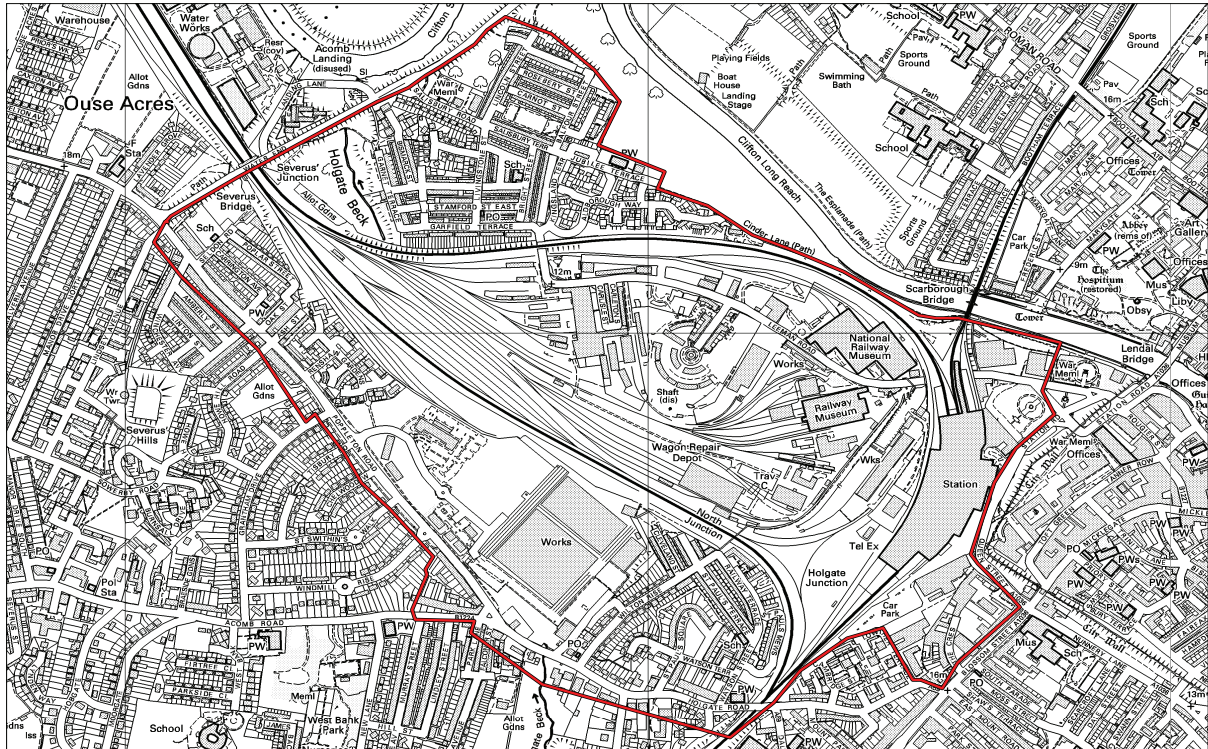
2.3 A separate community audit document has been prepared to provide a baseline assessment of the two wards that cover the York Central site. The audit also includes useful information on key community contacts in the area along with suitable community venues. This information will be used during the detailed consultation process.

### Leaflet and Web site

2.4 A leaflet was produced, giving people general background information about the site and updating them on what's happening at the moment. The main purpose of the leaflet was to get people's comments and feedback on the draft CCS. Copies of the full and summary versions of the CCS were posted on the York Central website ([www.york.gov.uk/yorkcentral](http://www.york.gov.uk/yorkcentral)) along with hard copies in the Council offices located at 9 St. Leonard's Place, the Guildhall and Central Library.

2.5 The leaflet was distributed to 3,100 households and businesses within the site and around the boundary of the site.

### Boundary Map



York Central Leaflet Drop Area

Drawn by City Development.  
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2.6 The leaflet was distributed at the end of July and people were invited to return any comments by 25 August 2006. People who wanted to make a comment could either detach the comments section of the leaflet and post it, drop it into council offices or return comments via email to the York Central Project team at the Council.

### Summary of Comments

2.7 Twenty two responses were received from residents, businesses and agencies.

2.8 A record of all the comments received is included in the appendices to this report. This is split into three sections - residents' comments, business comments and agency comments.

2.9 In summary the main issues raised in relation to the consultation process included:

- using suitable venues e.g. local schools
- having good quality, well timed publicity
- using existing meetings such as Ward Committee meetings to hold consultation sessions
- concern over the time of year, the run up to Christmas is not the best time to be consulting residents
- avoid consulting with the usual suspects and 'loud' community members

2.10 The main issues raised in relation to the site and its development include:

- access to the site for vehicles
- providing cycleways
- developing pedestrian routes between railway station and the NRM, to access the parkland along the river and across the site generally
- adequate parking for residents and businesses will need to be included
- integration of public transport from the railway station
- there is a need for new public transport provision to service the new developments
- quality open space is needed as part of the development
- family housing and affordable housing needs to be developed on the site
- the site should be well designed and include eco homes along with traditional / historic building designs
- the site should have a mixture of uses including residential, commercial and leisure
- new facilities are needed are part of the redevelopment of the site including leisure and sports facilities, neighbourhood shops, health care facility and cafes and bars

## Workshops

2.11 The final stage in the testing phase was to run two briefing workshops with different interest groups. The aim of the workshops was to get views from the participants on the draft CCS along with any views they may have on the development of the site.

2.12 The two workshops were held with:

- Business and commercial interests
- Special interests

2.13 The workshops were held on Thursday 3 August 2006. Each workshop involved a brief presentation followed by a facilitated discussion. 22 local businesses and wider business interests were invited to the workshop; six attended. 42 special interest groups were invited to the workshop; 13 attended.

2.14 A presentation was also made to Members at the LDF Working Group on 31 July 2006 followed by discussion and feedback. Nine local councillors attended this meeting.

2.15 A copy of the workshop presentation and full versions of the workshop feedback reports can be found in the Appendices to this report.

## Summary of discussions

2.16 All three of the discussions focused heavily on the development of the site. However, a number of useful comments and suggestions were made in relation to the draft CCS. The first half of this section will summarise the comments made in relation to the draft CCS, while the second half will summarise the comments made in relation to the site and its development.

## The Strategy

2.17 The main issues in relation to the consultation process included:

- The ability to access or use the internet via the York Central website as not everyone has access to, or can use the internet. For the next stage in consultation hard copies of all relevant documents should be placed in key buildings in the City including Council offices, schools and libraries.
- Consideration should be given to holding exhibitions in outer areas such as Acomb and local supermarkets. It maybe beneficial to reduce the number of exhibitions held in the town centre to focus more on the residential areas.
- The need for a range of opportunities for people to input their views. Suggestions included: involving local residents associations and ward committees; setting up a 'have your say' website where people can leave their comments and these can be read by other people; having traditional meetings where people could get round the table and discuss the plans; and, having a series of events and exhibitions.
- Making sure that consultation is effective i.e. asking questions that people want to answer and are the right questions. Consultation needs to be flexible enough to identify gaps and feed in comments in the process
- Making sure that the consultation is not held in periods of dead time for example, August and Christmas
- Specific groups for consultation could include:
  - Sporting / leisure interest groups (contact the Active York Partnership)
  - York Property Forum (YPF)
  - York Professional Initiative (YPI)
  - The Local Strategic Partnership (LSP)
  - City centre businesses via the City Centre partnership

## The development

2.18 A range of different comments were raised in relation to the development of the site. Although the same comments were made by the two different interest groups, business interest and the special interests, they also raised some issues that were specific to the interests of the particular groups. In summary, comments were made on the following aspects of the site and its development:

- removing the myths of the site i.e. it will only be used for housing and offices; the site could be used for so much more including further tourists attractions, a stadium and public open space for the whole City
- clear timescales are needed as it is a long process
- the scale of ambition needs to be appropriate for the site, i.e. big
- links between York Central and the City Centre need to be maintained; York Central should complement the City Centre
- the Issues and Options Report should include specific reference to green areas and the natural environment of the site
- concerns were expressed about the potential for the site to be over developed with high rise housing
- as part of the development of the site there is a need to produce an inventory of the buildings and historical artefacts on the site; some also suggested the need for an equivalent 'green' inventory
- concern was also expressed about how the AAP fits in with the wider development strategy for the City as a whole. York Central has immense implications for the historic core of the City
- construction traffic will also have an impact on the City, as it may add further delays to traffic moving around

### 3. Impact of testing process on the draft Community Consultation Strategy (CCS)

3.1 The testing phase of the consultation, through a combination of workshops and leaflets, revealed the need for a number of changes and additions to the draft CCS.

3.2 The comments received from the leaflet and workshops all represent reasonable ideas and suggestions and have revealed no major flaws in the draft CCS.

3.3 The key issues, which the testing phase of the consultation revealed included:

- providing hard copies of documents and plans as well as the use of the internet to view documents, using key buildings accessible to the public to place them in
- a number of additional interest groups were identified and these will need to be incorporated into the CCS
- the need for a range of methods for people to be engaged was felt to be important to all groups consulted during the testing phase
- clarity around the boundaries for consultation is needed, i.e. some felt that the residents of Acomb ward should be included in the consultation process
- the time of year is a major issue to consider, many indicating that consultation between November and January will be difficult because of Christmas and New Year.

3.4 Key suggestions for improvement include:

- hard copies of all documents produced as part of the consultation on the Issues and Options Report to be provided in key public buildings including council offices, libraries and relevant schools.

- a number of additional special interest groups will be consulted either as part of the stakeholder interviews stage or during the workshop stage. The following groups will be included in the consultation:
  - Sporting / leisure interest groups (contact the Active York Partnership)
  - York Property Forum (YPF)
  - York Professional Initiative (YPI)
  - The Local Strategic Partnership (LSP)
  - City centre businesses via the City Centre partnership
- the finalised CCS will need to be made more flexible to enable a range of consultation methods to be included
- the final boundary for consultation needs to be established. The final CCS will also indicate the need for varying levels of detail in the consultation depending on the proximity to the site
- it is recognised that consultation during holiday times is not ideal.
- the need to have a freepost envelope for future leaflets that invite people to make comments
- improvements are needed to the York Central website to make it easier to navigate and locate key documents
- information about the document being available in other languages should appear on the front of the document
- the Ward Committee meetings should be involved in the consultation process
- it was suggested that local schools should be used as the venues for the exhibitions

3.5 These suggestions, as far as possible have been included in the amendments to the Community Consultation Strategy.



## 4. Conclusion

4.1 The findings from this testing process showed that:

- There is considerable interest in the site and many of the comments are well informed, with much thought on considerations of access, design and mix of the site.
- The draft CCS was seen as generally sound and acceptable although a number of issues were raised or ideas suggested relating to the detail. Where considered appropriate these have been incorporated into the revised Strategy.
- The majority of feedback related to the development of the site itself. A number of comments were also made in relation to the scale of the site particularly around how the development will fit in with the historic core of the City. These comments provide important material which will be referred to and used to inform the development of the Area Action Plan.
- The workshops worked well to gain feedback on the consultation process. A number of suggestions, in relation to the consultation, were made and these have been taken into consideration in finalising the CCS.

## 5. Next Stage

5.1 The next stage will be to implement the Community Consultation Strategy at an appropriate time to be agreed by the Council in order to gain the views of residents and other stakeholders on the Issues and Options that will be developed for the site.

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# York Central AAP Consultation Report

## Appendices

October 2006







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## Appendix 1 - Leaflet




**CITY OF  
YORK  
COUNCIL**



**Nathaniel Lichfield  
and Partners**  
Planning Design Economics

# York Central



**SRC**  
social regeneration  
consultants

Find out more @ [www.york.gov.uk/yorkcentral](http://www.york.gov.uk/yorkcentral)

August 2006

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## What's happening?


This site has been in the spotlight for a number of years. The City Council is now preparing a plan for the development of the site, called an Area Action Plan.

**The purpose of this leaflet:**

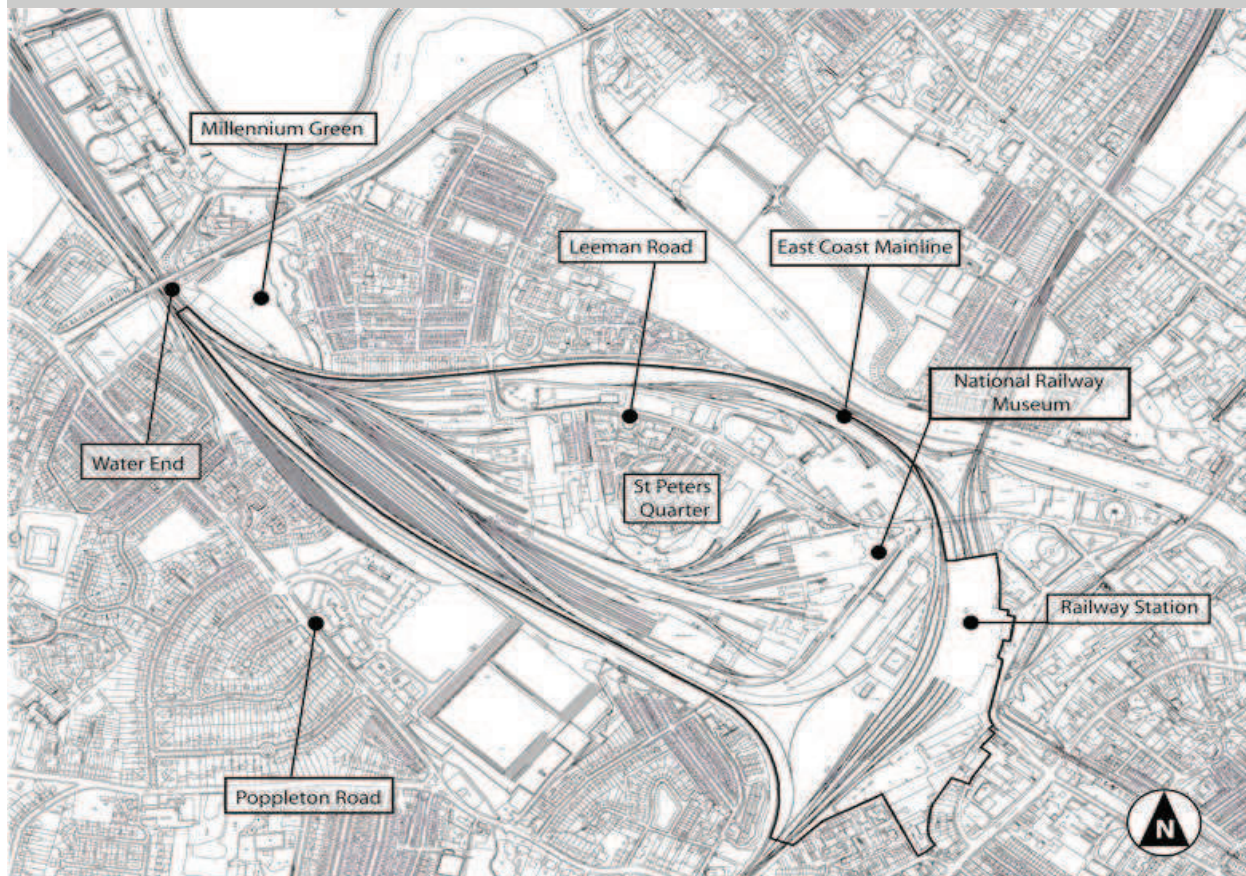
1. To tell you about the Council's intention to prepare an Area Action Plan for York Central
2. To tell you how and when we propose to consult on the first stage of the plan
3. To give you an early opportunity to tell us what you think about the consultation strategy or ask us any questions you might have about the process

The Council has appointed a team of consultants to prepare the Plan. The team is being led by Nathaniel Lichfield and Partners (NLP), with Social Regeneration Consultants (SRC) responsible for community consultation.

The first stage is to put together a report on the main issues related to the site and suggest some options for its development. Following this, a preferred option will be developed in more detail.



## Where is York Central?



The site is close to the City Centre and forms a 'teardrop' shape behind the railway station. On the site are:

- the railway station
- operational and redundant railway land
- buildings and sidings
- housing
- the National Railway Museum

There is about 35 hectares of land for new development. This could include a mixture of uses such as new housing, office and business premises, community facilities, open space, leisure facilities.

## What's happening now?

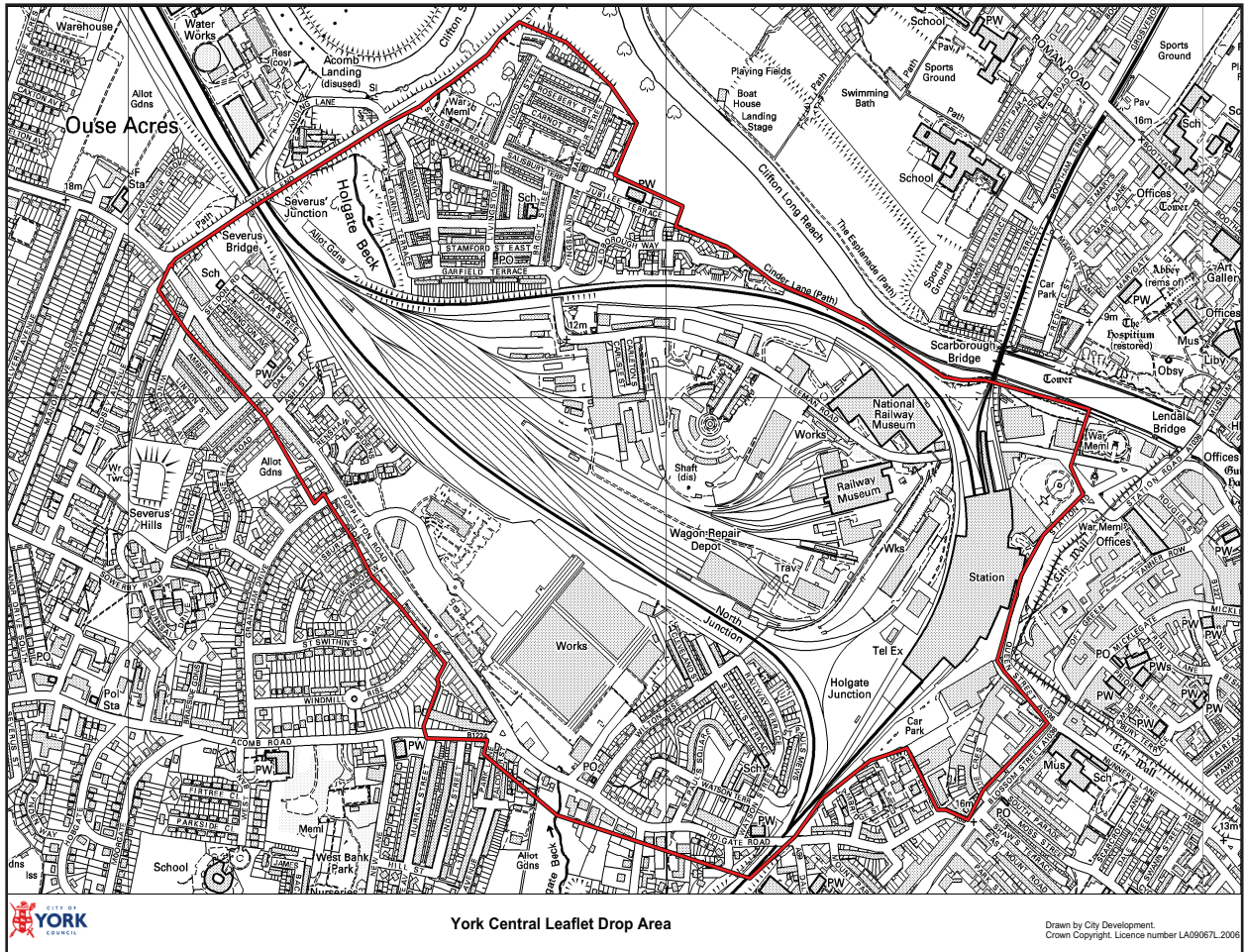
The City of York Council is in the process of preparing a Local Development Framework for the York Central Area, as required by new planning legislation. As part of this, an Area Action Plan will be produced to guide new development and land use in the area up to







## Appendix 2 - Leaflet Distribution Boundary



## Appendix 3 - Comments from Residents and Businesses

The comments received from residents and businesses are outlined below.

### Residents' Comments

#### Consultation Process

- any consultation by post must have the option of a free post address
- use local schools for the exhibition and make sure they are widely advertised in plenty of time. This could be done on the same night as the local council ward meetings
- the consultation is at the wrong time. It should not be over the Christmas/New Year period because there are too many holidays. This could be perceived as the Council's way of 'getting round' the consultation process. The consultation period should either be in Autumn or Spring, avoiding major public holidays
- remember that 'loud' community members are not necessarily representative of the whole community

#### The Development Process

- what provision is in place to ensure that residents of the adjoining areas are not inconvenienced whilst works are being carried out?
- the flats backing onto the railway line near Water End were built in 2005. The proposed development did not show up on the planning searches, why?
- when will more detailed plans be available?

- when is the work scheduled to begin?
- the majority of people need to know how long the disruption caused by such a major development will last and how it will be managed

### Access and transport

- will consideration be given to reducing traffic in Holgate Road and through Blossom Street? There is a significant amount of large vehicles using these roads.
- conditions for pedestrians need improving. This could create a better environment for all residents
- would a relief road in and out of York Central be considered so that traffic volumes are minimised in Holgate Road and Blossom Street?
- facilities for employment are appropriate and will contribute to York's economy – especially if access is improved from surrounding rural areas by public transport
- there is a need for an integrated public transport service so transfer can be made between bus and train to access all of the city and surrounding rural areas to reduce car dependence
- preferably make the development car free or restricted. Is there a possibility of a congestion charge at peak times?
- the site is annexed by rail routes and solutions to overcome this need to be carefully thought through
- car access must be integrated into the plan. Notice

should be taken of 'Better Neighbourhoods' by Lord Rodgers of Riverside and also advice from CABE

- access to the proposed development is a key issue. How will residents and visitors access the area? Access should be via Water End only to avoid further pressure on Leeman Road, which is already congested, polluted and pedestrian unfriendly.
- Leeman Road could be improved by widening pavements and restricting traffic to busses, taxis and cyclists only. Currently the pavements are very narrow, meaning that pedestrians are very close to passing industrial traffic and often have to walk in the road to pass slower pedestrians, particularly between the station and the Railway Museum
- access to the station should be made Disability Discrimination Act compliant. It is currently impossible for this entrance to be used by disabled people or those with prams or heavy luggage
- whatever development takes place, the matter of vehicular and pedestrian access will be a major issue. Leeman Road is already under pressure with the NRM (now plus the Wheel), the other businesses, St Peter's Quarter and access to the (now expanded) residential area of Leeman Road between the East Coast Mainline and the River. It is hard to see what can be done about the two existing railway bridges; raising them would be a vast railway engineering exercise and lowering the road way would not only be difficult but also exacerbate the danger of flooded roads on occasions of heavy rain.
- road access from Holgate and or Poppleton Roads would seem to be easier because the land on that side is higher than on the Leeman Road side; though the former entails crossing the main passenger line, while the latter only has to cross the freight 'York station bypass' line.
- adequate parking for the new residential and commercial properties should be provided

- from the plans it seems that a major transport link will travel behind the flats backing on to the railway line near Water End in close proximity to them. This of course will have undue effects on noise pollution, air pollution, vibrations and ultimately on quality of life for residents on the very outskirts of the development. These residents do not seem to feature in the planning. This will also lower the value of these properties. How will this be mitigated by the development?
- transport once the site is developed is essential. Holgate is poorly served by the No 10 bus - with the development of the site, public transport needs to be increased, along with car parking
- road access to the site for the new development needs to be improved probably by a new road with or without a bridge from Poppleton Road or Holgate Road
- a pedestrian link between the area and the parkland along the river is needed. This could be provided on the other side of the railway line, with a bridge across or a tunnel under the main line, started near the NRM car park
- pedestrian links between the railway station and the NRM needs to be improved
- proper consideration of access and impact on neighbouring residents needs to take place at an early stage as this may impact on the appropriate uses of the area, e.g. commercial or retail premises could bring very significant extra traffic or may lead to social impacts for residents, e.g. bars and night clubs attract a different group passing through existing areas
- footpaths and cycleways should be included as part of the development of the site
- the pedestrian access to the NRM and Wheel needs improving

- what is happening with the proposed position with the footpath linking Wilton Rise, via the footbridge and Cinder Lane, to the railway station and the north of the City?

### Open Space and Greenery

- quality open space for existing residents is needed
- this is a great opportunity to improve an industrial area. The development should therefore include trees, planting and green areas
- the inclusion of open space is essential – space is needed to rest, to walk and to enjoy time in. Ideally the space should be a park, such as West Bank and Hull Road Parks

### Housing

- it is essential that housing is provided but not apartments. The area should be oriented towards families and the community not solely for business and professionals
- should not be a problem attracting private finance; house builders will be willing to develop

### Design

- would be nice to see traditional grid pattern layouts (a 21st century take on the Victorian and Georgian street scene). The majority of the desirable areas of York are built up with terraced housing – Holgate/Bishopgate. It would be worth talking to the Urban Village Forum organisation and a lecturer from Birmingham University called Carl Chinn. The area should have a village feel and should be allowed to grow in an organic way

- there should be massive emphasis on sustainable and eco-friendly building techniques. This should be a landmark site in terms of the environment
- it would be worthwhile for the planners to look at best practice regeneration schemes such as West Silvertown, East London and the Mickle Waite scheme, Wetherby. Do not let it end up like Cardiff Bay
- make sure there are tight and precise design briefs. It could be opened up to design competitions to get the best designs.
- when the Masterplan is drawn up get a 3D model commissioned
- it is worth dropping the cost of the land if it means you get more cooperation on design with the house builders
- It will also be important to make sure the site is integrated with the rest of the City

### Mixed Use

- the new development should be a balance of residential and commercial properties with leisure amenities such as a gym, useful food and household shops, including local independent retailers. Artists' studios or units for creative industries could add vibrancy to the area
- in principle there should be a balance in favour of industrial/commercial development over residential mainly because the railway activity is bound to detract from the "quiet enjoyment" of further housing development. (It will be interesting to learn the reflections of the St Peter's Quarter residents on this issue.)



## Heritage

- the historic skyline of York should not be obscured or compromised
- listed buildings, where present, should be preserved and adapted for new use
- do not demolish the triangular building at the junction of Leeman Road and the old goods depot

## Railway

- in order to encourage of the use of railways for freight the Royal Mail Central Sorting Office should be housed within the 'teardrop' with the REQUIREMENT to revert to significant use of rail for mail destined for major UK cities and overseas (Newcastle, Hull, Liverpool and Southampton have good lines for overseas surface connections.)
- the Sorting Office is by far the most significant source of 'noise pollution'. Rarely are rail movements audible, even at night, whereas Mail Vans punctuate the night with their noisy vehicles continuously from 11.00 p.m. to 7.00 a.m. In terms of 'pollution' the Royal Mail premises exude masses of scrap paper in the form of used destination labels, string and wrappers which detract from the pedestrian approach to the prestigious NRM buildings. Furthermore the Royal Mail's fairly recent decision not to permit any parking within their gates means that cars and vans seeking to collect items now have to park in the road on double yellow lines; obviously no vehicle remains for long but the obstruction of the road is pretty frequent and often coincides with rush hours as people seek to collect mail en route to/from work; so even if they won't move to the 'teardrop' send them out to the bypass and allow somebody to develop another apartment block like Westgate.

## Facilities

- to regenerate this area one must take into account the existing leisure and business facilities on the site and their current usage. These facilities then need to be included and extended to provide for the larger housing facilities planned for this site and that are required to help York's housing problems. There should be a large percentage of affordable housing included in this development as well
- the RI (Railway Institute Club) in Queen Street has a very large sports membership and a busy social club which provides various facilities for York's citizens aged from 5 – 95 years. This should be taken into account and hope that a new facility will replace the old institute
- this project should not affect any of the leisure facilities for the people of York. The Railway Institute gym is one of only two or three in the whole of Yorkshire with a sprung wooden floor
- leisure facilities are needed and more public areas such as cafes / bars to liven up a very sparse area between the station up to Garfield Terrace. The walk from Garfield Terrace past the railway museum is also remote and cut off in the evenings and doesn't feel safe to walk down
- there is a need for a small neighbourhood shopping centre
- new accommodation for the homeless replacing the present Arclight building is needed in the area
- there appears to be ample brownfield residential development in inner York. What is desperately needed is improved, varied social provision like a swimming pool, large concert venue, ice skating; some thing to attract visitors and retain residents

- a bus station should be developed and restrict all but local buses to use it, to ease the use of the inner ring road by buses which do not want or need to be so near the city centre
- there was a suggestion for a new building near the NRM, to combine York City Archives and the City Library with its records so that all the city and railway records are in one area, with good transport links
- York needs a decent large swimming pool; a 'Water World' type facility would also attract visitors
- this is an opportunity to revamp the railway station – to provide additional facilities and to have a second entrance as the present concourse is grossly overcrowded at times
- a well designed multi-story car park is needed to release surface space for other uses, i.e. bus station in Queen Street

## **Business comments**

### **Consultation**

- it would be interesting to find out how the consultants were chosen to carry out this work

### **Mixed use**

- local companies will need to know if there will be any units to let on the site

## **Agency's Comments**

### **Boundaries**

- on page 2 of the York Central Leaflet there is a map which outlines the site boundary, but which omits the works canteen area. When the group Community Regeneration York applied to Yorkshire Forward to use the canteen site for the community they were told they could not because it was part of the planning area. If this is the case then it should be outlined on the map. If it is not the case then when was the decision changed by Yorkshire Forward?

### **The development process**

- on reading the leaflet it appears that this is about consulting with residents on how they should be consulted
- if the above is correct then how can the majority of residents comment on the consultation strategy when it is only available to view online? Why is it not available in libraries or local community centres?

- when reading the consultation strategy it does not make any clear reference to consulting at Ward Committee's surrounding the site. The Neighbourhood Pride Unit can be seen as the Council's direct link to residents with a quarterly newsletter to all households and quarterly public meetings

### Mixed Use

- the Primary Care Trust has previously had informal discussions with the Council about the potential to procure a healthcare facility within this development to potentially allow existing general practices in the locality to relocate into purpose built surgeries within the City Centre. In addition it provides an opportunity to enhance access to an expanded range of primary care services in one centre.
- the brief allows for office development, retail and leisure type facilities; this could also allow the provision of healthcare related facilities if a case of need could be developed

## Appendix 4 - Invite lists for workshops

### Special Interest contacts

Title	First Name	Surname	Position	Organisation	Address 1	Address 2	Address 3	Post Code	Phone Day
Mr	Paul	Appleton	North Yorks & Humber Manager	BTCV (York)	3-7 Leake Street	Lawrence Street	York	YO10 3BR	
Dr	Margaret	Atherden		PLACE/ Yorkshire Wildlife Trust	Heworth Croft Campus	York St John College	Lord Mayors Way, York	YO31 7EX	
Mr	John	Barrett		Stockholme Environment Institute (York)	University of York	Heslington	York	YO10 5DD	
Mr	John	Brierley	Project Co-ordinator	Friends of St Nicholas Fields	Bull Lane	York		YO10 3EN	
Mr	Peter	Brown		York Civic Turst	Fairfax House	Castlegate	York	YO1 9RN	
Mr	John	Bunyan			6 Ramsey Avenue	Bishopthorpe	York	YO23 2SQ	
Mr	Jim	Cornell		Railway Heritage Trust	40 Melton Street	London		NW1 2EE	020 7557 8598
Mr	Philip	Crowe	Chairperson	York Tomorrow	68 Clifton	York		YO30 6AW	
Mr	Owen	Daggett	Project Officer (Energy)	York&North Yorkshire Business Environmental Forum	c/o Business link North Yorks.	Arabesque House	Monks Cross Drive, Huntingdon York	YO32 9WU	

Cllr	A	D'Agome	Green Party	City of York Council/ LA12	10 Broadway West	York		YO10 4JJ	
Mr	Peter	Edwards	Commercial Manager	First York	7 James Street	York		YO10 3WW	
Mr	Matthew	Garthwaite		Rural Development Service (RDS)	Northallerton RDS	Unit 3, Northallerton Business Park	Standard Way, Northallerton	DL6 2XQ	
Mr	John	Hampshire		River Foss Society	50 Barley Rise	Sttrensall	York	YO32 5AA	
Ms	Maddy	Jago	Director of Planning & Development	English Heritage Yorkshire Region	37 Tanner Row	York		YO1 6WP	
Mr	Malcolm	Kettlestring		Osbalwick Parish Council	4 Yew Tree Mews	Osbalwick		YO10 3PQ	
Mr	Alan	Leadbetter	Director	Positive Planet	York Science Park	Heslington	York	YO10 5DG	
Ms	Emma	Leighton	Assistant Conservation Officer	English Nature	North & East Yorkshire Area Team	Genesis 1	University Road, Heslington York	YO10 5ZQ	
The		Manager		York Architectural & Archaeological Society	46 Burton Stone Lane	York		YO30 6BU	
Mr	Steve	Maxwell	Chairman	Leeman Road Millennium Green Trust	5 Salisbury Road	York		YO26 4YN	01904 638 818
Cllr	D	Merrett	Leader of Labour Group	City of York Council	The Guildhall	York		YO1 9QN	

Mr	John	Moore		National Federation of Bus Users	28 The Village	Osbaldwick	York	YO10 3NT	
Mr	Paul	Mosley		World Wide Fund for Nature - UK	109 Micklegate	York		YO1 6LB	
Mr	Paul	Osbourne	Project Director	Sustrans	The Danesmead Wing	33 Fulford Cross	York	YO10 4PB	
Mr	Barry	Otley	Farming & Wildlife Advisory Group	Wheatlands Educational Community Woodland	Dutton Farm	Hessay	York	YO26 8JU	
Mr	Steve	Parker	Director	CRED Ltd (Carbon Reduction)	6 Alexandra Park	Scarborough		YO12 5JN	
Mr	Mick	Phythian	Chairperson	York Natural Environmental Trust	67 Monkton Road	York		YO31 9AJ	
Mr	Barry	Potter	Chairman	York Natural Environmental Panel	29 Knapton Lane	York		YO26 5PX	
Ms	Sara	Robin		York Cycle Campaign	39 Wentworth Road	York		YO24 1DG	
Mrs	Mary	Rothery		Leeman Road Millennium Green Trust	5 Salisbury Road	York		YO26 4YN	01904 638 818
Mr	Lance	Saxby	Energy Saving Trust	Energy Efficiency Advice Centre	20 George Hudson Street	York		YO1 6WR	



Ms	Alison	Sinclair	Chair	York Open Planning Forum	25 Norfolk Street	Bishopthorpe Road	York	YO23 1JY	
Mr	J.A	Spriggs		Yorkshire Philisophical Society	20 Portland Street	York		YO31 7EH	01904 632 827
Mr	Peter	Stevenson	Derwent & Esk Area Manager	Environment Agency	Coverdale House	Amy Johnson Way	York	YO30 4GZ	
Mr	Philip	Thake	Chief Executive	York Conservation Trust Ltd	54 Bootham	York		YO30 7XZ	
Mr	Jonathan	Tyler	Chair	Passenger Transport Networks	49 Stonegate	York		YO10 8AW	
Cllr	C	Vassie	Liberal Democrats	City of York Council	The Guildhall	York		YO1 9QN	
Ms	Isobel	Waddington		Murton Parish Council	Murton Hall	Murton	York	YO19 5UQ	
Mr	Guy	Wallbanks	Coordinator	Friends of the Earth (York & Ryedale/ LA21	13 Kingsway West	York		YO24 4RD	
Mr	Justin	Webber	Treasurer	People and Planet	Student Union	Goodricke College	University of York, Heslington York	YO10 5DD	
Ms	Louise	Wilkinson		Yorkshire Wildlife Trust	10 Toft Green	York		YO1 6JT	
Mr	Stuart	Wilson		Castle Area Campaign	6 Vesper Drive	Acomb	York	YO24 3HT	
Dr	Guy	Woolley	Chairman	CPRE (York & Selby District)	Woodstock House	Church Street	Barkston Ash, Tadcaster	LS24 9PJ	

## Business contacts

Title	First Name	Surname	Position	Organisation	Address 1	Address 2	Address 3	Post Code	Phone Day
Ms	Susan	Ansbro	Director	York Business Park	White Young Green	Arndale Court	Headingley, Leeds	LS6 2UJ	0113 278 7111
Mr	David	Beck	Development Surveyor	CEMEX UK Properties	Cemex House	Coldharbour Lane	Egham, Surrey	TW20 8TD	01932 583 433
Mr	Michael	Buswell		Howarth Timber Group	Chartered Surveyors	PO Box 86	Leeds	LS16 9TB	0113 205 1719
Mr	L	Cruddas		York & North Yorkshire Chamber of Commerce	Arabesque House	Monks Cross Drive	Huntington, York	YO32 8WU	
Ms	G	Cruddas	Chief Executive	York Tourism Bureau	City of York Council	20 George Hudson Street	York	YO1 6WR	
Ms	D	Dodd		York England	20 George Hudson Street	York		YO1 6WR	01904 641 118
Ms	Carolyn	Dunn	Chief Executive	York City Centre Partnership Ltd	5 Silver Street	York		YO1 8RY	
Mrs		Fitzpatrick		Leeman Stores	1 Salisbury Terrace	York		YO26 4XR	01904 645 665
Ms	Yvonne	Holmes		Tilstons Newsagents	6-8 Garfield Terrace	York		YO26 4XU	01904 622 574
Mr	Andrew	Leitch	Head of Planning and Major Projects	NMSI Planning and Development Unit	Science Museum	Exhibition Road	London	SW7 2DD	020 7942 4187
The		Manager		The Dragaon Fireplace Co	Northside	Leeman Road	York	YO26 4XH	01302 700007
The		Manager		Keyland Gregory Ltd.	2 The Embankment	Sovereign Street	Leeds	LS1 4GP	

The		Manager		Royal Mail Group plc	Repton Place Limited	Glovershaw Farm	Glovershaw Lane, Eldwick, Bingley, West Yorkshire	BD16 3AR	
The		Manager		Royal Mail Group plc	Impact House	2 Eldridge Road	Croydon	CR9 1PJ	
The		Manager		Bright Street Sub Post Office	37 Stamford Street East	York		YO26 4YE	01904 625572
The		Manager		Federation of Small Business	Tower House	Fishergate	York	YO10 4UA	
The		Manager		The General Store	22 Bromley Street	York		YO26 4YQ	01904 629 524
The		Manager		National Rail Supplies Ltd	Leeman Road	York		YO26 4XD	01904 522 293
Mr	Richard	Peak	Director	The Helmsley Group	Colenso House	Deans Lane	Pocklington	YO42 2 PX	01759 302 101
Mr	R	Pulleyn		Piccadilly Autos	75 Leeman Road	York		YO26 4XH	
Mr	Andrew	Scott	Head of Museum	National Railway Museum	Leeman Road	York		YO26 4XJ	01904 686 200
Ms	Hayley	Tomlinson	Facilities Administrator	CPP	Holgate Park Drive	Poppleton Road	York	YO26 4GA	01904 544 709

## Appendix 5 - Workshop Presentation

# York Central Area Action Plan

Identifying the **issues** and developing the  
**options** – looking at how we **consult**

## York Central AAP Briefing Workshop

Social Regeneration Consultants

July / August 2006



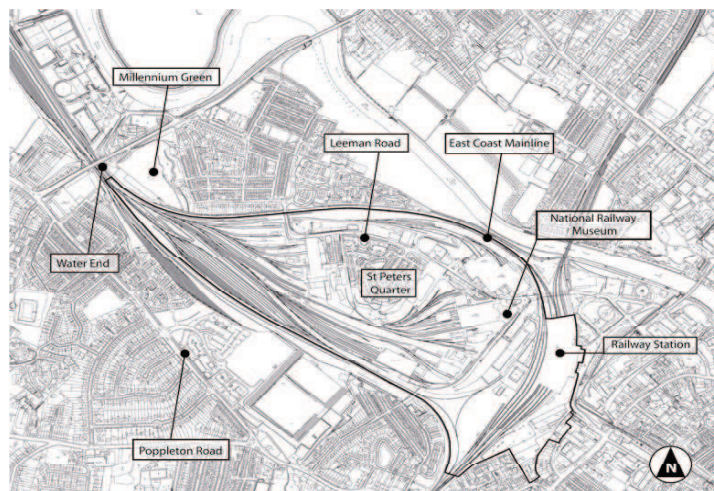
## The purpose of the workshop and how it will run

- to tell you about the Council's intention to prepare an Area Action Plan for York Central
- to tell you how and when we propose to consult on the first stage of the Plan
- to give you an early opportunity to tell us what you think about the consultation strategy and / or ask us any questions you might have about the process through .....
- presentation and questions
- discussion groups
- plenary session, then summary and close

## Introduction

- an Area Action Plan is to be prepared to guide new development and land use in the area up to 2021
- team of specialist consultants appointed to prepare the Area Action Plan:
  - Nathaniel Lichfield and Partners (NLP) – planning consultants
  - Social Regeneration Consultants (SRC) – consultation programmes, neighbourhood renewal and housing
- work will involve a report on the main issues related to the redevelopment of the area and some options related to these (July to September 2006)
- consultation, to find out what people think and input into the Plan (November 2006 to January 2007)
- then a preferred option for the site will be developed in more detail (next year)

## The site – where it is and what it looks like



## The site - facts and figures

- brownfield site next to York Railway Station and the east coast mainline
- the site has approximately 35 hectares of land that could be developed
- a number of key buildings are located in the site, including the railway station and the National Railway Museum
- two existing residential areas within the site; older terraces in Carlton Street and Carlisle Street and the new development at St. Peters Quarter
- number of different landowners with a large proportion owned by Network Rail and the National Museum of Science and Industry
- interesting area historically and architecturally

## The site - background / context

- emergence of developer interest in the site from mid 1990s
- York Central Steering Group set up to consider future development on the site
- various consultants commissioned to provide studies on transport issues, site characteristics / constraints and environmental issues, amongst others
- York Central Board to appoint a developer for the site in 2007
- vision for York Central as set out in the 2004 Planning Brief:

*'...it will provide a high quality of life opportunities for future generations, through the creation of a modern, central business district, attractive, exciting, sustainable in its design, mix of activity and transport system, complementary to the city's historic core, expanding and diversifying the city's urban economy, housing choice and cultural life.'*

## The site – planning process (1)

- York Central Planning Brief 2004 – was to be adopted as part of the Local Plan
- in the same year, major changes to development plan preparation through new legislation (the Planning and Compulsory Purchase Act)
- Local Development Framework (LDF) required from every local authority to provide the overall plan for the area, and includes a number of sub-documents, including.....
- Area Action Plans, for areas of opportunity, change or conservation

## The site – planning process (2)

- an Issues and Options report is the first stage and includes:
  - information on the planning context
  - summary of baseline information (i.e. the starting point)
  - issues relating to key themes
  - strategic objectives for York Central
  - the development of options
  - a series of questions that need to be considered in relation to the issues and options
- further stages in the development of the AAP include:
  - second stage - preferred options
  - review and revision
  - submit the AAP to Government
  - independent examination
  - adopt as framework to develop the area
- other important relevant document are the:
  - Core Strategy, at Issues and Options stage
  - Statement of Community Involvement, a framework for consulting (who, what, when, how, why)

## The site – key issues

- main headings for the issues and options paper:
  - transport, access and parking
  - housing
  - the economy and employment
  - culture, tourism and historic environment
  - community facilities
  - City Stadium
  - design principles
- what are the main issues for each element, what are the options and what are the main criteria that need to be addressed to achieve a preferred option?
- the consultation process will be on the issues and options and the outcomes will help to inform the preferred option

## The site – consultation (1)

- a detailed Community Consultation Strategy (CCS) has been developed – full and summary versions available on [www.york.gov.uk/yorkcentral](http://www.york.gov.uk/yorkcentral)
- the CCS takes an approach which is inclusive and comprehensive, whilst also being realistic and practical
- broad and inclusive definition of ‘community’
- key aims of the Strategy include:
  - actively engaging the community in the preparation of the AAP
  - helping to develop an AAP which is high quality, sustainable, practical and deliverable and ‘owned’, as far as possible, by the community
  - placing community consultation at the heart of the area action planning process
  - conforming to and indeed going beyond the requirements of the SCI (Statement of Community Involvement)



## The site – consultation (2)

- the CCS will have 3 main stages:
  - developing the Strategy - complete
  - testing the Strategy – now
  - implementation (i.e. consulting the community) – Nov 06 to Jan 07
- there are three main target audiences for the Strategy, in priority order:
  - **existing site interests** - those currently with a direct interest in the area (living, working, ownership, etc)
  - **adjacent site interests** - those with interests around the site within a defined radius
  - **the rest of the City** - those who live and work in York and who have an interest in the development of the area, including special interest groups

## Consultation, options to consider

- leaflets
- website
- information through schools, libraries, health centres
- articles in the press
- interviews/meetings
- workshops
- exhibitions

## The site - consultation (3)

there will be two stages to test and then implement the Strategy:

### testing

- information leaflets (July / August):
  - residents
  - businesses
  - community and voluntary sector
  - key services e.g. schools, health, police, churches, etc
- 4 workshops/presentations (July / August)
- revision of Strategy if applicable (September)

### implementation

- community audit (on-going)
- communications strategy (on-going)
- stakeholder interviews (November)
- outreach (November)
- workshops for site and adjacent interests (November/December)
- exhibitions for city-wide interests (December)
- final report and presentations (January 2007)

## What happens next?

- feedback notes from initial workshops to all participants, and others
- collate responses from leaflets
- revision of Strategy if necessary
- reporting
- further leaflet drops to publicise outcomes and consultation events
- public consultation on the issues and options between November 2006 and January 2007

## **Discussion questions**

- What are your views about the proposed consultation process?
- Do you have any comments about other aspects of the development of the AAP or the site?
- How do you want to be involved?

## Appendix 6 - Workshop feedback reports

### York Central AAP Issues & Options

### Community Consultation Strategy Briefing Workshop Report Back - LDF Working Group 31.7.06

#### LDF Working Group Attendance

Cllr. Anne Reid  
Cllr. Andrew D'Agorne  
Cllr. David Horton  
Cllr. Keith Hyman  
Cllr. Quentin Macdonald  
Cllr. Dave Merrett  
Cllr. Tracey Simpson-Laing  
Cllr. Andrew Waller  
Cllr. Richard Watson

#### 1. Background

- 1.1 York City Council are preparing an Area Action Plan (AAP) for York Central. Nathaniel Lichfield and Partners (NLP) have been appointed to prepare an Issues and Options Report for the York Central area with Social Regeneration Consultants (SRC) carrying out community consultation for this stage of work.
- 1.2 A draft Community Consultation Strategy (CCS) has been prepared by SRC, which sets out the different ways of getting views on the options which are being developed. Two workshops were held to test out the Community Consultation Strategy; specifically, to discuss any changes or improvements to the Strategy and to provide an opportunity for any early comments about the development of the site. The workshops were held

with the following groups:

- Businesses and commercial interests
- Special interest groups (focusing on transport, environment and heritage)

1.3 At each workshop a presentation (see Appendix 5) was made about the Area Action Plan process and draft consultation strategy. This was followed by a discussion, focussing on three key areas:

- views about the proposed consultation process
- general comments about other aspects of the development of the AAP or York Central area
- involvement in the AAP process

1.4 A presentation was also made to the LDF Working Group on 31st July 2006 followed by a discussion. The following feedback report sets out comments and questions arising from this session.

## 2. Record of Discussion

### Leaflet

2.1 The leaflet invites people to view the draft Community Consultation Strategy online, but not many people have computers at home. The team need to make hard copies of the documents available at key community building like libraries and schools and at selected council offices. This should be implemented as part of the next stage in the consultation process.

2.2 The leaflet needs to make it clear that what people say will make a difference and will be taken on board. There will be lots of comments about how the AAP will affect people personally.

## Statement of Community Involvement

- 2.3 Consultation was recently held on York's Statement of Community Involvement, and the feedback on this needs to inform the consultation process on the AAP. The SCI will soon be finalised and submitted to government in late autumn. There is a need to make sure that the SCI and York Central AAP Consultation Strategy link together.

## Interviews

- 2.4 The question was asked as to how many stakeholder interviews will be conducted as part of the consultation on the Issues and Options Report? The response was that around 20 – 25 interviews will be undertaken; the actual number will depend on the priorities that emerge during this initial stage in the consultation process.

## Exhibition

- 2.5 In terms of the exhibition, the team will need to consider going out to Acomb. It was also mentioned that local supermarkets are good venues to hold exhibitions as there is a captive audience; it may be beneficial to reduce the number of exhibitions held in the town centre to focus more on the residential areas.

## Consultation with service providers

- 2.6 There is a need to be clear about what the definition is of 'community and voluntary sector'; it should include leisure providers.
- 2.7 It was reported that the Railway Institute has been invited to the workshops and that a broad range of service providers will be mailed the information leaflet.

## York Central AAP Issues & Options

### Community Consultation Strategy Briefing Workshop Report Back - Businesses & Commercial Interests

#### 1. Introduction

- 1.1 York City Council are preparing an Area Action Plan (AAP) for York Central. Nathaniel Lichfield and Partners (NLP) have been appointed to prepare an Issues and Options Report for the York Central area with Social Regeneration Consultants (SRC) carrying out community consultation for this stage of work.
  
- 1.2 A draft Community Consultation Strategy (CCS) has been prepared by SRC, which sets out the different ways of getting views on the options which are being developed. Two workshops were held to test out the Community Consultation Strategy; specifically, to discuss any changes or improvements to the Strategy and to provide an opportunity for any early comments about the development of the site. A presentation was also made to Members at the LDF Working Group on 31st July followed by discussion and feedback. The workshops were held with the following groups:
  - Businesses and commercial interests
  - Special interest groups (focusing on transport, environment and heritage)
  
- 1.3 At each workshop a presentation (see Appendix 5) was made about the Area Action Plan process and draft consultation strategy. This was followed by a group discussion, focussing on three key areas:
  - views about the proposed consultation process
  - general comments about other aspects of the development of the AAP or York Central area
  - involvement in the AAP process

- 1.4 The following feedback report sets out comments and questions arising from the workshop with businesses and commercial interests which was held on 3 August 2006 at York St John College.

## 2. Attendance

- 2.1 Six people attended the workshop as listed below:

Carolyn Dunn	York City Centre Partnership
Colin Ward	York Railway Institute
Rachael Pierce	Sanderson Weatherall, representing Royal Mail
Denise Dodd	York England.com
Len Cruddas	York and North Yorkshire Chamber of Commerce
Ian McAndrew	The Helmsley Group

## 3. Record of discussion

### Questions about the York Central site and the AAP

#### Where has the idea for a City Stadium got to?

- 3.1 Consultants, Arup, were appointed to carry out pre-feasibility work for a community stadium on the York Central site. The draft final report has been received and is being reviewed by officers.



- 3.2 It was also commented that a stadium may encourage other sport and leisure facilities to be located on the York Central site. It may also help to complement the Railway Institute facilities that may have to be replaced as part of the development of the site.

#### **How does the Planning Brief link to the Area Action Plan?**

- 3.3 York Central is not a blank sheet of paper; there are parameters as set out in the Planning Brief and these are the current starting point. The Local Development Framework (LDF) process, of which the AAP is part, is looking at a number of issues identified in the Planning Brief in more detail e.g. how many houses, how many jobs, transport and access. The Planning Brief is still relevant but will eventually be superseded by the AAP.

#### **Who is coordinating the work to select a developer?**

- 3.4 There is a group that is guiding the work to select a developer, the York Central Board, made up of the main landowners. The Board is at a transitional stage with the landowners moving forward with the pre-developer work, including site investigations, and the Council moving forward in their role as the planning and transport authority.

#### **Are there any other AAPs in York and will they be developed and implemented in an integrated way?**

- 3.5 The only other AAP that is being considered at the moment is one covering the city centre, but this is a long way behind the AAP for York Central.
- 3.6 It was suggested that any other AAPs should be joined up in order to gain an overall view of other development sites in York, e.g. University, Hungate and Monks Cross sites.

**Will the site reflect a priority use?**

- 3.7 This will come through the LDF process. There will be a portfolio of different development documents that will set the site in the strategic context.

**Is St. Peters Quarter complete?**

- 3.8 Yes, this development is complete.

**Who will deal with land assembly?**

- 3.9 Yorkshire Forward (the Regional Development Agency) will use its Compulsory Purchase Order (CPO) powers, if necessary, for land assembly.

**General comments relating to the York Central area and the AAP**

- 3.10 There is a need to get rid of the myths of York Central. People think it will just be houses and offices, a development to achieve maximum land values. But as the site is so big, and due to a lack of brownfield sites in York, it could be used for so much more, such as leisure, further city attractions, a stadium and public open space accessible to the whole city.
- 3.11 The timescales need to be made clear as it is a long process; there is a need to explain the process from January 2007. In response, it was stated that in 2007 the developer will be selected, and a preferred option will be developed and masterplanning work will start. The AAP sets the planning policy framework. The masterplan (setting out the physical design in outline and in detail) will be prepared within the context of the planning framework.
- 3.12 At the masterplanning stage the consultation will be led by the developer. It was commented that access, power, drainage and utilities will be big issues for the developer.

- 3.13 It was suggested that there is a need for an appropriate scale of ambition for the site. The development should aim high, such as incorporating a monorail linking the site with the City Centre. Other suggestions included public art and good quality public open space. There is a need to think big about the site.
- 3.14 It was also commented that links into the site and the city centre need to be maintained and that activity in York Central should complement the city centre and not be in competition with it.

### Comments relating to the consultation strategy

- 3.15 In terms of the different groups to consult with, due to the size of the site and the enormous impact it will have on the city centre, it was suggested that the city centre business need to be included as a consultation group. Businesses could be consulted through the City Centre Partnership via the interactive website and newsletters.
- 3.16 Other consultation groups suggested include:
- Sporting / leisure interest groups (contact the Active York Partnership)
  - York Property Forum (YPF)
  - York Professional Initiative (YPI)
  - The Local Strategic Partnership (LSP)
- 3.17 The group felt that people need to know the process and understand why something can't happen, as well as when it can.
- 3.18 It was also suggested that there is a need for a range of opportunities for people to input their views.

- 3.19 Generally, it was felt that the proposed Strategy looks good and the mechanisms are there to get people involved.
- 3.20 A point was raised in terms of the consultation boundaries. What about York Central's impact on the wider area? It was suggested that the consultation boundary be moved to include areas outside the city. It was felt that York Central needs to be seen in the wider context to make sure that what goes on the site is right. The Chamber of Commerce has links into the wider area and runs three events a month that can attract up to 150 businesses. They also have email provision and quarterly newsletters that could be used as part of the consultation.
- 3.21 It was also important that the public need to be clear that what they say can change / influence the development of the AAP; it needs to be made clear that what people say has a value otherwise people won't engage in the process.
- 3.22 It was suggested that the SCI has a consultation database which can be used to identify the agents for various organisations / businesses on the site.
- 3.23 The question was raised as to who is co-ordinating the comments on the LDF? The answer was that CYC is taking account of all the responses received in relation to the LDF.
- 3.24 Comments were made about holding consultation in August and Christmas time, as these periods are 'dead time' and difficult to get people involved. This was acknowledged as being not ideal but it would be taken account of in determining how best to involve people and get responses during difficult periods.

3.25 As part of the discussions a number of additions to the website were suggested as follows:

- a list of development sites in York need to go on the website so people are made aware of the other sites for development
- it was suggested that the link between the Planning Brief and the AAP needs to be put on the website, to make it clear to people what's included and what's not
- only the most up to date documents should be available on to the web so people are not confused by previous drafts / versions
- the website should make it easy for people to access the right information as quickly as possible

## York Central AAP Issues & Options

### Community Consultation Strategy Briefing Workshop Report Back - Special Interests Group

#### 1. Introduction

- 1.1 York City Council are preparing an Area Action Plan (AAP) for York Central. Nathaniel Lichfield and Partners (NLP) have been appointed to prepare an Issues and Options Report for the York Central area with Social Regeneration Consultants (SRC) carrying out community consultation for this stage of work.
  
- 1.2 A draft Community Consultation Strategy (CCS) has been prepared by SRC, which sets out the different ways of getting views on the options which are being developed. Two workshops were held to test out the Community Consultation Strategy; specifically, to discuss any changes or improvements to the Strategy and to provide an opportunity for any early comments about the development of the site. A presentation was also made to Members at the LDF Working Group on 31st July followed by discussion and feedback. The workshops were held with the following groups:
  - Businesses and commercial interests
  - Special interest groups (focusing on transport, environment and heritage)
  
- 1.3 At each workshop a presentation (see Appendix 5) was made about the Area Action Plan process and draft consultation strategy. This was followed by a group discussion, focussing on three key areas:
  - views about the proposed consultation process
  - general comments about other aspects of the development of the AAP or York Central area
  - involvement in the AAP process

- 1.4 The following feedback report sets out comments and questions arising from the workshop with special interest groups which was held on 3 August 2006 at York St John College.

## 2. Attendance

- 1.1 Thirteen people attended the workshop as listed below:

Barry Potter	YNET (York Natural Environment Trust)
John Bunyan	York Railway Institute
Guy Woolley	CPRE (Campaign to Protection of Rural England)
John Moore	Bus Users UK
Alison Sinclair	Conservation Area Advisory Panel
Yvonne Holmes	Tilstons Tobacconists
David Beswick	Tilstons Tobacconists
Ian Smith	English Heritage
Jonathan Tyler	PTN / Environment Forum
Malcolm Kettlestring	Osballdwick Parish Council
Allan King	Osballdwick Parish Council

Dave Merrett

CYC Labour Group

Dave Taylor

Castle Area Campaign

### 3. Record of the discussion

#### Questions relating to the York Central area and the AAP

**Concern was expressed about the relationship between the Planning Brief and the AAP. Many people put forward comments to inform the Planning Brief. Are we going back to square one? What is the status of the original document?**

- 3.1 This work is not starting from a blank sheet of paper. The intention is for the AAP to use the relevant parts of the Planning Brief. The AAP gives the opportunity to review issues like density of housing, employment, transport and access, amongst others. For some elements the parameters are already set e.g. the three potential access points into the site, while for other issues there may be additional things to look at that were not considered three years ago when the Planning Brief was developed.
- 3.2 The three access points will have a knock on effect on the surrounding areas. Concern was raised from Tilstons on Garfield Terrace, as '80% of their business comes from passing trade'. The development of the site could have a massive impact on their business. They have put a lot of money into the business and now they feel that they can't plan the long term development of the business.
- 3.3 It was agreed that Tilstons would have a separate meeting to discuss their issues with City Strategy and Economic Development and to see how all parties can work together to minimise the impact / problems.

**What is the relationship of the landowners in all of this? They are a very powerful group and there is suspicion about what they are up to; it needs to be**



**more open**

- 3.4 There is the York Central Board which is a high level group made up of Network Rail, NMSI, Yorkshire Forward and CYC. This group was set up two years ago but has recently gathered momentum and work is progressing to appoint a developer.
- 3.5 The Board is at a transitional stage with the landowners moving forward with the pre-developer work, including site investigations, and the Council moving forward in their role as the planning and transport authority. The landowners have undertaken a considerable amount of work commissioning a number of site investigations to look at the viability of the site and decide how much land can be developed. They have also appointed an agent to manage the selection process to appoint a developer, who will then develop a masterplan for the site.
- 3.6 The LDF process is looking at the long-term development of the York Central site. The AAP will set the planning policy framework which will guide the development of the site.
- 3.7 The masterplan for the site has not been put together yet as this will be led by the developer that is chosen for the site.

**Who are NLP and how do they fit in with all of this?**

- 3.8 NLP are planning consultants that CYC have commissioned to develop the Issues and Options Report, with SRC working with NLP to carry out the consultation element of this work. The Issues and Options report is the first document to be prepared in the Area Action Plan Process. Following this a preferred Options document and then the Area Action Plan (AAP) will be prepared.
- 3.9 The AAP sets the planning framework for the site. The masterplan will give the detail, but will need to accord with the guidance set out in the AAP.

**Where are the three entrances into the site?**

3.10 All three entrances are identified in the Planning Brief, they are:

- Water End
- Queen Street
- Holgate Road / Park

3.11 It was stated that proper access for transport in and out of the site will be critical to its success.

3.12 It was raised that the Railway Institute (RI) could potentially lose its facilities (as its location is at one of the three entrances into the site) and close. The managers at the RI really need detailed programming information to help them find new premises and relocate before the existing buildings are demolished. It was noted that the RI is the only recreational / sporting facility in the city since the Barbican closed. Will facilities be re-provided? The access routes into the site will be the first things that are developed; if the RI is to be demolished then the re-provision issue is pressing. CYC stated that the Planning Brief would be checked on re-provision of leisure facilities and the phasing of the development of the access points to the site.

3.13 It was stated that the RI will be consulted on an individual basis and there is already ongoing dialogue with the leisure department; CYC are acutely aware of the issues the RI faces as part of the development of the York Central site.

**General comments relating to the York Central site and the AAP**

3.14 YNET feel that there should be specific reference to green areas / natural environment on the site. The Planning Brief raises the issue of open space, the opportunities to preserve and enhance open space on the site along with the opportunities to create more green open space. Reassurance was given that

comments that were given as part of the development of the Planning Brief are not lost as this document is the starting point for the development of the Issues and Options report.

- 3.15 Is there scope to prevent this site from being dominated by high-rise housing? As part of the vision, could the site not be used for community facilities rather than housing, as this would have far more benefit to the city? If the site is used for housing it will just reinforce York as a commuter town. Leeds is easy to access and London is now only two hours away by train. There is concern that if the site is left to the landowners to develop then there is the potential for the site to be over developed.
- 3.16 How did St. Peters Quarter get developed? It was stated that outline planning permission for this development was approved by Planning Committee in 1995 prior to York Central coming forward; as there was no planning framework there were no grounds to refuse the development.
- 3.17 The issue of affordable housing was raised and some commented that it is only affordable once (if for sale) and that rented housing is a better way of providing affordable housing.
- 3.18 There are concerns that despite the plans, the developer will go onto the site and do what they want. The planning system should prevent this; setting the parameters on what they can and can't do and what they need to do to be able to get planning permission.
- 3.19 It was commented that as part of the 2003 Planning Brief, it was proposed that an inventory of the buildings and historical artefacts on the site be made. This work will need to be undertaken as part of the overall assessment of the site and that it will be made very clear to the developer that its their responsibility to compile this inventory. The Conservation Area Advisory Panel has developed a list and will send this through to CYC for information.

- 3.20 What about a 'green inventory'? The site needs a green inventory and YNET have offered their assistance in putting this together.
- 3.21 Concern was raised about the extent of the AAP boundary and its impact on the surrounding area. Concern was also expressed about how this fits in with the wider development strategy for the city as a whole. York Central has immense implications for the historic core of the city. There is a need to assess the capacity of York, to determine if it's able to embrace the scale of change proposed. It was stated that York Central can't be planned in isolation, it needs to be seen with the city as a whole.
- 3.22 Some concern was expressed about the impact that construction traffic would have in York. 90% of York's buses pass by the front of the train station and this, along with construction traffic, may add further delays to traffic moving round the city, especially at peak times. Could building materials / construction machinery be moved on to the site by railway?
- 3.23 Comments were made about the railway and its layout on the site. It was suggested that the Harrogate line and the Scarborough line could be developed as part of York Central. It was also suggested that the freight line could be relocated to adjacent to the mainline, which would then free up the western part of the site. Some concern was expressed over the location of the depot for the Trans Pennine trains.
- 3.24 As there are so many different bodies involved with the railways (Network Rail, train operating companies and CYC) there is the potential for confusion on these issues. In response to this it was stated that Network Rail has undertaken a comprehensive study on the operational rail issues related to the York Central site. There are now a number of baseline options available for the site, to inform the landowner group, and further detailed work is ongoing. Some of this work will be available to view as part of the Issues and Options report, but some will remain confidential.

- 3.25 The British Sugar factory is in close proximity to the York Central site. However, the situation remains unclear about how the closure of this will affect the site and its potential. CYC are not in the position to say anything at the moment as meetings are to be arranged with British Sugar; it is hoped that the situation will become clearer over the next weeks and months.
- 3.26 It was stated that there is a danger that the site is considered in relationship to York's perceived needs without taking the wider view i.e. what does York need and what can it absorb before the character of the city is damaged. There is the potential to overwhelm the central historic core of the city.
- 3.27 What development - if any – do we need? There is an argument for a 'no growth' option for York. A recent study quoted that York needs an extra 19,000 jobs; some feel that this is not the kind of growth the city wants / needs. In response it was stated that an employment study is underway to look at this issue.
- 3.28 Given the potential of the site to supply York's needs, how does it fit in with the Osbaldwick development? As Osbaldwick is a 53 hectare greenfield site, could York Central not meet this need?

### **Comments relating to the proposed Community Consultation Strategy**

- 3.29 There was some concern about whether the consultation process was, in fact, already set. However, it was pointed out that the aim of the workshop was to hear peoples view about the 'proposed' consultation process and that the process can be amended and changed if necessary.
- 3.30 It was suggested that the site should not be called York Central, as it is felt this is misleading; the site is not central and by calling it that it may represent an alternative to the city centre. A number of new names were suggested including 'York railway lands', 'the teardrop site' and 'Clifton teardrop site'.

- 3.31 The Open Planning Forum is happy to be involved and can set up a special meeting if needed.
- 3.32 It was stated that consultation is only effective if it asks questions that people want to answer and that they are the right questions. The consultation needs to be flexible to be able to identify gaps and feed in comments during the process.
- 3.33 In terms of the list of groups to be consulted, it was felt they were given the right priority but that there is not a big gap between groups, i.e. their levels of interest are very similar.
- 3.34 Comments were made about the report back; it should record the positive and negative points of the discussions. It was also stated that the report should go to the right people, at the right time, in the right place.
- 3.35 It was also commented that there is a need to make sure that a range of different ways for people to get involved at different levels are offered (local and city wide). Suggestions included:
- involving local residents associations and ward committees
  - the exhibition could be put in the Guildhall
  - to hold a series of events to give people the choice of dates, times, venues, etc
  - the events also need to be focused in the residential areas as it was felt that more people would come to exhibitions if they are held locally
  - some suggested that a 'have your say' website could be set up where people can leave their comments and these can be read by other people accessing the site
  - some of the group preferred traditional meetings where you can get round the table and discuss the plans
  - some also felt that newspapers and newsletters

are a good way of opening up the debate for all parties

- to use the CYC caravan to take the exhibition out to people

3.36 It was also commented that the exhibitions need to be staffed by people who can answer questions.

3.37 Others thought that having information on the web may disenfranchise some of the older generation who may not have access to the internet. This should only be considered as part of a range of methods to involve people.

3.38 It was also suggested that it needs to be made clear that the consultation process is independent of the Council.

3.39 YNET stated their enthusiasm for the development of the site as it is an opportunity to take the pressure off other greenfield sites in the City. They also felt that they would much rather put time and effort into a good process than fight something that's wrong at the end.

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**Appendix 4: The Community Consultation Strategy**

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# York Central Area Action Plan

## The Community Consultation Strategy

December 2006





## YORK CENTRAL AREA ACTION PLAN

### The Community Consultation Strategy

#### 1. Introduction

1.1 The City of York Council (CYC) is in the process of preparing a Local Development Framework for the City, in line with new planning legislation. As part of this process an Area Action Plan (AAP) will be produced to guide new development and land use in the York Central area up to 2021. The initial requirement was to consider the key Issues and Options relating to the development of this area and CYC appointed Nathaniel Litchfield and Partners to carry out this work, which was undertaken during the summer of 2006.

1.2 Social Regeneration Consultants (SRC) was additionally appointed to produce and consult upon a Draft Community Consultation Strategy (CCS). This 'testing' phase also took place during the summer of 2006 and involved:

- a Community Audit which established a baseline assessment of the area
- a leaflet circulated to over 3000 residents and businesses in the area giving them up to date information, plus an opportunity to give their views on the Draft CCS and the development of the site
- a series of workshops aimed at key stakeholders or interest groups, again allowing them an opportunity to give their views on the Draft CCS as well as the development of the site itself



*The wheel lies on the edge of the site*

1.3 The feedback from this initial consultation or 'testing' phase has been used to inform the revision and updating of the Draft CCS to produce this final document.

## 2. The Area Action Plan - Issues and Options

### Background

2.1 The City of York Council has started work on a Core Strategy for York and an Issues and Options document for this Strategy has been consulted upon.

2.2 The Issues and Options report is the first stage in the preparation of an Area Action Plan for York Central. It will cover a range of issues with options relating to these. Consultation on this document and getting feedback from all those interested in the future of the area will be fundamental in taking forward the Area Action Plan to the next stages.

### 3. The Site



*A view across the site*

3.1 The York Central site is shown in the aerial view below. It includes both the railway station and National Railway Museum and essentially includes all the railway land in current and historic usage. Some are calling it 'the teardrop' site because of its shape.



**St. Peter's  
Quarter**

**National  
Railway  
Museum**

**Railway  
Station**

3.2 The area is a 'brownfield' site close to the established City Centre and comprises a mixture of uses. Much of it is redundant railway land, buildings and sidings which provide a major redevelopment opportunity. There is approximately 35 hectares of developable land, providing an opportunity for a mixed-use scheme. This might include, for example, housing, offices, community and leisure uses amongst others. The site contains a number of listed buildings, the railway station and the National Railway Museum and existing housing developments, all of which would be retained and enhanced.

## 4. Background to community consultation

4.1 The Community Consultation Strategy (CCS) for the York Central Area must enable a range of communities and interests to participate fully in the planning approach and process developed in the Area Action Plan and its implementation.

4.2 It will engage communities (for the definition of communities, see below) in discussions about the future of the area whilst, at the same time, raising their understanding about the key strategic issues and opportunities and their capacity to involve themselves, as appropriate, in the overall planning process.

4.3 The approach to community consultation will use a definition of 'community' that is inclusive and applies to a number of differing interests. It will include those who currently live and / or work in the defined area, those adjacent to the area and those living, working and visiting the City who will clearly have an interest, albeit a less direct one, in the development of such a significant site. In terms of specific interests, the process will involve residents, businesses and commercial interests, community groups and voluntary organisations, service providers at local level as well as strategic level, and statutory consultees. This inclusive approach to community consultation will help to raise awareness of the planning process and the options available. It will aim to draw in all of the different residents, stakeholder and special interest groups in trying to develop a consensus on the way forward.

4.4 It will be important to recognise different interests, 'neighbourhood' differences within and adjacent to the area, the extent of past and current consultation work, and the strength of the social / community infrastructure in and around the area. This will involve working with existing representative structures, networks and forums where these are regarded as effective and inclusive.

4.5 An important element of the community consultation will be the inclusion of groups, which are often 'harder to reach' or 'rarely heard' through more informal consultation. This may include those with disabilities, young people and older people, and black and minority ethnic groups. This will enable discussions about the planning process and the potential outcomes with people who are not normally involved in any form of consultation / engagement activity. Staff who have experience and expertise in working with minority interest groups would be helpful in this consultation. A flexible approach will therefore be taken to ensure that local needs are met and everyone's voice has an opportunity to be heard.

4.6 The outcomes from the CCS must clearly relate to the overall strategy for the area and the technical issues arising during the Area Action Plan preparation if the process is to have real value and those involved are to feel that their views have been properly considered and incorporated. How communities 'feel' about the value of the consultation and engagement process will determine the level of positive engagement in, and to a large extent the sustainability of, the final outcomes.

4.7 This Strategy seeks to be realistic, practical and deliverable in terms of its outcomes. Whilst the community's expectations will inevitably be raised by discussions about the options for future investment and change, it will be important throughout the process to ensure that there is a close 'fit' between the technical work on developing options and preparing the AAP and local / City-wide expectations. Some degree of uncertainty is inevitable in any process of change, but it will be important to minimise this as far as possible, by providing clear and regular information to people as the process develops.



## 5. Key aims and objectives of the consultation

5.1 In particular, this Strategy aims to:

- actively engage the community in the preparation of the AAP, securing their full involvement in the process
- work within the strategic vision of York City Council, as well as building on and complementing current work in and around the area
- help develop an AAP which is high quality, sustainable, practical and deliverable and 'owned', as far as possible, by the local and wider communities
- place community consultation at the heart of the area action planning process and secure extensive support for the outcomes
- Comply with the nine principles outlined in the City of York Statement of Community Involvement

5.2 Finally, it is clear that a range of special interest groups exist which will have an interest in the York Central area. There will be a need, therefore, for an inclusive approach which is suitably sensitive, diplomatic and attempts to achieve equality and balance across a wide and varied range of interests.

## 6. The planning context

6.1 It will be essential that the CCS is fully integrated with, and meets all the requirements of, new planning legislation and detailed guidance as well as non-statutory provision. In this respect, it will be important to take particular account of the following government guidance:

- Community Involvement in Planning: the Government's objectives (ODPM 2004)
- Planning Policy Statement 1: delivering sustainable development (ODPM 2005)
- Planning Policy Statement 12: local development frameworks

- Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks (ODPM, 2005)
- Creating Local Development Frameworks: a companion guide to PPS12

6.2 The Community Consultation Strategy has been developed in accordance with the guidance set out in the above national policy documents and has paid particular attention to the government's principles for community involvement in planning, which are:

- community involvement that's appropriate to the level of planning
- 'front loading' of involvement
- using methods that are relevant to the community
- clear opportunities for continuing involvement as part of the programme
- transparency and accessibility
- planning for involvement

6.3 Additionally, there will need to be conformity with the Council's draft Statement of Community Involvement. This has been the subject of public consultation and it is anticipated that it will be submitted to the Government in January 2007.

6.4 This Strategy will ensure the approach taken will meet all of the current statutory requirements in its scope and scale. This will ensure that not only will consultation in the York Central area meet the requirements of the national planning system, but also of the Statement of Community Involvement for York.

## 7. The approach to developing the CCS

7.1 The development of this CCS has had three key elements:

7.2 **The first step was to provide a draft indicative Community Consultation Strategy**, including the range of approaches, techniques and mechanisms for community engagement.

7.3 **The second step was to test this indicative programme** through a short consultation process with representative groups covering key stakeholders and residents/businesses in the immediate area.

7.4 **The final step is the production of this final document**, which will effectively provide the strategy to get community feedback on the Area Action Plan, for subsequent implementation.

## 8. The Community Consultation Strategy (CCS)

8.1 The CCS is targeted on three main audiences, in order of priority:



*Existing site interests include residents already living in the area*

- **existing site interests** - those currently with a direct interest in the area, living, working, ownership, etc.
- **adjacent site interests** - those with interests around the site within a defined radius
- **the rest of the City** - those who live and work in York and who have an interest in the development of the area, including special interest groups

8.2 The CCS takes an approach which is inclusive and comprehensive, whilst also being realistic and practical. Through a tried and tested range of methods, it provides an

approach which results in a mixture of qualitative (perceptions and views) and quantitative (facts and figures) information.

8.3 Based on comments received during the testing phase, the Strategy now includes a number of general principles as follows:

- to make sure that hard copies of key documents and feedback material are available in public buildings, as well as being available on the York Central website
- to avoid carrying out public consultation during the main holiday periods of summer and Christmas
- to consider a range of venues for meetings and events that might include schools and supermarkets for example
- to ensure that the translation languages are put on the front or inside the front cover of each document rather than at the end
- to provide free post address as part of subsequent leaflet drops that invite people to make comment
- make improvements to the York Central website to make it more accessible and easier to find the relevant documents
- ensure a flexible approach to consultation involving a variety of techniques and approaches to ensure that the process as inclusive as possible

## Stage 1 – preparation

### Community audit

8.4 It is always vital that there is the right information to carry out a successful consultation process. A Community Audit was carried out as part of the testing phase, although this will need to be reviewed and updated as appropriate. The Audit involved gathering information on the area, an assessment of interests, previous consultation, community networks and other relevant information from key agencies and organisations. It includes a core list of stakeholders and interests for consultation.

### Communications strategy

8.5 A clear, consistent and inclusive Communications Strategy will be needed as part of the CCS. This will cover the ways in which information about the process and the generation of responses will be handled. Methods could include leaflets, posters, press releases, questionnaires / surveys, Council newsletter 'Your City' and websites. For example, information on the Council's websites (and others as appropriate) in interactive form (i.e. enabling people to post their views and concerns and register interest), posters in public places, information through schools, places of worship, health centres, Council receptions and libraries, and articles in the local press and media.

8.6 Material may need to be translated into other relevant languages and made available in Braille, large print, audio and easy read, where appropriate. Early information should provide the background information on the AAP process, and outline when and how people can get involved. It should also start to enthuse people, making them aware of and interested in the process. Later information would advertise / inform people about consultation events. The items referred to in section 8.3 above will also need to be taken into account.

## Stage 2 – implementation

### Stakeholder interviews and outreach

8.7 There will be a series of interviews with a range of organisations through (mainly) face-to-face discussions and (some) telephone interviews. These would include a wide range of organisations, agencies, groups and networks as defined within the interpretation of 'community' (see above).

8.8 The following list of stakeholders was identified in the Community Audit and reflects those groups that are directly based in the York Central area and the wider area covered by the two wards of Holgate and Micklegate:

- local schools
- resident groups
- key local churches / places of worship / faith

groups

- community centres
- councillors (in two wards)
- relevant representatives from York Pride
- other relevant council officers
- key local businesses / or representative body, e.g. Chamber of Commerce

8.9 A number of city wide bodies would also be consulted including:

- police
- Council for Voluntary Service (CVS)
- Primary Care Trust (PCT)
- disability groups
- York Racial Equality Network

8.10 Based upon the consultation in the 'testing' phase, these interviews could also potentially include, amongst others, the following groups

- sport / leisure groups
- York Property Forum
- York Professional Initiative
- the Local Strategic Partnership (Without Walls)
- city centre businesses via the City Centre Partnership

8.11 All would be carried out in confidence and no individual views accredited or referred to.

8.12 The aim would be to:

- outline the background to the AAP and the community consultation process
- enable feedback on the issues and options document
- establish key local concerns and issues
- begin to identify a shared vision for the area
- understand concerns, priorities and likely levels of engagement in the process

8.13 A short summary report of the outcomes from these interviews will need to be produced.

8.14 There will be a number of informal meetings and sessions with 'hard to reach' or 'rarely heard' groups in and around the area who may not normally attend workshops or engage in other ways (for example, young people and black and minority ethnic groups). This may involve attending meetings held in places of worship, at youth clubs, or attending social sessions (such as coffee mornings) for older or disabled people. A variety of techniques will be used including short questionnaires, informal group discussions, individual interviews and informal visioning and mapping exercises (Participatory Appraisal techniques).

### **Workshops**

8.15 A number of workshops will be held in relation to the AAP. These will involve residents living within and adjacent to the site, business and commercial site interests, special interest groups and service providers with an interest in the site.

The purpose of these sessions will be to:

- explain the background to the AAP, the process and agreed timetable
- present the key elements of the Issues and Options Report

- build consensus around issues, opportunities, priorities and vision
- begin to discuss ideas and solutions to feed into the development of the preferred option(s)

8.16 These will be informal working sessions held in appropriate local venues at appropriate times. They may be separate meetings or could be arranged around existing forums or committees.

8.17 Each workshop will involve an initial presentation on the key issues and options, and the opportunities for change. The presentation would be followed by small group discussions. These discussions would be facilitated and a report back will be given at a plenary session at the end.

8.18 The workshops will use a variety of consultation techniques and visual material which might include:

- maps and plans
- photographs (including aerials and elevation montages)
- participatory appraisal, using diagrams and charts
- short questionnaires

8.19 The outcomes of each workshop will be written up as a feedback report in plain English and other relevant languages and would be circulated to all those who attended plus other agreed parties.

### **Exhibitions**

8.20 From the feedback at the testing phase the recommended technique for wider consultation is by a road show event with an exhibition taken to different locations over the course of a week. Locations should include local supermarkets and schools. This would need to be publicised and a questionnaire would be used to gather views.

### **Final report**



8.21 There will also be a number of presentations to officers / council members / York Central Landowner Group as part of the consultation process. A final report summarising the outcomes of consultation will be produced and consideration given to how the key findings will be disseminated.

## 9. Conclusions

9.1 This Strategy has emerged from community consultation in the initial stages of the development of an Area Action Plan for the York Central site. The Strategy is an inclusive and comprehensive approach that attempts to cover all legitimate interests within a given time period. The strategy has been developed following public consultation and should therefore be reflective of how the local community wishes to get involved in the process. The next stage will be consultation on the Issues and Options document itself.

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**Appendix 5: Community Audit**

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# York Central Area Action Plan

## Community Audit

July 2006





## Community Profile

### 1. Introduction

1.1 The following document will act as a baseline for the community engagement programme. It covers the following elements:

- A document review
- Area context
- Community structures and networks
- Previous consultation
- Local community facilities
- Key local stakeholders
- Hard to reach groups

### 2. Document Review

2.1 A number of documents were reviewed as part of this audit, including:

- City of York LDF Statement of Community Involvement
- York City Vision and Community Strategy 2004 – 2024
- York Central Planning Brief 2004

#### City of York LDF Statement of Community Involvement

2.2 The SCI sets out how the community will be involved in the development of plans as part of the new Local Development Framework (LDF) process. The SCI is a legally binding document.

2.3 The document sets out a number of guiding principles for public involvement in planning matters including:

- early and continuous communication

- simple process
- ensure ideas and comments are considered
- ensure involvement is meaningful
- share information and provide feedback
- continue to develop and improve the process

2.4 The SCI also outlines two main groups to consult with – ‘specific consultation bodies’ including statutory organisations such as The Regional Planning Body, Environment Agency and the Strategic Health Authority and the ‘general consultation bodies’ including representative bodies of the voluntary sector, religious groups and businesses along with community groups. The SCI also states that hard to reach groups should also be consulted.

2.5 The SCI then goes on to describe different methods of community involvement and how and when involvement will be sought.

## **York – a city making history. York City Vision and Community Strategy 2004 - 2024**

2.6 The Community Strategy for York was developed by the Local Strategic Partnership called Without Walls.

2.7 A ‘Festival of Ideas’ was held to gather views on how people wanted to see York in the future.

2.8 The Community Strategy provides the overarching strategy for the development of the vision. Within the strategy are a number of themed partnerships that present the key issues to be addressed and the actions required to secure the desired outcomes.

2.9 The vision is:

- Building confident, creative and inclusive communities
- Being a leading environmentally friendly city
- Being at the forefront of innovation and change with a



prosperous and thriving economy

- Being a world class centre for education and learning for all
- Celebrating our historic past whilst creating a successful and thriving future

2.10 The themes partnerships include:

- The thriving city – to support the progress and success of York’s existing businesses and to encourage enterprises in order to maintain a prosperous and flourishing economy that will sustain high employment rates
- The learning city – to ensure all those who live and work in York have the education and skills that will enable them to play an active part in society and contribute to the life of the city
- A city of culture – celebrating both our uniqueness and our diversity, we will promote a culture that helps build a confident and creative community, welcomes and inspires residents and visitor alike and encourages quality opportunities for fun and fulfillment open to all
- The safer city – to be a safe city with a low crime rate and to be perceived by residents and visitors as such
- The sustainable city – that York should be a model sustainable city with a quality built environment and modern, integrated transport network
- The healthy city – to be a city where residents enjoy long, healthy and independent lives through the promotion of healthy living with easy access to responsive health and social care services
- The inclusive city – to ensure that all residents and visitors can take part in the life of the city

## York Central Planning Brief 2004

2.11 This document sets out the planning framework for the comprehensive development of York Central.

2.12 The document sets out the vision for the site as follows:

*'It will provide high quality of life opportunities for future generations, through the creation of a modern, central business district, attractive, exciting, sustainable in its design, mix of activity and transport system, complementary to the city's historic core, expanding and diversifying the city's urban economy, housing choice and cultural life.'*

2.13 The brief goes on to outline the main transport requirements for the site including access, public transport, parking, pedestrian routes and cycle routes.

2.14 Other planning requirements include urban design considerations, land use mix, historic environment considerations, open public space requirements, housing provision, community / leisure facilities and education facilities.

## 3. Area context

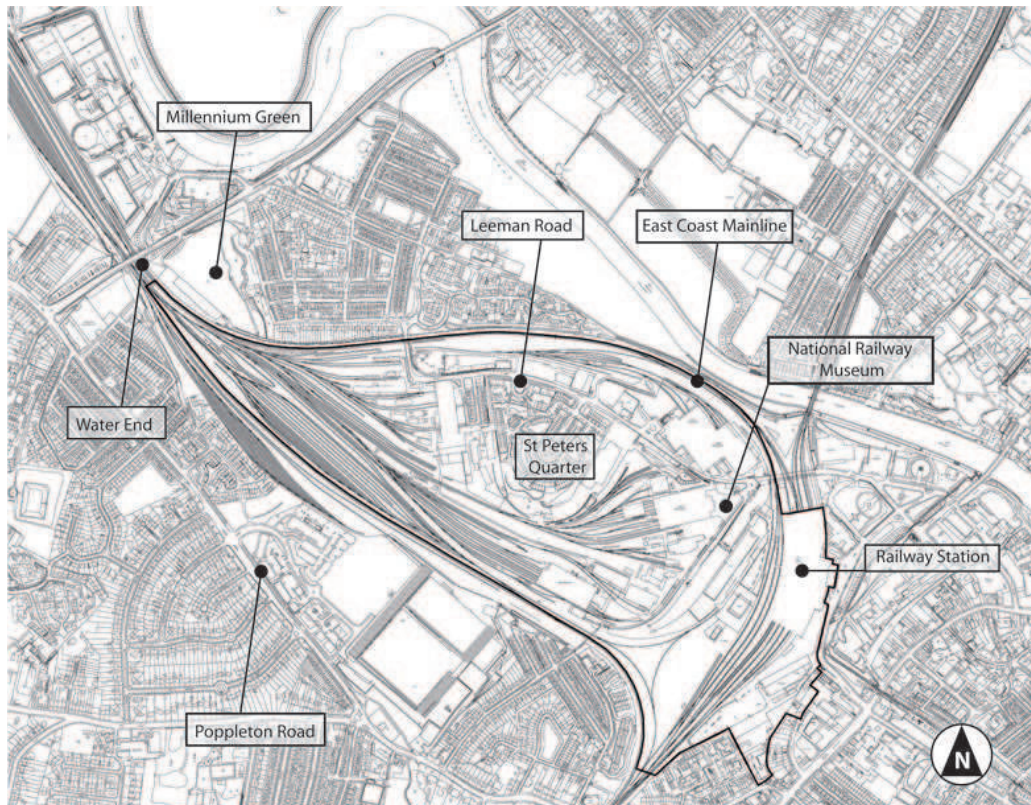
3.1 The area known as York Central is situated close to York city centre and is a brownfield site immediately adjacent to York Railway Station and the East Coast mainline. It comprises of approximately 37 hectares of under-used or disused land.

3.2 The area has historically been occupied by a broad mix of rail related activities, including York railway station, the National Railway Museum (NRM), railway sidings and other operational areas. The area also includes land occupied by other industrial and distribution uses and is flanked by residential developments to the north and south.

3.3 The site includes two existing residential communities, one an area of traditional railway cottages and the other a

new development of apartments and town houses.

## York Central area



3.4 The site is located within the boundaries of Holgate ward and Micklegate ward.

3.5 The following section provides basic statistical information about each ward, using the 2001 Census data and qualitative information gathered from discussions with the relevant ward coordinators.

## Holgate Ward

3.6 The ward is split into three main areas:

- Leeman Road area
- Hamilton Drive area
- Poppleton Road area

- The ward has a population of 11,564 people in 5,311 households
- The area has a younger than average population with 41% aged between 20 – 44 compared with 36% in York. 98.5% of people describe their ethnicity as white.
- There is a higher than average percentage of people in full time employment at 47.8%, this compares with 40.5% in York.
- In terms of housing 72.21% is owner-occupied, this is in line with the York average. There is a slightly higher than average percentage of private rented properties at 11.8% compared with 8.72% in York.

**Main issues for residents include:**

- Lack of facilities and services for young people
- Public transport around the Leeman Road area is not very good
- Lack of residential car parking space across the ward
- Generally community facilities are not great
- Access to the York Central site

## Micklegate Ward

- The ward has a population of 10,994 in 5,480 households
- The ward has a younger than average population with 48.5% aged between 20 – 44 compared with 36% in York
- The population in this ward is more diverse with higher than average percentages of people describing their ethnicity as mixed 0.97% (compared with 0.63% in York) and Asian (1.16% compared with 0.76% in York). 96.9% of people describe themselves as white

- There is a higher than average percentage of people in full time employment at 44.15%, this compares with 40.5% in York
- There is also a higher percentage of students, 15.35% compared with an average of 11% in York
- There is a higher than average percentage of people with a degree level or higher qualification at 39%, compared with 23% for York
- In terms of housing, there is lower than average percentage of owner occupied property at 58.7% and above average percentage of private rented property at 21.31%

**Main issues for residents include:**

- The ward is located within the inner city area. There are a number of bars and nightclubs located in the area which leads to problems with noise and anti-social behaviour
- There are also issues with drinking in the street – mainly from people buying alcohol from local shops. There is an alcohol exclusion zone in Exhibition Square
- There are also some issues with rough sleepers in the area

## 4. Community structures and networks

### Holgate

#### Networks

- There is one residents association on Lindsey Avenue off Poppleton Road
- Ward committee that meets four times a year

4.1 There are many community groups in the area, the key ones are:

- Leeman Road Millennium Trust
- Friends of West Bank Park
- Windmill Rise – group restoring an old windmill into a working museum

### Micklegate

4.2 There are three residents groups in this area as follows:

- Cambridge Street Residents Association
- Clementhorpe Community Association
- Nunnery Residents Association

## 5. Previous consultation

5.1 Previous consultation has been held by the Council in relation to the Arc Light Centre, a hostel for the relocation of the homeless, which is located on Leeman Road, close to the NRM.

5.2 Other consultations which have been carried out by the Council have included:

- Recycling in Micklegate

- Street cleaning and community centre facilities (study to reopen St. Clements Church Hall) in Micklegate

5.3 There was no previous consultation to note in Holgate ward.

## 6. Local community facilities

### Schools

#### Holgate

- St. Barnabas CE Primary on Leeman Road
- Poppleton Road Primary School
- English Martyrs RC Primary, Hamilton Drive
- St. Paul's CE Primary School, Holgate Road
- Acomb Primary School

#### Micklegate

- Knavesmire Primary
- Scarcroft Primary
- All Saints RC Secondary School
- Millthorpe Secondary School

### Community facilities

#### Holgate

- Poppleton Road Memorial Hall used by older people
- St. Paul's Church

### Micklegate

- Southlands Methodist Church
- Clementhorpe Community Centre
- Priory Street Centre

## Open space and leisure

### Holgate

- West Bank Park
- Millennium Green

### Micklegate

- Rowntree Park
- Scarcroft Green
- York Railway Institute

## 7. Key local stakeholders

7.1 The following list of stakeholders reflects those groups that are directly based in the York Central area and the wider area covered by the two wards of Holgate and Micklegate.

- Local schools
- Resident groups
- Key local churches / places of worship / faith groups
- Community centres
- Councillors (in two wards)
- Relevant reps from York Pride
- Other relevant council officers
- Sure Start (if it exists in the area concerned)
- Key local businesses / or representative body e.g.



chamber of commerce

A number of strategic bodies would also be consulted including:

- Police
- CVS
- PCT

## 8. Hard to reach groups

8.1 The main hard to reach groups identified include:

- Gypsies - contact John Wood
- Young people – contact Steve Rouse Senior Youth Worker
- Homeless
- Black and Minority Ethnic Groups

## 9. Conclusion

9.1 This audit provides a useful starting point in terms of describing the baseline situation in each of the two wards. It also describes the main community networks and key community facilities in each ward. This information will be used to inform the detailed public consultation programme for the Issues and Options.

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