

Notice of meeting of

Local Development Framework Working Group

- To:** Councillors Merrett (Chair), Barton, D'Agorne, Levene, Potter, Reid, Riches, Simpson-Laing and Watt (Vice-Chair)
- Date:** Monday, 5 March 2012
- Time:** 5.00 pm
- Venue:** The Guildhall, York

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 3 - 6)

To approve and sign the minutes of the meeting of the Local Development Framework Working Group held on 9 January 2012.

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 Friday 2nd March 2012.**

4. Strategic Housing Market Assessment. (Pages 7 - 162)

This report was commissioned by the York and North Yorkshire Strategic Housing Partnership to provide a comparative sub-regional Strategic Housing Market Assessment. Members are asked to recommend approval of the York specific Appendix as an evidence base to inform the LDF and the council's planning policies for new homes.

5. York Central and Former British Sugar Sites - Update on Transport and Access Approach. (Pages 163 - 214)

This paper is presented further to a report to the LDF Working Group of December 2011 (appendix 1) setting out the findings of work undertaken to establish a transport approach, and site access strategy, on the York Central and former British Sugar/ Manor School sites. This report should be read in conjunction with the appended December 2011 report.

6. Supplementary Planning Document Former British Sugar/Manor School Site. (Pages 215 - 446)

This report summarises the responses received to the consultation on the draft Supplementary Planning Document (SPD) for the former British Sugar/Manor School site which took place last year. A revised SPD document has been produced incorporating suggested changes to respond to issues raised. Members are asked to note the consultation findings and to recommend approval of the revised document.

7. 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
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Contact details are set out above.

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City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	9 JANUARY 2012
PRESENT	COUNCILLORS MERRETT (CHAIR), CRISP (SUBSTITUTE), BARTON, D'AGORNE, LEVENE, POTTER, REID, RICHES AND WATT (VICE-CHAIR)
APOLOGIES	COUNCILLORS SIMPSON-LAING

19. DECLARATIONS OF INTEREST

At this point in the meeting, Members were asked to declare any personal or prejudicial interests they may have in the business on the agenda. None were declared.

20. MINUTES

RESOLVED: That the minutes of the meeting held on 5th December 2011 be approved subject to the following amendments:

Minute Item 16 – Additional text to reflect that Members requested the inclusion of a cross-section of the suggested Water End flyover and clearer details of North and West access points , including traffic impact in the consultation.

Minute Item 17 – That Councillors Barton and Watt voted against Option 1, rather than abstained from the vote.

Any Other Business – mention of Roger McMeeking.

21. PUBLIC PARTICIPATION

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

22. CONTROLLING THE CONCENTRATION OF HOUSES IN MULTIPLE OCCUPATION - SUPPLEMENTARY PLANNING DOCUMENT.

Members considered a report which sought approval for the draft Supplementary Planning Document (SPD) on controlling the concentration of Houses in Multiple Occupation (HMOs), which was attached at Annex 1, to be published for consultation.

Officers outlined the report and advised that a threshold based policy approach is considered the most appropriate as this tackles concentrations of HMOs. Officers advised that there are advantages and disadvantages to all the options outlined in the report and that it is important to obtain the views of interest groups and residents via consultation.

Members made the following comments:

- It is important to consult a wide range of residents and not just those that reside in the most affected areas of the City. It was suggested that York Residents Federation should be included in the consultation.
- That it be made clear in the consultation that the SPD is not retrospective and can not change the level of HMOs that already exists, it is relevant for future planning.
- The threshold of 20% was queried by some Members, Officers explained that the range used by most Local Authorities is 10% to 20%.

RESOLVED:

That the LDF Working Group recommended Cabinet to:

(i) Approve the draft SPD for consultation purposes in accordance with Option 1.

(ii) Delegate to the Director of City Strategy in consultation with the Cabinet Member for City Strategy, the making of any changes to the SPD that are necessary as a result of the

recommendations of the LDF Working Group.

REASON:

So that the SPD can be consulted on and amended accordingly ahead of it being used for Development Management purposes to support the emerging LDF Core Strategy and the Article 4 Direction which comes into force on 20 April 2012.

Cllr D Merrett, Chair

[The meeting started at 5.00 pm and finished at 5.20 pm].

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Local Development Framework Working Group

5th March 2012

Report of the Director of City Strategy

York and North Yorkshire Strategic Housing Market Assessment (NYSHMA)

Summary

1. This report was commissioned by the York and North Yorkshire Strategic Housing Partnership to provide a comparative sub-regional Strategic Housing Market Assessment.
2. On 12 December 2011 the NYSHMA was approved by the York and North Yorkshire Housing Board. It is now for each of the individual authorities to 'sign off' the report and for Members to approve the York specific Appendix as an evidence base to inform the LDF and the council's planning policies for new homes.

Background

3. In 2007 the council published a five year York Strategic Housing Market Assessment (SHMA) prepared by consultants Fordham Research. In 2010 consultants GVA were commissioned to undertake new SHMA on behalf of the North Yorkshire Strategic Housing Partnership. This new SHMA comprises an over-arching North Yorkshire report and individual appendices for each of the seven North Yorkshire district authorities, the City of York Council and the National Parks. The research therefore provides the council with a timely and comprehensive review of the 2007 York SHMA. On 12 December 2011 the North Yorkshire SHMA was approved by the North Yorkshire Housing Board and following that approval it is now being presented for 'sign off' by each of the individual authorities.
4. An up to date SHMA is a tool that affords the council and its partners a more rounded understanding of how the housing market operates in York. It provides and assessment of recent and current trends in housing supply and demand and helps in understanding

the broad impact of economic and demographic trends and the various factors which drive the demand or need of different households for different types of housing.

5. Planning Policy Statement 3 Housing (PPS3 Housing) requires local planning authorities to have an understanding of the requirements of the whole housing market and makes it clear that Strategic Housing Market Assessments are a crucial aspect of the evidence base in developing this understanding. The emerging National Planning Policy Framework also acknowledges the importance of the SHMA in respect of delivering housing that meets the needs of communities now and in years to come. The NYSHMA has been prepared in line with the most recent guidance¹ and presents information which:

- Allows for an understanding of the characteristics of housing market areas and how they function including key drivers and relationship within the market
- Provides evidence to inform policies on overall housing provision aimed at providing the right mix (both market and affordable)
- Provides evidence to inform policies about the level of affordable housing required, including the different sizes of affordable housing.
- Considers future demographic trends and identifies accommodation requirements of specific groups

6. The York Appendix is attached to this report. The full North Yorkshire SHMA together with documents giving details of the housing survey methodology, sub-regional housing market analysis and conformity of the research with SHMA government guidance are available at the following link:

<http://www.northyorkshirestrategichousingpartnership.co.uk/>

The North Yorkshire Strategic Housing Market Assessment

7. The NYSHMA is split into 3 significant sections looking at 1) current housing market; 2) the future housing market; and 3)

¹ 'Strategic Housing Market Assessments – Practice Guidance' (DCLG, 2007)

housing need. A summary of the key messages from the NYSHMA York specific data is set out below:

1. Current Housing Market

- Population: York's population has grown by 9% since 2001. Predominantly driven by international migration. York has had a more pronounced growth in population aged between 20 and 35 years when compared to the sub-region, which is linked to student numbers, post-graduate retention and York's role as an economic and employment hub. There were also significant inflows of 15-19 year olds driven by York's student population.
- Ethnicity: York has the most ethnically diverse population in North Yorkshire. 5.4% of population is 'non-white' compared to just under 4% of North Yorkshire as a whole (out of the total population in the 2007 Mid Year Estimate from ONS). This is largely driven by student population and in-migration for employment purposes and equates to a significant increase from 2.2% in 2001 (2001 Census).
- Households: There was estimated to be 84,878 households in 2009 in York representing growth of 7,958 over the period 2001-2008 (10%). This was recognised to be the largest contribution to sub-regional household growth representing 32.4% of total growth in the sub-region. The largest change has been in single-person households and couple households with no dependent children.
- Incomes: Over 50% of households have incomes below £31,000 in 2011. Polarity of incomes is evident with 12% of households having incomes in excess of £52,000. Households in social rented tenure have average incomes of £11,700 compared to York median average of £22,100.
- Housing stock: In York there were 83,208 occupied dwellings in 2010. At this time, 1.8% of housing stock was empty (compared to N.Yorks 2.6%) and 0.5% of private rented stock was empty for longer than 6 months (N Yorks 1.2%).
- Housing Supply: Gross completions fallen from 2004 peak of over 1,100pa to 606 in 2009/10; reflective of trends across

North Yorkshire, the region and England as a whole.

- Overcrowding/Under-occupation: York has a low proportion of households which are overcrowded (2.4%) but a high proportion (36%) of households are classified as under-occupying their property.
- Property size and type profile: 37% semi detached, 26% terraced, 23% detached, 13% flatted.
- Tenure: Based on 2001 census homes were 74% owner occupied, 15% social rented and 10% private rented. There is a strong indicator that the private rented sector has increased to 15% with proportionate reduction in owner occupied properties.
- Property prices: York's prices have risen since 2000, peaking in December 2007 at an average of £211,000 and falling 10% since. Lower quartile prices are consistently above the sub-regional average.
- Access to housing market: There is recognised to be as significant mis-match between the average income required to access home ownership (£58,343) compared with average median household income levels of £22,100.
- Household movements: York has a high rate of household retention with 64% of those planning a move in the next two years planning to remain in York. Recent trend of households increasingly remaining in their current tenure when they move.

2. Future Housing Market

- Population/Household growth: Two scenarios were put forward in the study for York's population growth based upon ONS 2008 population and household projections. The first scenario showed York's overall population growing from 194,887 in 2008 to 233,344, an increase of 2,137 people / 1,310 households per annum. The second scenario using the natural change component of the projections showed the lowest population growth at 686pa. Through sensitivity testing to mitigate the 2008 based population and household projection's considered

overestimated trend towards migration, the results for scenario 1 were reduced to 850 households per annum.

The SHMA accepts however, that York had already commissioned its own evidence base to substantiate the amount of housing growth in the local authority Area. The results of the Population Report by Arup (July 2011) are included within the SHMA stating that the level of housing required in York is around 800 dwellings per annum.

- Demographic profile: York is unique in North Yorkshire in having projected growth in all age groups compared to some other LA's which are shown to have contraction in working age populations. There is anticipated to be a lower rise in the 60+ population compared to other N.Yorkshire authorities but still 87% increase in 85+ between 2008-2026 accounting for the vast majority of single person households. York also contrasts to trends elsewhere in N.Yorkshire by attracting a high proportion of young persons into the authority, with higher and further education a key driver.
- Housing requirements by property type/size: The growth in single person and couple households points in the longer term to a high level of demand for smaller properties located close to key services (but only 20% of single person households aspire to a 1 bedroom property). Overall 61% of demand will be for smaller one/two bedroom properties, 31% three bed, 8% four bed. It should be noted that this analysis does not take account of land supply constraints.

3. Affordable housing need

- As set out in PPS3, housing need is defined as 'the quantity of housing required for households who are unable to access suitable housing without financial assistance'. The National Planning Policy Framework highlights the importance of local planning authorities setting realistic and deliverable affordable housing targets through planning policy with the emphasis on SHMA's being the evidence base for this.

- In line with CLG guidance the SHMA assesses housing need under a series of stages to arrive at a short term (five year) assessment of the level of need for affordable housing in York. These stages include; current need, future need and the supply of affordable housing available.
- The assessment concludes a need for 790 dwellings per annum over the next five years in order to both clear the existing backlog of need and meet newly arising affordable housing need. This is a reduction from the 1,218 per annum identified in the 2007 SHMA and is largely a result of a change in methodological approach which applies a more stringent assessment of need. This includes considering only those current households that stated in the household survey that they have a *requirement* to move home. The study consultants advise this approach is consistent with latest government recommendations in developing an evidence base to underpin LDF and housing policy. Had a more comprehensive assessment been taken the annual affordable housing need would have been approximately 1,600 per annum over five years.

Options

8. The following options are available to Members.

Option One: Members accept and ‘sign off’ the findings of the North Yorkshire SHMA and the York specific annex and recommend to Cabinet that the SHMA be used as evidence base to inform the LDF.

Option Two: Members do not accept and ‘sign off’ the findings of the North Yorkshire SHMA and York specific annex.

Analysis of Options

Option One

9. If Members were to sign off the SHMA it would show agreement with the analysis and outcomes of the Assessment. This would allow, subject to Cabinet approval, the council to publish the assessment and refer to it as evidence base to be taken into consideration through the preparation of the LDF and in the determination of affordable housing policy.

Option Two

10. Should the report not be signed off, there would be a lack of an up-to-date housing market evidence base. The council would continue to use the 2007 Study as evidence base but in the knowledge that its robustness would be in doubt from 2012.

Corporate Priorities

11. The North Yorkshire Strategic Housing Market Assessment relates to the following Corporate Strategy Priorities:

Create jobs and grow the economy - The provision of suitable types of accommodation and affordable homes works to support York's workforce and therefore the overall economy.

Get York Moving – Housing provision of the right type and affordability relates to making York attractive to live and therefore promotes minimising the use of the car and commuting.

Build Strong Communities – New housing suitable to the needs of the population helps to enable the creation of mixed, sustainable neighbourhoods and communities.

Protect Vulnerable People – Affordable housing provision is essential in protecting the most economically and socially vulnerable households.

Protect the environment – Provision of all housing types, market and affordable will be subject to LDF Policies including accommodation standards such as Lifetime Homes and sustainability and construction standards.

Implications of Corporate Priorities

12. The implications are as listed below:

- **Financial:** None
- **Human Resources (HR):** None
- **Equalities:** None
- **Legal:** None
- **Crime and Disorder:** None
- **Information Technology (IT):** None
- **Property:** None
- **Other:** None

Recommendation

13. The LDF Working Group recommends that Cabinet approve Option 1 of this report.

Reason: To ensure the council has an up to date and robust evidence base that will inform the Local Development Framework and underpin the development of planning policies for new homes and affordable housing policies.

Contact Details

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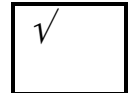
**Report
Approved**



Date

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

**AI
I**



For further information please contact the author of the report

Technical Annexes

Annex 1: City of York Appendix of the York and North Yorkshire
Strategic Housing market Assessment.

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Appendix 7

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North Yorkshire Strategic Housing Market Assessment

Appendix 7: York-specific SHMA Analysis

November 2011



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Prepared By .A. Pollard / M. Spilsbury .. Status Associate / Senior .. Date 15 – 11 – 2011

Reviewed By Richard Laming Status .Director Date 15 – 11 – 2011

For and on behalf of GVA Grimley Ltd

1. Introduction to the Appendix Document

- 1.1 GVA was commissioned to undertake a Strategic Housing Market Assessment (SHMA) on behalf of the North Yorkshire Strategic Housing Partnership (NYSHP) in March 2010. The findings of this research will be used to inform the development of emerging strategic planning documents across the sub-region, including Local Development Framework (LDF) Core Strategy documents, and development control decisions.
- 1.2 The purpose of the SHMA, as explored in more detail in the context of Government guidance¹ within the main report, is two-fold:
- To provide a SHMA undertaken in accordance with Government guidance and meeting PPS3 requirements; and
 - To assist in supporting the Council to fulfil their strategic housing role in planning for housing investment that meets the needs of the community.

Purpose of Appendix Document

- 1.3 It was agreed at the outset of the commission that the main North Yorkshire SHMA report would present analysis at the North Yorkshire level, identifying key findings of note at Local Authority level.
- 1.4 In line with the requirements of SHMA guidance sub-areas below Local Authority level have been identified² and reflected in primary data collection and where possible secondary data collection and analysis³.
- 1.5 Given the scale of the North Yorkshire sub-region, specifically the number of sub-areas identified below the Local Authority level, and the need to provide a clear and useable SHMA report, sub-Local Authority level analysis is documented within this Appendix document. It should be read alongside the main North Yorkshire SHMA report, providing more locally specific detail.

¹ Strategic Housing Market Assessment (SHMA) Practice Guidance (August 2007 Version 2) CLG

² The geography of analysis applied in relation to York is summarised in the following section of this document.

³ The full methodological approach to primary and secondary sources of data utilised within the SHMA are considered in full in Section 1 of the main report.

Report Structure

1.6 This appendix document follows a similar structure to the North Yorkshire SHMA report. It draws on both primary and secondary data where appropriate, and should, as previously noted, be read alongside the North Yorkshire SHMA.

- 1: Introduction – This section sets out the purpose of the appendix document and its structure;
- 2: Context – This section sets out the geography of analysis applied in relation to York specifically, including a definition of the sub-local authority areas used and presented through this Appendix.

Part 1: The Current Housing Market

- 3: Demographic and Economic Context – Whilst the dynamics of the housing market are complex, the consideration of the demographic and economic context based on a current snapshot and past trends represents a fundamental foundation upon which to understand supply and demand currently and in the future. This section presents an assessment of key demographic and economic drivers concluding with analysis of the functional relationships between the local authority sub-areas identified within York;
- 4: The Housing Stock – This section provides an assessment of the current profile of the housing stock across York. This includes estimates of the current 'housing offer' of York in terms of the number of current dwellings broken down by size, type, condition and tenure;
- 5: The Active Market – The relationship between supply and demand manifests itself in the operation of the active market. House prices, rental levels and key measures of demand, including the number of households on waiting lists, are all symptoms of market behaviour which are clear indicators of the current health of the market and the future direction of travel. An assessment of the active market is undertaken using both primary and secondary data, with key issues around affordability examined in detail.

Part 2: Future Housing Market and Need

- 6: Future Housing Market – The North Yorkshire SHMA report provides an assessment of future household projections and the impact these will have on the future profile of households and the sizes of housing they will require. York has undertaken a number of recent pieces of work⁴ which have also examined this issue, concentrating on understanding the links between the economic future of the city and the population required to facilitate these ambitions. The findings of these studies are presented within this section alongside the demographic trend analysis which primarily draws upon the ONS / CLG published sub-national population and household projections. Using the datasets available for this research it is not possible to break this analysis down below local authority area. This section therefore represents the headline findings of Section 7 in the North Yorkshire SHMA report alongside local authority specific tables and charts in order to make the findings easier to interpret;
- 7: Housing Need – As with Section 6 the North Yorkshire SHMA report this provides a comprehensive assessment of housing need at a North Yorkshire and individual authority level. This section includes additional local authority specific data and methodological explanation, including a more detailed comparison with previous survey work. In addition the analysis of housing need is broken down to a local authority sub-area level. Ward level breakdowns of housing need are available as well in Appendix 12.; and
- 8: Drawing the Evidence Together – Conclusions – The research concludes the key findings and recommendations emerging with specific reference to York. Conclusions drawn are presented to directly respond to the core outputs set out in Figure 1.1 of the CLG Guidance.

1.7 Note: The Authority Appendix does not include comparative sections 3 and 9 from the North Yorkshire SHMA Report. Section 3 in the main report provides a strategic policy and market context which is not duplicated in this Appendix. Section 9 of the main report presents a detailed statistically robust analysis of the housing requirements of specific groups. A large proportion of this analysis is not able to be presented at a sub-local authority level given the varying volume of responses across these scales and

⁴ Two research papers have been published: 'City of York Council Topic Paper – Population: Updated Version' (May 2011). 'City of York Council Topic Paper – Employment: Draft Report' (May 2011), ARUP

again is therefore not duplicated within this Appendix. Key areas of analysis which can be presented at this level are integrated into sections 2 – 6 within this Appendix. The ward table in Appendix 12 provides further localised analysis of the current and future housing needs of older person households at this geographical level.

2. Context

- 2.1 As a precursor to the analysis presented within the remainder of this document, it is necessary to establish the spatial context for the SHMA. Within this section the geography at which the analysis has been undertaken and is reported at is set out and explained.
- 2.2 The spatial context for the wider North Yorkshire sub-region is presented in full within Section 2 of the main SHMA report. This includes the recognition of North Yorkshire market areas operating at a level below sub-regional but above local authority. With specific reference to York this includes recognition of both the York sub-area, covering York in its totality but also parts of Selby, Harrogate, Hambleton, Ryedale, and on its eastern-most point Scarborough, and the Leeds City Region which covers the local authority areas of Craven, Harrogate, York and Selby within the North Yorkshire sub-region. These sub-regional market areas are considered in more detail within Appendix 11.

City of York

- 2.3 The following summary of the geography and general character of the City of York is taken from the Core Strategy Submission (Publication) September 2011. The City of York Local Authority area covers approximately 105 square miles (272 square kilometres). The City of York currently has a population of around 194,900 people, with the majority of the population (around 140,000 people) residing in the suburban area.

York Local Market Areas

- 2.4 In line with the CLG Guidance the SHMA must define market areas and the key drivers associated with these areas. This includes consideration of geographies below the City level.
- 2.5 York has three pre-defined local market areas, established its earlier Strategic Housing Market Assessment (2007), which are mapped overleaf on Figure 2.2, comprising 'Urban', 'Suburban' and 'Rural'. For the 2011 SHMA, the names of these sub-areas have been refined (in liaison with the client team) to now comprise 'Central York', 'Suburban York', and 'York Villages' and the areas slightly refined to align with the Core Strategy submission publication spatial framework. The revised (2011) sub-market area plan is presented overleaf in Figure 2.1.

Figure 2.1: York Sub Areas (York SHMA 2011)

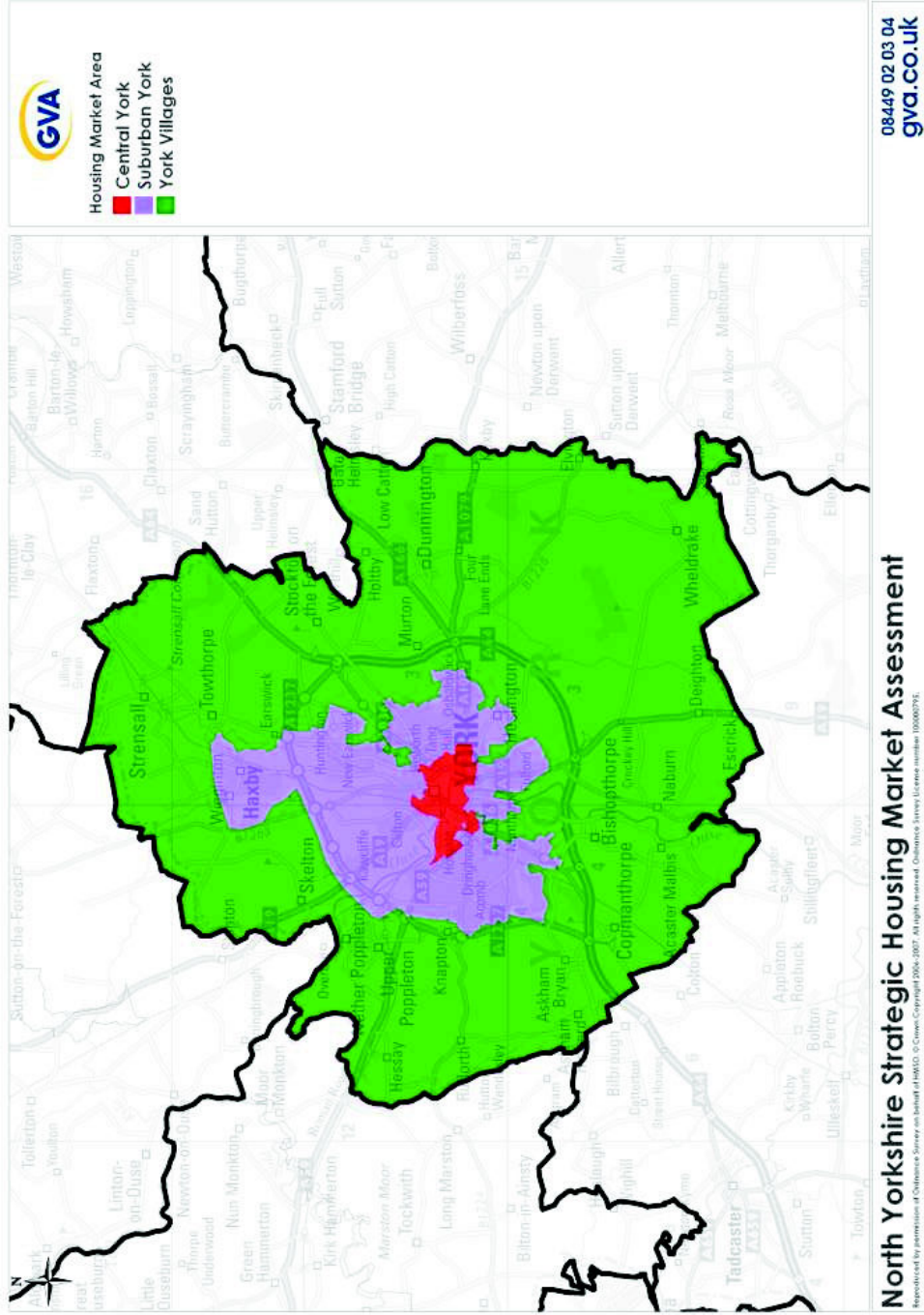
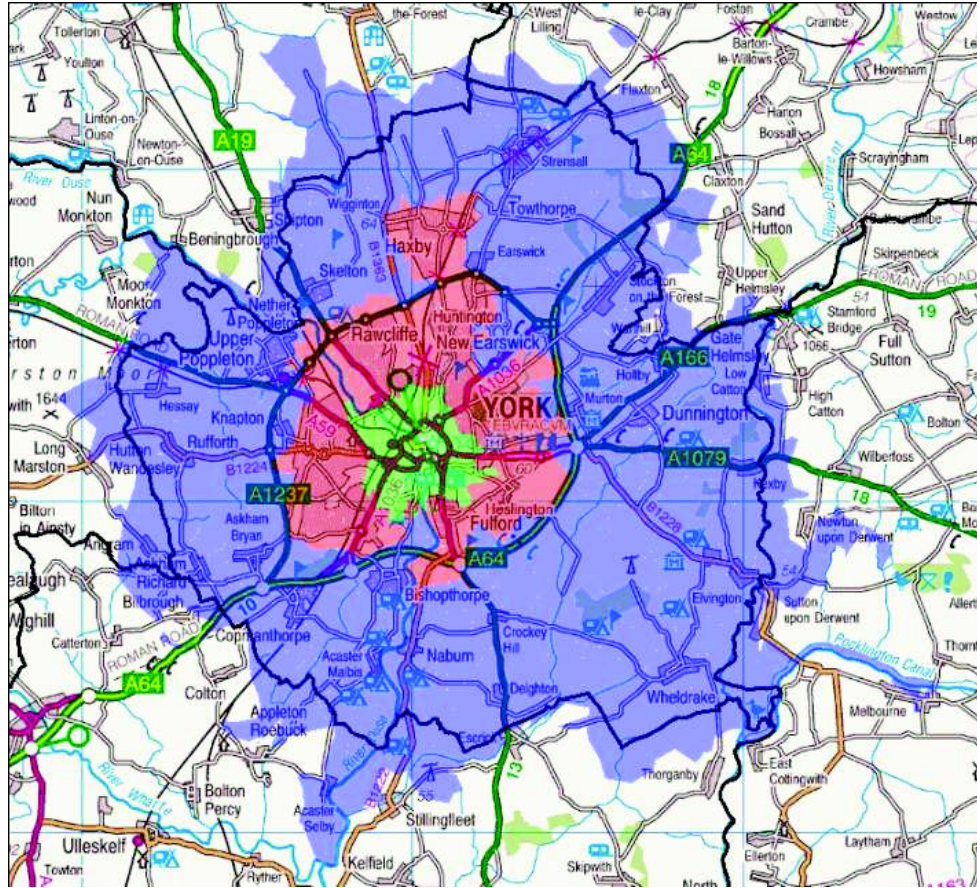


Figure 2.2: York Sub Areas (2007)



Source: City of York Council, 2007

Local Policy

City of York Core Strategy Submission Draft (2011)

- 2.6 The **City of York Core Strategy** will set the overall direction for the plan by driving forward the spatial planning framework for the city. The purpose of the Core Strategy is to set out a vision, strategic objectives and policies that will protect the existing assets of the city whilst ensuring that new developments are brought forward to meet local need. York's Core Strategy is currently at Submission (Publication) Stage, with the examination likely to take place in April 2012.
- 2.7 The City of York Core Strategy Submission (Publication) considers that the key housing challenges for York City Council include delivering the correct type and mix of housing to meet the city's needs highlighted in (amongst other evidence) the current

SHMA 2007, Affordable Housing Viability Study (AHVS) 2010, Housing Strategy 2011-15, and Older People's Housing Strategy 2011-15. In particular affordability is an issue in York which will need to be addressed through appropriate housing delivery. The type of housing that has come forward in recent years is also an issue due to the increase in flats built, despite the high demand for family homes.

2.8 The priorities for the LDF in relation to housing delivery are:

- To deliver an adequate number of housing sites in suitable locations that maximise housing delivery, whilst reflecting the sequential approach to development;
- To ensure high quality affordable housing options for those who cannot afford market housing;
- To focus delivery on houses rather than flats;
- 100% of new build housing built to lifetime home standards;
- Average of 800/yr dwellings to 2031 (635/yr 2011/12 – 2015/16 and 855/yr 2016/17 – 2030/31)⁵; and
- Meet the needs of specific groups such as older persons, Gypsies and Travellers and students.

North Yorkshire Gypsy & Traveller Accommodation Assessment (GTAA) (2008)

2.9 To understand the accommodation needs of communities the North Yorkshire Gypsy & Traveller Accommodation Assessment (GTAA) was commissioned and the results published in August 2008. The purpose of this research was to assist Local Authorities within North Yorkshire to develop a Gypsy and Traveller Accommodation Strategy. The research estimated that there are about 888 Gypsy Traveller households living across the sub region living on 196 pitches. Using the CLG agreed method of calculating pitch requirements - the research identified a shortfall of 126 pitches across North Yorkshire, of which 36 are required in the City of York.

⁵ City of York Council commissioned Arup to consider the level of population and household growth that should form the basis of future housing provision in York and its wider area. In particular, the work considered whether the RSS housing figures were still appropriate in light of the recession. The outcomes of this work informed York's approach to housing provision over the plan period.

- 2.10 A subsequent study published in 2009 and titled 'North Yorkshire Accommodation Requirements of Showmen' added further requirements to the findings presented above. This identified a further requirement to deliver an additional 13 permanent plots by 2019 to meet the current identified need as identified by Showmen.

The City of York Housing Strategy 2011- 2015

- 2.11 The City of York Housing Strategy 2011- 2015 identifies the actions to be undertaken by the City of York Council and its partners to address key housing issues facing York. It highlights a number of ongoing house issues, including a lack of affordable homes, poor quality stock and a need to reduce CO² emissions.
- 2.12 The strategy identifies six specific local housing priorities, which are reviewed below.
- Improve access to housing services, advice and support;
 - Make best use of the existing housing stock;
 - Maximise the supply of decent, affordable and environmentally sustainable homes;
 - Improve the condition, energy efficiency and suitability of homes and create attractive, sustainable neighbourhoods;
 - Reduce homelessness and tackle the causes of homelessness; and
 - Develop effective partnership working.

The Future York Group Report: An Independent Strategic Review of the York Economy

- 2.13 York's economy has performed strongly in the recent past and contributed significantly to the region's economy. Recently, there has been a very significant shift in the city's economic structure, with a move away from the manufacturing sector towards financial services, tourism and higher added value businesses. In order to perpetuate the success of the City of York, it is imperative that economic success becomes an overriding consideration for the Council and that York's economy does not 'stand still' but continues to grow.
- 2.14 In order to perpetuate economic and employment growth, the city must
- Grow the economy by 3.7% over the next 10 years to propel York into the upper tier of the European City Region growth league;

- Foster successful, adaptable, and competitive and knowledge led businesses;
- Ensure the effective development of key brownfield sites available within the city to improve its transport and financial and professional offer;
- Build upon its national position as a leading location for science and research and development activity by liaising with regional and national government; and
- Retrain semi-skilled production and process workers so they are able to gain employment in the restructured economy.
- Provide significant numbers of affordable family homes to match the growth in jobs.

Part 1: The Current Housing Market

3. Demographic and Economic Context

The relationship between the economy, household composition and the housing stock represents a key driver in determining the balance between supply i.e. the stock of housing as explored in Section 4 and demand.

This section examines the two principal long-term drivers of demand, the demography of an area and the health of the economy to present clearly how York's housing market has evolved in response.

The changing demography (population, household size, age structure etc...) of an area impacts strongly on the housing market and the type and quantity of housing required.

The role of the economy in shaping demand is also important with, for example, the level and type of employment available in an area playing an important role in determining the levels of disposable income available to households and therefore their ability to exercise choice in the market an issue which is considered in greater detail within Section 5. The linkage between employment opportunities and the housing offer also manifests itself in the relationship between work and home. The section concludes with analysis of commuting patterns to demonstrate current levels of containment in the City of York and the relationships with surrounding authorities.

Demographic Drivers of Change

Demographic Trends

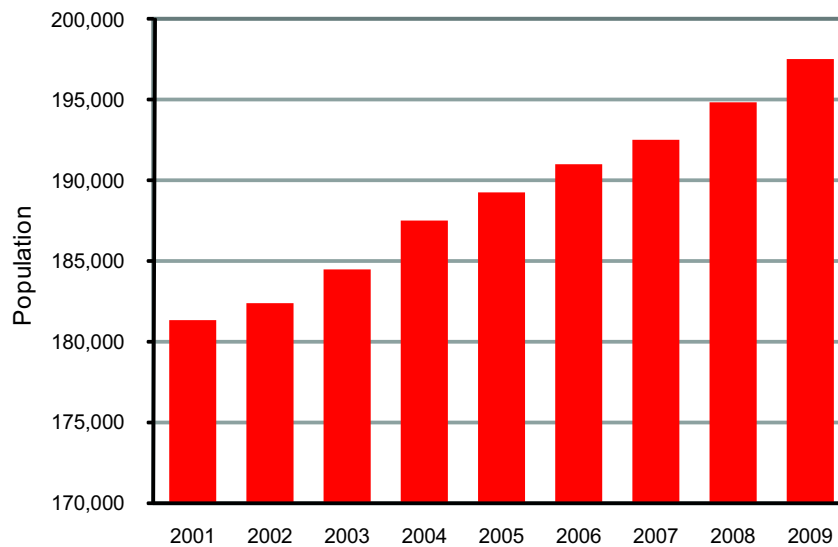
- 3.1 Traditionally demographics have been a key component of determining both the current shape of housing markets and their future trajectory. Changing demographic conditions strongly influence the housing market, including the overall housing stock required and the requirements of the stock to meet the needs of specific groups, for example the elderly.
- 3.2 Since the 1950s planning for housing policy has combined demographic projections with supply side information and spatial policy bias. It is therefore vital to have a clear understanding of the population and household structure when assessing current and future housing demand.

Current Demography and the Components of Change

- The 2001 Census provided the most recent, definitive count of the resident population of the City of York identifying 181,096 people within the area⁶.
- Since 2001, the Office for National Statistics (ONS) has produced 'Mid-Year Estimates' (MYE) of local authority populations, taking account of the annual impact of births and deaths (natural change), internal migration and international migration (the components of change). The latest MYE for the City of York (2009)⁷ suggests that its population has increased by approximately 16,234 since 2001, a 9.0% rise over the nine year period, compared to an increase of 5.7% across North Yorkshire.

Current Demography

Figure 3. 1: Population Change, York, 2001 – 2009



⁶ The SHMA research does not use the 2011 Census data as this will not be released by ONS until July 2012 at the earliest, and will then be published in a phased process.

⁷ ONS released 2010 MYE in June 2011, providing an updated population estimate for the City of York (202,400). However, the research pre-dated this release meaning it cannot now be incorporated. Future research should take into account this and subsequent releases.

Source: ONS, 2010

- Disaggregation of this population change into its 'components of change' reveals the relative importance that is assigned to estimates of natural change, net internal migration and net international migration since 2001. Of the total population growth across York between 2001/02 and 2008/09 (16,234), 11,971 (73.7%) is estimated to be due to the net impact of international migration, compared to approximately 2,602 (16.0%) attributed to net internal migration. Natural change accounts for only 10.2% of total population growth over the period.
- Total population growth across North Yorkshire over the same period is estimated to have been driven by net international migration, accounting for growth of 22,500 between 2001 and 2009 (53% of net population growth), compared to 21,508 (51%) attributed to net internal migration. Natural change accounted for a slight decrease in total population over the period of 1,608.

Figure 3. 2: York Components of Change Estimates, 2001 – 2009

York

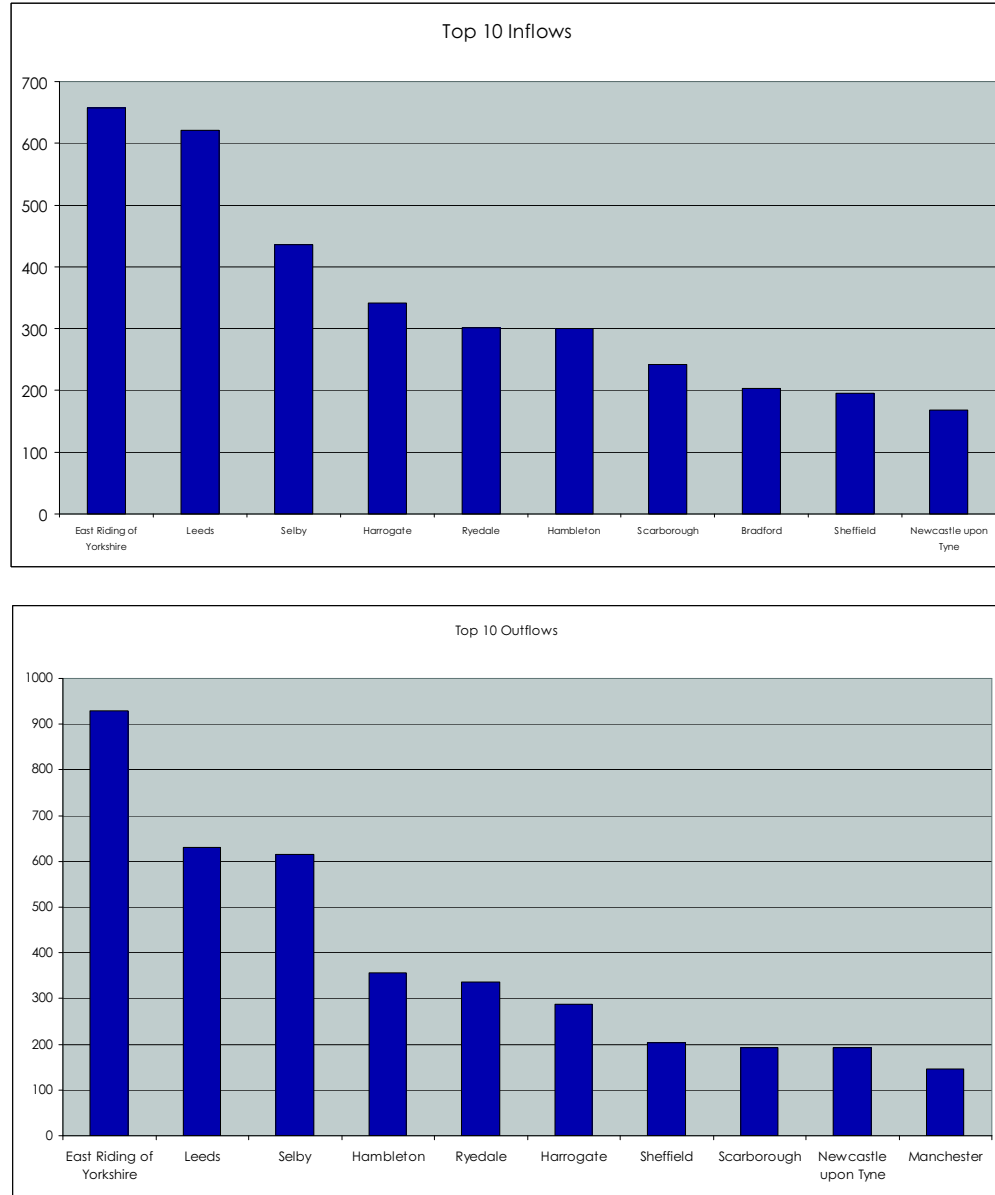


Source: ONS, 2010

Considering Internal Migration

- The migration of people into the authorities of North Yorkshire has been an important driver in the changing population profile of the area since 2001.
- The most significant inflow of residents to York over this period is noted to be from the East Riding of Yorkshire, followed by Leeds and Selby. The top outflows noted from York annually over this period support recognition of the important links with these three authorities, with the top three outflows from York to East Riding of Yorkshire, Leeds, and Selby. The annual balance of outflows from York to East Riding of Yorkshire was -272, to Leeds was -10, and to Selby was -178 over the period 2002 to 2008.

Figure 3. 3: York Migration Inflows and Outflows, Annual Average 2002 – 2008



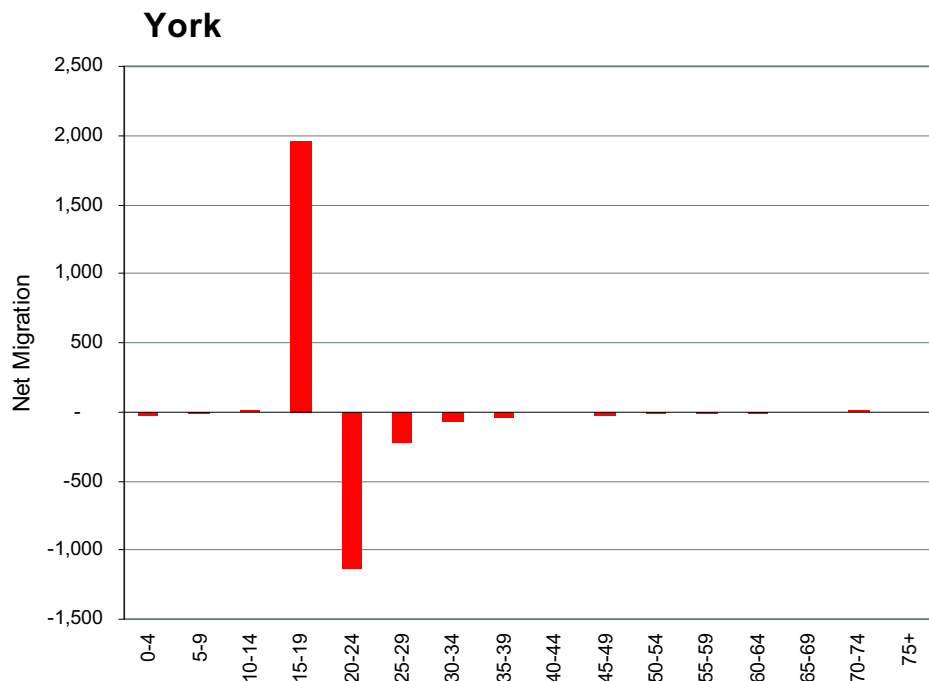
Source: Patient Registration Statistics, ONS, 2010

- In aggregate terms, averaging age-group flows 2002 to 2008, North Yorkshire gained population through net migration in all age-groups, with the exception of young adults aged between 20 and 29. Young families with children all saw

positive net migration gains, as have each of the older adult age groups, across the sub-region.

- The data for the City of York over the same period shows a markedly different trend, including net migration gain in the 15 to 19 years age group, a distinct position compared to the other North Yorkshire authorities, which is driven by the presence of Higher Education establishments.
- The City of York is also noted to have experienced outflow of people aged 20 to 29, with little net migration for the age cohorts 30 years and above. This is noted to reflect the dynamic nature of this specific age group post attendance at the Higher Education establishments within the City of York, with many people leaving to take up employment elsewhere.

Figure 3. 4: York Migration Inflows and Outflows Age Profile, Annual Average 2002 – 2008

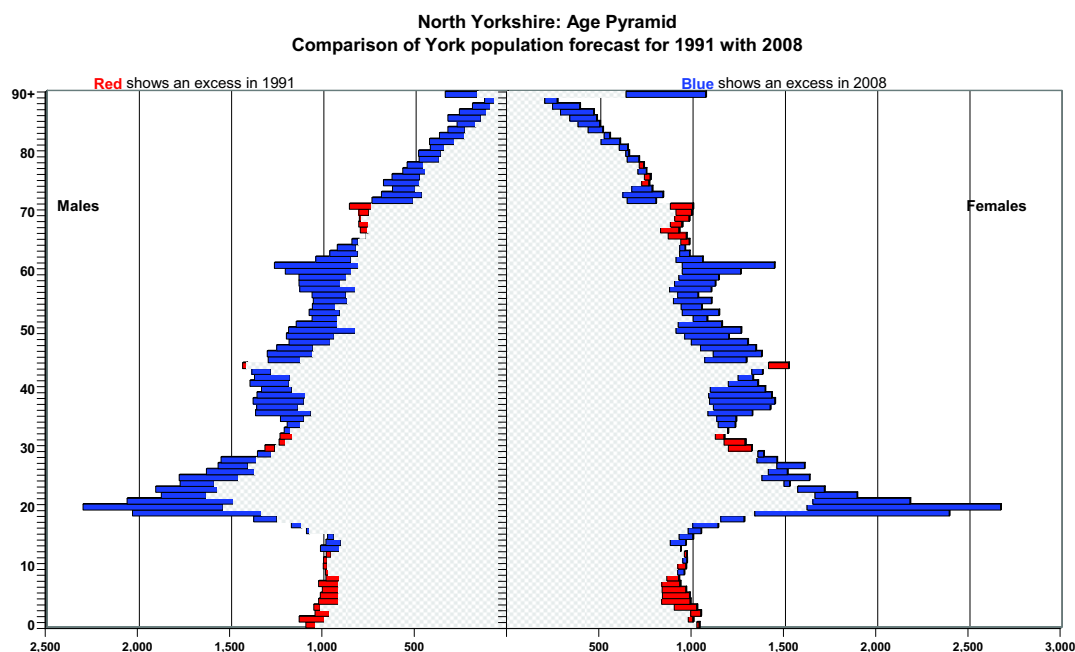


Source: Patient Registration Statistics, ONS, 2010

A Changing Age Profile

- Population gains across North Yorkshire are noted across most age groups, although there are noted to have been significant reductions in those aged under 10 years and between 20 and 35 years, across both the male and female populations.
- The City of York has experienced a more pronounced growth in population aged between 20 and 35 years when compared with the sub-region, most likely linked to student activity, post-graduate retention levels, and the recognition of York as an economic driver and therefore major employment hub.

Figure 3. 5: Population Age Pyramid, City of York, 1991 – 2008



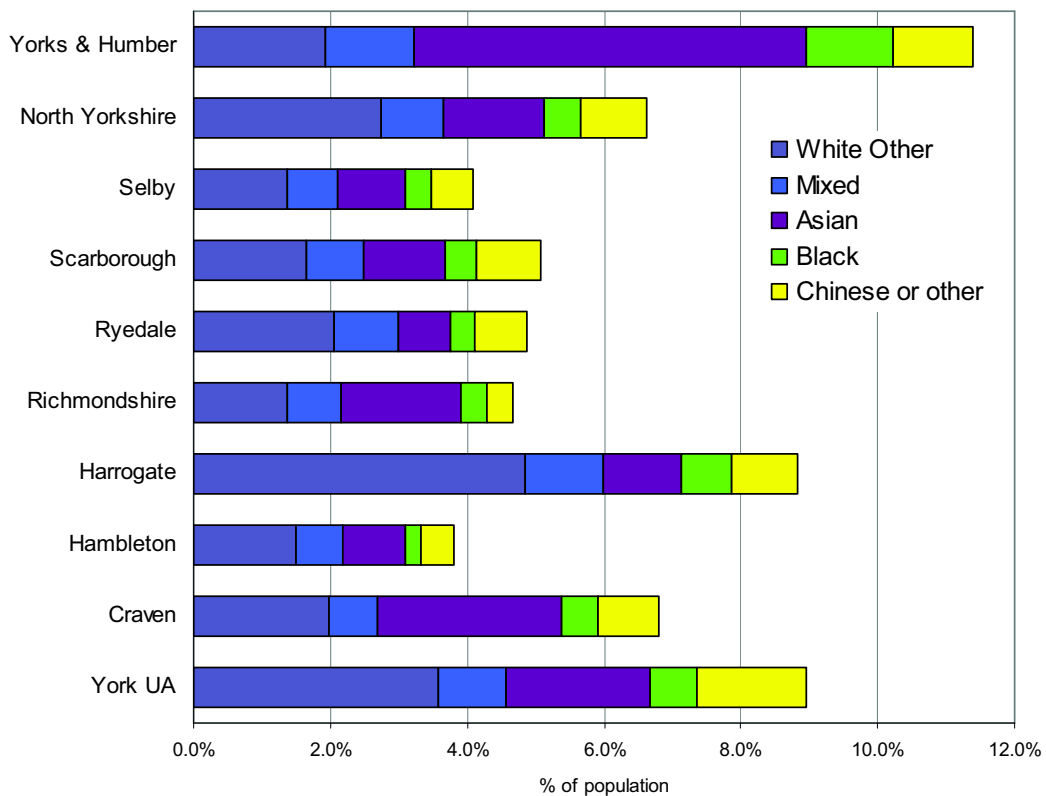
Source: ONS, 2010

Population and Ethnicity

- Whilst Yorkshire is noted to be an ethnically diverse region, a large proportion of its ethnic population is concentrated in the urban areas of West and South Yorkshire. Just under 4% of the North Yorkshire population was identified to be 'non-white' in the ONS 2007 population estimates compared to 10% across the region.

- The City of York has the most pronounced presence of non-white population, representing 5.4% of its total population when drawing on the 2007 MYE. This is expected to be as a result of international student in-migration and, to a lesser extent, international in-migration for employment purposes. This represents a considerable growth from 2001, when the non-white population represented 2.2% of the population.
- The City of York also contains a high proportion of 'white other' persons (as demonstrated in Figure 3.6), representing 3.6% of the population when drawing on the 2007 MYE. This exceeds the North Yorkshire average representation of 2.8%, with only Harrogate recording a higher proportion of this ethnic group within its population – at 4.9%. As with the 'non-white' population group, the City of York has experienced growth in the 'white other' group since 2001 – when this group represented 2.1% of the population.

Figure 3. 6: Ethnicity, 2007



Source: ONS, 2010

Households

- 3.3 Household numbers are directly related to housing stock and the supply of housing. Examining the change in household numbers is therefore a critical element of assessing the dynamics of the housing market.

Current Households

- At the time of the Census in 2001 there were approximately 315,000 households across North Yorkshire. There were approximately 77,000 households within York at the same time, representing 24.4% of the sub-regional total.
- When household numbers are disaggregated by sub area it is apparent that Suburban York is the most populous sub area with approximately 53,000 households.

Figure 3. 7: Number of Households by City of York Sub Area, 2001⁸

Sub Area	Number of Households
Central York	5,788
Suburban York	53,184
York Villages	17,936
City of York - Total	76,908

Source: Census, 2001

- More recent estimates⁹ suggest that there were just under 340,000 households across North Yorkshire in 2009, a growth of circa 25,000 (8%) from 2001. The estimated growth in households within the City of York made the largest contribution to the sub-regional total, with just under 8,000 additional households forming over the period, representing 32.4% of the total sub-regional growth, and 10% growth within City of York specifically.

⁸ Note: The household figures presented have been derived from the output area (OA) scale ONS Census 2001 data. The small difference in the totals between Figure 3.7 and Figure 3.8 are anticipated to be due to ONS corrections in the LA scale statistics for use in the Sub-national household projections from which the data underpinning Figure 3.8 is derived.

⁹ Population estimates are converted to household estimates with the application of 'headship rates', which model the propensity of a person (by age and sex) to be 'head' of a household. Household populations exclude those individuals living in institutional accommodation.

Figure 3. 8: Change in Households, 2001 – 2009

Authority	Number of Households - Sub-National Household Projections (SNHP)				Annual Average Change 2001 - 2009 (8 years)
	2001	2009	Change 2001 – 2009	% Change 2001 - 2009	
City of York	76,920	84,878	7,958	10%	995
North Yorkshire	314,878	339,424	24,546	8%	3,068

Source: DCLG Sub-National Household Projections, 2010

- The change in headship rate applied within the estimation of household numbers over the period 2001 to 2009 in York demonstrates the DCLG projection that household size has continued to fall over the time period considered.

Figure 3. 9: Change in Headship Rates, 2001 – 2008

Authority	Household Size - Mid-year Estimates, ONS / Sub-national Household Projections									
	2001	2002	2003	2004	2005	2006	2007	2008	2009	Change 2001 - 2009
City of York	2.28	2.28	2.28	2.28	2.27	2.27	2.26	2.25	2.25	-0.02
North Yorkshire	2.31	2.31	2.31	2.30	2.30	2.29	2.28	2.28	2.27	-0.04

Source: DCLG Sub-National Household Projections, 2010

- An important factor behind the estimated fall in household sizes is the forecast structure of change around different household types. Across North Yorkshire growth has been particularly concentrated in house types commonly associated with one person households and interestingly a shift away from young families. In line with sub-regional trends one person households have grown significantly in York and, simultaneously the number of young families has been falling.

Figure 3. 10: Household Change by DCLG Household Types, 2001 – 2008

Household Type	Description	Household Change 2001 – 2009 Sub National Household Projections	
		York	North Yorkshire
OPMAL	One person households: Male	2,769	8,560
OPFEM	One person households: Female	1,808	6,157
FAM C0	One family and no others: Couple: No dependent children	3,405	15,597
FAM C1	One family and no others: Couple: 1 dependent child	158	503
FAM C2	One family and no others: Couple: 2 dependent children	-318	-1,849
FAM C3	One family and no others: Couple: 3+ dependent children	-249	-198
FAM L1	One family and no others: Lone parent: 1 dependent child	552	2,176
FAM L2	One family and no others: Lone parent: 2 dependent children	445	1,040
FAM L3	One family and no others: Lone parent: 3+ dependent children	75	281
MIX C0	A couple and one or more other adults: No dependent children	-807	-4,396
MIX C1	A couple and one or more other adults: 1 dependent child	-409	-1,823
MIX C2	A couple and one or more other adults: 2 dependent children	-66	-445
MIX C3	A couple and one or more other adults: 3+ dependent children	-62	-172
MIX L1	A lone parent and one or more other adults: 1 dependent child	-19	-174
MIX L2	A lone parent and one or more other adults: 2 dependent children	-6	-7
MIX L3	A lone parent and one or more other adults: 3+ dependent children	-15	4
OTHHH	Other households	696	-709
0	0	0	0
Total	Total	7,958	24,546

Source: DCLG Sub-National Household Projections, 2010

Student Population

- 3.4 This section considers the housing circumstances of students and trainees residing in York, as well as their future housing expectations, by drawing on responses to the 2011 household survey.
- 3.5 Student households were specifically targeted within the household survey, yet despite this the sample size achieved was relatively low due to non-response and errors or omissions in completing and returning survey forms. As a result, the analysis that has been generated should be treated as representative of trends in household circumstances and expectations as opposed to being indicative of absolute numbers.

- 3.6 The 2011 household survey identified 2,762 households that included a student or trainee aged 16-17 (often likely to represent students/trainees living with their families) and a further 10,248 households that included a student or trainee aged 18+ in York. From this total the 2011 household survey identified that there were over 2,070 student or trainee only households (all residents students/trainees) renting privately within the city.
- 3.7 A further 152 students were identified as living in managed student accommodation – although this number is expected to represent a major undercount due to limited responses from this tenure. The current location, and sub-area, of student households is presented in the following figure.

Figure 3. 11: Student / Trainee Only Households – Current Location and Tenure

Current Location	Students/Trainee Only Households - Current Location of Residence & Tenure: City of York					
	Student household rent it from a private landlord, estate or letting agency		Managed student accommodation (e.g. Halls of Residence)		Total	
	Households	%	Households	%	Households	%
City of York: Central York	409	19.7%	0	0.0%	409	18.4%
City of York: Suburban York	1,665	80.3%	152	100.0%	1,817	81.6%
City of York: York Villages	0	0.0%	0	0.0%	0	0.0%
City of York: Total	2,074	100.0%	152	100.0%	2,226	100.0%

Source: 2011 Household Survey

- 3.8 Students in York are primarily concentrated within suburban York – in both the private rented sector and within managed student accommodation, at approximately 80%. In contrast, the study identified that no student households reside in the rural villages within the authority.
- 3.9 The following table indicates that student/trainee only households residing in the private rented sector live predominantly within York's terraced (49%) and semi-detached (40%) dwelling stock.
- 3.10 Of the student/trainee households residing in managed student accommodation, all reported to reside in flatted or apartment dwellings – focused within the Suburban York sub-market area.

Figure 3. 12: Student / Trainee Only Households – Current Location and Dwelling Type

Current Location		Students/Trainee Only Households - Living in a Student Household Rented from Private Landlord - Current Property Type: City of York											
		Detached Households	%	Semi-Detached Households	%	Terrace Households	%	Flat, maisonette or apartment Households	%	Mobile or temporary structure Households	%	Total Households	%
City of York: Central York		0	0.0%	0	0.0%	344	34.2%	65	36.9%	0	0.0%	409	19.7%
City of York: Suburban York		56	100.0%	838	100.0%	661	65.8%	111	63.1%	0	0.0%	1,665	80.3%
City of York: York Villages		0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
City of York: Total		56	2.7%	838	40.4%	1,006	48.5%	175	8.4%	0	0.0%	2,074	100.0%
Current Location		Students/Trainee Only Households - Living in Managed Student Accommodation - Current Property Type: City of York											
		Detached Households	%	Semi-Detached Households	%	Terrace Households	%	Flat, maisonette or apartment Households	%	Mobile or temporary structure Households	%	Total Households	%
City of York: Central York		0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
City of York: Suburban York		0	0.0%	0	0.0%	0	0.0%	146	100.0%	0	0.0%	146	100.0%
City of York: York Villages		0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
City of York: Total		0	0.0%	0	0.0%	0	0.0%	146	100.0%	0	0.0%	146	100.0%

Source: 2011 Household Survey

- 3.11 The following analysis firstly indicates the level of expected moves to create a new household within households currently containing students/trainees aged 16-17 (i.e. pre-University age). This is followed by analysis replicating that above for households currently containing students/trainees aged 18+ (i.e. currently in Higher or Further Education).
- 3.12 The following table suggests that, of those households with a student/trainee aged 16-17 planning to move to create their own new household, approximately 13% plan to create a new household in City of York. A further 11% anticipate a move to the North East, and others expect to move elsewhere in Yorkshire and the Humber and to the East Midlands. The majority (63%) expect to move elsewhere in the UK. This is likely to reflect the expected future movements of households becoming University students or moving to source employment/suitable housing following their current studies/training.
- 3.13 The subsequent table considers the expectations of students/trainees aged 18+ planning to move to create their own new household, and is more likely to be representative of the current trends in University students. Interestingly, almost 21% expect to remain within the City of York, which suggests an improved level of containment from that within the 16-17 student/trainee age range. As before, the majority (51%) expect to move elsewhere in the UK following their studies/training, with a further 8% anticipating an international move outside of the UK. Further smaller flows are expected to surrounding locations including Hull/East Riding of Yorkshire (5%) and elsewhere in Yorkshire and the Humber (4%).
- 3.14 In summary, the analysis of student/trainee's future housing intentions suggests that approximately 13% of those aged under 18 years old expect to stay within the City of York. Of those student/trainees aged 18+ years, this increases to almost 21%. However, there is likely to be continued and considerable leakage of student households away from the City of York both during, and beyond, their studies.

Figure 3. 13: Households with Students / Trainees aged 16-17 years Expecting to Move to Create a New Household (next 5 years) – City of York

Current Location	Households with Students/Trainees 16-17 yrs Expected to Move to Create New Household (next 5 years): City of York				
	Preferred Location				
	York	Elsewhere in Yorkshire and Humber	North East	East Midlands	Elsewhere in the UK
	York	Elsewhere in the UK	Total		
City of York: Central York	0.0%	0.0%	0.0%	0.0%	10.8%
City of York: Suburban York	12.6%	5.7%	10.6%	6.3%	27.4%
City of York: York Villages	0.0%	1.6%	0.0%	0.0%	25.0%
City of York: Total	12.6%	7.3%	10.6%	6.3%	63.3%
					100.0%

Figure 3. 14: Households with Students / Trainees aged 18+ years Expecting to Move to Create a New Household (next 5 years) – City of York

Current Location	Households with Students/Trainees 18+ yrs Expected to Move to Create New Household (next 5 years): City of York										
	Preferred Location										
	York: Central York	York: Rest of Suburban York	York: Askham Bryan	York: Sirensall	Leeds	Hull / East Riding of Yorkshire	Elsewhere in Yorkshire and Humber	North East	North West	East Midlands	Elsewhere in the UK
	York: Central York	York: Rest of Suburban York	York: Askham Bryan	York: Sirensall	Leeds	Hull / East Riding of Yorkshire	Elsewhere in Yorkshire and Humber	North East	North West	East Midlands	Elsewhere in the UK
	York: Central York	York: Rest of Suburban York	York: Askham Bryan	York: Sirensall	Leeds	Hull / East Riding of Yorkshire	Elsewhere in Yorkshire and Humber	North East	North West	East Midlands	Elsewhere in the UK
City of York: Central York	0.0%	1.8%	0.0%	0.0%	1.8%	0.0%	2.3%	1.7%	0.0%	0.0%	11.0%
City of York: Suburban York	9.4%	6.9%	0.9%	0.0%	0.5%	4.6%	1.8%	2.2%	3.2%	2.2%	34.8%
City of York: York Villages	0.3%	0.5%	0.0%	0.6%	0.0%	0.0%	0.3%	0.0%	0.5%	0.0%	4.9%
City of York: Total	9.7%	9.3%	0.9%	0.6%	2.3%	4.6%	4.3%	3.9%	3.7%	2.2%	50.7%
											7.8%
											73.7%
											7.1%
											100.0%

Source: 2011 Household Survey

- 3.15 The following figures present the property type and tenure expectations of households with students/trainees expecting to move to create a new household within the next 5 years.

Figure 3. 15: Households with Students / Trainees Expecting to Move to Create a New Household (next 5 years): Expected Property Type – City of York

Property Type	Households with Students/Trainees Expected to Move to Create New Household (next 5 years) - Expected Property Type: City of York	
	Student/Trainee 16-17	Student/Trainee 18+
A whole house that is: Detached	0.0%	5.2%
A whole house that is: Semi-detached	6.6%	4.2%
A whole house that is: Terraced (including end-terrace)	0.0%	25.9%
A whole bungalow that is: Semi-detached	0.0%	1.7%
A flat, maisonette, or apartment that is: In a purpose built flat / apartment scheme or development	45.5%	30.8%
A flat, maisonette, or apartment that is: Part of a converted or shared house (includes bedsits)	48.0%	32.1%
Total	100.0%	100.0%

Source: 2011 Household Survey

Figure 3. 16: Households with Students / Trainees Expecting to Move to Create a New Household (next 5 years): Expected Property Tenure – City of York

Property Tenure	Households with Students/Trainees Expected to Move to Create New Household (next 5 years) - Expected Property Tenure: City of York	
	Student/Trainee 16-17	Student/Trainee 18+
Own it with a mortgage or loan	0.0%	15.3%
Shared ownership (part rent / part buy)	0.0%	0.9%
Social Rent	2.5%	1.2%
Rent it from a private landlord	65.8%	73.8%
Tied accommodation	0.0%	5.4%
Managed student accommodation (e.g. Halls of Residence)	31.8%	2.9%
Other	0.0%	0.6%
Total	100.0%	100.0%

Source: 2011 Household Survey

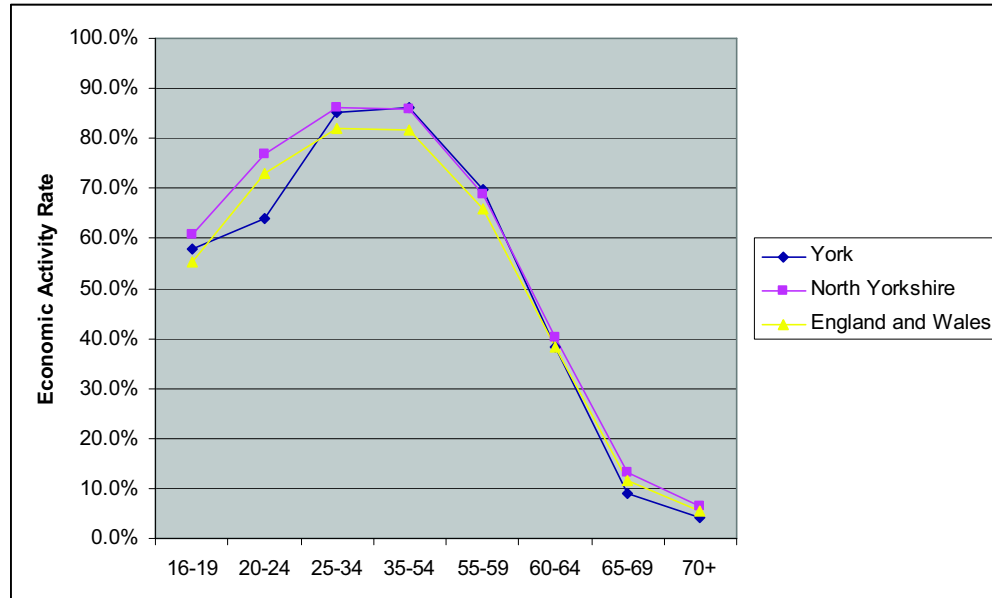
-
- 3.16 The property type expectations of households with students/trainees aged 16-17 expecting to move to create their own household suggests that the majority anticipate their next move to be directly into flatted or apartment accommodation. When considering their tenure expectations, it is clear that the majority (66%) anticipate to move directly into the private rented sector, with a further 32% expecting to move into managed student accommodation.
- 3.17 In comparison, the property type expectations of households with students/trainees aged 18+ expecting to move to create their own household suggests that the majority also anticipate their next move to be directly into flatted or apartment accommodation.
- 3.18 However, over a quarter (26%) expect to move into a terraced property, with a further 5% expecting a move into a detached property and 4% anticipating a move into a semi-detached property. When considering their tenure expectations, the results suggest that the overwhelming majority of students/trainees anticipate a move into the private rented sector (either during or directly following their studies) at 74%. A further 15% also anticipate purchasing a property to own it with a mortgage or loan. In contrast to the younger student/trainee age group, less than 3% anticipate a move into managed student accommodation. Interestingly, less than 1% are considering a move into intermediate tenure accommodation.

Employment Levels and Structure

Current Economic Activity

- Economic activity rates in 2001 across North Yorkshire were consistently above the wider England and Wales averages across all working-age cohorts. In York economic activity rates are broadly similar with sub-regional and national trends. However economic activity rates amongst the 20-24 age group in York are significantly below the North Yorkshire average, at 63.8% compared to the sub-regional average of 77.0%. This can be attributed to the large student population in York.

Figure 3. 17: Economic Activity Rates, City of York, 2001



Source: ONS, Census, 2001

- Over the period 2004 to 2009, unemployment within North Yorkshire was on average 1.9% lower than the national (England) rate over the period 2004 to 2009, suggesting these levels of economic activity were sustained post-2001 and a strong employment base across the sub-region.
- Utilising the latest 2010 unemployment rate (claimant count) data – City of York has an unemployment rate of 2.5% which is broadly in line with the North Yorkshire average of 2.4%.
- The North Yorkshire economy performs well when benchmarked against regional and national economic indicators. The claimant count in 2010 stands at 2.4% which is below both regional (4.1%) and national (3.5%) averages. The sub region has a high proportion of Managers and Senior Officials (16.2%), Professional Occupations (22.0%) and Associate Professional and Technical Occupations (13.7%) than both Yorkshire and the Humber and England and Wales.
- York is an economic and employment hub in the sub-region and provides many jobs to not just its own residents but to those of surrounding Local Authority areas. However when compared to sub-regional averages the economy looks weaker. The economic activity rate (76.4%) and the claimant count rate (2.5%) do not

perform well when compared to the North Yorkshire averages of 79.3% and 2.4% respectively. York does have a high proportion of Professional Occupations (18.7%) and Associate Professional and Technical Occupations (15.4%) but its proportion of Managers and Senior Officials (15.3%) is significantly below the North Yorkshire, the Yorkshire and Humber and England and Wales averages.

Figure 3. 18: Key Economic Indicators, City of York

	Total Working Age Population (mid-2009)	Economic Activity Rate, Aged 16- 64 (April 09- March 2010)	Unemployment Rate (Claimant Count, November 2010)	Proportion of Total Employment (July 2009- June 2010)			Commuting Ratio (2001)
				Managers and Senior Officials	Professional Occupations	Associate Professional and Technical Occupations	
City of York	129,500	76.4%	2.5%	15.3%	18.7%	15.4%	0.94
North Yorkshire	481,800 ¹⁰	79.3%	2.4%	16.2%	14.4%	13.7%	-
Yorkshire & Humber	3,273,400	75.4%	4.1%	16.0%	14.0%	14.6%	-
England & Wales	33,882,200	76.6%	3.5%	14.6%	12.2%	13.5%	-

Source: Nomis, 2010

Changing Economic Circumstances: Impact of the Recession

- 3.19 The 2011 Household Survey, undertaken as part of this SHMA, included a number of questions directly targeted at tracking the changing economic circumstances of households over the last couple of years, i.e. post the onset of the recession. This provides a unique insight to the impact of the wider national economic crisis has had on individual household circumstances.
- 3.20 The purpose of the responses to these questions is to highlight, beyond the standard indicators of the levels of economic activity and inactivity, the changing structure of the economy which will have impacted on the expectations of households in terms of their current and future housing requirements.
- 3.21 The following analysis tracks the changing employment status of York's households, using response data provided for the head of the household, from 2008 to 2010.

¹⁰ North Yorkshire Total Working Age population includes all the authorities within North Yorkshire. This figure differs from the North Yorkshire figure in the original ONS data set as it is inclusive of York Unitary Authority. The original data set does not include data for York District Authority which may differ from York UA.

- It is evident that across all tenures there has been a fall in full-time employment levels over this period, with a total fall of 6.4%. Households within the owner occupied (with a mortgage) tenure have been affected to the greatest extent with a fall of 8.1%.
- The economic activity of households in the social rented sector appears to have been affected the most overall with falls in full time and self-employment, a relatively small rise in part time employment and a 5.8% rise in unemployment. In part reflecting the demographic findings which showed an ageing population York has seen a 4.6% rise in households classified as retired with this including a relatively high number of owner-occupiers without mortgages.

Figure 3. 19: Change in Household Employment Circumstances, 2008 – 2010, by Tenure, York

Tenure	Employment Circumstances Status (% Change 2008-10) by Current Tenure - City of York									
	Full-time employment	Part-time employment	Self Employed (Full or Part-time)	Retired	Unemployed	Long term sick or disabled	Student or trainee 16-17	Student or trainee 18+	Homemaker	Full-time Carer
Owner-occupied (no mortgage)	-4.5%	-2.4%	0.2%	7.3%	0.3%	0.0%	0.0%	-0.9%	-0.1%	0.1%
Owner-occupied (with mortgage)	-8.1%	5.0%	0.1%	3.5%	0.4%	0.0%	0.0%	-0.6%	-0.4%	0.2%
Social Rented	-5.8%	1.5%	-1.9%	3.7%	5.8%	-0.9%	0.0%	0.0%	-2.5%	0.0%
Private Rented	-4.1%	3.4%	1.0%	1.6%	1.2%	1.4%	-9.9%	5.5%	-0.1%	0.0%
Total	-6.4%	2.0%	-0.1%	4.6%	1.2%	0.1%	-1.2%	0.1%	-0.6%	0.1%

Source: 2011 Household Survey

Changing Economic Circumstances: Future Employment Projections

- 3.22 The City of York has recently completed research into future employment growth across the authority to understand and take account of the potential impact of the recession and public sector spending cuts on the employment outlook to 2029¹¹.
- 3.23 This research has included the creation of headline employment projections, these are presented within the City of York Employment Topic Paper (2011). The projections suggest, based on a consideration of historical trends and factoring in the potential impact of the recession that the City will see an annual average of 960 new jobs created up until 2026. There is a recognition within the research that the levels of job growth are likely to be lower over the short-term given the wider national economic context, with higher levels of growth later in the plan period based on the successful delivery of a number of planned economic projects.

Linking Employment and Housing – Commuting Trends and Relationships

- 3.24 The relationship between work and home is played out on a daily basis and is able to be measured through commuting patterns. The encouragement of sustainable lifestyles and a reduction in the use of energy requires a shortening of commuting journeys and by default an increase in the level of containment of the labour force. This is an important consideration therefore in planning to match economic growth aspirations with the housing offer, with the latter playing an important defining role in achieving the wider sustainability objective.

Commuting Trends

- The City of York has a commuting ratio of 0.94. A commuter ratio can be defined as the difference between households travelling into and out of an area for work. A commuter ratio above 1.00 indicates a net outward flow of residents for employment. Only the City of York and Selby have commuting ratios below 1.0 in 2001 which indicates that there are more jobs than workers in the City of York resulting in a net inflow of workers daily. Over 80% of residents in the City of York work within the city. The data also shows that a significant amount of the City of

¹¹ City of York Topic Paper – Employment (Updated version, July 2011) ARUP

York residents work in other local authorities, both within North Yorkshire and in other sub-regional areas. 69.0% of York's workers reside within York and there are a number of worker inflows from other local authorities, in particular Selby and the East Riding of Yorkshire each providing over 5% of workers.

- The statistics above highlight the important role that York plays as an employment centre for the surrounding authorities. This has important implications for the balancing of housing demand across the wider sub-region.

Figure 3. 20: Local Authority of Work for York Residents, 10 Biggest Flows, 2001 / 2008 Comparison

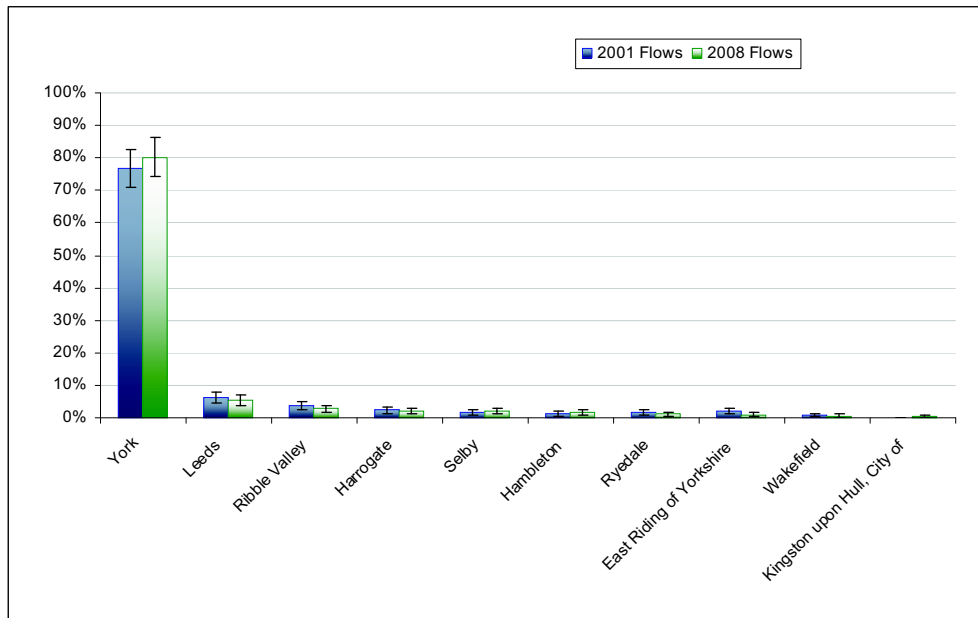
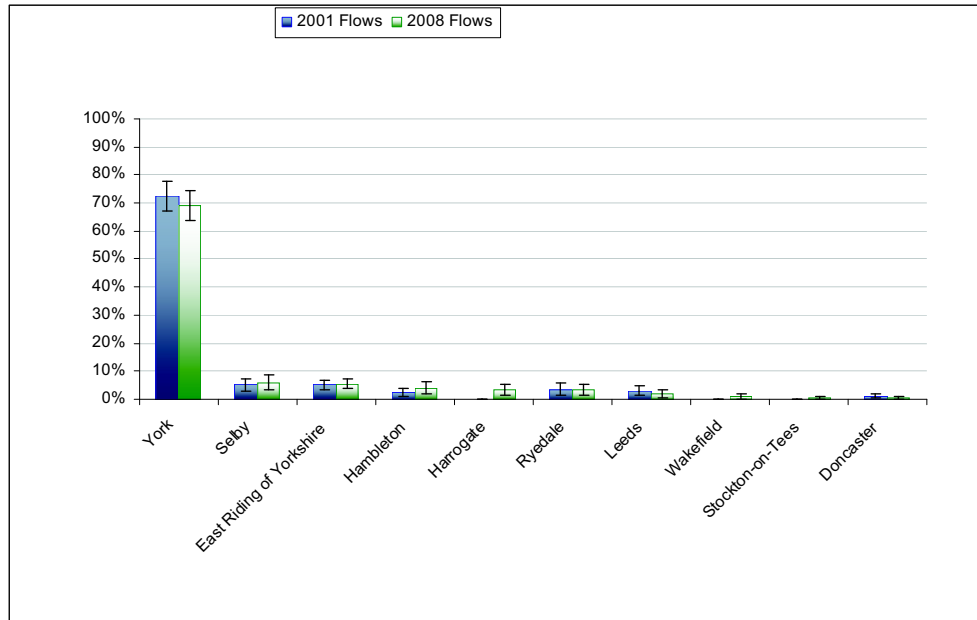


Figure 3. 21: Local Authority of Residence for York Workers, 10 Biggest Flows, 2001 / 2008 Comparison



Source: Census 2001 / ONS 2010

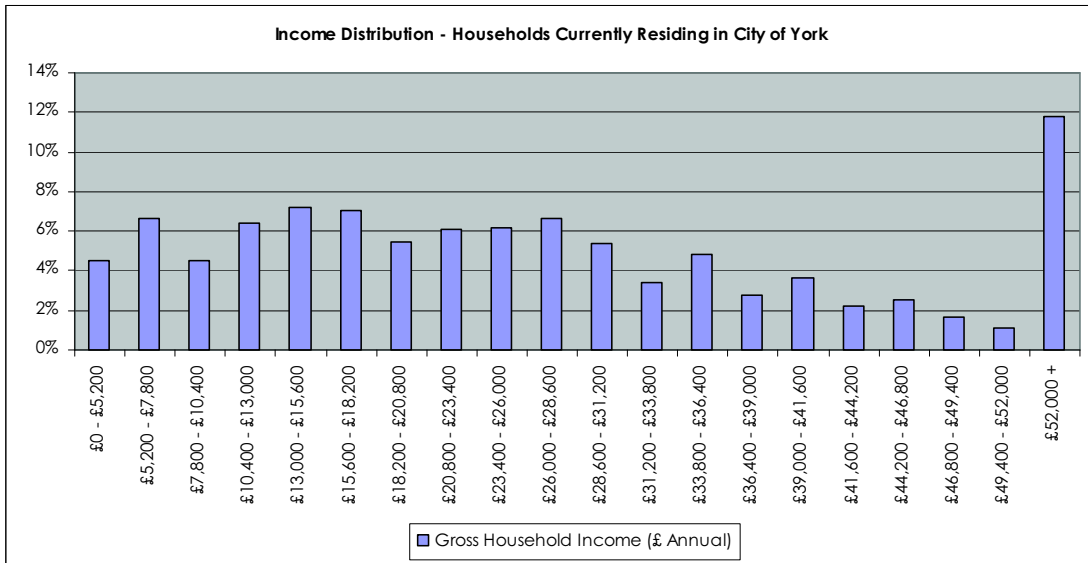
Incomes and Earnings

Local Income Levels

- 3.25 Income levels are directly related to employment opportunities and particularly the quality of employment and have an important relationship with the ability of households to exercise choice in the housing market and indeed the level of need for affordable housing products.
- 3.26 The 2011 Household Survey asks a number of questions with regard to household's financial situation including annual gross (pre-tax) income, savings and debts. The following tables and charts present an overview of the gross household income profile and financial capacity of households across North Yorkshire.
- The income distribution for York shows a fairly uneven distribution, with a cluster of household incomes in the lower income brackets and significantly less in the higher income brackets. 51% of York's households earn between £10,400 and £31,200, compared to just 14% earning between £36,400 and £52,000.

- The spike in households with incomes of £52,000+ demonstrates the polarisation of income levels within the City of York, with clusters of both higher and lower income households skewed towards the lower and upper ends of the income spectrum.

Figure 3. 22: Income Distribution, Households Currently Residing in York



Source: 2011 Household Survey

- The Household Survey demonstrates that the financial capacity of households in the City of York varies significantly between tenures. Households in the owner occupied tenures have significantly higher median incomes, savings and equity levels than those in intermediate, social rented and private rented tenures.
- Households in the social rented tenure have the most limited financial capacity with median annual household incomes at £11,700 compared to the York average of £22,100. In addition households in the social rented tenure have no savings, equity or other financial resources.

Figure 3. 23: Financial Capacity of Households in York, by Tenure

Current Tenure	Household Financial Position by Tenure (£) - City of York			
	Median annual gross household income	Median household savings	Other Financial Resources (e.g. parents)	Median Equity
Own outright	£22,100	£17,500	£0	£175,000
Own with mortgage or loan	£29,900	£2,500	£0	£87,500
Intermediate	£19,500	£0	£0	£17,500
Social Rented	£11,700	£0	£0	
Private Rented	£19,500	£2,500	£0	
Average (Median)	£22,100	£2,500	£0	£137,500

Source: 2011 Household Survey

- 3.27 Financial capacity varies between the sub areas, and is illustrated in the table below. Central York records the lowest levels of median income reflecting the types of households which choose to live in this particular market area. By contrast the York Villages sub-area shows the highest levels of income, savings and equity reflecting again the types of households and the properties in this area.¹²

Figure 3. 24: Financial Capacity of Households in the Sub Areas

Location	Household Financial Position by Sub-area (£)			
	Median annual gross household income	Median household savings	Other Financial Resources (e.g. parents)	Median Equity
Central York	£19,500	£2,500	£0	£112,500
Suburban York	£22,100	£2,500	£0	£137,500
York Villages	£27,300	£7,500	£0	£175,000
York: Total	£22,100	£2,500	£0	£137,500

Source: 2011 Household Survey

¹² Analysis of mean (average gross) incomes across the City of York provides an alternative measure of household income. The mean is not used as standard within SHMA research as this measure results in the average being skewed upwards by the presence of high income households – as a result use of the mean is less representative as an average than the median. The 2011 Household Survey found the mean annual household income in City of York to be £26,800.

Bringing the Evidence Together

- 3.28 The purpose of this section has been to undertake analysis to provide an up-to-date assessment of the demographic and economic characteristics of York, set in the context of the wider North Yorkshire position presented in the main report.
- 3.29 The key issues and findings emerging from the analysis are summarised below:
- **Demographic change:** York's population has grown by 9.0% since 2001 which is estimated to have been predominately driven by international migration. Significant net migration inflows have occurred in the 15 to 19 age group driven by York's large student population relocating to the Higher Education establishments within the city. These issues are considered further in Section 6. York has experienced a more pronounced growth in population aged between 20 and 35 years when compared with the sub-region which is linked to both students, post graduate retention and York's role as an economic and employment hub.
 - **Ethnic composition:** York has the most ethnically diverse population in comparison to the other Local Authorities with 5.4% of York's population classified as 'non white' in the 2007 ONS population estimates, compared to 4% of the total North Yorkshire sub region. This is expected to be as a result of international student in-migration to York and, to a lesser extent, international in-migration for employment purposes. This represents a considerable growth from 2001, when the non-white population represented 2.2% of the population. The City of York also contains a high proportion of 'white other' persons (as demonstrated in Figure 3.6), representing 3.6% of the population when drawing on the 2007 MYE. This exceeds the North Yorkshire average representation of 2.8%. As with the 'non-white' population group, the City of York has experienced growth in the 'white other' group since 2001.
 - **Household composition:** The 2001 Census recorded a total of 77,000 households across York with 53,000 of these households located in the Suburban York sub area. By 2009 DCLG household estimates identified a total of 84,878 households in York. Headship rates in York have decreased by 0.02 from 2001- 2009. Household change by household type has shown that increases have occurred in 'one person households' (+4,577 households) and the 'one family and no others:

Couple (no dependent children,) (+ 3,405 households), with a decline in the number of family households with 2 or more children over the period of 196. The current total number of households represents a growth of 7,958 over the period 2001 and 2008, equating to 32.4% of the total North Yorkshire growth.

- **Student Population-** Based on student household returns to the 2011 household survey, approximately 80% of student households are residing within Suburban York, with no student households residing in the rural areas of the authority. Amongst student households which are private renters, terraced and semi detached stock are the most popular house types, with 49% and 40% of student households choosing to live in these property types respectively. There is considerable leakage of student households away from the City of York with the majority of students (51%) expecting to move elsewhere in the UK following their studies/training, with 21% planning to remain within the Local Authority.
- **Economic activity:** York has a very similar economic activity rate to both North Yorkshire and England and Wales, with an average economic activity rate of 76.4%. Since 2008 increases in unemployment in York have been focused amongst those in full-time employment. The relative strength of York's economy compared to wider economic benchmarks demonstrates York's position as an economic and employment hub with a high proportion is of total employment concentrated in 'top three' occupations. The latest economic projections suggest strong post-recession recovery within York.
- **Commuting trends:** York is one of only two North Yorkshire Local Authorities which have a net inflow in commuting terms (0.94), confirming York's role as a key commuter destination. Key inflows are from Selby and the East Riding of Yorkshire each providing over 5% of workers.
- **Income and Earnings:** More than 50% of households across York have incomes below £31,200 in 2011. However the polarity of incomes is evident with approximately 12% of households across York having incomes in excess of £52,000. Household incomes tend to be higher for those living in owner occupied dwellings with lower incomes concentrated amongst social renters. The levels of households savings varies across tenures, with those in owner occupation having larger savings than those in the private and social rented sector.

4. The Housing Stock

Current Dwelling Position

In order to identify areas where change is required it is important to understand the position from which you are starting. An understanding of the current 'Housing Offer' is fundamental to arriving at conclusions and recommendations regarding future requirements.

This section uses the latest information available to create a portrait of the current housing stock across North Yorkshire. This includes an estimation of the total number of dwellings. The mix of housing in terms of tenure and type is then considered, benchmarked against a range of comparators. Quality of the housing stock as well as quantity is assessed.

In addition to the existing housing stock the section concludes with a review of the potential future capacity of residential land to provide a steer on where new development could be delivered to evolve the current housing stock picture. Research findings relate directly to:

Core Output 1: Estimates of Current Dwellings in Terms of Size, Type, Condition, Tenure

Assessing the Changing Housing Offer – Recent Housing Supply

4.1 In 2010 York contained a total of 84,743 dwellings, of which 1535 are vacant, of which 452 are long term vacant¹³, resulting in a total long term dwelling occupancy level of 84,291 households, and a long term vacancy rate of approximately 0.5%. This is compared to a long term vacancy rate across North Yorkshire of 1.2%. The total number of dwellings within York represents 23.7% of the total North Yorkshire housing stock.

- Gross housing completions within York saw a marked decrease from previous levels in the annual monitoring year 2007/8, with a low point noted in 2008/9 of just over 500 units. This increased to levels closer to those recorded in 2003/4 in

2009/10, but is still below the high points of delivery recorded in 2004/5 where gross completions were above 1,000 units. This is reflective of wider housing delivery trends at the sub-regional, regional and national scales.

- In 2009/10 the gross completions in York represented 31.6% of the total gross completions across the sub-region – representing a proportional increase on both 2007/08 and 2008/09.

Figure 4. 1: Gross Housing Completions, 2003/4 – 2008/9, York

	Gross Housing Completions						
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
York	669	1193	949	875	557	502	606
North Yorkshire	2007	3244	3370	3525	2879	2014	1918
Yorkshire & The Humber Region	-	14190	16040	16250	15670	11490	8170
England	-	155890	163400	167680	168770	134020	115080

Source: Local Authority Annual Monitoring, CLG, 2010

- The trend in net level of completions within York generally reflects that of the gross completions presented previously. The high points of net delivery are noted in 2004/5 and 2005/6, followed by a low point of delivery in 2008/9 and recovery noted in 2009/10.
- In 2009/10 the net completions in York represented 35.9% of the total net completions across the sub-region.

Figure 4. 2: Net Housing Completions, 2003/4 – 2008/9, York¹⁴

	Net Housing Completions						
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
York	525	1160	906	798	523	451	507
North Yorkshire	989	2714	2824	2974	2260	1504	1414

¹³ Data has been obtained from the 2010 Housing Strategy Statistical Appendix (HSSA) to ensure a consistent approach across the sub-region. Long-term vacancy refers to properties empty for 6 months or longer. Note: 'dwellings' is a different measure to 'households'.

¹⁴ To arrive at net completions allowance is made for both residential demolition and conversions from residential to other uses that reduce the gross completion figures.

Source: Local Authority Annual Monitoring, 2010

Vacancy

- 4.2 Vacancy within the dwelling stock continues to represent an important component of York's housing offer and supply position. Data obtained from HSSA (2010) suggests a vacancy rate of 1.8% across the total stock in York below the 2.6% recorded across North Yorkshire. The rate of long term vacant (6 months or more) private properties in North Yorkshire is 1.2% compared to 0.5% across York highlighting the high level of turnover and demand within the private market within the area.

Figure 4. 3: Vacant Properties, 2010, York

	Dwellings	Vacant Properties (Total)		Private Sector Properties Vacant for more than 6 months	
		Absolute Number	Vacancy Rate	Absolute Number	Vacancy Rate
York	84,743	1535	1.8%	452	0.5%
Total North Yorkshire	356239	9200	2.6%	4,138	1.2%

Source: HSSA, 2010

Property Size and Type

- 4.3 In understanding the relationship between the supply of housing and demand for housing it is important to factor in the mix of the housing offer by both size and type. The Census provides the latest definitive measure of property size, type and stock figures that can be compared to wider geographies, whilst also providing local data below the City scale. Where appropriate Census 2001 data is therefore used as a benchmark.
- 4.4 At the time of the Census in 2001, the North Yorkshire sub-region was characterised by a high proportion of semi detached properties (33%), followed by detached properties (30.9%) and terraced properties (23%). Conversely at sub-regional scale the 2001 data suggests that there is a low representation of flatted dwellings within the sub-region, accounting for 12% of total stock. When compared to the sub-region, the 2001 stock profile within York included a higher proportion semi-detached properties and above average proportion terraced properties (37% and 26% respectively). York also contained over a lower proportion of detached properties and a higher proportion of flat/apartment properties than the sub-regional average – reflecting its considerable urban component.

Figure 4. 4: Property Type, York, 2001

	Dwelling Type- 2001 Census							Total ¹⁵
	House or Bungalow			Terraced	Flat, Maisonette or Apartment	Other	Total ¹⁵	
	Detached	Semi- Detached						
York	Number 18350 23.1%	29593 37.3%	20507 25.8%	10502 13.2%	447 0.6%	79399 100.0%		
North Yorkshire	Number 103129 30.9%	109990 33.0%	76768 23.0%	41021 12.3%	2345 0.7%	333253 100.0%		
Yorkshire and Humber	Number 436152 20.2%	809594 37.5%	627890 29.1%	274297 12.7%	12679 0.6%	2160612 100.0%		
England and Wales	Number 5131821 22.8%	7117662 31.6%	5869878 26.0%	4246029 18.8%	173251 0.8%	22538641 100.0%		

Source: Census, 2001

Figure 4. 5: Property Type, Sub Areas, 2001

	Detached	Semi Detached	Terraced	Flats	Other
City of York – Sub Areas					
Central York	3.0%	7.5%	39.6%	49.6%	0.4%
Suburban York	17.4%	41.4%	28.6%	12.5%	0.1%
York Villages	47.0%	35.0%	12.8%	4.5%	0.7%

Source: Census, 2001

¹⁵ Drawn from Accommodation Type- Households Spaces, Census 2001, ONS

- 4.5 The 2001 property type profile for York varies significantly when disaggregated by sub area. Central York is predominately flats (49.6%), with a markedly low proportion of detached dwellings (3.0%). In comparison Suburban York and the York Villages are dominated by detached and semi detached dwellings. Flats are much less prevalent in the stock profile within York Villages.
- 4.6 The 2011 Household Survey has provided an update to the 2001 Census data¹⁶. The stock profile for the City of York in 2011 has similarities to that recorded in 2001 with a high proportion of semi-detached (37.2%) and terraced (26.5%) properties followed by detached (22.8%) and flatted dwellings (13.5%). Consequently development that has taken place in the interim years reflects an increase in flatted and terraced development.
- 4.7 The 2011 Household Survey provides a measure of dwelling size utilising the number of bedrooms in each home. This analysis indicates that York's stock profile comprises predominantly larger dwellings with 3 or more bedrooms, with 38.1% of properties with 3 bedrooms and 25.2% with 4+ bedrooms. 27.6% of properties have 2 bedrooms, with bedsits (0.8%) and 1 bedroom properties (8.3%) being less prevalent within the profile.

Dwelling Profile by Council Tax Band

Figure 4. 6: Absolute Change in Dwellings by Council Tax Band, 2003/4 – 2008/9, York

Absolute Change in Stock 2003- 2008				
	York	North Yorkshire	Yorkshire and the Humber	England and Wales
Total Stock	3214	14344	83171	946519
Band A	38	2071	3819	13478
Band B	640	3077	24519	181108
Band C	1203	3038	21801	262036
Band D	892	2851	18289	213054
Band E	244	1753	8794	120535
Band F	115	937	4144	99337
Band G	82	559	1837	39569
Band H	1	78	119	15054

Source: ONS, 2011

¹⁶ Note that the results of the 2011 Census will provide a definitive update of the stock profile in York.

Figure 4. 7: Percentage Change in Dwellings by Council Tax Band, 2003/4 – 2008/9, York

Absolute Change in Stock 2003- 2008				
	York	North Yorkshire	Yorkshire and the Humber	England and Wales
Total Stock	4.0%	4.2%	3.8%	4.1%
Band A	0.4%	3.9%	0.4%	0.2%
Band B	2.7%	3.8%	5.8%	4.0%
Band C	5.0%	3.7%	6.2%	5.3%
Band D	7.8%	5.8%	9.5%	6.2%
Band E	3.6%	4.7%	7.2%	5.5%
Band F	3.9%	4.4%	7.1%	8.8%
Band G	6.0%	4.2%	5.3%	4.9%
Band H	1.0%	6.7%	4.0%	12.3%

Source: ONS, 2011

- North Yorkshire saw increases in the total number of properties across all Council Tax Bands between 2003 and 2008, above both regional and national change (4.2% compared to 3.8% and 4.1% respectively). There were specific increases in the number of family houses and higher values properties.
- The change in stock within York was more significant than across North Yorkshire within a number of Bands including Band C, Band D, and Band G; conversely the change was less significant in Bands A, B, E, F and G.

Dwelling Profile by Tenure

- The tenure profile of dwellings across North Yorkshire highlights the importance of owner occupation, with 74% of dwellings falling into this category, followed by the social rented sector (13%) and private rented tenure (11%).
- The dwelling tenure profile of York is similar to that of North Yorkshire, with a high level of owner occupation (72%) and higher levels of the social rented tenure (15%) than private rented tenure (10%).
- The high levels of owner occupation are concentrated within the York Villages sub area (81.0%) and, to a lesser extent, Suburban York (72.8%). Within Central York the rental sector is more prevalent with 28.4% private rented accommodation and 21.0% social rented dwellings.

Figure 4. 8: Dwelling Tenure Profile, York

		Dwelling Tenure - 2001 Census							Total
		Owner occupied		Intermedate (shared ownership)	Social rented (Council & RSL)	Rented (Private & other)	Other		
		Owns outright	Owns mortgage or loan						
York	Number	24709	31001	610	11631	7696	1273	76920	
	%	32.1%	40.3%	0.8%	15.1%	10.0%	1.7%	100.0%	
North Yorkshire	Number	108663	120683	1611	39485	33245	6543	310230	
	%	35.0%	38.9%	0.5%	12.7%	10.7%	2.1%	100.0%	
Yorkshire and Humber	Number	589026	797360	9509	434176	187810	46867	2064748	
	%	28.5%	38.6%	0.5%	21.0%	9.1%	2.3%	100.0%	
England and Wales	Number	6380682	8396178	139605	4157251	2141322	445437	21660475	
	%	29.5%	38.8%	0.6%	19.2%	9.9%	2.1%	100.0%	

Source: Census, 2001

Figure 4. 9: Dwelling Tenure Profile, Sub Areas

	Owner Occupied (no mortgage)	Owner Occupied (with mortgage)	Owner Occupied (Shared Ownership)	Social Rented			Other
				Social Rented	Private Rented	Other	
Central York	19.2%	23.8%	1.7%	21.0%	28.4%	5.8%	
Suburban York	31.9%	40.9%	0.7%	15.9%	8.1%	2.5%	
York Villages	37.1%	43.9%	0.8%	10.7%	4.2%	3.3%	

Source: Census: 2001

- 4.8 The City of York Council Private Sector House Condition Survey (2008) provides an updated position on the tenure profile of city's dwelling stock. This survey estimates that the private rented sector has expanded considerably between 2001 and 2008, with 12,727 dwellings in this sector by 2008. When compared to the total housing stock in the City of York in 2008, which according to the HSSA (2008) constituted 84,168 dwellings, the private rented sector now accounts for approximately 15.1% of all dwellings, and could have grown further by 2011 if this trend has continued.

Property Condition and Quality

- 4.9 The quality of the housing stock represents an additional layer of information in understanding its capacity to match demand. The 2011 Household Survey provides an estimate of the number of households that stated they considered their dwelling to be in serious disrepair¹⁷. In York 2,690 households stated their homes as being in serious disrepair. This equates to over 3% of properties, compared to a sub regional average of 4%, and is one of the lowest levels across North Yorkshire.
- 4.10 When this is disaggregated by sub area it is possible to see that the absolute number of households identifying their property as being in serious disrepair fluctuates across the local authority area.

Figure 4. 10: Unsuitability – Households Stating home in Serious Disrepair, 2011

Location	Households Where Home is in Disrepair	
	Count	%
Central York	443	16.5%
Suburban York	1,823	67.7%
York Villages	425	15.8%
York: Total	2,690	100%

Source: 2011 Household Survey

City of York Council Private Sector House Condition Survey 2008

- 4.11 The City of York Council's Private Sector Condition Survey 2008 was conducted on a sample of 1 600 private sector dwellings which represent approximately 2% of the total private sector housing stock. At the time of the survey:
- The City contained 71,473 private dwellings of which 0.9% had been vacant for over 6 months.

¹⁷ Note: this is based on a household's self assessment of the physical condition of their property.

- The housing stock had a mixed age profile but with significant pre war construction. The oldest housing age profile was associated with the private-rented sector.
- 4.12 Housing conditions for private housing in the City are better than the national average but remain a significant problem within York. 19.2% of dwellings in York are classed as 'non-decent' compared with 37.5% nationally¹⁸. The most common problems in the dwelling stock relate to energy efficiency and Category 1 hazards within the Health and Safety Rating System (HHSRS). Overall 9.1% of properties exhibit Category 1 hazards, compared to a national average of 23.5%, with the most common hazards relating to excess cold and the risk of falls on steps and stairs. 2.1% of dwellings are classed as unfit, compared to a national rate of 3.9%.
- 4.13 Although the City has met the Government's previous Public Service Agreement (PSA 7) targets measuring the proportion of vulnerable households living in decent homes, poor housing conditions are disproportionately associated with social and economic disadvantage.
- Elderly households comprise 32.9% of all households living in non-decent private sector homes.
 - Economically vulnerable households comprise 26.3% of all households living in non-decent private sector homes.
 - Currently 14,985 vulnerable households (79.4%) live in decent homes exceeding the previous PSA 7 targets set for the proportion of vulnerable households in the City residing in decent homes within the private sector.
- 4.14 It is evident that the City of York has performed strongly in improving private sector stock condition. However, costs to repair and improve remaining non-decent private sector homes in the City are estimated at £63 million. Housing strategy and policy should be directed to continue to improve decency and housing conditions where funding is available – particularly for elderly and economically vulnerable groups.

Overcrowding and Under-Occupation

- York has relatively few overcrowded households, totalling 1,922 households which represent 2.4% of total households. Overcrowding is concentrated in households with 3 bedrooms and studio/ bedsits.

- York has a total of 28,547 under-occupied households which represents 35.7% of total households. Under-occupied households are predominately requiring 1 or 2 bedroom properties but are currently occupying much larger properties with 3 bedrooms or more.

Figure 4. 11: Overcrowding and Under-Occupation, 2011, York¹⁹

Overcrowding & Under-occupation - City of York						
Number of Bedrooms Required	Number of Bedrooms in Home					
	Studio / Bedsit	1	2	3	4+	Total
1	600	6,308	15,147	14,598	8,286	44,939
2	0	255	6,189	11,425	5,663	23,533
3	0	0	381	4,029	4,640	9,051
4+	0	0	0	685	1,737	2,423
Total	600	6,563	21,717	30,737	20,327	79,945

	Under-occupied households
	Overcrowded households

Source: 2011 Household Survey

- Overcrowding and under-occupation affect some of the York sub areas more than others. Figure 4.12 illustrates this in more detail. This shows that under-occupation and overcrowding are most prevalent within the Suburban York sub-area of York.

Figure 4. 12: Overcrowding and Under-Occupation, 2011, Sub area

Location	Households			
	Under-occupied		Overcrowded	
	Total	%	Total	%
Central York	944	3%	486	25%
Suburban York	20,365	71%	1,190	62%
York Villages	7,238	25%	245	13%
York: Total	28,547	100%	1,922	100%

Source: 2011 Household Survey

¹⁸ For a full definition of a 'Decent Home' please refer to: *A Decent Home: Definition and Guidance for Implementation* (June 2006 Update) CLG

¹⁹ Note: Total household figure relates to weighted number of households drawing on the 2011 primary household survey.

Future Supply Capacity

Five-Year Supply of Land

- 4.15 The City of York Council's emerging housing trajectory has identified a five year supply of 4,343 dwellings for the period 2011/12- 2015/16. For the period 2016/17- 2020/21 the City of York has a site supply of 4,754 dwellings and for 2021/22 – 2025/26 the City of York has a supply of 2,330 dwellings.

Bringing the Evidence Together

- 4.16 The purpose of this section has been to undertake analysis to provide an up-to-date assessment of the characteristics of York and its sub regions' housing stock, set in the context of the wider North Yorkshire position presented in the main report.
- 4.17 The key issues and findings emerging from the analysis are summarised below:
- **Total Stock:** There are a total of 83,208 occupied properties in York as recorded in the 2009/2010 HSSA dataset (when vacancy is removed) which is the largest component of stock across North Yorkshire, reflecting York's position as the major urban area in the sub-region.
 - **Recent housing supply:** Between 2004 and 2010 approximately 5,300 residential properties have been built (gross) in York. Gross completions have fallen from 2004 peak levels of over 1,100 per annum across York to 606 in 2009/10. This is reflective of wider trends in development across North Yorkshire, the region and England as a whole.
 - **Vacancy:** 1.8% of properties are classified as vacant across York according to 2009/10 HSSA data which is one of the lowest rates amongst the North Yorkshire Authorities with a sub regional average of 2.6%. Looking at long-term vacancy (over 6 months) York has very low levels at 0.5% when compared to North Yorkshire as a whole (1.2%). The low levels of vacant properties across York reinforces the high demand for property and the limited amounts of surplus stock available to meet current and future population and household requirements.
 - **Overcrowding /Under-occupation:** York has one of the highest levels of over crowding in North Yorkshire, although it remains a very low proportion of households at 2.4% across York compared to 1.8% across North Yorkshire

(excluding Selby). A high proportion (36%) of households are classified as under-occupying their property according to the bedroom standard²⁰.

- **Property size and type profile:** In 2001 York's housing stock was dominated by semi detached properties (37% compared to 33% across North Yorkshire), followed by terraced properties (26%) and detached properties (23%). In comparison to the sub region there was a higher representation of flatted dwellings in York (13% compared to 12%). Property type varies by sub area with flats unsurprisingly focused in Central York where there is traditionally a higher demand for such products and detached and semi detached properties are predominately located in Suburban York and York Villages. An update is provided by the 2011 Household Survey, which indicates that flatted development has grown its share of the total stock profile in recent years – as a result of new development.
- **Dwelling profile by Council Tax band:** There has been an increase in higher value properties (Bands D, E, F, G, H) across York between 2003 and 2008 (latest data available), including a total growth within these bands of 22%, although this is noted to be below the proportional growth in these bands evident across North Yorkshire (26%).
- **Dwelling profile by tenure:** The tenure profile of York generally reflects that of the North Yorkshire sub region including approximately 74% of dwellings in owner occupation, although there is a higher proportion of social rented dwellings in York (at 15%) compared to 12% across North Yorkshire. The higher levels of social rented stock is concentrated in Central York, with owner occupation being more prevalent in Suburban York and York Villages. The Private Sector Stock Condition Survey (2008) provides a tenure update for the City, which suggests that the private rented sector has expanded since 2001 to comprise over 15% of the total dwelling stock.
- **Stock condition:** City of York has performed strongly in improving private sector stock condition. However, costs to repair and improve remaining non-decent private sector homes in the City are estimated at £63 million. Funding should be directed to continue to improve decency and housing conditions – particularly for elderly and economically vulnerable groups.

²⁰ Refer to Section 7 paragraphs 7.22 – 7.23 for a full definition of the 'bedroom standard' measure.

- **Five year land supply:** York has identified a five year supply of land in their emerging housing trajectory at 4,343 dwellings for the period 2011/12- 2015/16.

5. The Active Market

The CLG SHMA Guidance states that understanding house price change is key to understanding the housing market. It represents a direct indicator in relation to the supply and demand balance. For example at a basic level, where demand is lower than supply, the price will fall; where demand is higher than supply, the price will rise. Whilst this formula appears simple the recent 'credit crunch' has illustrated the vulnerability of the dynamics of the market to external factors including the availability of mortgage finance and the attitudes of lenders.

This section therefore concludes the assessment of the current housing market and examines a range of secondary data alongside the outputs of the primary needs survey to paint an up-to-date and detailed picture of the operation of the housing market across the City of York.

- 5.1 An overview of the active housing market across York is presented within this section. Market performance of different tenures represents a key indicator of the balance between housing demand and housing need.
- 5.2 Evaluating the active housing market requires an understanding of the actual cost of buying or renting a property and the level of housing need which relates to the ability to access housing. This review of the active market therefore includes a review of the key indicators of market performance for each of the tenures:
 - The Owner Occupier Sector – detailed house price analysis, examination of the relative change in house prices and the current housing market across York;
 - Private Rented Sector – examination of rental levels of different components of the private rented sector which continues to form an increasingly important component of the overall housing offer; and
 - Social Rented Sector – review of the changes in demand as recorded through the waiting list for social rented properties and an assessment of current average rental levels.
- 5.3 The section concludes by drawing together the analysis of the different tenures to assess the functionality of the market in terms of the ability of households to access housing. This assessment includes analysis of households' expectations and aspirations

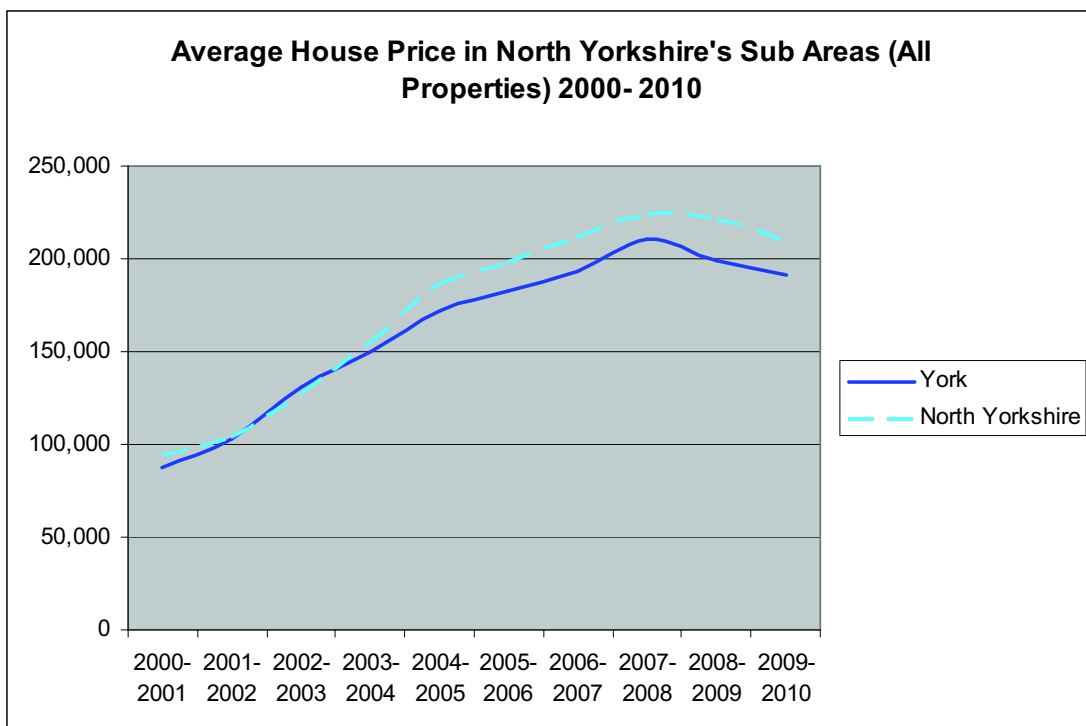
around tenure mobility as well as a contrasting of income and housing costs. Reference should be made to the national and regional housing market trends and outlook presented within the main report as context for the remainder of the section.

Owner Occupier Sector

- 5.4 The following sub-sections analyse the private sector value and sales context within the York property market by initially tracking the change historically over time before bringing the assessment up to date through consideration of the current housing market.

House Price Trends

Figure 5. 1: Trend in Average House Prices, Total, 2000 to 2010, York, North Yorkshire



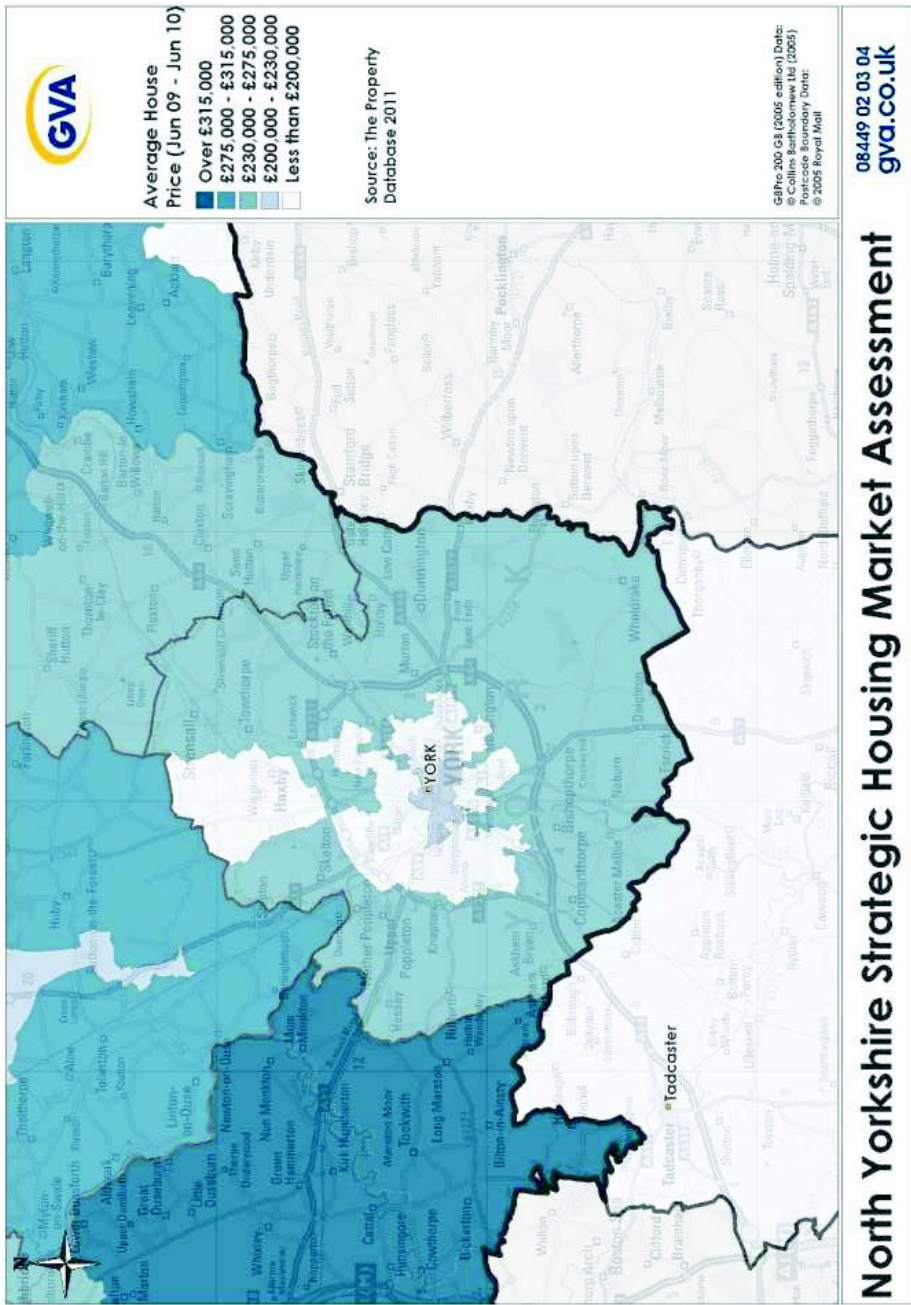
Source: CLG, 2010

- The North Yorkshire sub region has experienced strong price increases since 2001 at 122.8%. In line with national trends average house prices within North Yorkshire have fallen 6.2% since the 2007/08 peak to £209,903.

- Since 2001 York has experienced average house price uplift of 118.5%, which is below the North Yorkshire average of 122.8%. This is despite York's lower base position in 2000/01. In 2009/10 York's average house price was £191,144, 9.4% below its peak of £210,942 in 2007/08.
- Consultation with local agents in the York market²¹ suggests that house prices have begun to gradually increase since Autumn 2010 due to increased interest and demand. It is important to recognise the anecdotal nature of this view – balancing it against available data. Local agents suggested that demand has been driven by market actors re-entering the market, including buy to let investors, and, to a lesser extent, by the gradual return of first time buyers. The city centre is perceived as the focus of demand, with the suburbs also experiencing good levels of interest.

²¹ City Lets, York and Churchills Estate Agent; York

Figure 5. 2: Average House Prices, Total, 2009 to 2010, York, Postcode Sector (Plan)



Source: The Property Database, 2011

- There are clear concentrations of higher values in the rural areas of York outside of the central core and immediate suburban surroundings..
- Figure 5.3 clearly reinforces that the higher median house price values are concentrated in the York Villages sub area.

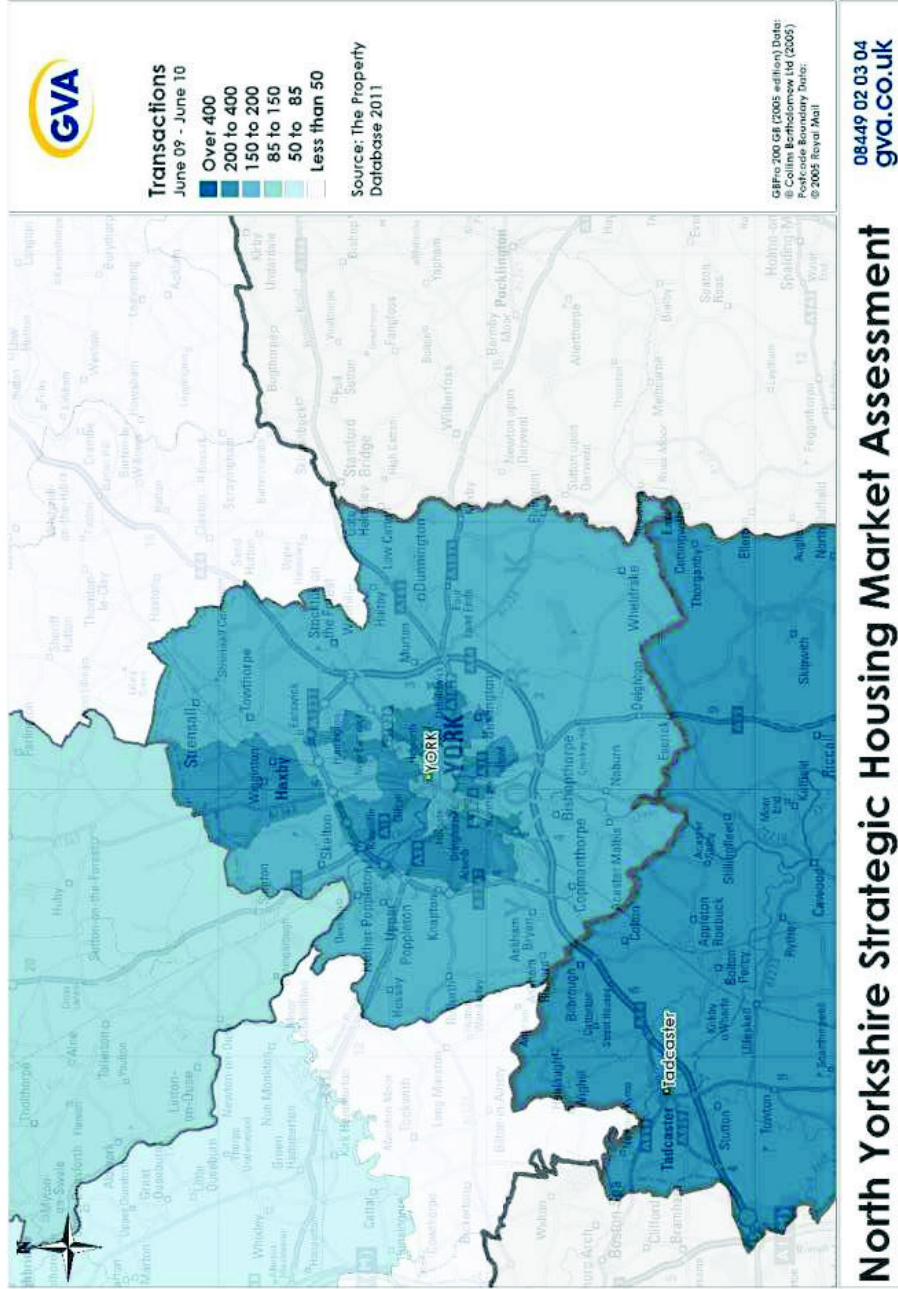
Figure 5. 3: Median House Prices, Sub Areas

City of York	Median House Price
Central York	£205,017
Suburban York	£183,996
York Villages	£250,225

Source: *The Property Database, 2011*

- York has experienced a high number of residential property transactions in comparison to the rest of the sub-region. The areas surrounding the city centre and Haxby have experienced the highest rates of transactions.

Figure 5. 4: Volume of Residential Property Transactions, 2009 to 2010, York (Plan)

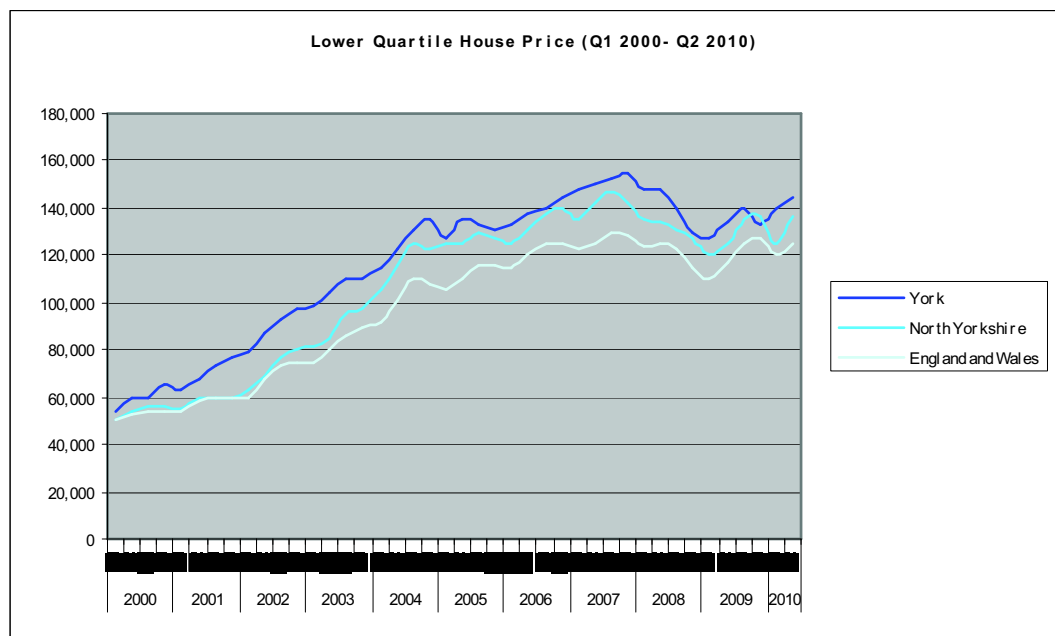


Source: The Property Database, 2011

Lower Quartile House Prices

5.5 The Department for Communities and Local Government (CLG) records the lower quartile house prices for each authority across the UK. The CLG SHMA Guidance (August 2007) recommends that the lower quartile price of properties represents the lower levels of the housing market, and such properties should be considered to be those most likely to be able to be purchased by households on lower incomes or households entering the market for the first time. This, and the use of lower quartile household income data, is explained in more detail later within this section when considering the benchmarking of household access to different housing tenures.

Figure 5. 5: Lower Quartile House Prices, 2000 to 2010, York



	Q1 2000	Q1 2005	Q1 2006	Q1 2007	Q1 2008	Q1 2009	Q1 2010	% Change (Q1 2001 – Q1 2010)
City of York	£54,000	£127,500	£133,000	£148,000	£147,500	£127,500	£140,000	159%
North Yorkshire	£51,000	£125,000	£125,000	£135,000	£135,000	£120,000	£125,000	145%
England and Wales	£50,000	£105,000	£115,000	£123,000	£123,500	£110,000	£120,000	140%

Source: CLG, 2010

- It is clear that for the majority of the timeframe considered (apart from Q4 2009 compared to North Yorkshire specifically), York has maintained lower quartile house prices in excess of both North Yorkshire and England and Wales.
- There was a clear reduction in lower quartile house prices across all three geographies during the period Q3 2007 to Q1 2009, although in all cases recovery (and resulting increase in lower quartile prices) is noted in the period since Q1 2009 (when recognition of seasonal peaks is allowed for).
- Figure 5.6 disaggregates lower quartile house prices by sub area drawing on Land Registry data sourced via The Property Database. It is clear the highest lower quartile house prices are focused in the York Villages sub area.

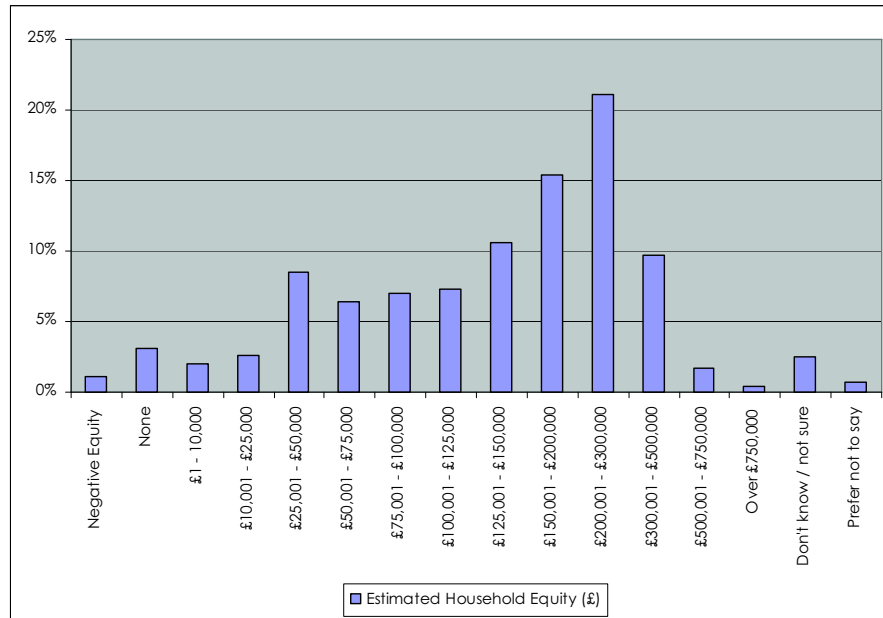
Figure 5. 6: Lower Quartile House Prices, York Sub Areas

	Lower Quartile House Price (all dwelling types)
Central York	£127,500
Suburban York	£130,000
York Villages	£160,000
City of York	£140,000

Source: *The Property Database, 2011*

- 5.6 Property equity is the difference between the open market value of a property and the outstanding balance of all debts on the property (e.g. mortgage). The acquisition of equity occurs as homeowners (in owner-occupation or intermediate tenures) pay down their mortgage or loan on their property or if the open market value of their property appreciates. Homeowners often use equity as a key driving factor in their financial capacity to place a deposit on a mortgage for a new home when moving. A lack of equity or presence of negative equity (where the property is worth less on the open market than the debt placed against it) makes it increasingly expensive to move home.

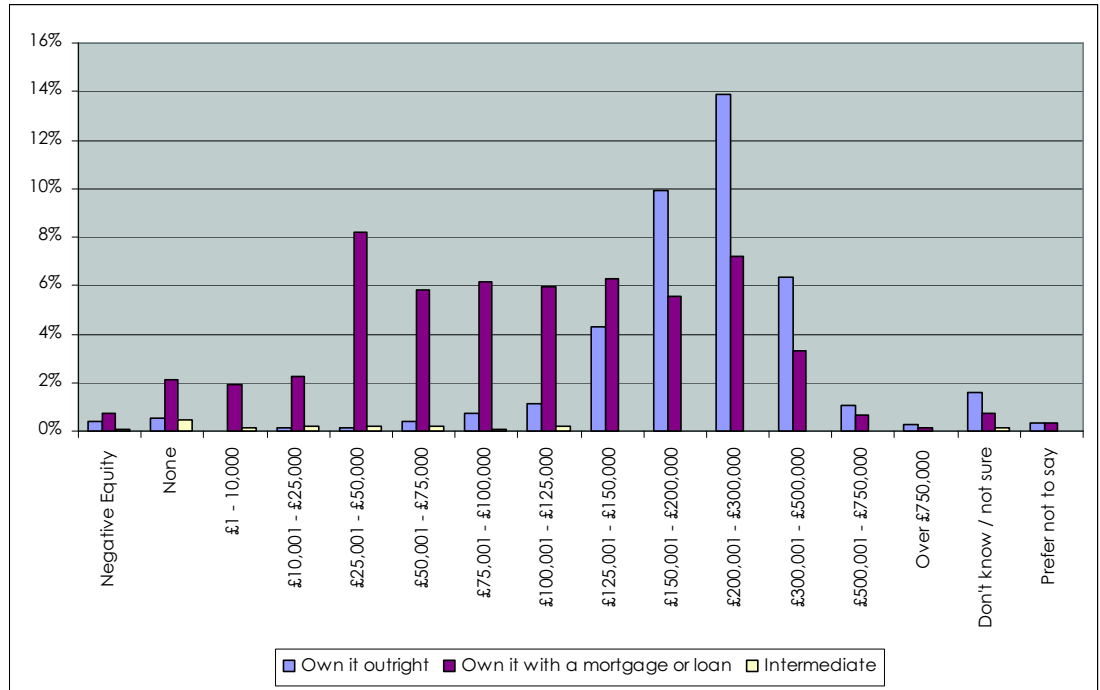
Figure 5. 7: Estimated Property Equity, York



Source: 2011 Household Survey

- The profile illustrates the relatively high value of property across the area, as well as the investment built-up within the properties of many households, with a clustering of households estimating their equity in property to be between £125,001 and £500,000.

Figure 5. 8: Tenure Balance of Estimated Property Equity, York



Source: 2011 Household Survey

- The data for households who own their property outright is a direct proxy for values across the area. This shows again the high value of property in the area with the majority of households with no mortgage valuing their property at between £150,000 and £500,000.
- Significantly, over 50% of households estimate that they have more than £50,000 of equity in their property. This suggests that they would be able to use this equity to put down a deposit on a new property if they were required, or chose, to move. Based on their own judgements, low proportions of households across the area consider themselves as being in negative equity.
- Perhaps unsurprisingly, given the limited level of households residing in intermediate properties, these households considered themselves to have relatively low amounts of equity within their homes when compared to the owner-occupied sector.

Private Rented Sector

- 5.7 Nationally this tenure has undergone levels of unprecedented growth and now continues to play an important role in the operation of the wider market offering an alternative to owner-occupation and the social rented sector.

Figure 5. 9: Private Sector Rent, York

Authority	Size (Beds)	Average Monthly Rent	Average Weekly Rent
City of York	1	£537.53	£124.05
	2	£813.68	£187.77
	3	£979.93	£226.14
	4+	£1,234.93	£284.98

Source: Rightmove, 2011

- 5.8 The 2011 Household Survey enables analysis of the rent paid by households residing in York's private rental sector. The following figure presents this information. In York, there are a significant proportion of households paying above £650 per calendar month as rent within the private sector, with 16% of households paying between £650 and £867 per month on rent.
- 5.9 Those households paying high rents are predominantly renting from private landlords, estate or letting agents. In contrast, York also has a high proportion of households (22%) paying rents of between £260 and £347 per month which reflects the presence of shared student accommodation in York.
- 5.10 Residential agent consultation²² suggests that the lettings market in York, as across all of North Yorkshire, is thriving. The types of people seeking to rent is diversifying and demand for rental family accommodation is growing. Geographically demand tends to be focused on the city centre.
- 5.11 The following figure 5.10 presents household expenditure on private rented accommodation within York.

²² City Lets, York and Churchill's Estate Agent; York

Figure 5. 10: Household Expenditure (in Rent on Monthly Basis) on Private Rented Accommodation, York

Rental Per Week / Month (£)	Household Expenditure on Housing Rent Per Month in Private Rented Sector - City of York			
	Rent from a Private Landlord, Estate or Letting Agent	Student Household Renting from Private Landlord	Rent it from a Relative / Friend of a Household Member	Total
Under £20 per week / under £86 Per calendar month	0.3%	0.8%	0.0%	1.1%
£20 to under £40 per week / £86 to under £173 per calendar month	1.2%	0.0%	0.0%	1.2%
£40 to under £60 per week / £173 to under £260 per calendar month	3.7%	3.2%	0.0%	6.9%
£60 to under £80 per week / £260 to under £347 per calendar month	8.7%	12.8%	0.4%	22.0%
£80 to under £100 per week / £347 to under £433 per calendar month	5.1%	0.0%	0.6%	5.7%
£100 to under £150 per week / £433 to under £650 per calendar month	36.1%	0.6%	0.0%	36.8%
£150 to under £200 per week / £650 to under £867 per calendar month	14.7%	1.5%	0.0%	16.2%
£200 to under £250 per week / £867 to under £1,083 per calendar month	4.1%	4.5%	0.0%	8.6%
£250 to under £300 per week / £1,083 to under £1,300 per calendar month	0.9%	0.6%	0.0%	1.6%
£300 or more per week / £1,300 or more per calendar month	0.0%	0.0%	0.0%	0.0%
Total	74.9%	24.0%	1.0%	100.0%

Source: 2011 Household Survey

Social Rented Sector

5.12 The social rented sector by its nature operates differently from both of the market tenures examined in this section. The tenure is intended to act as a safety net for households ensuring access to housing where household financial circumstances prevent access to other tenures. At the time of the publication of this research the Government is in the process of transforming the way in which the tenure operates in terms of rental levels and the allocation process for households. The delivery of new policy directives will fundamentally impact on the role of the tenure in relation to in particular the private rented sector and this will need to be considered as the research is monitored and updated in the future.

Figure 5. 11:HA (Housing Association) and Local Authority Average Weekly Rents, York

		Average Weekly Rents										
		2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
City of York	Local Authority Rent	43.60	45.70	48.95	48.23	50.05	52.00	50.42	58.47	60.37	61.86	62.96
	HA Rent	48.67	50.08	51.20	52.58	55.02	59.88	64.66	66.32	69.35	72.49	75.88
North Yorkshire	Local Authority Rent	44.10	46.06	47.97	48.82	50.43	52.28	54.61	57.16	60.51	62.16	63.18
	HA Rent	47.88	49.24	50.94	52.95	53.16	57.49	60.70	62.50	65.05	68.26	72.41
Yorkshire and the Humber	Local Authority Rent	36.95	39.44	41.70	42.48	44.18	46.03	48.28	51.74	53.87	55.63	56.89
	HA Rent	48.15	47.49	49.23	49.04	50.41	51.07	53.90	54.81	58.02	62.00	65.28
England	Local Authority Rent	45.62	47.87	49.93	51.02	52.90	55.27	57.93	61.62	64.21	66.05	67.36
	HA Rent	53.11	53.90	55.81	56.52	58.23	61.49	64.32	66.67	69.96	73.51	77.91

Source: CLG Live Tables (2010)

- Average weekly rents across the North Yorkshire social rented sector in North Yorkshire stand at around £63 per week for Local Authority tenants, compared to £72 for RSL tenants.
- Average weekly rents in York in comparison show similar Local Authority rents at £63 per week, but higher RSL rents at £76 per week.

Social Housing Waiting Lists

5.13 The North Yorkshire sub-region has 14,115 households registered as awaiting housing on local authority waiting lists as at April 2010 which represents 3.8% of all North Yorkshire households. York has 2,510 households on its waiting lists which represents 3.0% of all households²³.

²³ Note: The criteria for registering on housing waiting lists may differ between local authorities across North Yorkshire.

Considering Household Expectations and Aspirations

- 5.14 The 2011 household survey provides an insight into the expectation and aspirations of households across all tenures regarding the areas that they choose to live. In the last 2 years York has demonstrated a relatively high level of containment at 64%, with the majority of household moves therefore occurring within the Local Authority area.
- 5.15 However, households have also moved to the area from other local authorities within North Yorkshire such as Scarborough and Harrogate. Importantly, relationships are evident with other housing market areas outside North Yorkshire, with households moving into the city from the North West, Leeds and Selby. Moreover, 11.7% of moves are households moving in from elsewhere in the UK illustrating the draw of York as a destination to live on a national scale.
- 5.16 It is also possible to draw on the 2011 household survey to understand the location expectations of households currently residing in York whom expect to move home within the next 2 years.
- 5.17 Households in York who are planning to move in the next 2 years predominantly expect to remain in York itself, with Central York proving to be the most popular destination, especially amongst those already living in Central York and Suburban York. Scarborough is the most popular destination within North Yorkshire with 2.5% of households planning to move here in the next two years. 11.9% of households plan to move elsewhere in the UK.

Figure 5. 12: Household Movements, Households in Last 2 Years, York

Previous Location	Households Moving in Past 2 Years - Current and Previous Location: City of York			
	Existing Location			Proportion of Total Moves
	Central York	York Villages	Suburban York	
York: Central York	43.0%	13.8%	22.5%	24.3%
York: Rest of Suburban York	12.9%	17.5%	30.0%	26.0%
York: Askham Bryan	.0%	.5%	0.1%	.2%
York: Bishopthorpe	.0%	5.1%	0.0%	.7%
York: Copmanthorpe	.0%	3.1%	1.1%	1.2%
York: Crockey Hill	.0%	.5%	0.0%	.1%
York: New Earswick	.0%	3.8%	0.2%	.6%
York: Skelton	1.0%	.0%	0.4%	.4%
York: Stockton on the Forest	.0%	.0%	0.2%	.2%
York: Strensall	.0%	.0%	0.5%	.4%
York: Towthorpe	.0%	1.5%	0.0%	.2%
York: Upper and Nether Poppleton	.0%	1.9%	0.2%	.4%
York: Other	8.4%	11.5%	9.1%	9.3%
Hambleton	1.9%	.0%	0.7%	.8%
Harrogate	1.8%	4.4%	0.6%	1.3%
Ryedale	.9%	.0%	0.2%	.3%
Scarborough	.0%	2.2%	0.3%	.5%
Selby	3.6%	9.9%	0.0%	1.8%
Leeds	1.0%	4.0%	2.6%	2.5%
Hull / East Riding of Yorkshire	1.8%	.0%	2.5%	2.1%
Elsewhere in Yorkshire and Humber	1.0%	3.3%	8.0%	6.4%
North East	1.2%	1.5%	2.5%	2.2%
North West	2.7%	1.2%	4.2%	3.6%
East Midlands	1.8%	.0%	0.0%	.3%
Elsewhere in the UK	10.3%	11.2%	12.1%	11.7%
Outside of the UK	6.8%	3.0%	2.1%	2.9%
Total	100.0%	100.0%	100.0%	100.0%

Source: 2011 Household Survey

Figure 5. 13: Where Households would Realistically Expect to Move, York

Expected Location	Where Households Planning to Move in Next 2 Years Realistically Expect to Move to - City of York			
	Existing Location			Proportion of Total Expected Moves
	Central York	York Villages	Suburban York	
York: Central York	39.5%	3.7%	24.2%	25.2%
York: Rest of Suburban York	7.4%	29.4%	26.9%	23.6%
York: Acaster Malbis	.0%	.0%	1.2%	.9%
York: Bishopthorpe	.0%	.0%	1.0%	.8%
York: Copmanthorpe	.0%	6.2%	0.0%	.5%
York: Deighton	4.0%	1.6%	0.0%	.9%
York: Dunnington	.0%	3.3%	0.0%	.3%
York: Hessay	.0%	3.4%	0.0%	.3%
York: Holtby	.0%	2.5%	0.0%	.2%
York: New Earswick	.0%	.0%	2.0%	1.5%
York: Rufforth	.0%	.0%	0.5%	.4%
York: Strensall	1.0%	2.9%	0.8%	1.0%
York: Upper and Nether Poppleton	3.6%	4.6%	0.9%	1.7%
York: Wheldrake	.0%	4.4%	0.5%	.7%
York: Other	.0%	2.4%	2.6%	2.1%
York: City Centre	7.7%	.0%	0.0%	1.4%
York: Rural	.0%	.0%	2.1%	1.6%
York: Urban	.0%	.0%	7.6%	5.6%
Harrogate	2.0%	.0%	1.0%	1.1%
Richmondshire	.0%	5.2%	0.0%	.4%
Ryedale	2.0%	1.2%	1.9%	1.9%
Scarborough	.0%	.0%	3.4%	2.5%
Selby	.0%	1.1%	0.0%	.1%
Leeds	3.5%	.0%	0.2%	.7%
Hull / East Riding of Yorkshire	2.6%	.0%	0.5%	.8%
Elsewhere in Yorkshire and Humber	.0%	5.7%	4.1%	3.5%
North East	7.9%	5.5%	0.6%	2.3%
North West	.0%	1.3%	1.2%	1.0%
East Midlands	3.1%	.0%	0.6%	1.0%
Elsewhere in the UK	10.9%	13.2%	12.0%	11.9%
Outside of the UK	4.7%	2.4%	4.1%	4.0%
Total	100.0%	100.0%	100.0%	100.0%

Source: 2011 Household Survey

- 5.18 The 2011 household survey can also be utilised to understand household moves and expectations by tenure.
- 5.19 In York almost 44% of households planning to move in the next 2 years are expecting to own their property with a mortgage or loan, compared to 36.8% across North Yorkshire. Social renting and private renting are also popular choices with 30.6% and 29.6% respectively expecting to live in these tenures. In comparison to the other North Yorkshire Local Authorities, York has a much smaller proportion of households expecting to own their property outright at 12.2%. This is both expected to reflect the demographic of the city, as well as the elevated house prices.
- 5.20 In the last two years households who have moved have predominately remained within in their existing tenure. Owner occupation has proven a popular tenure choice with 15.1% of moves from the private rented tenure and 4.5% of moves from living with family or friends to either the own outright or own with mortgage or loan tenures. These factors suggest that households continue to aspire towards owner-occupation within the York housing market.
- 5.21 Interestingly, a small proportion of households (2.4%) have moved from the private rented sector into the social rented sector, which is likely to be a result of cost pressures.

Figure 5. 14: Housing Tenure Expectations, York

Authority	Households Planning to Move in the 2 Years - Tenure Expectation: Local Authorities & North Yorkshire									
	Expected Tenure									
	Own Outright	Own with Mortgage or Loan	Intermediate	Social Rent	Private Rent	Tied Accommodation	Living with Family or Friends	Managed Student Accommodation	Other	Total
City of York	12.2%	43.8%	9.4%	30.6%	29.6%	0.2%	2.4%	1.3%	1.0%	100.0%
North Yorkshire	22.8%	36.8%	8.2%	36.7%	26.6%	0.4%	1.2%	0.5%	0.6%	100.0%

Figure 5. 15: Previous Tenure by Current Tenure (households moving in last 2 years), York

	Households Moving in Last 2 Years - Previous Tenure and Current Tenure: City of York									
	Previous Tenure					Current Tenure				
	Own Outright	Own with Mortgage or Loan	Intermediate	Social Rent	Private Rent	Tied Accommodation	Living with Family or Friends	Managed Student Accommodation	Other	Total
Own Outright	8.1%	1.9%	0.1%	0.6%	3.0%	0.0%	0.0%	0.0%	0.0%	13.7%
Own with Mortgage or Loan	1.0%	13.5%	0.0%	0.6%	3.1%	0.0%	0.0%	0.4%	0.0%	18.7%
Intermediate	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%
Social Rent	0.2%	0.0%	0.0%	5.5%	1.2%	0.0%	0.0%	0.0%	0.0%	6.9%
Private Rent	2.0%	13.1%	1.1%	2.4%	20.6%	0.0%	0.8%	0.0%	0.0%	39.9%
Tied Accommodation	0.2%	0.0%	0.0%	0.5%	0.3%	0.1%	0.0%	0.0%	0.0%	1.1%
Living with Family or Friends	1.0%	3.5%	0.0%	2.1%	3.9%	0.0%	0.0%	0.4%	0.0%	10.9%
Managed Student Accommodation	0.1%	0.0%	0.0%	0.0%	6.6%	0.0%	0.0%	0.0%	0.0%	6.8%
Other	0.3%	1.0%	0.0%	0.2%	0.5%	0.0%	0.0%	0.0%	0.0%	1.9%
Total	12.9%	33.0%	1.2%	11.9%	39.3%	0.1%	0.8%	0.9%	0.0%	100.0%

Source: 2017 Household Survey

Mortgage Finance

- 5.22 One of the underlying drivers behind the lack of mobility in the housing market, in particular the owner-occupier market, remains the tightening of mortgage finance by financial lending institutions (banks and building societies) since the 'credit crunch' in 2008, with the subsequent removal of all 100%, 95% and the majority of 90% mortgage products from the market. The result has been that prospective purchasers have had to raise increased capital deposits to access mortgage products, which has had a limiting effect on the ability of those households with low incomes and savings (for example first time buyers) to access the owner occupied sector.
- 5.23 Full analysis of the availability of mortgages across the UK and the Yorkshire and Humber region is provided within the main report. There are noted short to medium term constraints to accessing mortgage finance across both geographies.
- Assuming lenders require a 10% deposit, with interest rates of 5.49%, and a 25-year repayment period, a repayment mortgage for the lower quartile average house price within York stands at £898 per month, with an interest only mortgage lower at £662 per month.
 - In comparison to North Yorkshire, York is an expensive Local Authority area to become an owner occupier with mortgage payments for both a repayment mortgage and an interest only mortgage in excess of the North Yorkshire averages.

Figure 5. 16: Mortgage Repayments on Lower Quartile Homes, York, North Yorkshire

Authority	Mortgage Repayments for Lower Quartile Property (November 2010)					
	Lower Quartile House Price (Q2 2010)	Mortgage (25 year term)	Repayment mortgage		Interest only mortgage	
			Monthly payments	Weekly payments	Monthly payments	Weekly payments
City of York	£144,625.00	£130,162.50	£897.59	£224.40	£661.65	£165.41
North Yorkshire	£136,000.00	£122,400.00	£844.06	£211.01	£622.2	£155.55

Source: LCC; FSA 'Money Made Clear' Mortgage Calculator

Benchmarking Access to Different Housing Tenures

5.24 The analysis of the active market has clearly highlighted the current issues facing the housing market across York, including a reduction in activity. The data assembled above has been drawn together in this final sub-section to present an indication of the relative affordability of different tenures of housing in relation to the financial capacity of households in York. The CLG SHMA guidance (August 2007) suggests a number of critical levels to test against income in order to evaluate the extent of the issue of affordability. The two core elements are:

- Assessing whether a household can afford to buy a home; and
- Assessing whether a household can afford to rent a home.

5.25 It is important to note that this analysis is presented for illustrative purposes, with a full analysis undertaken (utilising income multipliers for both single-occupant/income and multi-occupant/income) households within the affordable housing needs assessment conducted in Section 7 in line with the CLG Guidance.

5.26 A series of key assumptions used in the benchmarking assessment of these elements are set out as follows.

Key Affordability Benchmarking Assumptions

5.27 Within its guiding methodology for assessing affordability, the CLG SHMA Guidance (August 2007) recommends the following standardised assumptions when assessing affordability:

- Lower Quartile house prices are utilised to represent lower market entry properties.
- A household with a single income is considered able to buy a home if it costs 3.5 times the gross household income; however in the current market banks are looking more closely at affordability and credit worthiness and so this report also considers an alternative benchmark for whether residents can afford to buy a home relating to the proportion of income that mortgage repayments represent. This alternative measure of ability to buy a home assumes that a bank will advance mortgage funding if the mortgage repayments represent no more than 20% of a households gross income. This is lower than the 25% of gross income assumed that would allow individuals to access market rented property, based on the assumption that owner occupation has additional costs such as maintenance, buildings and other insurances etc.

- A household is considered able to afford open market (private) rental housing in cases where the rent payable would constitute no more than 25% of their gross household income;
- 'Rent payable' is defined as the entire rent due, even if it is partially or entirely met by housing benefit; and
- Annual social housing rents are calculated from an average taken of RSL rental levels.

5.28 The benchmark values to access different housing tenures in York are shown in the following table²⁴.

Figure 5. 17: Benchmark Property Values, York

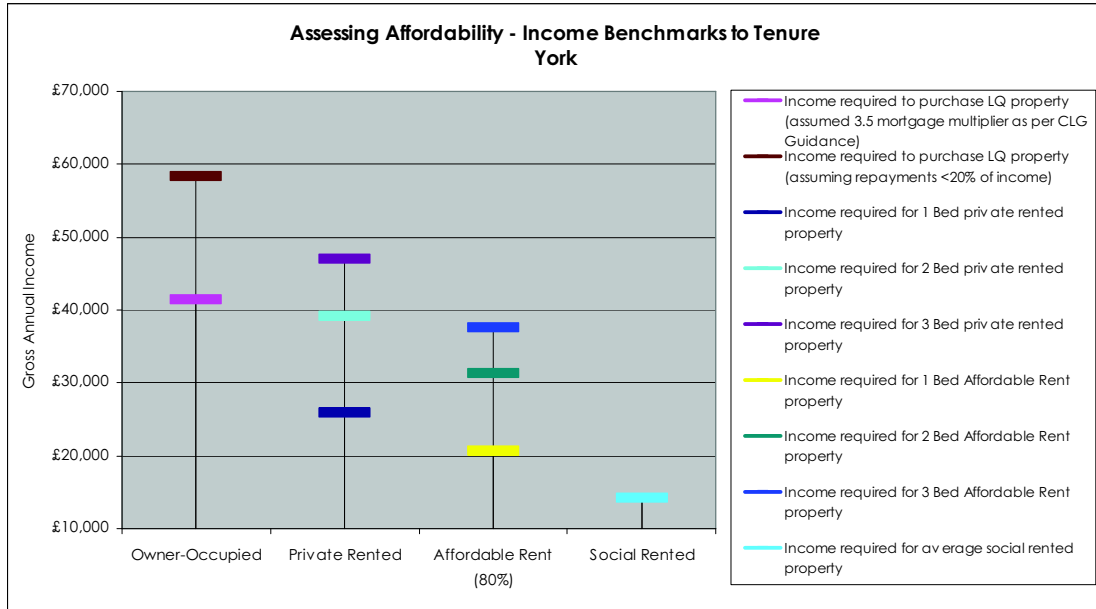
Location	Benchmark Property Values		
	House Price	Average weekly rent	Annual Rent
York			
Market Entry			
Lower Quartile Price (April 2009 - March 2010)	£144,625	n/a	n/a
Market Rented			
1 Bed rental properties	n/a	£124	£6,450
2 Bed rental properties	n/a	£188	£9,764
3 Bed rental properties	n/a	£226	£11,759
Affordable Rent			
1 Bed rental properties	n/a	£99	£5,160
2 Bed rental properties	n/a	£150	£7,811
3 Bed rental properties	n/a	£181	£9,407
Social Rented			
Average rents in social rented properties	n/a	£68	£3,543

Source: GVA, 2011

5.29 Under these assumptions the following figure indicates the income required to access these different elements of the housing market in York.

²⁴ Refer to Section 7 paragraphs 7.82 – 7.86 for a full definition of Affordable Rent dwellings

Figure 5. 18: Income Benchmarks to Tenure, York



Source: GVA, 2011

- In York the income required to purchase a lower quartile house, based on a 3.5 time a single income household's earnings is £41,321. However in the current banks tend to lend only if mortgage repayments are less than 20% of gross income. In this context the income required would be in the region of £58,343 in York.
- Income levels required to access the private rented sector are below the income required to purchase, with the income required for a 1 bed property at £25,802, a 2 bed property at £39,057 and a 3 bed property at £47,037.
- For an Affordable rent property, the income level required to access a 1 bed property is £20,641, a 2 bed property is £31,245 and a 3 bed property is £37,629.
- The income required for an average social rented property stands at £14,170.

5.30 Drawing on the response to the 2011 Household Survey, the median (average) household income in the City of York in 2011 is estimated at £22,100. When this is compared to the average income level required to access the private owner-

²⁵ Refer to Section 7 paragraphs 7.82 – 7.86 for a full definition of Affordable Rent dwellings

occupied housing market, which is £58,343 when a ceiling mortgage spend of 20% of a household's annual income is applied, it is apparent that the private housing market is inaccessible for many households.

- 5.31 The affordability problem is exacerbated by many households inability to access the private rental market and affordable rental market, with incomes required for 2 bed (£39,057) and 3 bed (£47,037) private rented property and 3 bed affordable rented property (£37,639) is excess of York's average household income.

Bringing the Evidence Together

- 5.32 The purpose of this section has been to undertake analysis to provide an up-to-date assessment of the residential property market in York, set in the context of the wider North Yorkshire position presented in the main report.

- 5.33 The key issues and findings emerging from the analysis are summarised below:

- **Owner occupier house price trends:** York has experienced a rise in average house prices since 2000, peaking (inline with the wider market) at a high of £210,942 in December 2007/08. Current average house prices in York have fallen by almost 10% since 2007/08. Current values vary throughout the Local Authority area with the York Villages sub area recording the highest median house price of £250,225. Lower quartile house prices within York have been consistently above sub regional average levels (apart from Q4 2009). The lowest lower quartile house price is in Central York at £127,500, which reflects the prevalence of smaller properties in the city centre. This indicates towards the affordability challenge likely to be experience by households wishing to access entry level market housing in the city.
- **Private Rented Sector:** York has growing levels of demand for this tenure – reflected in approximately a 50% expansion between 2001 and 2008. This is also reflected in rents with over a quarter of private renters paying in excess of £650 per calendar month. However, almost a quarter of private renters are paying between £260 and £347 per month, which is likely to be due to the prevalence of shared student accommodation in York.
- **Social rented sector:** In York average weekly rents for Local Authority tenants (£63 per week) and RSL tenants (£76 per week) are broadly in line with sub-regional

trends. Social housing waiting lists are also broadly similar with 3.0% of all households in York on its waiting list.

- **Household Movements:** York demonstrates a high rate of household retention with 64% of those planning to move in the next two years planning to remain in York. Owner occupation remains a popular aspiration with almost half of household planning to move expecting to move to this tenure. However, recent trends have demonstrated that people tend to remain within their current tenure, although in York those who do move tenures do tend to move to owner occupied properties.
- **Access to the housing market:** Benchmarking of incomes to tenure suggests a significant mismatch between average income required to access the market (£58,343 in York assuming a ceiling mortgage spend of 20%) compared to average median household income levels across the city of under £22,100.

Part 2: Future Housing Market and Need

6. Future Housing Market

The preceding sections whilst assessing the state of the current housing market have also examined the demographic, economic and active market drivers likely to influence the future housing market.

The North Yorkshire SHMA Report includes a detailed analysis of a series of household projections in order to assemble different scenarios of household change. This is used to provide an indication of the potential quantum of households requiring housing in the future based upon an assessment of demographic and economic drivers. These projections need to be considered alongside the findings of the following section in order to assess the split in the demand this result in by tenure, at least over the short-term. In turn through analysis of detailed demographic projections and the 2011 Household Survey projections are arrived regarding the future demand for different property sizes across all tenures. These clearly have important implications for the setting of future policy and strategy.

The purpose of this section within the Appendix is not to replicate this analysis. The data examined does not allow for a sub-area disaggregation of data, with the proceeding section providing a sub-area short-term projection of housing need. This section therefore presents the headline findings of the North Yorkshire Report Section 7 alongside a series of local authority tables and charts to provide additional information and complementary analysis to the North Yorkshire SHMA.

Research findings relate directly to:

[Core Output 3: Estimate of total future number of households, broken down by age and type where possible;](#)

[Core Output 6: Estimate of future households requiring market housing \(by size\).](#)

- 6.1 This section presents the key individual authority tables and charts presented within the main North Yorkshire report. The North Yorkshire Report provides a full account of the methodologies applied and the strengths and limitations of various datasets. The information presented here is therefore intended to aid the reader to understand the individual authority's characteristics and trends in greater detail.
- 6.2 The North Yorkshire report presents three Core Scenarios. Whilst the North Yorkshire report presents a series of sensitivities highlighting the impact of changing specific

variables underpinning these Core Scenarios these are not replicated within this Authority Appendix document. Following the presentation of the Core Scenarios analysis of the projected changes to age and household composition within the authority based on the assumptions underpinning the sub-national population and household projections is set out. The section concludes with analysis translating these long-term demographic trends and the findings of the Household Survey to arrive at estimations of the sizes of properties required to meet requirements.

North Yorkshire Findings

- 6.3 Nationally population projections indicate that the population is rising, with this growth in the overall number of people being compounded further in demand for housing by falling average household sizes. The result nationally is a well documented apparent mismatch between current and future supply and demand for housing. Under the previous Labour Government regionally set housing targets were an important component of the planning process in enabling levels of development which addressed this imbalance both locally and cumulatively at a national level. These statutory targets are in the process of being revoked and a new policy approach is starting to emerge. Until these policies are finalised the retention of housing targets remains a key element of the Core Strategy informing the authority's position in terms of its five year land supply. However, there exists considerably greater flexibility for these to be shaped to directly reflect local understanding of demand for housing.
- 6.4 Given the uncertain policy climate at the time in which this research is being written the analysis within the SHMA is intended to provide the Partnership Board and the respective local authorities across the sub-region with robust analysis of the drivers of housing demand in order to assist in the process of developing and validating future housing targets. The evidence base here is not intended to be directly transferable for authorities to translate evidence based household growth rates into housing targets within policy. It is recognised that as part of this process further consultation work will be required by individual authorities alongside further detailed analysis of individual circumstances and factors influencing potential supply and demand.
- 6.5 Section 7 of the North Yorkshire SHMA report considers the structural drivers of change – economic and demographic trends – and the implications of these for maintaining a balanced housing market. It first develops quantitative scenarios to consider the level of housing demand (i.e. household growth). Three Core Scenarios are presented drawing on national and regional datasets:
- [Core Scenario 1 - 2008 based Sub-national Population / Household Projections \(ONS / DCLG\);](#)

- Core Scenario 2 – Natural Change based projection
- Core Scenario 3 – Impact of Economic Change

- 6.6 A series of Sensitivities are then presented and explored to illustrate the implications of altering assumptions within the 'official statistics' published by the ONS and DCLG.
- 6.7 The analysis in the North Yorkshire SHMA of these scenarios is undertaken at a local authority level. A number of headline conclusions are reached with their implications and the underpinning analysis for York considered in more detail within the rest of this section.
- 6.8 The sub-national population projections produced by the ONS form the base of all of the scenarios and show a projected increase in the population across North Yorkshire of 114,000 between 2008 and 2026. Migration represents a key driver behind this projected growth with historical trends analysed in Section 3 of this appendix being projected forward for each authority as a trend.
- 6.9 Under the Natural Change Scenario (Scenario 2), the two components of migration are removed from the projections (international and internal migration) to illustrate the impact on population assuming only the impact of natural change. Across North Yorkshire this would result in a projected growth of only approximately 13,300 people over the same time period. A number of authorities including, Craven, Hambleton, Ryedale and Scarborough would all experience a loss in their population under this scenario.
- 6.10 The final scenario, Scenario 3 – Impact of Economic Change, examines the application of a constraint to align the population, in particular the working age population, with the forecast numbers of jobs to be available in the area based upon the economic forecasts summarised in Section 3. The result of this constraint is to suggest a further level of population growth across all of the authorities except Selby compared with Scenario 1, noting that York is excluded from this Scenario²⁶.
- 6.11 In translating the population projections analysed above into household projections the projected levels of population are divided by projected household size statistics as provided by the DCLG within their published sub-national household projections. These projections assume a steady fall in household sizes from an average of 2.28 across North Yorkshire to 2.12 by 2026. The application of these household sizes (or headship rates) results in average annual household growth levels of 1,900 under Core Scenario 2 (Natural Change) and 4,300 under Core Scenario 1 (SNPP). Under Core

²⁶ Note: As referenced in Section 3 the City of York has commissioned independent local employment projections, which have in turn been used to inform a proposed level of household growth to inform the Core Strategy.

Scenario 3 the level of household growth is slightly higher than Core Scenario 1 for all authorities except Selby, with York excluded from the analysis given their production of an up-to-date evidence base to support their Core Strategy. Whilst Core Scenario 2 represents a hypothetical scenario which could never be realised it serves to demonstrate that even with no migration from outside of the North Yorkshire authorities there will be a healthy level of household growth which will require a response in terms of housing development. The other two scenarios both show levels of projected household growth which exceed the RSS housing targets, this is particularly pronounced in a number of authorities.

- 6.12 The SHMA analysis presented within the North Yorkshire SHMA draws on information from the Household Survey and the latest demographic analysis being undertaken by Edge Analytics to highlight the importance of understanding the sensitivity of the Core Scenarios to a number of factors. These serve to highlight that whilst trend based projections represent a robust approach to calculating potential future demand the last few years have shown the impact of external factors. The sensitivities highlight the potential weakness in projecting estimations of international migration forward at a flat rate, particularly with this rate being particularly high in the region and indeed in York and Richmondshire within the sub-region. In addition other factors such as the impact of affordability and commuting are considered in relation to the ongoing levels of internal migration into the area likely to be seen over the longer-term. Finally the important assumption around falling household sizes is examined in light of the information presented through the Household Survey, which shows that over recent years rates of newly forming households have fallen, primarily linked to market mobility issues and the supply of new properties. A number of these sensitivities are summarised within this Authority Appendix as they directly impact upon York, the full suite are not replicated here as they are intended to provide a strategic evidence base for consideration by all partners across North Yorkshire.

York Analysis

Core Scenarios – Projecting Population Growth

Core Scenario 1 – Sub-National Population Projections

- 6.13 The mid-year ONS estimates of population, analysed in Section 3, provide the base historical data for the **sub-national population projections** (SNPP), which are produced every two years. These datasets provide projections for a 25-year time-horizon, for each district and unitary authority. The projections represent an important part of any assessment of future household change and are specifically referenced within the DCLG SHMA Guidance.

- 6.14 Assumptions used by the sub-national population projections are based on recent evidence on births, deaths and migration, plus they incorporate evidence from an expert panel which has provided guidance on likely future trends in fertility, mortality and migration. SNPP are constrained to the total population estimated in the **national population projection** (NPP).
- 6.15 The latest 2008-based SNPP suggest that the population of North Yorkshire will increase by just over 114,000 people from a 2008 base to 2026. 2008 is used as a base date with this representing the point from which levels are projected rather than based within the ONS mid-year population estimates.
- 6.16 The following table quantifies the levels of population change estimated through the SNPP in York. This illustrates that York contributes almost 38,500 people to this growth, representing 34% of total growth across the sub-region.

Figure 6. 1: Population Projected Growth – 2008 – 2026 – Core Scenario 1

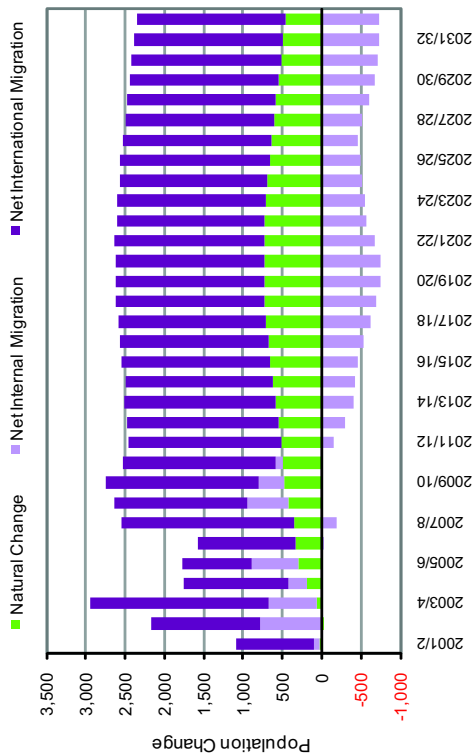
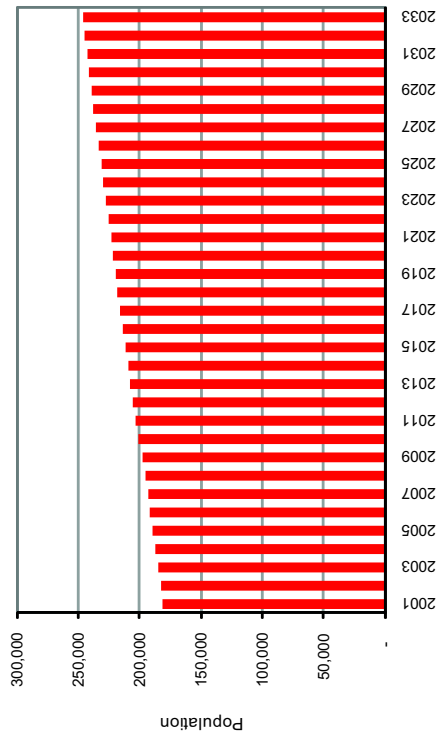
Authority	Total Population - 2008 base SNPP							
	Population Estimates				Projected change in Population		Annual Projected Change	
	2008	2011	2016	2026	2008 - 2016	2008 - 2026	2008 - 2016 (eight years)	2008 - 2026 (18 years)
York	194,887	202,798	213,520	233,344	18,633	38,457	2,329	2,137

Source: Edge Analytics, 2010, ONS, 2010

- 6.17 Under the SNPP York is projected to increase its population annually on average by over 2,100 people per annum between 2008 and 2026. The projections suggest that the population will grow more rapidly over the initial forecast period (2008 – 2016) with an annual uplift of over 2,300 people.
- 6.18 The annualised projected change in population as well as the individual components of change are illustrated through the following charts.

Figure 6. 2: Population Forecast and Components of Change

York



Source: Edge Analytics, 2010, ONS, 2010

-
- 6.19 From the chart it is clear that the relative importance of the components of change across York during the projection period vary slightly from the trends evident between 2001 – 2009. In York internal migration is projected to act as a drag factor (i.e. a negative level of change annually), in total the authority is projected to lose over 7,000 people to other parts of the UK in net terms between 2008 and 2026. In contrast international migration is projected to play a significant positive role in population growth with a net increase of almost 2,000 international migrants each year, adding up to over 36,000 people between 2008 and 2026. With the city having a comparatively youthful demographic structure, with this further reinforced through the projections of international migration (generally assumed to be of young working age), natural change has a year on year positive input to positive growth.
- 6.20 The migration trends identified above are in part based upon historical migration trends as well as the application of assumptions around the distribution of international migrants around the UK (further detail provided as part of the sensitivity analysis within the North Yorkshire SHMA report). Future migration trends will clearly be influenced by a number of factors, including but not limited to the availability of new supply in the area, the accessibility of supply (i.e. the ability of households to afford property) and the economic rationale for locating in the area, in particular this relates to the propensity of households to commute (the impacts of rising fuel costs being one potential factor on this). These considerations are explored in greater detail in the sensitivities analysis in Section 7 of the North Yorkshire SHMA report.

Core Scenario 2 – Considering a Natural Change based Projection

- 6.21 Using the POPGROUP suite of software Edge Analytics have developed a scenario of population change which removes the impact of migration from 2008 onwards. This therefore assumes that the existing population is not expanded or changed by migratory factors and that population change is constrained only to natural change from the population as of 2008 (i.e. births and deaths).
- 6.22 The breakdown of the projections by the three core components above, shows that within York natural change has a positive net impact on population change over the projection period. This is illustrated within the table below which illustrates the level of population growth projected under a scenario of nil migration. In order to benchmark the impact of this constraint the SNPP projections are also included for reference.

Figure 6. 3: Contrasting Projections constrained by Nil Migration with the SNPP – 2008 – 2026

Authority	Total Projected Change in Population		Annual Projected Growth	
	2008 - 2026		2008 - 2026 (18 years)	
	SNPP	Natural Change	SNPP	Natural Change
York	38,457	12,355	2,137	686

Source: Edge Analytics, 2010

- 6.23 The important role that natural change is projected to play in York is evidenced by the annual average growth of almost 700 people assumed under the Natural Change scenario. This represents a significant level of growth on its own and represents an important consideration in terms of the pressures this will place on the housing stock as well as other services.
- 6.24 It is important to note that even with natural change playing a significant positive role the natural change scenario represents a substantially lower level of growth than that projected through the SNPP this further serves to illustrate the impact of assumptions around sustained high net international migration levels into the area. It is important to recognise that this scenario is a hypothetical scenario with the reality of the market meaning that migration could never be artificially constrained to zero.

Considering Economic Change and Population Growth

- 6.25 A bespoke employment constrained scenario has not been modelled for York as the CYC Core Strategy Submission (Publication) aims to balance housing need and economic growth using an evidence base previously commissioned by Arup. This adopts a different methodological approach to the Core Scenario 3 developed through this research but considers firstly, the level of job growth suitable for the future and secondly, the level of population and household growth that should form the basis of future housing provision in light of recent economic circumstances.
- 6.26 Within this work, as noted in Section 3 ARUP produced a number of economic forecasts with a mid-range scenario – ‘muted growth’ used to compare against potential levels of household change.
- 6.27 The housing research paper²⁷ uses this level of job growth to assess the potential impact it would have on population change and therefore the demand for new housing. A number of important points are referenced in relation to household growth linked to the performance of the economy:

²⁷ ‘City of York Council Topic Paper – Population’ (Updated Version, July 2011), ARUP

- *We expect that the most likely scenario is that although migration may have dropped off slightly during the recession and in the short-term future (5 years), levels of migration are likely to recover to pre-recession levels thereafter and long term trends towards higher levels of migration continue;*
- *Whilst it is possible that York could rely on additional commuting to meet its labour demands, and many other historic cities have much higher levels of in commuting than York such a strategy would need to consider effects on the transport system. Such a strategy would also need to consider the cumulative effects of possible housing under provision in surrounding authorities, particularly in places as the East Riding and Harrogate, if provision similar to RSS allocations is maintained. This will have the effect of intensifying housing pressures on York; and*
- *From the perspective of their timing it seems likely that the 2008-based projections were likely to be an overstatement of requirements because previous trends were predominantly associated to boom conditions...Our judgement is that an approximation of trends representative of an economic cycle, the 2003-based forecasts are perhaps more representative of long term requirements...the 2003-based forecasts on the other hand, were preceded by a period of less rapid growth in 2001/02.*

6.28 The demographic sensitivity identified that in reality levels of international migration into York are likely to have been elevated in the statistics over recent years, this therefore reinforces the correction down of the latest ONS / DCLG projections, although a reduction in assumed levels of migration in the future will need to be balanced against a policy-on projection of increased job growth. This will require further monitoring in the future once job levels do start to increase post the short-term.

Translating Population Growth into Households

6.29 The analysis of current household profiles across the County within Section 4 of the North Yorkshire SHMA report explains the link between population estimates and projections and household estimates. Primarily this process involves the application of headship rates to the population forecast to produce an indication of the levels of households that would result.

6.30 Importantly as the analysis in the North Yorkshire SHMA identified the DCLG has assumed a falling level of household size between 2001 and 2009 with this trend

continuing to be projected forward within the Sub-National Household projections produced by the DCLG

- 6.31 The following table illustrates the varying projected changes in private household population (institutional populations are removed from the household projections), headship rates or household size and the households under the SNPP scenario of population change (Core Scenario 1).

Figure 6.4: Population, Household Size and Household Change 2008 – 2026 – Core Scenario 1, SNPP / SNHP

Authority	Sub-National Projections (ONS / DCLG) - 2008 Base									
	Private Household Population			Household Size			Households			
	2008	2026	Change 2008 - 2026	2008	2026	Change 2008 - 2026	2008	2026	Change 2008 - 2026	Annual Change (18 years)
York	188,590	226,380	37,790	2.25	2.11	-0.14	83,740	107,276	23,536	1,308

Source: Edge Analytics, 2010, GVA, 2010

- 6.32 This shows that household sizes within York under the DCLG projections are assumed to fall from 2.25 persons to 2.11 persons, or a decrease of 0.14. Whilst this represents a steep decrease it is less than the North Yorkshire average level which shows a decrease of 0.16.
- 6.33 The impact of these Headship rates assumptions are shown in the overall levels of projected household growth. Within York the combination of a sharp rise in population and falling household sizes means an increase in households over the projection period. Between 2008 and 2026 York is forecast to see an increase of over 23,500 households under these assumptions, or an annual average increase of 1,300 households per annum. This exceeds the RSS target in terms of net dwellings significantly and the city's own policy position identified through their previously commissioned evidence base.

Sensitivity Scenarios

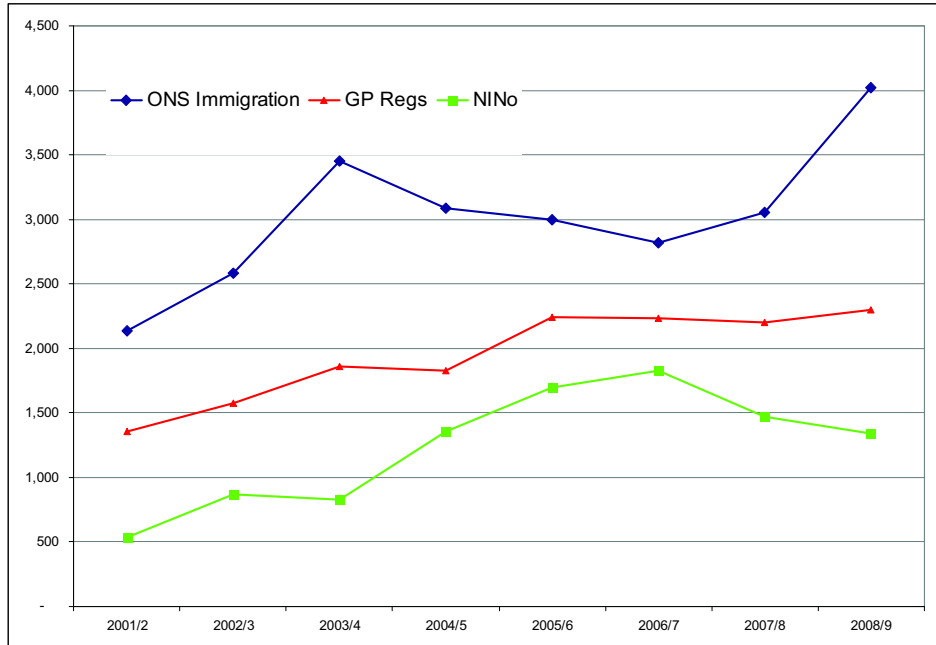
- 6.34 The North Yorkshire SHMA report provides a full introduction to the importance of sensitivity testing. An examination is made of the sensitivities around both demographic and economic factors to the projections presented above.
- 6.35 In the case of York these sensitivities are particularly important as the analysis undertaken both through this research and through research commissioned separately by the Council highlights the potential issues with the standard national projections. It is important to note when considering the sensitivities below that it is not

within the scope of this research to develop alternative quantitative population or household projections to those Core Scenarios presented above. However, the sensitivity illustrated below highlights the potential importance of questioning the assumptions and outputs of the SNPP Scenario in terms of considering future levels of household growth which are likely to be realised and required over the future plan period. This **does not however, have any effect on the housing need estimates calculated in Section 7. The source of data for future household change over the short-term (Step 2.1) in the housing need analysis is the Household Survey 2011 given that this data source provides a more locally bespoke resource for assessing trends over this shorter timeframe.**

Sensitivity 1. Considering Demographic Assumptions

- 6.36 The North Yorkshire SHMA report provides a justification for critiquing official statistics, in this case the ONS mid-year estimates and sub-national population projections where updated local data sources evidence different data outputs.
- 6.37 The analysis examines the comparison of other data sources, primarily GP registrations, to explore potential deviations from the ONS statistics.
- 6.38 The following chart illustrates the relationship between GP registrations by foreign nationals, national insurance number registrations to foreign nationals and the current ONS estimate of immigration for York. This suggests that the ONS estimates are significantly in excess of data recorded in the other administrative sources, inflating the estimated impact of international migration both in the mid-year population estimates and in the sub-national projections of both population and households.

Figure 6.5: York: ONS Immigration Estimates vs. Administrative Sources



Source: Edge Analytics, 2010

- 6.39 The impact of the alternative immigration estimation methodology upon sub-national projections for York would be very significant and would lead to a considerable modification of the projections presented under each of the Core Scenarios.
- 6.40 In the case of York, the application of corrected historical data in generating trends would suggest that the 2008-2026 population projection could reduce by up to 20,000 if the data corrected to better align with local statistical data sets. This would result in a corrected trend-led estimate of 215,000 in 2026, rather than the inflated 233,334 in the existing sub-national population projections. This would equate to a household total of approximately 99,000 in 2026, as opposed to the 107,000 projected under the SNPP. The **application of this correction in turn would result in a reduction to the annual average household growth rate from almost 1,310 to 850 per annum for York²⁸.**

A Projected Changing Population and Household Profile

- 6.41 The analysis presented to date within this Section has clearly illustrated that the population is going to change and grow in different ways in York under all of the scenarios and even under the sensitivities. The relative contribution of migration and

²⁸ It is important to note that the Arup evidence base reports also identify this potential overestimation within the ONS datasets.

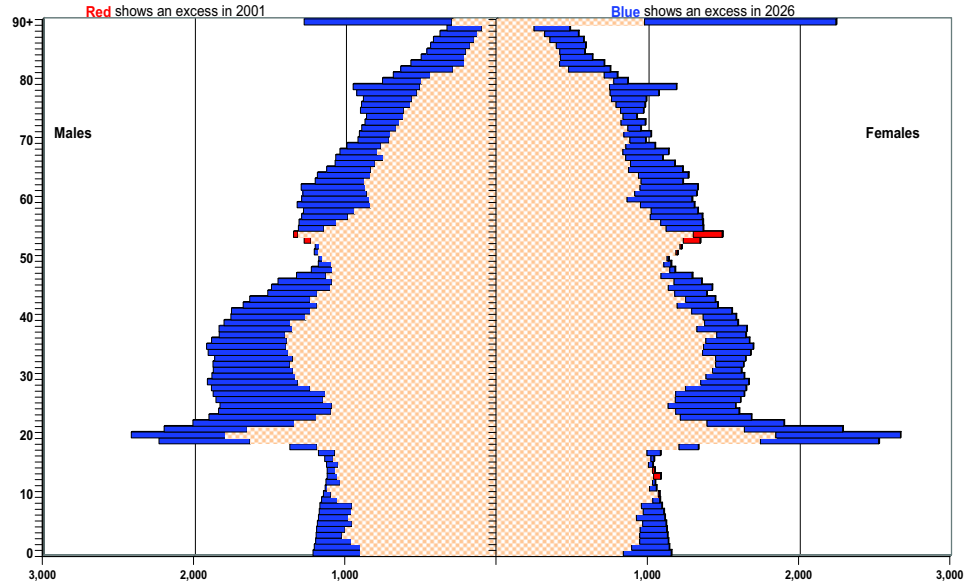
natural change will have a striking impact on the demographic profile of the area alongside some nationally consistent demographic trends such as the general ageing population of the UK.

- 6.42 The changing demographic profile of the area will in turn affect the housing requirements of households going forward. This will have a bearing on important factors for policy to consider such as geographical location, connectivity to services (education, health etc...) as well as the response required through the development and adaptation of property. This section complements the detailed analysis presented through the North Yorkshire SHMA report highlighting the structural changes to the demographic and household profile across York. The section concludes with a long-term assessment of the implications this will have on the sizes of property required within the authority which forms one of the core outputs set through the CLG Guidance in order to inform policy.

A Changing Population Structure

- 6.43 The analysis within the North Yorkshire SHMA report clearly highlighted that North Yorkshire as a whole is projected in the future to contain an increasingly ageing population. Whilst the area is projected to continue to attract in new migrants, a proportion of which will be of working age and below, this is not going to offset the sustained process of significant increases, from the current population as well as new migrants, in people and households classified as 'older person'.
- 6.44 This trend is demonstrated in York, as illustrated in the following age pyramid. The pyramid represents the change over time (2001 – 2026) in population that is evident from the 2008-based sub-national projections for the authority (note this scenario is used for consistency purposes with the other authorities). Males are on the left of the pyramid, females to the right. The red bars on the pyramid represent an excess of population in 2001 (i.e. a greater number of people in that age group in 2001 than 2026). The blue bars represent an excess of population in 2026 (i.e. a greater number of people in that age group in 2026 than 2001).

Figure 6. 6: Age Pyramid – Core Scenario 1 – York

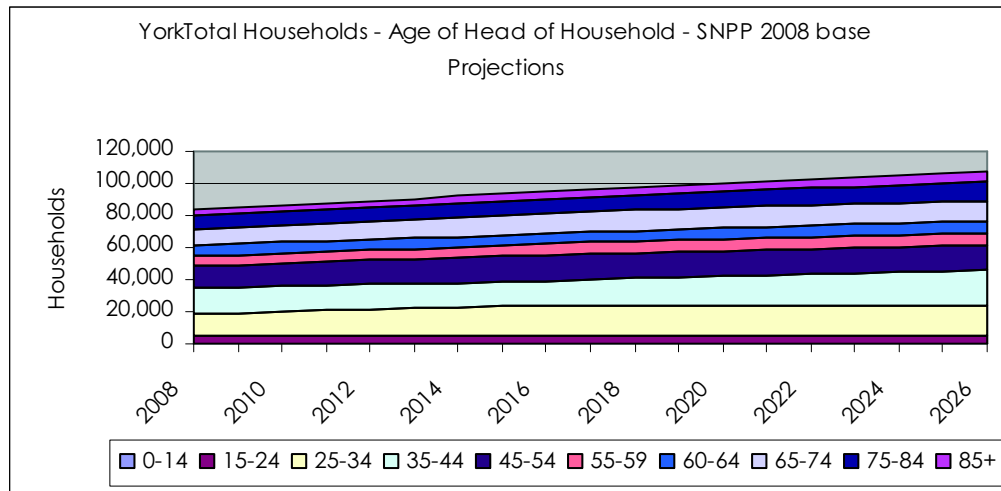


Source: Edge Analytics, 2010, ONS, 2010

- 6.45 Interestingly in York whilst the age groups of 60/65 and over are projected to increase over this time period, so are nearly every other age grouping. This is a distinct trend from the majority of authorities across North Yorkshire, with many projected to see a contraction in their working age populations.
- 6.46 Across North Yorkshire, ageing is accentuated with a larger existing elderly population and a net outflow of migrants in the young labour force ages. As the analysis within Section 3 around migration by age shows, York offers an interesting contrast to this trend with the authority attracting a high proportion of young persons into the authority, but an out-migration of older-working age people (assumed in many cases to be families). The role of the University in this is very important, acting as a central attractor to many young adults, a proportion of which then choose to stay and access employment opportunities in the authority. These trends are illustrated in the following chart.
- 6.47 In York, whilst the authority is projected to age, the 60+ population proportion is set to rise from 22% in 2001 to only 25% in 2026. In a number of other authorities across North Yorkshire the proportion represented by this age group in 2006 as against 2001 is far more pronounced.

6.48 Modelling these population changes through to households highlights the impact of demographic change on the ages of households which are projected to be in place in 2026. The following chart displays the projected trajectory for York.

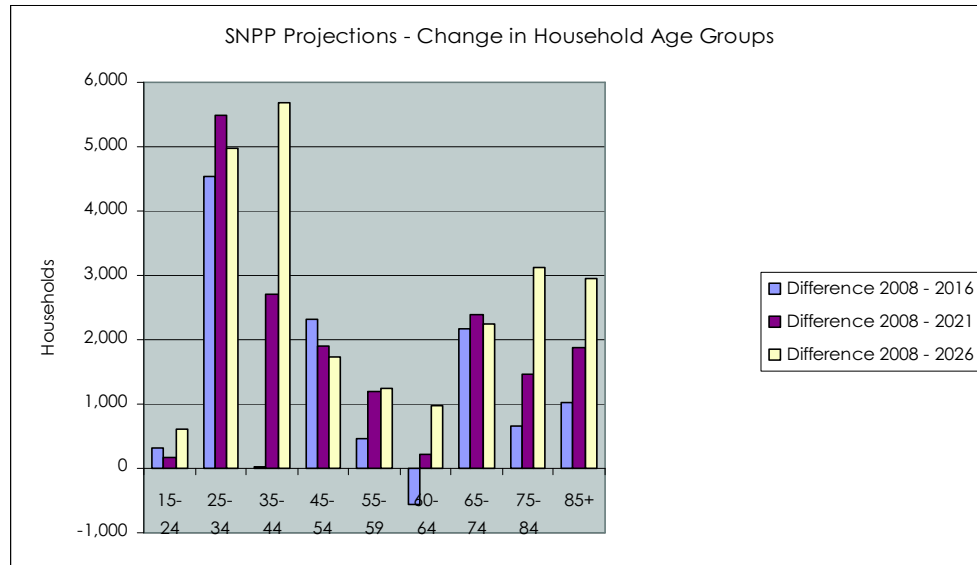
Figure 6. 7: Projected Household Change by age of Head of Household 2008 – 2026 – SNPP Core Scenario 1



Source: ONS / DCLG, 2010, Edge Analytics, 2010, GVA, 2010

6.49 The different levels of change over the short, medium and long-term are displayed in the chart below for York.

Figure 6.8 Projected households by age of head of household – Individual Age Bands – SNPP (Core Scenario 1)



Source: ONS/DCLG, 2010, Edge Analytics, 2010, GVA, 2010

- 6.50 The age group 25 – 34 is projected to grow significantly under all of the time periods. This is particularly dynamic age band in terms of the housing market. Households with a head of household of this age are particularly likely to be active within the market as their household circumstances change. They are also most likely, certainly within the current market, to be active in a range of tenures including the private rental market and potentially experience challenges in being able to access the owner-occupier market as a first time buyer.
- 6.51 Interestingly the age range 35-44 is also projected to increase significantly over the whole projection period, however, with the majority of this growth beyond 2016. This reflects a relative maturing of the population which has migrated into the area and the existing relatively youthful demographic.
- 6.52 The growth in older person households, as with other authorities across North Yorkshire, also represents a significant contribution to the changing profile.
- 6.53 The absolute numbers, in terms of the changes by age of household (head of household) over the various periods are shown in the following table.

Figure 6.9 Projected Change in the Age Profile of Households 2008 – 2026 (Core Scenario 1 SNPP)

Household Age Band	York - SNPP 2008 Base Core Scenario							
	Number of Households 2008	Number of Households 2016	Number of Households 2021	Number of Households 2026	Difference 2008 - 2016	Difference 2008 - 2021	Difference 2008 - 2026	% Change 2008 - 2026
0-14	0	0	0	0	0	0	0	n/a
15-24	4,742	5,047	4,924	5,346	305	182	604	13%
25-34	13,916	18,456	19,413	18,880	4,540	5,497	4,964	36%
35-44	15,775	15,801	18,486	21,460	26	2,711	5,684	36%
45-54	13,816	16,143	15,724	15,549	2,327	1,908	1,733	13%
55-59	6,346	6,804	7,544	7,595	458	1,198	1,249	20%
60-64	6,720	6,154	6,928	7,707	-566	208	987	15%
65-74	10,543	12,709	12,934	12,791	2,166	2,391	2,248	21%
75-84	8,486	9,139	9,954	11,614	653	1,469	3,129	37%
85+	3,396	4,425	5,268	6,335	1,029	1,872	2,939	87%
Total	83,740	94,679	101,174	107,276	10,939	17,434	23,536	28%

Source: Edge Analytics, 2010, GVA, 2010, ONS/DCLG, 2010

- 6.54 The changing demographic profile and the age structure have an impact on the types of households which are projected to form. The CLG uses 17 classifications as presented for the current profile in Section 3, however, these have been brought together under four groupings. The following table shows the projected change in household types between 2008 and 2026 for all of the authorities under both the SNPP Core Scenario 1 and the Natural Change Scenario (Core Scenario 2). This is preceded by a more detailed table showing the change by the full 17 classification under Core Scenario only.

Figure 6. 10: Projected changes in household types 2008 – 2026, SNPP (Core Scenario 1)

Broad Household Type	Scenario	Household Change 2008 - 2026									
		Craven	Hambleton	Harrogate	Richmondshire	Ryedale	Scarborough	Selby	York	North Yorkshire	
One Person Household	SNPP	2,910	3,636	8,789	1,938	2,938	5,996	3,733	12,154	42,093	
	Natural Change	1,534	2,770	6,074	1,595	2,021	3,398	2,603	10,434	30,429	
Couple Household or Mixed Adult Household	SNPP	3,116	2,459	6,601	1,476	1,783	2,276	4,322	6,440	28,472	
	Natural Change	910	888	4,248	755	-7	-763	2,471	3,920	12,421	
Family Household (Adults and Children)	SNPP	-194	-60	389	559	59	12	1,232	3,906	5,903	
	Natural Change	-1,561	-1,363	-3,181	560	-1,033	-1,090	-1,672	3,298	-6,043	
Other Households	SNPP	-186	-165	-255	303	-159	-179	56	1,037	453	
	Natural Change	-267	-148	-376	253	-214	-317	13	-1,247	-2,304	

Source: Edge Analytics, 2010; GVA, 2010; ONS / DCLG, 2010

Figure 6. 11: Projected Change in Household Types 2008 – 2026, SNPP Core Scenario 1

Household Type	Description	York Household Change - SNPP Projections					
		2008	2011	2016	2026	Change 2008 - 2026	
OPMAL	One person households: Male	11,956	13,087	15,025	18,971	3,069	7,015
OPFEM	One person households: Female	16,170	16,967	18,396	21,310	2,225	5,140
FAM C0	One family and no others: Couple: No dependent children	25,589	27,081	29,718	33,265	4,129	7,676
FAM C1	One family and no others: Couple: 1 dependent child	4,864	5,072	5,399	5,837	535	973
FAM C2	One family and no others: Couple: 2 dependent children	5,818	5,810	5,850	6,181	32	363
FAM C3	One family and no others: Couple: 3+ dependent children	2,053	1,990	1,919	1,991	-134	-62
FAM L1	One family and no others: Lone parent: 1 dependent child	2,275	2,551	2,983	3,736	708	1,461
FAM L2	One family and no others: Lone parent: 2 dependent children	1,694	1,889	2,233	3,095	539	1,401
FAM L3	One family and no others: Lone parent: 3+ dependent children	584	622	687	864	103	280
MIX C0	A couple and one or more other adults: No dependent children	4,441	4,201	3,826	3,205	-615	-1,236
MIX C1	A couple and one or more other adults: 1 dependent child	962	870	728	515	-234	-447
MIX C2	A couple and one or more other adults: 2 dependent children	446	437	422	392	-24	-54
MIX C3	A couple and one or more other adults: 3+ dependent children	114	99	80	62	-34	-52
MIX L1	A lone parent and one or more other adults: 1 dependent child	471	478	497	513	26	42
MIX L2	A lone parent and one or more other adults: 2 dependent children	139	139	141	152	2	13
MIX L3	A lone parent and one or more other adults: 3+ dependent children	69	66	64	56	-5	-13
OTH HH	Other households	6,095	6,425	6,710	7,132	615	1,037
Total	Total	83,740	87,785	94,679	107,276	10,939	23,536

Source: Edge Analytics, 2010; GVA, 2010; ONS/DCLG, 2010

- 6.55 York is projected to have a substantial increase in single person households under both the Natural Change and SNPP scenarios. Even under the Natural Change scenario the authority is projected to see an uplift of over 10,000 single person households which represents a significant demographic and household type shift. Within York the growth in other types of households is also marked under both scenarios. The only household type forecast to decrease is the 'Other Household' groups under the Natural Change scenario. This group is likely to include many student, multi-occupancy households, evidently under a scenario where inward migration is zero this would have a notable effect on this demographic component.
- 6.56 The following sub-section uses the 2011 Household Survey data to understand in more detail the sizes of property likely to be required over the short-term with the above trends influencing requirements over the longer term.

Housing Requirements by Property Type / Size

- 6.57 This section presents a long-term projection of the sizes of housing likely to be required to create a more sustainable balance within the housing market in York. Section 7 examines in detail the specific sizes of affordable housing required for those households in need, as per the DCLG Guidance (Output 7). The analysis within this section goes beyond the scope of the DCLG Guidance but provides headline analysis of the sizes of housing required across all tenures over the longer-term. This takes into account, for example, the changing household type profile for each authority presented earlier in the section and the current expectations of different components of the housing market set in the context of the existing stock, as analysed in Section 4.
- 6.58 In considering the projected long-term changes to the profile of households, the following key conclusions represent an important context to the likely size of housing which will be required in the future:
- A growth in York of all age bands in terms of the head of household, with the growth in the age band 25 – 34 particularly high. These households are likely to require smaller properties on the whole.
 - A growth in absolute terms and proportional terms of older person households - the vast majority of which make-up single person or couple households; and
 - The current stock profile and recent trends in development. The analysis in Section 4 presented data showing that York's stock profile differs from other parts of North Yorkshire with a greater representation of flatted properties, particularly concentrated in the city centre sub-area.

- 6.59 The growth in single person and couple households in particular would point, in the longer-term, to a high level of demand for smaller properties located in close proximity to key services and transport networks. This represents an important challenge for spatial planning policy and the future distribution of housing.
- 6.60 Significantly though it is important to take account of the aspirations and expectations of households regarding residential property. The following table draws from the 2011 Household Survey. This highlights the expectations of households within York, by broad household type, planning to move over the next two years regarding the types of property they would be looking to move into.

Figure 6. 12: House size expectations of households looking to move in the next two years

Authority: York	Households wanting to move in the next 2 years - Expectations by property size				Total
	Studio / 1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Single person households	20.2%	52.1%	22.9%	4.8%	100.0%
Single Parent Families	.0%	30.8%	57.6%	11.6%	100.0%
Couple only households	4.8%	52.8%	37.2%	5.3%	100.0%
Couple households with no dependent children but other occupants	10.9%	33.8%	44.7%	10.6%	100.0%
Families (Couples with dependent children)	.0%	5.2%	45.3%	49.6%	100.0%
Other households	19.2%	43.0%	15.2%	22.6%	100.0%
Total	11.9%	41.2%	30.8%	16.1%	100.0%

Source: Household survey 2011

- 6.61 Interestingly this shows a substantial preference for two bedroom properties, particularly amongst single person households, couple only households and other households. There is a relatively healthy level of demand for 3 bedroom properties but a relatively low level of demand for larger 4+ bedroom properties, with these sought in particular by family households. These trends are likely to reflect, at least in part, the supply profile of the area as noted above and analysed in Section 4.
- 6.62 The table over the page aligns²⁹ these preferences of households with the types of household forecast to be forming under Core Scenario 1 within York. This provides an indication of the sizes of properties required in order to match the changing household profile of the authority.

²⁹ The following table illustrates that ONS household classifications have been aligned with the 2011 Household Survey dataset. Note: the assumption has been made based on the way in which the survey household types are disaggregated that lone parent households with other adults in the household are classified as 'other households' (these households make up a very low proportion of projected new households).

Figure 6. 13: Household Types change 2008 – 2026 under Core Scenario 1 aligned with the 2011 Household Survey Household Expectations (Cumulative count of individual authority figures)

Authority: York		Core Scenario 1 - Sub-National Population Projections (Figures below are households - change 2008 - 2026)					
Household Type	Description	Household Type (link to 2011 Survey classifications of households)	Studio / Bedsit	One Bedroom	Two bedrooms	Three bedrooms	Four + bedrooms
OPMAL	One person households: Male	Single person households	0	1,402	3,651	1,624	338
OPFEM	One person households: Female	Single person households	0	1,027	2,675	1,190	247
FAMC0	One family and no others: Couple: No dependent children	Couple only households	0	362	4,026	2,885	402
FAMC1	One family and no others: Couple: 1 dependent child	Families (Couples with dependent children)	0	0	51	431	492
FAMC2	One family and no others: Couple: 2 dependent children	Families (Couples with dependent children)	0	0	19	161	184
FAMC3	One family and no others: Couple: 3+ dependent children	Families (Couples with dependent children)	0	0	-3	-27	-31
FAML1	One family and no others: Lone parent: 1 dependent child	Single Parent Families	0	0	460	827	175
FAML2	One family and no others: Lone parent: 2 dependent children	Single Parent Families	0	0	441	793	167
FAML3	One family and no others: Lone parent: 3+ dependent children	Single Parent Families	0	0	88	158	33
MIX C0	A couple and one or more other adults: No dependent children	Couple households with no dependent children but other occupants	0	-129	-408	-571	-128
MIX C1	A couple and one or more other adults: 1 dependent child	Families (Couples with dependent children)	0	0	-23	-198	-226

Authority: York		Core Scenario 1 - Sub-National Population Projections (Figures below are households - change 2008 - 2026)						
Household Type	Description	Household Type (link to 2011 Survey classifications of households)	Studio / Bedsit	One Bedroom	Two bedrooms	Three bedrooms	Four + bedrooms	
MIX C2	A couple and one or more other adults; 2 dependent children	Families (Couples with dependent children)	0	0	-3	-24	-27	
MIX C3	A couple and one or more other adults; 3+ dependent children	Families (Couples with dependent children)	0	0	-3	-23	-26	
MIX L1	A lone parent and one or more other adults; 1 dependent child	Other households	3	6	18	6	9	
MIX L2	A lone parent and one or more other adults; 2 dependent children	Other households	1	2	6	2	3	
MIX L3	A lone parent and one or more other adults; 3+ dependent children	Other households	-1	-2	-6	-2	-3	
OTHHH	Other households	Other households	65	138	446	155	233	
Total			67	2,805	11,435	7,387	1,842	
Proportion (%)			0%	12%	49%	31%	8%	

Source: Household Survey, GVA, Edge Analytics, 2011

- 6.63 The table highlights that across York the alignment of projected changes by household type between 2008 and 2026 with the expectations of different household types as of 2011 results in a sustained demand for each of the house sizes considered (with the exception of studio/bedsits).
- 6.64 A high level of demand is particularly illustrated for smaller properties within York. Indeed the total demand for smaller properties resulting from new households is approximately 61%, with the requirement being very much for 2 bedroom properties as opposed to one bedroom. It is important to note that this demand for smaller properties does not translate into requirements for flatted properties, with this covering both this type of housing but also smaller family housing.
- 6.65 Importantly, within York, when considering larger / family housing there is substantial demand for 3 bedroom properties generated, 31%, with 4 bedrooms also showing a level of demand going forward at approximately 8% of all sizes. It is important to recognise that this needs to be considered in light of the evidence presented within Section 4 around the current levels of under-occupancy in a significant proportion of stock, with this particularly affecting larger properties.

Bringing the Evidence Together

- 6.66 The beginning of this section summarised the key conclusions arrived at in terms of future household change within the North Yorkshire SHMA report. The analysis presented within this section has provided a greater level of detail regarding the impact of projections of household change within York in terms of overall demand for housing as well as the sizes of housing which are likely to face greatest pressure. In drawing this section together the following conclusions stand out in relation to York:
- The authority is projected to grow significantly in terms of its population and the number of households. This level of growth is lowest under the hypothetical Natural Change scenario, albeit as a result of its youthful demographic still registers a significant level of growth even without migration. Under the SNPP the authority is projected to grow significantly, with international migration the key driver of growth. The analysis highlights the potential issues associated with this trend based projection of growth of international migrants as part of the sensitivity analysis.
 - The ARUP work, which examines levels of population growth balanced against employment forecasts which show a per annum average job growth of 960 per

annum, identify a lower level of household growth than the SNHP suggest. The level of housing required, based on the ARUP report, is around 800 per annum.

- The detailed analysis of the changing demographic and household type profile of the population coupled with the expectations of households looking to move in the near future from the 2011 Household Survey, identified a future demand for all property sizes. Demand is particularly high for smaller properties although in order to meet the demands and expectations of family's larger properties will also be required in the future.
- The household projections do not take account of any housing land availability constraints. This is an issue which will need to be considered in the development of policy based upon site allocations work and the conclusions of the SHLAA.

7. Housing Need

The preceding sections have identified that, in terms of both the operation of the current market and the future direction of travel projected, affordability issues are a key factor for the City of York. A detailed examination of the short-term level of households in affordable housing need is therefore of importance for this research.

As set out in PPS3, housing need is defined as 'the quantity of housing required for households who are unable to access suitable housing without financial assistance'.

In line with the CLG Guidance this section assesses need under a series of stages, to arrive at a short-term (five years) assessment of the level of need for affordable housing within the authority. These stages include; current need, future need and the supply of affordable housing available.

The role of both intermediate and social rented tenures (both classified as affordable), as well as the new emerging Affordable Rent product (an eventual replacement for social renting), is explored in relation to the financial capacity of those households identified as in need currently.

As with preceding Sections the information presented here should be read alongside the North Yorkshire SHMA report. The sensitivity analysis included within Section 8 is not replicated in this section; however, further analysis is included of the levels of housing need at a sub-local authority area.

Research findings relate directly to:

- *Core Output 4: Estimate of households in housing need*
- *Core Output 5: Estimate of future households requiring affordable housing*
- *Core Output 7: Estimate of the size of affordable housing required*

- 7.1 Housing affordability has, over the last decade, become a well recognised challenge to the operation of the housing market. The ability of households to access housing in which they aspire to live, and are indeed able to afford, is fundamental in ensuring that the city's stated housing objectives are achieved.

-
- 7.2 The Coalition Government is starting to release new components of its reform to the planning system. The draft National Planning Policy Framework (NPPF) (July 2011)³⁰ continues to highlight the importance of Local Planning Authorities setting realistic and deliverable affordable housing targets through planning policy, with the expectation that these targets will be met in full through an enabling planning system.
- 7.3 Emphasis is very much being placed on Local Planning Authorities delivering the number of affordable homes that are evidenced as being needed within their Strategic Housing Market Assessments. This is both reflective of the changing political and market context, where meeting 'local' housing requirements is becoming increasingly important and is equally challenging due to the current economic and housing market conditions³¹.
- 7.4 It is therefore vital that Local Planning Authorities undertake a robust and evidenced approach in assessing affordable housing need within their authorities – in line with the CLG SHMA Guidance (August 2007). The analysis within this section follows this general principle and recognises the increasing pressures on establishing both realistic assessments of need and the wider challenges of delivery of affordable housing in the current property and economic climate.
- 7.5 Whilst the above approach is an important starting point - nationally, when looking at demand by tenure, whilst housing supply has been falling, the need for affordable housing has clearly increased. There are three core elements of future need for affordable housing:
- Backlog – There is a range or spectrum of 'need', from those in urgent need of housing, to those who are living in overcrowded or substandard homes, and those who would like social housing but are not in urgent need of re-housing.
 - Short-term need – Social housing need is likely to see a peak over the next few years, as the recession impacts on the ability of households to access either private rented accommodation or to service mortgages.
 - Long-term need – Demographics, housing market trends and employment forecasts examined in the preceding section have set out suggested overall

³⁰ Draft National Planning Policy Framework (July 2011) CLG

³¹ Note: A draft iteration of the National Planning Policy Framework was available on-line dated June 2011 (note this is not an officially published document) which provides a steer as to the emerging policy direction in relation to housing land supply and affordable housing. This notes that local authorities should: "use an evidence-base to ensure that their Local Plan meets the full requirements for market and affordable housing in the housing market area". A separate reference also notes "The presumption in favour of sustainable development means that Local Plans should be prepared on the basis that objectively assessed development needs should be met".

levels of demand for housing. Considering how affordable housing will feature in this demand is important.

- 7.6 It is important to recognise that these delivery challenges are likely to represent a challenge over a number of years based upon the current financial and property climate. Whilst the analysis in this section presents an assessment of the levels of affordable housing required to address future needs, in reality a proportion of these needs could be met through alternative approaches depending on the availability of public funding. This is an issue touched upon within this section and considered through other sections of the report. Further detail is also provided within the North Yorkshire SHMA report.

Defining Affordable Housing Needs

- 7.7 'Housing need' refers to households who lack their own housing or live in unsuitable housing and who cannot afford to meet their needs in the market. It is for those in housing need (i.e. those who cannot meet their housing requirements in the private sector) that the state needs to intervene in the market to ensure that all households have access to suitable housing.
- 7.8 The calculation of housing need over the next five years presented within this Section **should be considered separately to the long-term projection of population and household change presented in Section 6. The long-term demand trends have not been used to directly inform the calculation of need, with the 2011 Housing Survey forming the key source of information given the greater detail it provides of the immediate and short-term dynamics of the housing market.**
- 7.9 Establishing an estimation of the level of current and future housing need ensures that policy aimed at providing new affordable housing is responsive to the needs of households within the authority.
- 7.10 PPS3 defines affordable housing as follows:
- Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:
 - Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and house prices.

- Include provision for the home to remain at an affordable price for future eligible households, or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

7.11 In June 2011 PPS 3 was reissued to include technical definition changes in Annex B. As noted in Section 3 this included a new separate entry under 'affordable housing' for 'affordable rented housing'. This defines this affordable housing product as:

"Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent" (PPS 3, Annex B: Definitions, June 2011)

7.12 Nationally looking at indicators of demand by tenure, whilst housing supply has been falling, the need for affordable housing has clearly increased. There are two core elements of establishing the current and short-term future levels of need for affordable housing:

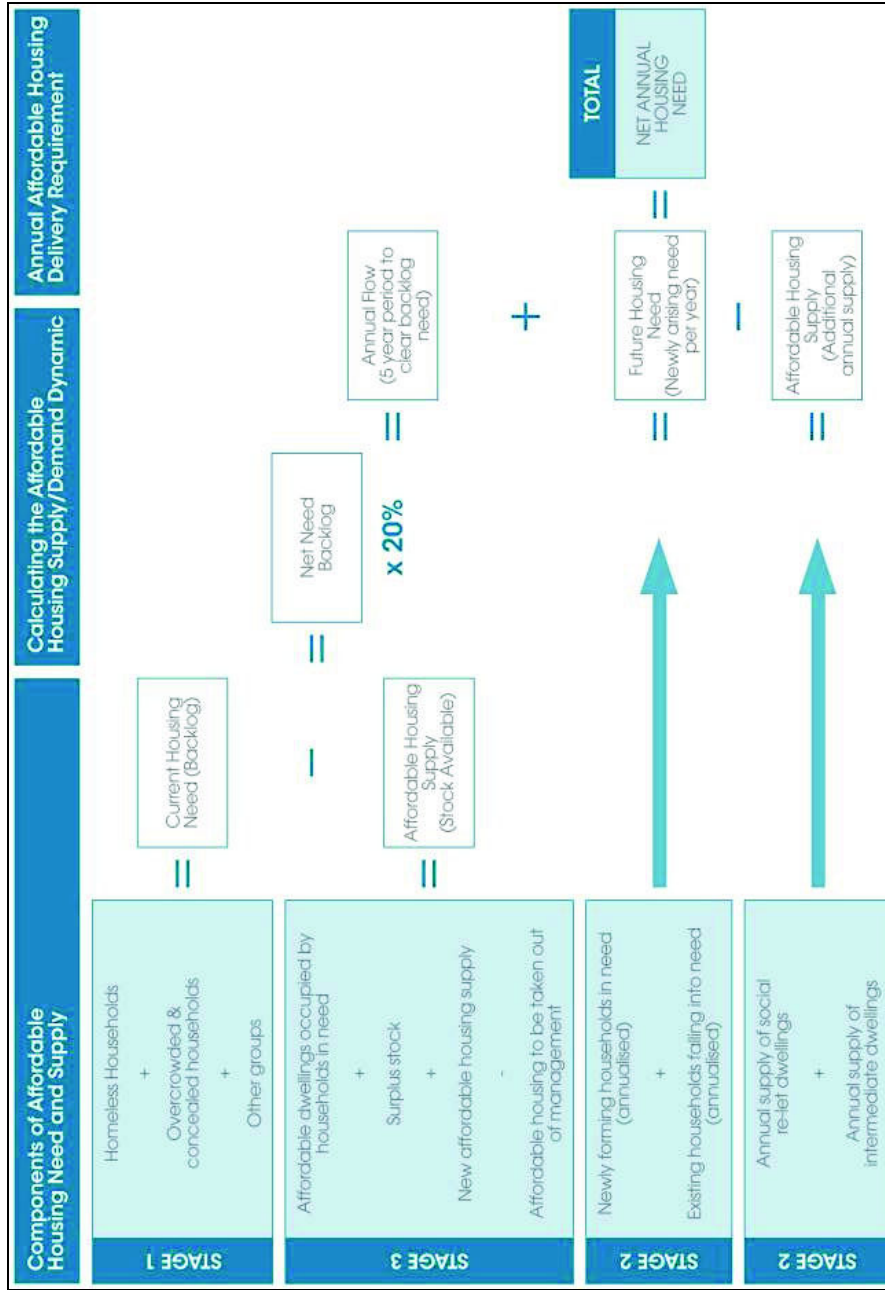
- Backlog – At the current point in time as a result of sustained affordability issues over a number of years the majority of areas have an existing 'backlog' of households classified as in need. This backlog can be considered to be made up of a range of types of household in 'need', from those in urgent need of housing i.e. without a current permanent home, to those who are living in overcrowded or substandard homes, and those who have an aspiration to live in non-market housing but are not in urgent need of re-housing.
- Future need – The sustained need for affordable housing is driven by a range of factors. As with market housing there is an underlying level of demand as new households form and require a property. In the context of the current economy and the housing market a significant proportion of these newly forming households face significant challenges in gaining entry to market housing therefore driving demand for affordable housing. In addition to new households existing households also represent a driver of housing need. As a result of any number of factors households circumstances can change resulting in their current housing situation no longer being appropriate. It is more than likely that need for social housing is likely to continue to be high or indeed grow further over the next few years, as the recession impacts on the financial circumstances of households and therefore their ability to access either private rented accommodation or to service existing mortgages.

- 7.13 As the analysis in the preceding section illustrates over the long-term demographic and economic factors will continue to place increasing pressures on the existing supply of housing, with new stock required in order to maintain the long-term balance between demand and supply. Based on the short-term factors considered above and the nature of this growth in households, with this included younger households as well as a large proportion of older households, it is likely that a proportion of these households will require affordable housing. Whilst the analysis within this section focuses on the short-term this long-term sustained demand represents an important challenge and context for the interpretation of the findings and conclusions of this Section.

The Housing Need Calculation – CLG Stepped Model

- 7.14 The model adopted is structured around four key stages which are consistent with the latest CLG SHMA Guidance (August 2007) and are used to assess the overall surplus or shortfall of affordable housing. These are:
- Existing Need
 - Newly-arising Need
 - Supply of Affordable Units
 - Total Housing Need (Net Annual)
- 7.15 To summarise the process, the estimated net annual level of housing need is calculated through the assessment of the difference between the annual supply of affordable housing units and 'need' for them (arising from the backlog which has built up and that which is expected to arise). A key feature of the model is that both need and supply are considered in terms of annual flows. The final element of the analysis is the identification of the Total Housing Need (Net Annual). The process is illustrated in a flow diagram, presented overleaf.

Figure 7. 1: Housing Needs Calculation – Flow Diagram



Source: GVA, 2011

- 7.16 The calculation of affordable housing need is therefore intended to provide a short-term assessment to estimate the volume of affordable housing required on an annual basis to meet of need across a 5-year period. This conforms to the CLG SHMA Guidance³², which states:

'Partnerships should avoid using a period of less than five years in which to meet unmet current need. If a five-year period is used, this means that 20 per cent of current unmet need should be addressed each year. The output of this should be an annual quota of households who should have their needs addressed'.

Previous Assessment of Need

- 7.17 The City of York's Strategic Housing Market Assessment, undertaken in 2007, represents the last assessment of affordable housing need in York. The York SHMA (2007) identified that the net annual need for affordable housing was 1,218 units over a five year period. It is important to note that the York SHMA (2007) was written in the context of an earlier iteration of the CLG SHMA Guidance – released in March 2007.
- 7.18 The York SHMA (2007) calculation concluded the following at each of the key stages of the analysis:
- Stage 1: 1,568 of existing households in York are in housing need. This assumed that almost 40% of these households demonstrating unsuitability criteria had an 'in-situ' solution and did not require a move to an affordable home to resolve this. As a result, this left 627 households without an in-situ solution and requiring affordable housing. This was subsequently annualised over 5 years to equate to 125 per annum.
 - Stage 2 – Step 2.1 & 2.2: 1,741 households were anticipated to form per annum in future. Of these 1,741 households, 672 (or 39%) could not afford to rent privately or buy on the open market.
 - Stage 2 – Step 2.3 & 2.4: Each year 1,485 existing households are expected to fall in affordable housing need in York and require an affordable home in the future. Consequently total newly arising housing need is 2,157 per annum (i.e. 672 + 1,485).

³² SHMA Practice Guidance Version 2 (August 2007) CLG p.52

- Stage 3 – Supply: 1,055 units of social rented dwellings and 10 units of intermediate tenure dwellings are estimated to be available per annum, which equates to an annual supply of 1,065 units to meet affordable housing need.
- For the full calculation (and accompanying methodology), please refer to the York SHMA (2007).

Current Housing Need

- 7.19 The approach taken in the North Yorkshire SHMA (2011) and City of York SHMA (2011) responds to the current CLG SHMA Guidance (August 2007), the current housing market context (house prices/mortgage availability/rental costs), and latest Government recommendations in developing an evidence base to underpin LDF housing and planning policy. For these reasons, the methodological approach differs to the previous York SHMA (2007).
- 7.20 Key stages and steps where the methodological approach differs (between the 2011 and 2007 assessments) are highlighted, explained, and justified within the following sections.

Stage 1: Existing Need (Gross Backlog)

- 7.21 Stage 1 considers the suitability of housing as well as households' ability to afford market housing, and also accounts for homeless households in arriving at a total current need for affordable housing. This represents the 'backlog' of households in need at present, and is termed 'gross' due to the capability of housing supply to meet need being tested subsequently in Stage 3.

Step 1.1: Homeless Households and Households in Temporary Accommodation

- 7.22 The CLG SHMA guidance requires that information on homeless households in priority need and households who are currently housed in temporary accommodation should be included within an assessment of backlog need. The scale of need from these types of household can be calculated utilising the local authority's P1 (E) returns to Government. Both the CLG and ONS publish annual figures recorded for homeless households accepted by the local authority as being in priority need, and for those households who are currently housed in temporary accommodation. In this case, each of the North Yorkshire Council's was able to provide the latest figures for the 31st March 2011, in advance of their publishing by CLG and ONS. This places the number of homeless households and those households in temporary accommodation in York at 94.

Step 1.2: Overcrowded and Concealed Households

- 7.23 The number of, and degree to which, households are overcrowded is calculated by utilising the 'bedroom standard', which is applied to all households sampled within the primary household survey. This process allocates a standard number of bedrooms to each household, in accordance with its size, composition and relationships between members.
- 7.24 Through applying this standard indicator of household occupation density, a separate bedroom is allocated to each married or cohabiting couple, any other person aged 21 or over, each pair of adolescents aged 10 - 20 of the same sex, and each pair of children under 10. Any unpaired person aged 10 - 20 is paired, if possible with a child under 10 of the same sex, or, if that is not possible, he or she is given a separate bedroom, as is any unpaired child under 10.
- 7.25 This standard is then compared with the actual number of bedrooms (including bed-sitters) available for the sole use of the household, and differences (i.e. shortfall or surplus) are calculated. Analysis indicates that there are currently 2,167 overcrowded households³³.
- 7.26 The number of concealed households is calculated through analysis of the number of households that, within the primary household survey, declared that they share a kitchen, bathroom or WC with another household (i.e. couples, people with children and single adults over 25). The number of concealed households is therefore estimated in Step 1.3 as a measure of unsuitability and is therefore excluded from Step 1.2 to avoid duplication.

Step 1.3: Other Groups

- 7.27 Within 'other groups' the analysis has included households sampled within the primary household survey considered to be in unsuitable accommodation based on meeting at least one of the unsuitability factors in line with the CLG Guidance. The figures calculated during Step 1.1 to 1.3 are summarised in the following figure:

³³ Note: The overcrowding figure utilised in the affordable housing need assessment is not directly comparable to that presented in Section 4 due to rounding occurring during the survey weighting process.

Figure 7. 2: 'Other Groups' in Unsuitable Housing

Category	Factor	No. Households
Homeless households or insecure tenure	Homeless households	see Step 1.1
	Accommodation too expensive / rent or mortgage payments are too high	13,092
	Under real threat of notice / notice of eviction/re-possession or lease ending	709
Mismatch of housing need and dwellings	Overcrowded according to the 'bedroom standard' model	see Step 1.2
	Too difficult to maintain	4,400
	Sharing a kitchen, bathroom or WC with another household	915
	Households containing people with specific needs living in unsuitable dwelling, which cannot be made suitable in-situ	517
Dwelling amenities and condition	Lacking basic facilities - bathroom/toilet/kitchen	232
	Subject to major disrepair or unfitness	2,690
Social needs	Harassment from others living in the vicinity which cannot be resolved except through a move	1,269

Source: 2011 Household Survey

- 7.28 It is important to note that households can display multiple unsuitability factors and that the totalling of each of the categories does not therefore equate to the total households within unsuitable housing.
- 7.29 Care has therefore been taken to avoid the double-counting of households with those identified in previous steps, and in progressing to Step 1.4. This has been achieved by ensuring that households demonstrating multiple unsuitability criteria have been counted only once (i.e. treated as one household) when steps 1.1 – 1.3 have been added together for consideration at step 1.4.
- 7.30 Section 9 of the North Yorkshire SHMA report looks in greater detail at the specific support needs of elderly households, which form an important part of this backlog of need. It is important that meeting their specific needs, as well as the needs of other underprovided groups (such as Gypsies and Travellers) continues to be prioritised alongside the provision of new affordable housing as a means of addressing current housing need challenges.

Step 1.4: Total Current Housing Need (Gross) and Affordability

- 7.31 In calculating the total current housing need (gross) through Steps 1.1-1.3, it is necessary to estimate the financial capacity of households to afford open market (private sector) housing either to buy or rent. This calculation is taken on households in need, as identified through the primary 2011 household survey.
- 7.32 Household's financial capacity is calculated by generating an 'affordability threshold', which takes into account a household's income, equity and savings.

Household income is based on 3.5x gross annual income for single-occupant (adults) households and 2.9x gross annual income for multi-occupant (dual income) households (this is the approach recommended within the current CLG SHMA Guidance). The analysis underpinning this approach is presented in Section 5. **Further detail is also provided in the section considering affordability benchmarking within the North Yorkshire SHMA report (Section 6).**

7.33 Household's financial capacity is then tested against lower quartile house prices³⁴ and calculation of property size requirements. Households are required to have sufficient savings or equity to afford a deposit equivalent to 10% of the lower quartile house price³⁵. This is demonstrated through the following equation:

7.34 Lower quartile house price – (gross household income*3.5 or *2.9) + (savings + equity)

7.35 Households were subsequently tested on their financial capacity to afford private rental property, based on lower quartile rental prices as at April 2011 across York's sub-market areas. Spending on housing (mortgage / rent) is assumed to equate to a maximum of 25% of household income per annum. This is demonstrated through the following equation:

Lower quartile rental cost – (gross household income*25%) + (savings + equity)

7.36 This process represents an objective test. It does not take account of the availability of stock classified as 'affordable' (lower quartile market or rental housing). As outlined in the analysis of the stock profile of the authorities in Section 5 of the North Yorkshire SHMA report, the amount of private rented properties varies across each of the authorities and at a sub-local authority level. In housing markets and/or authorities where the balance between supply and demand is significantly out of balance the result is likely to be an even greater level of backlog need as households are not, despite their earnings and savings able to move into 'affordable' market properties in their area as a result of a lack of supply. This is an important consideration in interpreting the level of housing need identified both within Stage 1 of the calculation and Stage 4.

7.37 In summary, of the households identified during Stage 1, a total of 3,721 could not afford to move in the open market to meet their housing needs.

³⁴ Calculated through property transactions within the City, and its sub-market areas, over the period June 2009 – June 2010. Refer to Section 6 for expanded analysis.

³⁵ Note: A 10% deposit is seen as the appropriate level for testing affordability given the increasing availability over the past 12 months of 10% mortgage offers by lenders to first-time buyers. It is anticipated that this trend will increase over the lifetime of this assessment (i.e. the next 5 years).

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- 7.38 It is important to note that this analysis of the 'backlog' of households in affordable housing need represents a 'moderate' assessment, which takes into account whether households identified within Steps 1.2 – 1.4 stated within the household survey that they have a requirement to move home.
- 7.39 As an alternative, a more 'comprehensive' assessment can be undertaken, which does not take into account whether the households identified within Steps 1.2 – 1.4 stated within the household survey that they have a requirement to move home. Consideration of the more 'comprehensive' assessment results in a heightened level of 'backlog' – equating to 7,862 households.
- 7.40 It is felt that the 'moderate' methodology is most appropriate for use for the purposes of this assessment given that this takes into account those households with a recognised need to move home (and therefore generate a need for a dwelling). However, it is important to note that the backlog of need has the potential to be even greater than that presented within this assessment if a broader definition is adopted.

Meeting Current Household Needs in Situ

- 7.41 Whilst households are identified as being in need within Stage 1 on the basis of the unsuitable housing criteria presented above, as well as the affordability test, a proportion of these households potentially could be 'brought out of' need through investment and improvements to their existing property to bring about 'in-situ solutions' or through public sector grants to provide financial or other forms of support. This action has the potential to reduce the number of households in current housing need (backlog) at Stage 1.4, by meeting a household's needs in their current home and therefore removing a requirement for a move to an affordable home.
- 7.42 In line with the current CLG SHMA Guidance (August 2007) **estimation of this proportion sits outside of the formal assessment of need**. Moreover, calculation within the formal assessment would be inappropriate as potential funding resources are currently limited as a result of national spending cuts. However, to assist the local authority in understanding the potential application of support services, an estimation of the level of households at Stage 1.4 who could be assisted by such services is presented in the following figure.

Figure 7. 3: Households in Current Need (Step 1.4 – backlog) by Unsuitability Criteria

Category	Factor	No. Households
Homeless households or insecure tenure	Accommodation too expensive / rent or mortgage payments are too high	3,036
	Under real threat of notice / notice of eviction/re-possession or lease ending	288
Mismatch of housing need and dwellings	Too difficult to maintain	928
	Sharing a kitchen, bathroom or WC with another household	249
	Households containing people with specific needs living in unsuitable dwelling, which cannot be made suitable in-situ	0
Dwelling amenities and condition	Lacking basic facilities - bathroom/toilet/kitchen	194
	Subject to major disrepair or unfitness	709
Social needs	Harassment from others living in the vicinity which cannot be resolved except through a move	419

Source: 2011 Household Survey

- 7.43 Of the 3,721 households identified during Stage 1 whom could not afford to move in the open market to meet their housing needs, it is clear from the analysis presented above that many households demonstrate multiple unsuitability criteria.
- 7.44 The number of households citing that their current accommodation is unaffordable and/or that their rent or mortgage payments are too high clearly represents a major challenge within the current backlog of households in affordable housing need. The ability of households to maintain their current home also presents a considerable issue, as does the prevalence of households whose homes are subject to major disrepair or unfitness.
- 7.45 Also, older person (elderly) households represented only 7.5% of the 3,721 households identified during Stage 1 whom could not afford to move in the open market to meet their housing needs. Section 9 of the North Yorkshire SHMA report looks in greater detail at the specific support needs of elderly households.

Future Need

Stage 2: Future Housing Need (Net Annual)

- 7.46 Assessing the level of newly-arising need is a critical element of ensuring that the future development and restructuring of affordable housing meets the needs of the population. Two principle categories of arising need are tested; the number of newly-forming households unable to access open market housing, and the number of existing households falling into housing need.

Step 2.1: New Household Formation (Gross per Year)

- 7.47 The estimate of new household formation is calculated based on household formation trends from the previous two years – drawing on the results of the primary household survey. This equates to 950 households per annum. The use of previous trends in household formation to project future formation is the preferred approach cited within the current CLG SHMA Guidance (August 2007).
- 7.48 It is important to recognise that this does not draw on the long-term trend based household projections explored in Section 6. Using a short-term trend based approach is considered to better represent the current and immediate (five year) future market conditions. The formation of new households is particularly sensitive to market dynamics and the current context represents a significant step change from market conditions over the preceding market cycles. It is recognised that this is likely to represent a conservative estimate, with evidence suggesting a reduced rate of household formation over the last couple of years. Greater levels of household formation of new households would be likely to further elevate levels of housing need given the propensity of these types of households to require non-market housing compared to other elements of the market.

Step 2.2: New Households Unable to Buy or Rent in the Market

- 7.49 The affordability test (as set out in Step 1.4) is applied to households who stated within the household survey that they expect to move to form a new household within the next 5 years (annualised). This measures the capacity of households that expect to move to form a new household to access open market housing and is therefore based on the financial capacity of households that expect to move home in the future. This provides the most robust basis for establishing the levels of finance available to this component of the market in the authority, rather than a test of the incomes of households that have moved in the past.
- 7.50 This proportion of households is then applied to the number of new households forming, as established at Step 2.1.
- 7.51 The survey estimates that 46% of newly forming households are unable to access open market housing when subjected to the affordability test in line with the CLG Guidance. This equates to an annual estimate of future housing need arising from newly forming households of 441 dwellings.
- 7.52 The use of potential future newly forming households (as set out above), as opposed to examining the incomes of households which have moved historically, is seen as appropriate for use at this step in the assessment, given that testing the current financial capacity of households that formed in the past will provide a less accurate account of the incomes and other financial resources of households expecting to

form in the future. The primary reason for this is that the financial capacity of households that stated in the household survey they moved to form a new household over the past several years is likely to have changed since they formed their household (i.e. due to job changes, use of savings for a deposit/bond or generation of greater income/savings).

- 7.53 Further sensitivities around this element of the analysis are considered within Section 8 of the main North Yorkshire SHMA Report.

Step 2.3: Existing Households Falling into Need

- 7.54 This step provides an estimate of the number of existing households who will fall into housing need. As with steps 2.1 and 2.2, this step of the calculation uses primary data obtained from the primary household survey. As per the CLG Guidance, this data is calculated from past household trends – utilising households who have moved home within the last three years (annualised). Households forming in their last move are excluded from the analysis at this step to avoid duplication of Step 2.1. In addition, households moving between affordable housing tenures are excluded from the analysis at this step as their move would form a transfer and result in no change in the net supply / demand of affordable stock.
- 7.55 It is important to highlight that several previous housing needs assessments undertaken for North Yorkshire authorities have taken an approach to calculating the number of households falling into need that departs from GVA's interpretation of the current CLG SHMA Guidance (August 2007). The approach in question does not take into account the requirement in the CLG Guidance to establish the number of households who have fallen into need *and actually been housed*. Instead a broader approach is taken that does not look at households falling into need and being housed (i.e. moving into the social sector), but instead considers all existing household moves (excluding transfers) over the past two years (annualised trend) and tests their financial capacity to afford open market housing through an affordability test. As a result, this does not base the analysis on those households actually housed in social housing, and therefore potentially results in a higher number of existing households being classed as falling into need. As a result, this approach is not seen as appropriate at this step as it potentially serves to over-estimate need annually, where households in reality are likely to already be retrospectively represented in the backlog considered under Stage 1.
- 7.56 The calculation undertaken at Stage 2 results in a gross annual future affordable housing need of 990 dwellings.

Affordable Housing Supply

Stage 3: Affordable Housing Supply

- 7.57 This stage 'balances' the demand analysis undertaken during Stages 1-2, against the available supply of existing stock, and new affordable housing stock committed for development, to meet housing needs.
- 7.58 The existing supply includes:
- Affordable dwellings currently occupied by households in need
 - Surplus affordable housing stock (e.g. vacant dwellings)
- 7.59 The future supply includes:
- Committed supply of new (additional) affordable dwellings
 - Social-rented properties coming available for re-let to new households (annualised)
 - Intermediate properties coming available for re-let to new households (annualised)
- 7.60 Affordable units to be taken out of management (i.e. removed from use) are subtracted from the existing supply position.

Step 3.1: Affordable Dwellings Occupied by Households in Need

- 7.61 This step discounts the number of households already living in affordable housing from the calculation of need, as the movement of such households from one affordable home to another (to meet their needs) will have a nil net effect on the total affordable homes needed (i.e. the affordable home vacated will be released to accommodate another household).
- 7.62 The number of dwellings currently occupied by households in need is established during Stage 1 and equates to 1,542 households.

Step 3.2: Surplus Stock

- 7.63 It is deemed that the level of vacant affordable housing stock that are classed as long-term vacant, and have the potential to be brought back into use, is zero. Vacant dwellings are only void for a short time where there is a turnover in tenancy. Units to be taken out of management are accounted for separately in Step 3.4.

Step 3.3: Committed Supply of New Affordable Units

- 7.64 The committed future supply of new affordable dwellings that are to be available for letting is drawn from the local authority's HSSA (Housing Strategy Statistical Appendix) return to Government. The figure utilised is the proposed development of both local authority and RSL/HA affordable housing (for social rent) in 2011/12 and equates to 115 dwellings.

Step 3.4: Units to be Taken Out of Management

- 7.65 The number of affordable dwellings that are to be removed the total stock available for letting is taken to be zero.

Step 3.5: Total Affordable Housing Stock Available

- 7.66 This step forms the addition of Steps 3.1 to 3.4 to ascertain the total supply of available social rented units, which can therefore be used to accommodate the current accumulated housing need as identified in Stage 1. This demonstrates that there are an estimated 1,657 properties to offset the current backlog of gross housing need.

Step 3.6: Future Annual Supply of Social Re-Lets (net)

- 7.67 This step calculates the annual number of social re-lets (net), which therefore only includes lettings to new tenants (to avoid double counting with the transfers counted above) and represents the annual supply of affordable housing available to meet annual future need and in addition to assist in relieving any established backlog. This is calculated from General Needs re-lets for the last available year (2009-10) drawing on the local authority's submission to CORE (the Continuous Online REcording System) as well as additional lettings data provided by City of York Council, and equates to 549 dwellings.

Step 3.7: Future Annual Supply of Intermediate Affordable Housing

- 7.68 Due to the limited level of available stock, the annual supply of intermediate affordable housing available for re-let or resale at sub market levels is taken from the local authority's HSSA (Housing Strategy Statistical Appendix) return. The figure utilised is the planned development of intermediate affordable housing ((shared ownership / shared equity) in 2011/12 and equates to 64 dwellings.

Step 3.8: Future Annual Supply of Affordable Housing Units

- 7.69 This step is the sum of Step 3.6 and 3.7. This therefore represents an estimate of the future annual levels of affordable stock available to meet annually generated housing need. The total future annual supply is estimated to be 613 dwellings.

Stage 4: Total Housing Need – A Shortfall or Surplus of Affordable Housing?

- 7.70 To calculate total housing need the estimated stock of available affordable housing is subtracted from the gross current need for affordable housing (Step 1.4 – Step 3.5). This results in a net current need or backlog of 2,064 dwellings.
- 7.71 Following this, the total current need figure requires conversion to an annual flow. In line with the CLG Guidance (August 2007), a period of five years is assumed to address backlog need. This necessitates the current need figure being divided by five, which provides an annual flow of households requiring their housing needs to be addressed of 413 over this time period.
- 7.72 The final element of the assessment is to add the total newly arising need (per annum) to the annual flow of backlog households requiring their needs addressing (i.e. annual need) and subtract from this the future annual supply of affordable housing. **This results in a total net annual housing need of 790 dwellings over a 5 year time frame, in order to remove backlog housing need.**

Figure 7. 4: Housing Need Assessment Model

Stage 1 – Current Housing Need (Gross Backlog)		
Step	Methodology / Source	York
1.1 Number of Homeless households and those in temporary accommodation	Accepted as Homeless and or in temporary accommodation (31st March 2011) - Councils Provided	94
1.2 Number of Overcrowding and concealed households	Tested using 'Bedroom Standard'	3,627
1.3 Other Groups	Households living in unsuitable housing subjected to affordability test.	
1.4 Total current housing need (gross) = 1.1 + 1.2 (+1.3)	1.1 + 1.2 (+1.3)	3,721

Stage 2 - Future Housing Need (Annual)		
Step	Methodology / Source	York
2.1 New Household formation	Household Survey (annualised trend)	950
2.2 Newly forming households in need (annualised)	Household Survey - Newly forming households unable to afford access to private sector housing	46%
2.3 Existing households falling into need	Household Survey - Existing households moving into social rented sector (last 3 years average)	549
2.4 Total newly arising need (gross per year) = (2.1 x 2.2) + 2.3	(2.1 x 2.2) + 2.3	990

Stage 3 - Affordable Housing Supply (Annual)		
Step	Methodology / Source	York
3.1 Affordable dwellings occupied by households in need	Figure relates to number of households identified in 1.3 which are transfers	1,542
3.2 Surplus Stock	Taken to be Zero - Linked to Backlog	0
3.3 Committed supply of new affordable housing	LA & RSL Social Rented HSSA (proposed 2011/12) or Councils provided	115
3.4 Units to be taken out of management	Taken to be Zero – unless Council Confirmed Programme of Sales or Demolition	0
3.5 Total affordable housing stock available = 3.1 + 3.2 + 3.3 – 3.4	3.1 + 3.2 + 3.3 - 3.4	1,657
3.6 Annual supply of social re-lets (last year net)	CORE Lettings Data (General Needs lettings 2009/10) (Excludes transfers) (York - Council Provided)	549
3.7 Annual supply of intermediate affordable housing available for re-let or resale at sub market levels	HSSA (new RSL shared ownership/equity dwellings proposed 2011/12)	64
3.8 Annual supply of affordable housing = 3.6 + 3.7	3.6 + 3.7	613

Stage 4 - Total Housing Need (Net Annual)		
Total net need = 1.4 - 3.5	1.4 - 3.5	2,064
Annual flow (20% of total net need)	20% of total net need (Assume five year period to relieve backlog of need)	413
Net annual housing need = (2.4 + Annual flow) - 3.8	(2.4 + Annual flow) - 3.8	790

Establishing Housing Need at the Sub-area Scale

- 7.73 Analysis of affordable housing needs at the local authority scale can disguise the spatial differences in the levels of housing needs manifested below. This section therefore considers the disaggregation of affordable housing needs across the local authority's sub-areas.
- 7.74 The analysis replicates the stepped methodology as set out above for the local authority, in line with the DCLG SHMA Guidance and is summarised in the following figure. This presents a gross calculation of affordable housing need at the sub-area scale, as the supply of new affordable (social rented and intermediate) dwellings are not disaggregated below the local authority scale and are therefore excluded from the supply-side of analysis. As a result – simple multiplication of the sub-area calculations will not automatically equate to the District-wide net annual housing need figure.
- 7.75 In addition, a ward-level breakdown of gross affordable housing need is presented in Appendix 12.

Figure 7. 5: Sub-area Housing Need Assessment Model³⁶

Stage 1 – Current Housing Need (Gross Backlog)				
Step	Methodology / Source	Central York	Suburban York	York Villages
1.1 Number of Homeless households and those in temporary accommodation	Accepted as Homeless and or in temporary accommodation (prior to allocation for housing). CLG Live Tables / ONS (2009/10)	31	31	31
1.2 Number of Overcrowding and concealed households	Tested using 'Bedroom Standard' Households living in unsuitable housing subjected to affordability test. Note: households in social housing (transfers) excluded	230	1720	135
1.3 Other Groups				
1.4 Total current housing need (gross) = 1.1 + 1.2 (+1.3)	1.1 + 1.2 (+1.3)	261	1,752	166

³⁶ Note: Values in Figure 7.4 and 7.5 are subject to rounding. The final figures will not align between Figure 7.4 and Figure 7.5 and the former presents a net position (at City scale) and the latter presents a gross position.

Stage 2 - Future Housing Need (Annual)				
Step	Methodology / Source	Central York	Suburban York	York Villages
2.1 New Household formation	Household Survey - last 2 years (annualised)	203	711	37
2.2 Newly forming households in need (annualised)	Household Survey - Newly forming households unable to afford access to private sector housing	24%	51%	51%
2.3 Existing households falling into need	3 Years Survey	106	411	33
2.4 Total newly arising need (gross per year) = (2.1 x 2.2) + 2.3	(2.1 x 2.2) + 2.3	155	776	51

Stage 3 - Affordable Housing Supply (Annual)				
Step	Methodology / Source	Central York	Suburban York	York Villages
3.1 Affordable dwellings occupied by households in need	Figure relates to number of households identified in 1.3 which are transfers - where these have already been discounted	N/A		
3.2 Surplus Stock	Taken to be Zero - Linked to Backlog			
3.3 Committed supply of new affordable housing	LA & RSL Social Rented HSSA (proposed 2011/12)			
3.4 Units to be taken out of management	Taken to be Zero - Linked to Backlog			
3.5 Total affordable housing stock available = 3.1 + 3.2 + 3.3 - 3.4	3.1 + 3.2 + 3.3 - 3.4			
3.6 Annual supply of social re-lets (last year net)	CORE Lettings Data (General Needs Housing - lettings 2009-10)(Excludes transfers) & Council Provided Lettings Data	51	475	23
3.7 Annual supply of intermediate affordable housing available for re-let or resale at sub market levels	HSSA (new RSL shared ownership/equity dwellings proposed 2011/12)	N/A		
3.8 Annual supply of affordable housing = 3.6 + 3.7	3.6 + 3.7	51	475	23

Stage 4 - Total Housing Need (Gross Annual)		Central York	Suburban York	York Villages
Total need = 1.4 - 3.5	1.4 - 3.5	261	1,752	166
Annual flow (20% of total need)	20% of total need (Assume five year period to relieve backlog of need)	52	350	33
Gross annual housing need = (2.4 + Annual flow) - 3.8	(2.4 + Annual flow) - 3.8	157	652	62

Source: GVA, 2011

Intermediate Housing

- 7.76 Intermediate housing products can provide an important role in bridging the gap between social renting and owner-occupation, some of which allow households to 'staircase' towards owner-occupation by renting alongside acquiring equity in their property.
- 7.77 The CLG SHMA Guidance (August 2007) cites that the number of households whose needs could be met by intermediate affordable housing is likely to fluctuate, reflecting the changing relationship between market rents, social rents and incomes alongside the variance in intermediate products available. The latest iteration of PPS 3 (June 2011) provides an updated definition of affordable housing which suggests that intermediate affordable housing includes:
- Shared equity products (e.g. HomeBuy); and
 - Other low cost homes for sale and intermediate rent
- 7.78 Importantly intermediate affordable housing products do not include Affordable Rent housing which is defined as a separate sub-section of Affordable Housing and explored later in this Section. In addition the definition for intermediate affordable housing does not include homes provided by private sector bodies or provided without grant funding that does not meet the definition above, for example, 'low cost market' housing.

Affordability of Intermediate Dwellings

- 7.79 This section considers the potential role of intermediate housing in meeting affordable housing need through analysis of demand for intermediate products and the relative affordability of intermediate products utilising data from the primary household survey.

- 7.80 The primary household survey provides details of the income profile of households currently in housing need. These households have been subjected to the standard affordability test, which has verified that they do not have the financial capacity to access open market housing to meet their requirements.
- 7.81 The following figure reviews what level of equity share (in an intermediate property) could be afforded by existing households in need, with the upper limit of analysis constrained by the lower quartile house price.

Figure 7. 6: Proportions of Households Currently in Housing Need able to Afford Equity Shares in Intermediate Tenure Housing

City of York	
% affording equity share of:	Existing Households in Need (%)
£40,000	74%
£50,000	62%
£60,000	45%
£70,000	33%
£80,000	25%
£90,000	17%
£100,000	15%
£110,000	10%
Lower Quartile Price	£144,625

Source: 2011 Household Survey

- 7.82 This estimates that approximately 30% of households currently in affordable need could afford a 50% equity stake in an intermediate home at the lower quartile price. This supports the future delivery of affordable housing to meet current need within the City of York as 70% social rented and 30% intermediate dwellings.
- 7.83 When considering a suitable proportion of intermediate tenure dwellings to be sought as an affordable housing contribution within policy, it is recommended that the economic viability of delivery is also considered in line with the requirements of PPS3. Consideration should therefore be made to the recommendations of the Affordable Housing Viability Study.

The Affordable Rent Model

- 7.84 The Government's Decentralisation and Localism Bill, published in November 2010, included proposals for a new form of affordable housing model – the 'Affordable Rent' model – the objective of which is to enable Registered Social Landlords (RSL) and Housing Associations (HA) to deliver flexible tenancies to social renting households and deliver a greater number of affordable homes. PPS3 (annex B) is also currently out to consultation to seek views on the revision of the definition of affordable housing to enable Affordable Rent to be utilised within the definition of

affordable housing for planning purposes. The closing date for consultation is 11th April 2011.

- 7.85 In June 2011 PPS 3 was reissued to include technical definitions changes in Annex B. As noted in Section 3 this included a new separate entry under 'affordable housing' for 'affordable rented housing'. This defines this affordable housing product as:

"Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent" (PPS 3, Annex B: Definitions, June 2011)

- 7.86 In February 2011 the Homes and Communities Agency (HCA) published a Framework setting out the details of the new Affordable Homes Programme of investment, inviting Registered Providers to put forward proposals for £2.2bn of funding (out of the overall £4.5bn funding pot) for affordable housing during the 2011-15 Spending Review period. The Framework outlines the changes in affordable housing provision being introduced for 2011-15, and how this new approach will meet the Government's ambition to deliver up to 150, 000 new homes over the next four years.

- 7.87 The Affordable Rent model is key to this programme – aiming to provide a more flexible form of social housing that will allow providers to charge up to 80% of market rent on properties, with the potential to increase RSL/HA revenues and reduce the level of Government investment in affordable homes. As part of the new funding offer, providers will also have the flexibility to convert a proportion of their social rented homes to Affordable Rent as part of a package agreed by the HCA.

- 7.88 It will therefore be important for the Council to work with local RSLs and HA's to agree the appropriate level of Affordable Rent for the local area to meet the optimum level of affordable housing need (as well as the provider's revenue priorities). The following section considers what the level Affordable Rent could be capped at within the authority.

Affordability of Affordable Rent Dwellings

- 7.89 This section considers the potential role of Affordable Rent housing in meeting affordable housing need through analysis of the relative affordability of Affordable Rent products utilising data from the primary household survey and secondary

sourced private rental data (as presented in section 6), and the Regulatory and Statistical Returns (RSR) survey 2010³⁷.

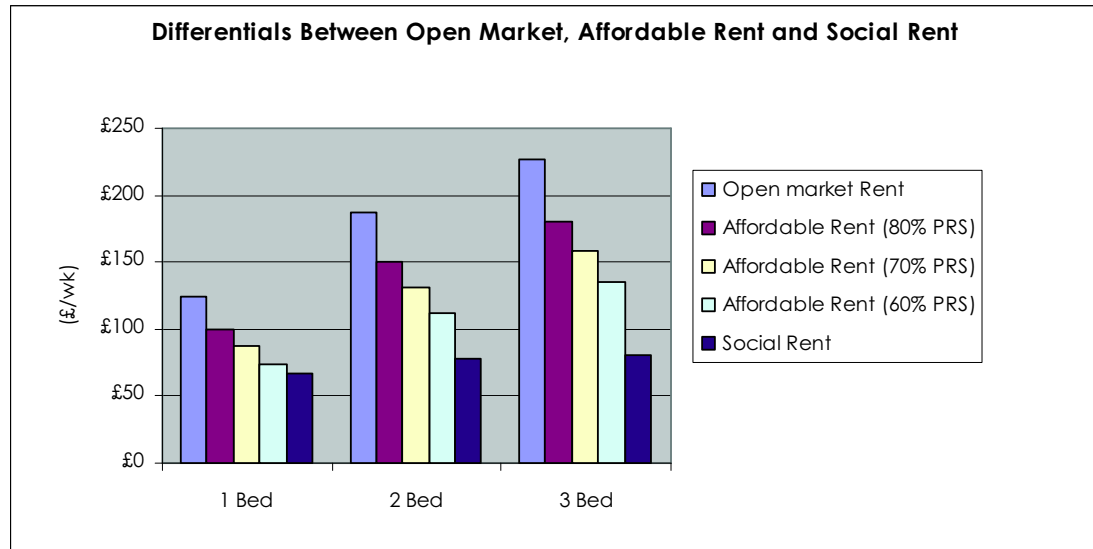
- 7.90 The 2010 household survey provides an illustration of the income profile of households currently in housing need³⁸. The following figure demonstrates the cost differentials between open market rent, Affordable Rent (80%, 70% and 60% of open market) and social rents³⁹.
- 7.91 The analysis demonstrates that there is limited differential in cost between the social rent and Affordable Rent tenure, charged at 60% or 70% of market rent for 1 bedroom properties in the City of York. This suggests that charging at these levels would not result in a viable proposition (as it would be unlikely to appeal to tenants and would not significantly increase returns for Registered Social Landlords to reinvest in the development of new affordable homes).
- 7.92 Greater differentials are, however, evident within the 2 bedroom and 3 bedroom stock – as dwelling size increases. Notably, Affordable Rent charged at 70% and 80% of market rent demonstrates a significant differential between the cost of a social rented home and the cost of renting privately on the open market. This suggests that there is potential for products of this cost to ‘plug’ a gap in the rental market between those who require traditional social affordable housing and those who could afford to rent on the open market.

³⁷ <https://rsr.tenantservicesauthority.org/?AspxAutoDetectCookieSupport=1>

³⁸ As calculated at Step 1.4 of the housing needs assessment model. Note also that this analysis does not take into account the property size requirement of the household in need (i.e. Bedroom Standard), and is purely testing affordability.

³⁹ The social rental prices are drawn from the RSR ‘Gross Rents’ for each property size (by bedrooms) at the local authority average (of all RP’s) from the survey.

Figure 7. 7: Differentials between Open Market, Affordable Rent and Social Rent

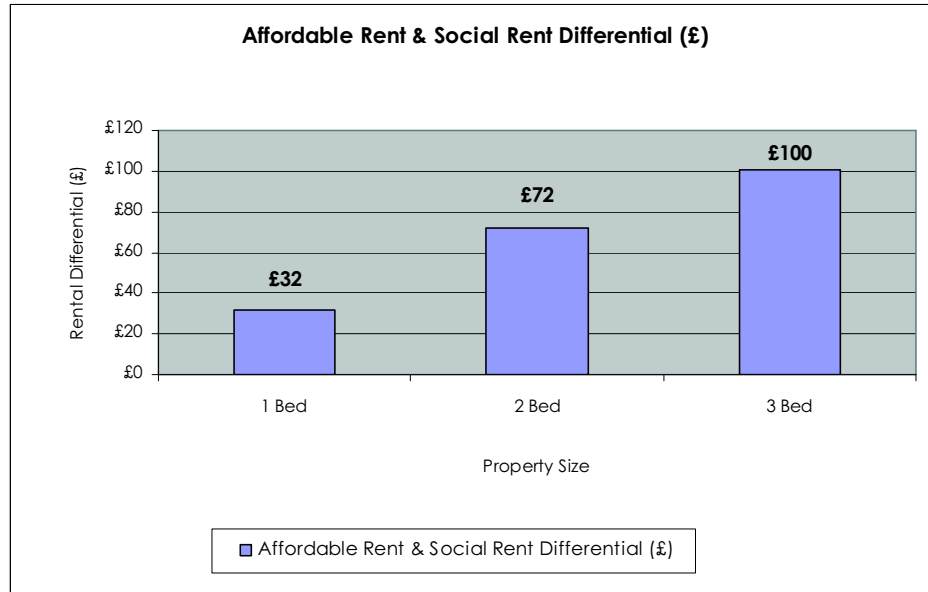


Rental	City of York - Cost Differential (£) per week - Affordable Rent & Social Rent		
	1 Bed	2 Bed	3 Bed
Open Market	£124	£188	£226
Affordable Rent (80% Open Market)	£99	£150	£181
Affordable Rent (70% Open Market)	£87	£131	£158
Affordable Rent (60% Open Market)	£74	£113	£136
Social Rent	£67	£78	£80

Source: Rightmove.co.uk (April 2011), RSR (2010), GVA Analysis, 2011

7.93 To display this more evidently, the differential between Affordable Rent charged at 80% of the open market rent, and social rents, are presented in the following figure.

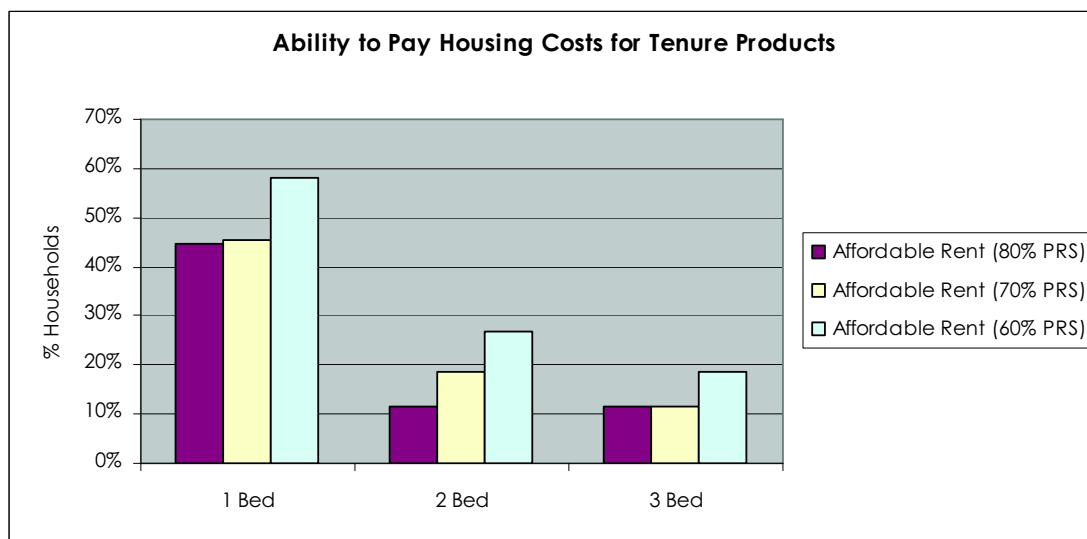
Figure 7. 8: Cost Differential - Affordable Rent and Social Rent



Source: *Rightmove.co.uk (April 2011), RSR (2010), GVA Analysis, 2011*

- 7.94 Figure 7.8 demonstrates that there is a £32 weekly rental differential between Affordable Rent and traditional social rent for 1 bedroom accommodation. This extends to £72 and £100 for 2 bedroom and 3 bedroom accommodation respectively.
- 7.95 To further test how Affordable Rent may be able to be priced within the local authority, analysis turns to considering the ability of households currently in need to afford Affordable Rent at 80% of market rent, and at 60% of market rent. This allows testing of both the impact of charging the 'expected' and lower Affordable Rents. The analysis is based on household expenditure on rent not exceeding 25% of total income.
- 7.96 The following figure illustrates the proportion of households in current need that could afford each rent level.

Figure 7. 9: Proportions of Households Currently in Housing Need able to Afford Affordable Rent Housing



Source: Rightmove.co.uk (April 2011), RSR (2010), Primary Household Survey, GVA Analysis, 2011

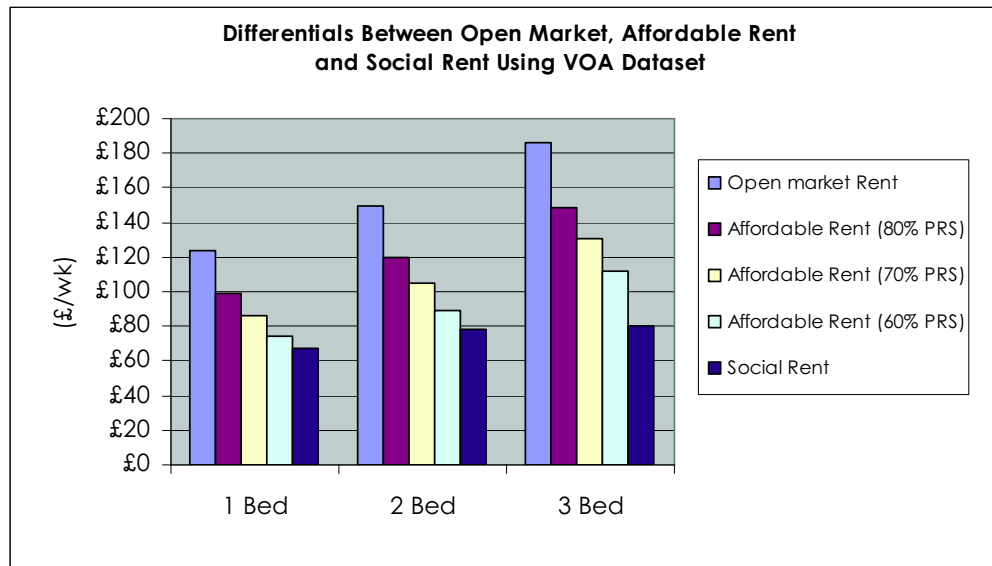
7.97 The analysis at 60%, 70% and 80% of market rents suggests that the affordable rent tenure, when introduced across the City of York, could be a useful tenure in delivering further affordable housing and meeting some affordable housing needs:

- Almost 50% of households in need could afford a 1 bedroom Affordable Rent home when priced at 80% and 70% of the open market rent. This is increased when both 60% of open market rents are charged.
- Approximately 11% of households in need could afford a 2 bedroom Affordable Rent home when priced at 80% of the open market rent. However, this increases to 19% of households when charging 70% of market rents, and up to 27% of households when charging 60% of open market rents.
- Few households in need can afford a 3 bedroom Affordable Rent home – with 11% able to afford 80% of open market rents. This only improves to 19% of households when charging 60% of open market rents. However, this suggests that the tenure will have a limited impact on meeting the needs of households requiring larger properties.

Alternative Scenario: Usage of Alternative VOA Private Rental Data

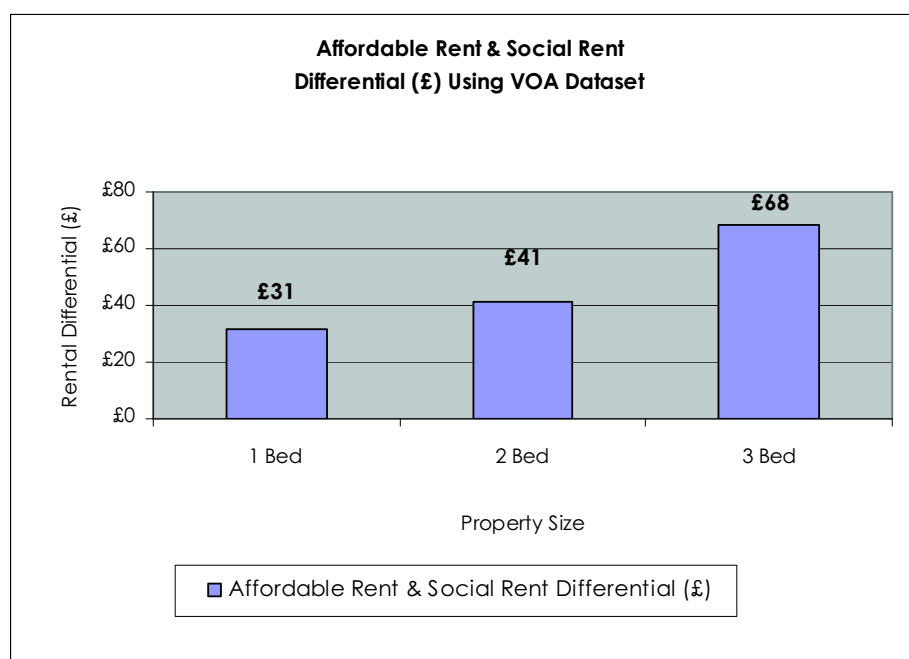
- 7.98 On the 27th October 2011 the Valuations Office Agency (VOA) released average private rent prices from September 2010 to September 2011 for each authority in England – including this City of York⁴⁰. The data indicated a different set of average private rent levels than utilised within the SHMA research for testing the affordability of Affordable Rent dwellings and presented above.
- 7.99 The following section provides an analysis of the outputs of utilising the alternative VOA private rent data on the affordability of Affordable Rent dwellings in the City of York.
- The VOA dataset presents a similar average 1 bedroom private rental price in City of York (at £123 per week) to that presented in the analysis of Rightmove (and used in the earlier analysis – at £124 per week). For 2 bedroom and 3 bedroom dwellings, the VOA dataset presents a lower average rental value – at £149 and £186 per week respectively (compared to £188 and £226 used in the earlier analysis). The revised differentials between the tenures using the VOA dataset are presented in Figure 7.10.

Figure 7. 10: Differentials between Tenures using VOA data – City of York



⁴⁰ Private Rental Market Statistics (27th October 2011) VOA

Rental	City of York - Cost Differential (£) per week - Affordable Rent & Social Rent Using VOA Data		
	1 Bed	2 Bed	3 Bed
Open Market	£123	£149	£186
Affordable Rent (80% Open Market)	£99	£119	£149
Affordable Rent (70% Open Market)	£86	£105	£130
Affordable Rent (60% Open Market)	£74	£90	£112
Social Rent	£67	£78	£80

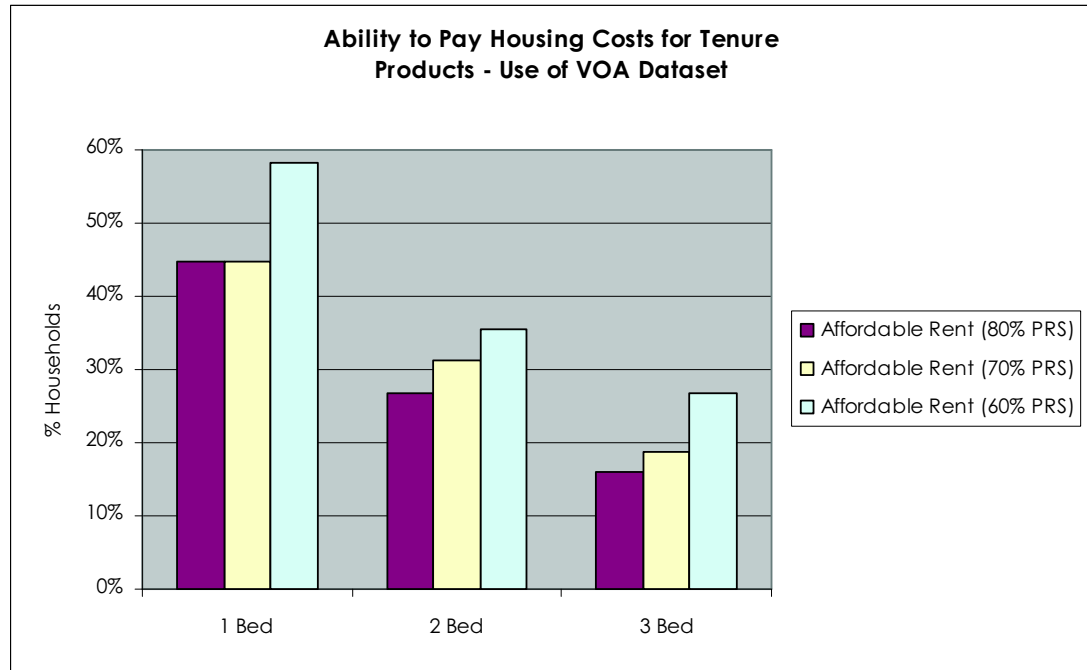


Source: VOA (October), 2011; GVA Analysis, 2011

7.100 As a result of the alternative differentials, which present a similar cost for 1 bedroom Affordable Rent dwellings and a lower cost for 2 bedroom and 3 bedroom affordable rent dwellings – when pegged to the alternative VOA dataset, the affordability of Affordable Rent dwellings for households currently in housing need is altered.

7.101 This is illustrated in the following figure.

Figure 7. 11: Proportions of Households Currently in Housing Need able to Afford Affordable Rent Housing using VOA data – City of York



Source: VOA (October), 2011; GVA Analysis, 2011

7.102 The analysis at 60%, 70% and 80% of market rents based on the VOA dataset suggests that on this measure the affordable rent tenure, when introduced across the City of York would:

- Retain the same proportion of households in need that could afford a 1 bedroom Affordable Rent home when priced at 80%, 70% or 60% of the open market rent.
- Increase the proportion of households in need that could afford a 2 bedroom Affordable Rent home when priced at 80%, 70% or 60% of the open market rent. As a result, 27% of households could afford a 2 bedroom home priced at 80% of the market rent, rising to 36% of households when priced at 60% of the open market rent.
- Increase the proportion of households in need that could afford a 3 bedroom Affordable Rent home when priced at 80%, 70% or 60% of the open market rent. As a result, 16% of households could afford a 3 bedroom home priced at 80% of

the market rent, rising to 27% of households when priced at 60% of the open market rent.

- 7.103 Delivery of Affordable Rent properties with these rental prices is also subject to further financial considerations.
- 7.104 Moreover, the analysis has been undertaken at a time when the impact of amendments to Housing Benefit payments (introduced by the Government) to household incomes have not become fully clear – and the incomes reflected in the analysis will include households receiving benefits under the system pre April 2011. From April 2011 the introduction of a reduced Local Housing Allowance (LHA), benefits cap and other welfare policy amendments are likely to further decrease household incomes. This may concurrently reduce the proportion of households able to afford housing through this model.
- 7.105 It will be for the Council to produce a tenure strategy to address these issues. The tenure split between affordable rent, social rent and intermediate products will be addressed in future planning policies.

Need for Affordable Housing by Different Sizes of Property

- 7.106 Core Output 7 of the CLG Guidance (August 2007) requires an estimate of the breakdown of the sizes of property required by households identified in need of affordable housing. The intention is to estimate the relative pressure on different property sizes. In particular this analysis will help to further understand how policy should be structured to assist in alleviating the current backlog of housing need and provide a profile of affordable housing which responds to the future need over the short-term.
- 7.107 In order to arrive at this estimate the outputs of two key datasets have been compared to produce an assessment of the proportional mis-match for each property size in terms of demand (generated by households in need) and supply (lettings of available property currently):
- Lettings data by size of property sourced from CORE lettings for 2009/10. This excludes transfers and therefore represents lettings to new households.
 - Primary Household Survey data – The size requirements of households classified as in need of affordable housing, based upon the three elements identified below, have been drawn out of the responses to the primary needs survey following a

similar process to assess the suitability of current housing (utilising the bedroom standard to test household bedroom requirements based on current household composition):

- Households in current need (Stage 1 of the CLG calculation of need);
- Newly forming households who will be in need (Stage 2); and
- Existing households falling into need (Stage 2).

7.108 The following figure presents the number of lettings by property size across the local authority and for each sub-area.

Figure 7. 12: Absolute and Proportional Distribution of Lettings by Property Size

Re-lets to new applicant households (i.e. excluding transfers (2009/10))	Lettings by Property Size (Bedrooms)			
	1	2	3	4+
Central York	30	17	4	0
Suburban York	262	155	52	6
York Villages	9	10	4	0
City of York (Total)	301	182	60	6
Proportion of Lettings				
Central York	59%	33%	8%	0%
Suburban York	55%	33%	11%	1%
York Villages	39%	43%	17%	0%
City of York (Total)	55%	33%	11%	1%

Source: CORE Lettings (2009/10) & Local Authority Lettings Data

7.109 In terms of demand the proportional split in the property size requirements of those households classified in need (as defined above) is shown below. This includes all households in current need and therefore proportions are presented rather than absolutes, in order to avoid any assumptions around annual rate at which their needs could be accommodated.

Figure 7. 13: Proportional Split in Size of Property Required by Households in Need

Households in Need	Number of Bedrooms Required (Bedroom Standard Calculation)			
	1	2	3	4+
Central York	41%	42%	11%	6%
Suburban York	36%	46%	12%	6%
York Villages	35%	50%	15%	0%
City of York (Total)	39%	44%	12%	5%

Source: 2011 Primary Household Survey

- 7.110 Figure 7.11 shows demand across all property sizes, with the level of demand / need for 2 bedroom and 1 bedroom properties recording the highest levels across the authority at 44% and 39% respectively. At a sub-area level there are some obvious spatial distinctions which in part reflect the existing profile of stock and households. In some areas the levels of demand recorded appear to reflect shortfalls in the current supply. For example, there is a particularly high level of proportional demand for 2 and 1 bedroom dwellings in Central York, and for 2 bedroom dwellings in York Villages and Suburban York.
- 7.111 The following figure balances the proportions of supply and demand against one another to identify areas of potential mis-match. A negative percentage implies a shortfall in provision. It is important to note that whilst the proportions identify shortfalls, a positive % does not necessarily mean a surplus of stock of a particular type. As the demand profile shows, and the overall calculation of need identifies, there is a substantial backlog of need across several property sizes, however, the varying pace and number of lettings of different property sizes means that there is an imbalance in the ability to address this backlog in the short-term.

Figure 7. 14: Size of Affordable Properties – Balancing the Proportion of Demand against the Proportion of Supply

The balance between households in need and lettings (proportions)	Number of Bedrooms Required (Bedroom Standard calculation)			
	1	2	3	4+
Central York	18%	-9%	-3%	-6%
Suburban York	19%	-13%	-1%	-4%
York Villages	4%	-7%	2%	0%
City of York (Total)	16%	-11%	-1%	-4%

Source: CORE Lettings (2009/10), Local Authority Lettings Data, Primary Household Survey

- 7.112 Contrasting supply and demand clearly illustrates that the greatest level of need by property size at the local authority scale is for 2 bedroom, 3 bedroom and 4+ bedroom dwellings and provides a 'check' on the demand/need figures presented in Figure 7.11. Analysis of Figure 7.12 **supports the delivery of affordable housing by size in line with the proportions set out in Figure 7.11 in order to meet housing needs going forward in the city.**
- 7.113 This is with the caveat that it would be preferable for the need/demand for 1 and 2 bedroom properties to be met by delivery of 2 bedroom properties to most effectively meet housing needs. This would allow for future stock flexibility to changing household

circumstances (e.g. start family; carer to stay – the former being important given the presence of young single and young couple households in the city, and the latter being particularly important given the ageing population within North Yorkshire and the presence of elderly people with care/support needs). The shortage of these property types is having a disproportionate effect on York's ability to address its backlog of housing need and to meet the needs of new households in the future.

Bringing the Evidence Together

- 7.114 This section has focussed on assessing the level of need for affordable housing over the next five years. Analysis has been undertaken using a range of data sources following the CLG Guidance process for calculating need.
- 7.115 The findings of this section directly relate to a number of the core outputs set out in the CLG Guidance. A number of key findings are however, presented below in bringing the evidence and analysis together from this section:
- The housing needs assessment indicates that York will be required to provide for a net annual affordable housing need of approximately 790 dwellings per annum over the next five years in order to both clear the existing waiting list backlog and meet future arising household need.
 - The analysis suggests that intermediate products could play an important role in improving housing choice and addressing an element of housing need. The potential is identified for this affordable tenure type to accommodate approximately 30% of households currently in housing need (based on their financial capacity to afford a 50% equity stake). Significantly though this tenure does not, at the moment, represent a tenure of choice as evidenced by the limited numbers of households either currently living in, or considering a move into, this tenure based on the results of the 2011 household survey. This is likely to be a function of the relative 'youth' of this product in the housing market and therefore its relatively small levels of stock across the City of York and North Yorkshire more generally.
 - The introduction of the Affordable Rent model, as an alternative (and addition) to traditional social housing in the City of York also holds potential to accommodate households who would otherwise struggle to enter the open market. The differentials between Affordable Rent, open market rents and social rent suggest the model could form a valid 'stepping stone' between tenures, although the

financial capacity of households in housing need suggests that the incomes of households in York may well be overstretched if required to reach Affordable Rent charged at 80% of the market rate for larger dwellings.

- Considering demand by property size the analysis shows the highest level of demand / need for medium size and larger properties ranging from 2 bedrooms to 4+ bedrooms. The shortage of these property sizes is having a disproportionate effect on the City of York's capability to address its backlog of housing need, and to meet the needs of new households in the future.

8. Drawing the Evidence Together – Conclusions

- 8.1 This section provides the headline findings of this individual Authority Appendix. The North Yorkshire SHMA Report provides a full concluding narrative and should be read in conjunction with the findings presented here.
- 8.2 The summary conclusions presented below are intentionally brief in order to allow easy interpretation. Findings are structured to be broadly in line with the suggested outputs in the CLG SHMA Guidance of 2007.

The Current Housing Market

Demographic and Economic Context

- 8.3 Key Findings:
- Between 2001 and 2009 York's population has grown by 9%. This growth has been predominantly driven by sustained levels of low in-migration from other parts of the UK as well as a large increase from international migration (the analysis within Section 6 suggests that these migration trends may have been over-estimated by the ONS). Significant net migration inflows have occurred in the 15 – 19 age group driven by York's large student population relocation to the Higher Education establishments within the city.
 - York has experienced a more pronounced growth in population aged between 20 and 35 years when compared with the sub-region which is linked to students, post graduate retention and York's role as an economic and employment hub.
 - The DCLG estimates that there were approximately 84,900 households within York, an uplift of approximately 7,900 from 2001.
 - The ONS mid-year estimates and DCLG household projections suggest that household sizes have fallen between 2001 and 2009. Household change by household type has shown that increases have occurred in 'one person households' and couple households. This reflects the migration trends identified above and has an important bearing on the dynamic part of much of the York housing market.
 - York has a well performing economy with an economic activity rate which is in line with the North Yorkshire average. Since 2008 increases in unemployment in

York have been focused amongst those in full-time employment. The relative strength of York's economy compared to wider economic benchmarks demonstrates York's position as an economic and employment hub with a high proportion of total employment concentrated in the 'top three' occupations.

- This is translated into an income profile which shows a comparatively high proportion of high earners (12% of households earn more than £52,000). Importantly though the authority is characterised by having a broad profile of incomes with almost 50% of households earning less than £31,200.
- The Regional Economic Model forecasts that an additional 5,000 jobs will be created within the authority by 2026. This represents a baseline policy-off projection. The alternative employment projections presented within the City of York Employment Topic Paper (ARUP, 2011) suggest a higher level of employment growth within the City of York to 2026 – equating to an annual average of 960 new jobs created across the period. This is considerably higher than the average jobs per annum projected under the REM model (approximately 340 per annum), although the level of annual change towards the end of the forecasting period reaches 700 per annum

The Housing Stock

8.4 Key Findings:

- There are 83,208 properties in York as recorded in the 2009/10 HSSA dataset. Approximately 1.8% of properties are classed as vacant which suggests limited capacity within the existing stock to absorb future demand.
- Approximately 5,300 new properties have been delivered in York between 2004 and 2010. Reflecting national market trends development levels have fallen from 2004 peak levels of 1,100 to a still substantial 606 in 2009/10.
- The Household Survey 2011 suggests that 33% of households are classified as under-occupying their property, according to the bedroom standard calculation, suggesting a significant latent capacity within the stock.
- As would be expected given its more urban profile the housing stock of York differs slightly from the North Yorkshire average. The authority includes a high proportion of semi-detached properties and a lower proportion of detached properties than many of the more rural parts of North Yorkshire. The authority does however have a higher proportion of flatted properties which has increased over recent years as a result of development activity within and on the edge of the city centre of York.

The Active Market

8.5 Key Findings:

- York has experienced a rise in average house prices since 2000, peaking at a high of £210,900 in 2007/08 in line with the national market. Current average house prices have fallen by almost 10% since 2007/08. Current values vary throughout the Local Authority area with the York Villages sub-area recording the highest median house price of £250,225. Whilst prices have fallen lower quartile property prices still remain considerably higher than they were in 2000, which coupled with mortgage finance issues represents a significant barrier to first time buyer and lower income households purchasing property across the authority.
- The issues facing first time buyers and other parts of the market looking to buy has meant that York's private rental sector has been buoyant. Indeed evidence suggests that the tenure has expanded by approximately 50% between 2001 and 2008. This is also reflected in rents with over a quarter of private renters paying in excess of £650 per calendar month. However, almost a quarter of private renters are paying between £260 and £347 per month, which is linked to the prevalence of shared student accommodation in York.
- Benchmarking of incomes against housing costs reinforces the affordability issues facing households in the authority with a high proportion of households unable to access owner-occupation. The analysis suggest that an income of £58,350 is required to purchase a property (assuming a ceiling mortgage spend of 20% of income) compared to average household income levels across York of £22,100.
- In terms of household movements York shows a relatively high rate of household retention, with 64% of those planning to move in the next two years planning to remain in York. Despite the affordability issues outlined above owner occupation remains a popular aspiration for almost 50% of households planning to move in the next couple of years expecting to move into this tenure.

The Future Housing Market and Housing Need

Projecting Future Demand

8.6 Key Findings:

- The authority is projected to grow significantly in terms of its population and the number of households.

- Under the SNPP the authority is projected to grow significantly, with international migration the key driver of growth. The analysis highlights the potential issues associated with this trend based projection of growth of international migrants as part of the sensitivity analysis presented in Section 7. The CYC Core Strategy Submission (Publication) approach is referenced, which supports an average annual growth of 800 dwellings per annum and an average annual job growth of up to 960 jobs per annum. This is supported by previously commissioned research by Arup (July 2011) which considered the level of job growth suitable for the future and the level of population and household growth that should form the basis of future housing provision in light of recent economic circumstances.
- The detailed analysis of the changing demographic and household type profile of the population coupled with the expectations of households looking to move in the near future from the 2011 Household Survey, identified a future demand for all property sizes. Demand is particularly high for smaller properties although in order to meet the demands and expectations of family's larger properties will also be required in the future.

Affordable Housing Need

8.7 Key Findings:

- The housing needs assessment indicates that York will be required to provide for a net annual affordable housing need of approximately 790 dwellings per annum over the next five years in order to both clear the existing waiting list backlog and meet future arising household need.
- The analysis suggests that intermediate products could play an important role in improving housing choice and addressing an element of housing need. The potential is identified for this affordable tenure type to accommodate approximately 30% of households currently in housing need (based on their financial capacity to afford a 50% equity stake).
- The introduction of the Affordable Rent model, as an alternative (and addition) to traditional social housing in the City of York also holds potential to accommodate households who would otherwise struggle to enter the open market. The differentials between Affordable Rent, open market rents and social rent suggest the model could form a valid 'stepping stone' between tenures, although the financial capacity of households in housing need suggests that the incomes of households in York may well be overstretched if required to reach Affordable Rent charged at 80% of the market rate for larger dwellings.

- Considering demand by property size the analysis shows the highest level of demand / need for medium size and larger properties ranging from 2 bedrooms to 4+ bedrooms. The shortage of these property sizes is having a disproportionate effect on the City of York's capability to address its backlog of housing need, and to meet the needs of new households in the future.



Meeting of the LDF Working group

5th March 2012

Report of the Director of City Strategy

YORK CENTRAL AND FORMER BRITISH SUGAR/ MANOR SCHOOL SITES

Further Update on Transport and Access Approach

Summary

1. This paper is presented further to a report to the LDF working group of December 2011 (appendix 1) setting out the findings of work undertaken to establish a transport approach, and site access strategy, on the York Central (YC) and former British Sugar/ Manor School (fBS/MS) sites. This report should be read in conjunction with the appended December report.
2. At the December 2011 LDF working group, Members deferred endorsing any York Northwest transport approach until such time as the background studies had been made publicly available and additional work undertaken.
3. The relevant studies have now been made available through the Council's website, and additional work undertaken in two key areas:
 - Transport modelling has been undertaken in order to understand the comparative performance of the two preferred access options from Holgate Road to York Central, and;
 - Further illustrations have been produced, showing the proposed Water End access options in their built and green context.

4. As set out in the following report, the additional work is not considered to have necessitated significant revision to the approach proposed to Members in December. Members are therefore asked to note the findings of the work, and to endorse the proposed approaches to taking these findings forward, as outlined.

Background

5. A report (appendix 1) was taken to Members of the Local development Framework Working Group in December 2011. The report presented a draft York Northwest transport masterplan for Member approval. The report also presented several feasibility studies prepared to explore options for providing new pedestrian and cycle links to and from the fBS/MS site, as well as all purpose (vehicular, pedestrian and cycle) links to YC. On the basis of these feasibility studies, the report made recommendations to Members in terms of which options be pursued as part of ongoing work on the sites.

Outcomes of Further work

6. Since the December 2011 report, minor amendments have been made to the York Northwest Transport Masterplan, to ensure alignment with LDF and other associated documents and consistency in approach; the document remains unchanged in its fundamental approach and recommendations however. The document has been available for members of the public to view on the Councils website since 21.2.12, and those parties who previously expressed an interest in the masterplan have been made aware of its availability on the Council website at:

<http://www.york.gov.uk/environment/Planning/ldf/yorknorthwest/>

7. Since the December 2011 report, work to explore the additional York Central access option from Holgate Park Open Space (corridor G) has been completed and made available to the public from 21.1.12 at the following website:

http://www.york.gov.uk/environment/Planning/ldf/York_Central/

8. Additional transport modelling work has also been undertaken to understand the comparative performance of the two all-

purpose access options from Holgate Road into YC. A technical note summarising this work is given at appendix 2.

9. The conclusions of this work are that, purely in terms of network performance, the Chancery Rise access option (Corridor A) may offer comparative benefits over the Holgate Business Park Option (Corridor G). This is as a result of the general distribution of resultant traffic flows and impact on adjacent junctions. Members are asked to note these outcomes. Further detailed modelling of local junctions on the A59 corridor will also be required to fully understand impacts in this area.
10. Since the December 2011 report, a transverse cross section has been produced to illustrate the alignment and elevation of any proposed access to YC from Water End (Corridor C) in relation to surrounding open space and residential properties (see appendix 3 – or see page 170 of full study at link below for single section). This work augmented longitudinal sections of the proposed highways, which were produced as part of the original study (and publically available on the website as notified to interested parties from the 26th January 2012). The additional information was made available on the Council website, (as notified to interested parties) from the 16th February 2012, at:

http://www.york.gov.uk/environment/Planning/ldf/York_Central/
11. It should be noted that the location of the cross section was chosen to illustrate the proposed carriageway within as much context as possible, including adjacent open space and buildings. As a consequence, the illustrated section is not the most elevated section of the proposed highway as a whole: At the point at which the proposed highway crosses over the existing rail lines (some 90 metres south of the section illustrated) the new road would be approximately 1m higher than that illustrated in the drawings, in order to achieve vertical clearances over rail lines.
12. Members are asked to note this additional work.

Original and Revised Recommendations

York Northwest Transport Masterplan

13. The original recommendations of the December 2011 report in respect of the York Northwest Transport Masterplan were that Members note and endorse the approach outlined in the draft masterplan and its use in pre planning enquiries and planning applications within the York Northwest Corridor, including assessing the Transport assessment, framework Travel Plan and any other documents submitted as part of the planning application process.
14. Since there is no fundamental change to the transport masterplan document, **these recommendations are reiterated in this report.**
15. As a point of clarification in relation to the status of the York Northwest Transport Masterplan, Members should note that the document has been prepared to explore in more detail those access options and policy approaches previously set out and consulted on in the emerging LDF (Core Strategy, York Northwest AAP work and Former British Sugar/ Manor School SPD). The feasibility studies outlined in this report also inform in more detail the transport position outlined within the York Northwest Transport Masterplan. The masterplan is intended to be used for the purposes of negotiation with developers, and supports the policy approaches set out in LDF documents. With the endorsement of Members, it would form a material consideration in the determination of planning applications.

British Sugar Pedestrian and Cycle Accessibility Studies

16. The original recommendations of the December 2011 report in respect of the British Sugar Pedestrian and Cycle Accessibility Studies were that Members note and endorse a proposed approach to providing pedestrian and cycle links from the former British Sugar/ Manor School site, and its use to inform the planning of the site and public funding bids, and that additional work be undertaken to engage with landowners, establish environmental impacts, and deliver more certainty around taking these options forward.

18. This recommendation has subsequently been reviewed to ensure alignment with the approach set out within the emerging draft SPD for the site and ensure deliverability issues are explored in more detail. Consequently it is recommended that the suggested approach is revised to outline the intention to provide linkages along Access Corridors 1 and 2, subject to further evaluation, feasibility and viability work. The approach should also be to ensure that the design of any development should not prejudice the future provision of linkages.
19. It is also now proposed that further work be undertaken to identify the most appropriate location for any rail halt and ancillary facilities that may serve the former British Sugar and York Business Park sites and seek to ensure the east-west bridge is positioned to link with this. It is also suggested that further work needs to be undertaken by the council to pursue delivery of these pedestrian/cycle routes and engage with the appropriate parties to take this forward. This will also allow a clearer view to be taken on the most appropriate level of developer contribution, including financial contribution.

York Central Accessibility Feasibility Study

20. The original recommendations of the December 2011 report in respect of the York Central Access Feasibility Study were that Members note and endorse a proposed approach to accessing the York central site, the next steps to arriving at a preferred option, (including detailed modelling work, and appraisal against outlined criteria), and the ultimate use of a preferred access approach to inform ongoing plan preparation, development enquiries and public funding bids.
21. The proposed approach in the report was for a phased strategy to all mode access provision, prioritising an A59 access, to be augmented by a Water End access provided at a stage when development quanta/ type and associated vehicular trip generation warrant this. **This recommended approach is reiterated in this report.**
22. In terms of the prioritised A59 access, the report recommended further exploration of options at Chancery Rise (Corridor A) and Open Space North of Holgate Business Park (Corridor G), to include transport modelling of wider network impact, and that

one of these two be selected as a preferred option on the basis of network impact, cost (influenced by rail retention approach), amenity/ environmental impact, and place-making/ site arrival considerations, including the fact that different access locations suggest different dispositions of development parcels within York Central, with different inherent values. Initial officer appraisal of the vehicular capacity of a new access from Poppleton Road, suggests that in the region of 450-550 am peak hour trips may be accommodated. **It is recommended that further modelling work be undertaken to fully establish this capacity and the wider strategy for the phased delivery of access improvements and release of development land.**

23. Since the December report at appendix 1, further consideration has been paid to options at access corridor B2 at Holgate Business Park, and the feasibility of delivering an access here at a greater gradient or to a different design that would not preclude the provision of improved rail access to the carriageworks building. On the basis of these considerations, **it is recommended that this access option is not ruled out from further consideration at this stage.**

24. The recent transport modelling work reported to members at Appendix 2 provides more detail in terms of one of these access selection criteria; impact on network performance. There remains a degree of uncertainty as to impacts, with more detailed modelling required, and initial modelling indicating, for example, that queues of up to 31 cars would be likely at the Chancery Rise option, with consequential impacts on A59 junctions with other roads such as Hamilton drive. There also remain other criteria which may cumulatively or singularly outweigh considerations associated with network performance. It is proposed that in addition to those detailed access selection criteria set out in the appended December report, air quality impact modelling and micro-simulation transport modelling of A59 junctions also be undertaken in due course to inform access selection criteria. On this basis **the recommendation to Members is that the three preferred access options are taken forward for further consideration and a final selection be made in due course on the basis of community consultation, sustainability appraisal and the criteria set out above.**

25. In terms of the Water End access options explored in the feasibility study, it was recommended in the December report at appendix 1 that Members endorse pursuit of junction option 4 (mini-roundabout). Further consideration has been given to this recommendation and the implications of the proposed approach on pedestrian and cycle movements in the wider area. On the basis of this, it is now recommended to members that junction option 1 also be taken forward for further consideration/ appraisal and public consultation. In terms of the proposed carriageway alignments, it was recommended in the December report that option 5/6 be pursued in terms of development framework and future operational rail decisions, with carriageway option 4a as a reserve option should option 5/6 be prejudiced by rail retentions.
26. The further illustrative work that has been undertaken for the Council provides some additional clarity in terms of what the amenity impacts of the access options might be, and how these might be managed. It was recommended in the original report that those carriageway alignments that were in very close proximity to residential properties in the Garnet Terrace area be discounted on these grounds from further consideration.
27. Of those options remaining, all would have similar and unavoidable amenity impacts. As set out in more detail in the draft York Northwest transport masterplan, the approach to servicing the York Central site will be focussed in the first instance on minimising car trip generation, and existing infrastructure will be utilised where feasible. As set out at para. 21 above, it is also recommended that the more costly and intrusive Water End access option be phased as far back in the development as is possible. Indeed, should car trip generation at the development be sufficiently low, the requirement for this second point of site access may be lessened.
28. Notwithstanding this, the imperative of delivering new housing and employment on this central brownfield site, thereby safeguarding York's greenbelt and growing its economy, will inevitably bring about disruption and loss of amenity to some parties, which must be weighed against the overall benefits to the city in determining whether development proceeds. In this instance, and given the lack of alternative options, **the**

recommendation is reiterated to Members that the highlighted Water End access options form part of a phased approach to accessing York Central to be pursued further in planning and funding discussions.

29. In terms of the feasibility studies consideration of localised Leeman Road access approaches and demolition of Queen St Bridge, the December report recommended that Members note these elements of the report and endorse the continued inclusion of the works in the York Central development, subject to site viability. In the absence of further considerations in these respects, **the recommendations are reiterated.**
30. The December report made recommendations that the approach, if endorsed by Members, be used to inform any planning discussions or decisions on the York Central site, through informing the development framework being produced by the Council, which will be subject to community consultation and sustainability appraisal in due course, and be used in any relevant public funding bid work that is undertaken. **These recommendations are reiterated in this report**

Summary of Recommendations to Members

York Northwest transport Masterplan
<ul style="list-style-type: none"> • To endorse the approach outlined in the draft masterplan, and its use in pre-planning enquiries and determination of planning application in the York Northwest area.
Former British Sugar/ Manor School Access Feasibility
<ul style="list-style-type: none"> • To endorse the continued exploration of outlined approaches to provide new pedestrian and cycle links from the site, in corridors 1 and 2 and the use of this approach to inform the planning of the site and public funding bids. • To endorse the undertaking of additional evaluation, feasibility and viability work in these respects, to include engagement with landowners. • That officers ensure that the design of any development does not prejudice the future provision of these linkages • To endorse the undertaking of further work by the Council to identify the most appropriate location of a new rail halt and link bridges, to inform above bullets.

York Central Access Feasibility

- To endorse pursuit of a phased approach to providing new vehicular access to the site, comprised of:
 - In the first instance provision of access from Poppleton Road at corridor A, B2 or G (preferred option to be determined through public consultation, sustainability appraisal and using criteria outlined at paragraphs 22 & 24 of the report)
 - In the second instance, and to be phased as necessitated by trip generation, provision of access from Water End, comprised of junction option 1 or 4 and corridor options 4a, 5 or 6 of the feasibility study (preferred option to be determined as per selection criteria for Poppleton Road access above)
- To endorse the continued consideration of proposed approaches to providing local access from Leeman Road and demolish Queen Street Bridge
- To endorse use of these approaches in terms of producing a planning framework for the site, determining planning applications and undertaking planning discussions in the area, and making public funding bids, subject as these processes would be, to community consultation and sustainability appraisal.
- To endorse the undertaking of additional work to Modelling of access approaches in order to identify preferred options and a phased strategy for infrastructure provision and land release.

Options

30. There are three options available in respect of this report:

Option 1: To proceed with the Transport and Access Approach as outlined;

Option 2: To request that changes are made and revisions brought back to a future meeting of the LDF Working Group;

Option 3: To not proceed with the development of the York Northwest area as proposed, as a result of transport issues.

Corporate Priorities

31. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. 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. The regeneration of this area will support the following corporate priorities:

Create Jobs and grow the economy by bringing forward land to meet business needs and attracting investment

Get York Moving by improving city centre circulation and encouraging less reliance on the car.

Protect the Environment by managing green space and improving the quality of York's streets and public spaces

Implications

32. Implications are as listed below:

Financial	None at this stage.
Human Resources (HR)	None
Equalities	None at this stage
Legal	None at this stage
Crime and Disorder	None
Information Technology (IT)	None
Property	None at this stage
Other	None

Risk Management

33. Failure to adopt an appropriate transport approach for the sites in a timely manner could mean that either development of these strategic sites is either stalled or terminated, or that it does not fully mitigate its transport impacts, to the detriment of the City's environmental quality and economic prosperity.

Recommendations

34. Members are asked to:

- I. Note and endorse the approach outlined in the draft York Northwest Transport Masterplan, and its use in pre planning enquiries, and planning applications within the York Northwest corridor.

Reason: To ensure that development in the corridor responds appropriately to its transport related context in promoting sustainable travel and mitigating residual impacts

- II. Note and endorse the proposed approach to accessing the York central site, the next steps to arriving at a preferred option, and the ultimate use of a preferred access approach to inform ongoing plan preparation, development enquiries and public funding bids.

Reason: To ensure that this strategic regeneration site is re-developed and appropriately serviced.

- III. Note and endorse the proposed approach to undertake work to pursue the delivery of new pedestrian/cycle links and rail halt/link at the Former British Sugar/ Manor School Site, with the next step to engage with appropriate parties to take this forward.

Reason: To ensure that these strategic opportunities are progressed and appropriate provision is made for delivery.

Contact Details

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Head of MDPI

**Report
Approved**

Date 10.02.2012

Specialist Implications Officer(s): None

All

Wards Affected:

For further information please contact the authors of the report

Appendices

- Appendix 1 December 2011 LDF Working Group Report.
Appendix 2 Access Corridors A&G Transport Modelling
report.
Appendix 3 Water End Access Approach Transverse Section
Views.

Background Papers

Available from the Members library or from the websites below

Draft York Northwest Transport masterplan

<http://www.york.gov.uk/environment/Planning/ldf/yorknorthwest/>

York Central Access Feasibility (Masterplanning & Infrastructure)
study and additional work (undertaken by Halcrow).

http://www.york.gov.uk/environment/Planning/ldf/York_Central/

Former British Sugar/ Manor School Pedestrian Access Feasibility
Study (undertaken by CYC)

<http://www.york.gov.uk/environment/Planning/ldf/britishsugar/>

Former British Sugar/ Manor School Pedestrian Access Feasibility
Study Update (undertaken by Halcrow)

<http://www.york.gov.uk/environment/Planning/ldf/britishsugar/>

Appendix 1: December 2011 LDF Working group Report



Meeting of the Local Development
Framework Working Group

5th December 2011

Report of the Director of City Strategy

**YORK CENTRAL DEVELOPMENT FRAMEWORK AND
FORMER BRITISH SUGAR/ MANOR SCHOOL
SUPPLEMENTARY PLANNING DOCUMENT**

Update on Preferred Transport and Access Approach

Summary

1. This report sets out the findings of work undertaken to establish a transport approach, including site access strategy, on the York Central (YC) and former British Sugar/ Manor School (fBS/MS) development sites. Members are asked to note the findings of the work, and to endorse the proposed approaches to taking these findings forward, as outlined in the report.

Background

2. The YC & fBS/MS sites are strategic allocations in the September 2011 publication draft Core Strategy, accommodating significant levels of housing, and in the case of YC, employment and retail growth through the plan period.
3. In 2007, work began on an Area Action Plan (AAP) to guide the development of the two sites, which together form the York Northwest (YNW) development corridor (see plan at appendix 1). It was realised in 2010, however, that work needed to be progressed on the sites at different rates, and at a meeting of the executive on 30th March 2010 it was agreed by Members that the detailed planning of the sites would be taken forward through the preparation of separate

LDF documents. It was subsequently resolved that these would take the form of a Supplementary Planning Document (SPD) for the FBS/MS site, and a development framework for the YC site.

4. Whilst it was agreed that the detailed planning of these two strategic sites could be undertaken independently, the need for an overarching approach to transport, which captured the synergies, conflicts and cumulative impacts of the two sites, was also recognised. Initial transport modelling work undertaken by the Council identified that development would have significant impacts on the local and strategic network, particularly focussed around the A1237 Outer Ring Road, and the A59-A19 corridor, within which both sites sit. The results of this initial phase of modelling were termed a 'Reference Case', against which a 'Sustainable Case' was prepared, which sought to effect modal shift and mitigate impacts. The Publication Draft Core Strategy sets out at policy CS18 the need for a YNW transport masterplan to be prepared to explore and resolve these issues in more detail.

York Northwest Transport Masterplan

5. The Council has taken the approach of developing a Transport Masterplan to enable the incremental development of the York Northwest Corridor (YNW) within a framework that allows the management and mitigation of cumulative transport impacts and ensures delivery of the transport infrastructure necessary for the development of York. A draft of the Masterplan is available in the Members library and in electronic format on request, and a plan indicating York Northwest in its immediate context at appendix 1.
6. This Masterplan will sit alongside the Local Development Framework's emerging Core Strategy and site-specific supplementary planning documents. The Council will use the Masterplan to assess the Transport Assessment, framework Travel Plan and other documents submitted by developers for the sites within YNW. The technical work, including transport modelling and engineering feasibility studies, which have been undertaken in preparing this Masterplan, build on a transport study undertaken for York Central in 2005 (Faber

Maunsell's Transport Masterplan) and reported to members in January 2006.

7. Without mitigation, the development of this corridor has the potential to have a harmful effect on the local and strategic highway network and therefore other networks, such as local buses and cycle routes. This was illustrated by the outcomes of previous modelling work, outlined in the YNW Transport Topic Paper (August 2010), which looked at a 'Reference Case', and showed the congestion and delay impacts associated with the additional traffic generated by development of the sites to be significant. Ultimately, this is contrary to the objective of reducing the impact of travel on the environment.
8. YNW is to be developed in a highly sustainable manner, where the need to travel will be minimised and travel by sustainable modes will be encouraged through design, active promotion and, where necessary, support for new services.
9. The draft master plan sets out the transport infrastructure and other transport improvements required to mitigate the impacts of the 'reference case' and further improvements within a 'sustainable case' to further reduce the traffic impacts of developments in YNW. Some of these, such as improving the junctions on the A1237 outer ring road are large cost items, whereas some of the other measures, such as smarter choices measures are much lower cost.
10. The draft Masterplan also identifies those items that have a direct impact on the local transport network, for which developer contributions will be sought through obligations as part of the planning process. Other strategic transport infrastructure for which new sources of funding may be pursued (such as the Community Infrastructure Levy, if adopted by the Council) have also been included in the draft Masterplan
11. The draft Masterplan has been informed by transport modelling and access feasibility work undertaken on behalf of the Council. The latest stage of access feasibility work, also reported in this paper, looks at options for forming

vehicular accesses to YC, and pedestrian/ cycle links from the fBSMS site, more work will be required in respect of new access options at Chancery Rise (York central) to fully understand transport implications. Member are asked to endorse the approach outlined in the draft masterplan and its ultimate use in assessing the Transport Assessment, framework Travel Plan and other documents submitted by developers.

York Central Access Feasibility.

12. On 30th March 2010, members were advised that the Leeds City region, and as a result the Council, had been successful in securing funding from a national Urban Eco-Settlement (UES) development fund. The Councils share of this totalled £130,000, the allocation was revenue funding to be used for masterplanning and feasibility work. This was utilised in part to establish a detailed understanding of site access options, in order to recommend a preferred approach. This work was undertaken for the Council by framework consultants Halcrow, and is available from the Members library or an electronic version available on request.
13. Establishing appropriate site access is key to the regeneration of the York Central site. This is due to the site being bounded by live rail lines, and currently accessible only via Leeman Road, with limited vertical clearances and poor strategic network links (See Appendix 1: York Northwest Site & Context Plan). Work was undertaken by Faber Maunsell in 2006 to allow the Council to understand options related to accessing the site. This work, reported to Members in January 2007, led to public consultation on 6 vehicular access options as part of the York Northwest Area Action Plan Issues and Options Consultation. Feedback from this consultation was given to Members of the LDF Working Group on 13th May 2008, and is summarised in respect of York Central access options at appendix 2.
14. Part of the UES funding allocation was utilised to build on this earlier work. This was done for a variety of reasons: Firstly a greater level of detail was required than the high level options looked at by Faber Maunsell (which did not, for

instance, incorporate detailed designs for bridges or junctions with the highway). Secondly, a late additional access option required testing (Chancery Rise). Thirdly, the assumptions relating to operational rail retentions and subsequent availability of land for access and/ or development had also evolved. Finally, an updated and accurate cost base was deemed important in pursuing funding opportunities associated with the site. Reappraising the access approach has also allowed for greater influence in terms of environmental considerations, with, for example access from Water End impacting far less on the Leeman Road Millennium Green.

15. Previous modelling work indicated that given the scale of development envisaged at York Central, two new all-mode accesses would be required to the site, alongside some use of the existing Leeman Road accesses and new or improved pedestrian and cyclist routes. Given the configuration of the local road network, and the constraints surrounding the development site, it was determined through modelling work that a new point of all-mode access should be created from the A59 Poppleton/ Holgate Road, and a second from Water End. The option of having a direct link from the A1237 Outer Ring Road to YC, through the fBS/MS site, was considered in early stages of modelling. Cost benefit analysis revealed that the high engineering costs associated with provision outweighed benefits. Modelling found that the link road would be used mainly by existing road users, rather than traffic generated by the YNW development; more detailed discussion of this option is provided in the YNW transport masterplan. This option was discounted from further consideration on these basis of these issues.
16. The more recent work undertaken by Halcrow has been structured so as to be flexible in order to respond to future circumstances in terms of development or operational rail context. Each access option is broken down into three key segments:
 - A Junction with existing road network
 - B Carriageway and bridge design
 - C Descent into development site

Each 'segment' has interchangeable design options outlined, capable of responding to alternative land availability, and with different characteristics.

17. Report findings include assessment of engineering feasibility/buildability, detailed bridge designs, current delivery costs, land-take requirements and commentary on land-ownership and environmental considerations. Network performance of alternative junction options is also assessed, though it should be noted that this relates just to the technical capacity of the immediate junction being considered and not the wider capacity of the network to absorb any impact.
18. The report considers four main approaches in terms of the A59 Poppleton/ Holgate Road access; three from the Holgate Business Park area, and one from Chancery Rise. One main access route alignment is considered from Water End, with a range of highway junction and site descent options. The report also advises on formation of more local or temporary access points from the existing Leeman Road, and provides a cost and phasing plan for the demolition of the existing Queen Street Bridge and reinstatement of inner ring road. A plan of access corridors is given at appendix 3.
19. It should be noted that access options discussed in the section relate only to all-mode (including vehicular) access to York Central, and will need to be underpinned by a range of high quality pedestrian and cycle links and improvements, particularly between the site and the City Centre. These are discussed in more detail in the York Northwest transport masterplan.

A59 Poppleton/ Holgate Road Access

31. In terms of access from the A59 Road, the report finds that recommended highway gradient standards are such that any access over the 5 Acre site (options B1 and B2) would be unable to achieve the height required to clear rail lines positioned any further south than existing lines serving the adjacent Carriageworks Building. These access options would therefore be incompatible with Network Rails aspirations to improve the functionality of the Carriageworks building by providing a fan of new rail lines over the 5-Acre

site into the building. On this basis, without deviating from adopted Highway Standards these options could be ruled out.

32. A third option is provided in Access Corridor A; east of the Carriageworks building at Chancery Rise. This option provided the lowest cost approach to accessing the York Central site (£9.1m at 2011 prices) since local topography is advantageous, and the structure need only span limited existing rail lines on the sites southern boundary. However, the carriageway alignment proposed in the report results in loss of play facilities at Cleveland Street, and is sited in close proximity to residential properties. Subsequent to the completion of the study, it emerged that Network Rail would be willing and able to make land available at the Carriageworks Building through removal of rail traversers and potentially partial demolition of the building itself. This would allow the access to be aligned to protect the play area and residential properties, and work is progressing with Network Rail to pursue this approach.
33. The Halcrow report presents two highway junction options in respect of Chancery Rise access; a roundabout option and a signalised junction. Both perform well in network terms, though the roundabout option precludes the need for third party land acquisitions.
34. It should be noted, however, that the performance of this access option in terms of impact on, and relationship with the surrounding network, unlike other options, has not been tested in detail through transport modelling at this stage. Undertaking this work will be an essential next step in order to allow full assessment of performance and comparison with alternative access approaches. It is recommended that more detailed transport modelling is undertaken to understand the access option and junction option impacts in the context of the wider network and fox junction in particular.
35. A fourth access option is also currently being tested at Open Space at Holgate Business Park (see appendix 4). This option is being tested against two rail retention scenario's (see appendix 4). An indicative highway alignment, with

access from the existing Holgate Business Park junction, is also given at appendix 4, and engineering costs are currently estimated to range between £22.7m (land availability scenario 1) and £7.2m (land availability scenario 2). These options would also have some amenity impact on adjacent residential properties on Renshaw Gardens, and require re-provision of existing open space, but would almost certainly perform better in terms of network impact and traffic distribution.

36. It is recommended that Members endorse further exploration of options at Chancery Rise and Open Space North of Holgate Business Park in more detail, to include transport modelling of wider network impact, and that one of these two be selected as a preferred option on the basis of network impact, cost (influenced by rail retention approach), amenity/environmental impact, and place-making/ site arrival considerations, including the fact that different access locations suggest different dispositions of development parcels within York Central, with different inherent values.

Water End Access

37. The Halcrow report considers four junction options for a Water End access. Each of the options presented has a carriageway alignment that is constrained as far as is feasible to land owned by Network Rail, west of Leeman Road Millennium Green. Junctions are configured in this way in order to minimise impact on this important green asset, though would still result in the loss of some green space outwith Green which should be re-provided. Junction options are depicted with retaining structures, or in the case of option 4, an indicative extent of earthworks. In reality, each option could be constructed with a retaining structure, embankments, or a pier supported structure, potentially with community buildings beneath. Taking into account cost, environmental impact, and network performance, it is recommended that members endorse that junction option 4 (mini-roundabout) be taken forward in further work.
38. The report goes on to consider 5 access corridor options, with associated bridge designs. These 5 options relate to alternative rail retention scenario's, and vary widely in cost,

from £30.8m to £60.6m. Option 1 assumes very limited availability of land, and as a result, whilst technically feasible, is practicably unbuildable in its live rail context and has a prohibitive cost of £60.6m. It is recommended that this option be ruled out from further consideration, and that future decisions made around operational rail retentions reflect this. Option 4b has the second highest build costs at £41.5m, and passes at high level within around 30 metres of residential properties on Garfield Terrace: On the basis that option 4a provides a less costly and intrusive version, it is recommended that option 4b is also dropped from further consideration.

39. Option 5/6 and option 4a are similar in terms of environmental impacts, being located some distance away from the residential Garfield Terrace and from the Millennium Green SINC, and being similar in alignment and elevation. Since option 5/6 has a single rail crossing, its cost is significantly lower than options 4a, at £30.8m compared to £36.3, and on this basis it is recommended that Members endorse that option 5/6 be pursued in terms of development framework and future operational rail decisions, with option 4a as a reserve option should option 5/6 be prejudiced by rail retentions.

Phasing of Site Access

40. Having set out the most appropriate options for providing principal points of all-mode access to the York central site, the phasing of this provision must now be considered. Three principal factors will influence this; the spatial disposition and phasing of site development and development finance/ risk.
41. In terms of spatial considerations, it is likely that the site will be developed from its most accessible areas around the station and Leeman Road, where development will relate to an existing built context and higher value city centre type uses are more likely to be appropriate. These areas of the site would be most efficiently served by an A59 access. This access also happens to be considerably less costly than the Water End option, and consequently, its up-front provision will result in much lower finance costs within the development as a whole, allowing more monies to be used

to deliver a high quality development, that meets the cities aspirations. The lower costs are also a reflection of the fact that this access is simpler to deliver, and could be seen as a lower risk option than Water End to any potential site investor or public funding body. On this basis, it is recommended that Members endorse a phased approach to all mode access provision, which prioritises provision of an A59 access, to be augmented by a Water end access provided at a stage when development quanta/ type and associated vehicular trip generation warrant this.

Leeman Road and Queen Street

42. The Halcrow report considers at section 7, potential options for providing localised accesses to the York Central site from Leeman Road. The report discusses these in the context of a Leeman Road Closure; a longstanding place-making and traffic management aspiration associated with York central, which would require more detailed modelling/ design, and public consultation. The proposed local accesses are minor in nature, and in terms of associated cost and impact. Members are asked to note these elements of the report
43. The report also considers at section 8 the network implications and costs of demolishing the Queen Street Bridge, and the nature of reinstatement of the highway: Again this is a longstanding place-making aspiration associated with development of the York Central site. The report finds that the works would cost in the region of £5.5m and would be phased over a period of 52 weeks. Members are asked to note these elements of the report and endorse the continued inclusion of the works in the York Central development, subject to site viability.

British Sugar Pedestrian and Cycle Access Feasibility

44. A second portion of the York Northwest Urban Eco Settlement funding allocation was attributed to feasibility/ exploratory work around access to Green Infrastructure. These funds have been utilised to explore the feasibility of forming new pedestrian and cycle linkages from the fBS/MS site to nearby green infrastructure corridors and hence to the City Centre.

45. Work was undertaken by CYC engineering consultancy and explored options to form new links to the regional green corridor formed by Poppleton and Acomb Ings around the River Ouse (hereafter referred to as 'the Ings')- referred to in the study as access corridor 1, as well as links towards the city centre to influence the sites modal share profile, referred to in the study as access corridor 2. A plan of the corridors is given at appendix 5, with the full report available in the Members library and electronically on request. The work reported on the relative attractiveness of different options in terms of optimal location, engineering feasibility and buildability, land requirements, environmental considerations and cost.

Access Corridor 1

46. The access study outlines benefits of providing an access to open space and to employment opportunities at York Business Park and any potential future rail Halt on the Harrogate Rail Line through bridging the Harrogate line. The study recommended two alternative approaches to providing this access through bridge structures over the Harrogate Rail Line. Option 1 provided a direct tripartite link between the fBS/MS site and both York Business Park and the Ings. Option 2 provided just a link to York Business Park (from where one can access the Ings by a more circuitous route). The engineering costs of providing these two accesses are estimated at £500k and £320k respectively.

47. Given the objective of increasing accessibility to green infrastructure, and the fact that option 2 would incur an additional journey of around 1100m over option 1 in reaching the Ings from the centre of the fBS/MS site (against Yorks PPG17 study accessibility standards of 240m to 960m dependent on open space typology), it is proposed that the more direct option 1 approach be pursued to enhance the fBS/MS site development.

48. In terms of how the option is pursued, it is considered unreasonable to make provision of the access a prerequisite of the development itself, rather it is an improvement that the Council would be keen to deliver in order to improve the

overall redevelopment. The redevelopment should, however, respond spatially to this opportunity and some level of financial contribution from the development may be appropriate.

Access Corridor 2

49. The study also outlined the critical nature of providing high quality and attractive pedestrian and cycle routes to the city centre from the fBS/MS site in order to influence travel patterns. The study outlined four potential options for providing new dedicated off-road links to or beyond the orbital cycle route and off-road city-bound routes from Water End. The study advised on the engineering feasibility, environmental consideration and engineering cost for each option, as well as giving some narrative on land ownership issues.
50. Subsequent to the main study, more detailed engineering feasibility work has been undertaken on these four options by Halcrow, this work provides an updated cost base of between £750k and £1.49m based on the approach taken, and is also available in electronic format on request, with a hard copy in the Members library.
51. Given the importance of providing attractive city bound pedestrian/ cycle links as an alternative to using the car, it is recommended that provision of the new link be pursued as part of the package of transport contributions to be made by the fBS/MS development site. Since uncertainties exist around land ownership issues, it is recommended that additional work be undertaken to engage with landowners and establish certainty as to whether this can be taken forward.

Next Steps

52. It is recommended that the approach outlined in the York Northwest transport masterplan be used to inform pre-application and planning discussions and decision making within York Northwest, including assessing the Transport Assessment, framework Travel Plan and other documents submitted as part of the planning application process

53. It is recommended that the York Central Chancery Rise or 'Holgate Business Park Open Space' access option be explored in more detail, informed by detailed transport modelling work, and that a preferred option will be taken forward on the basis of outlined criteria alongside the preferred Water End access options as part of a suite of transport improvements at York central. This will be used to inform the development framework being produced by the Council, which will be subject to community consultation and sustainability appraisal in due course. This access approach will also be used in any relevant public funding bid work that is undertaken, and inform any planning discussions or decisions on the site.

54. It is recommended that the proposed approach to forming new pedestrian and cyclist links at the fBS/MS site be developed in more detail (including full environment assessment), and inform pre-application negotiations and subsequent planning submissions from landowners/developers at the site.

Options

44. There are two options available in respect of this report:

Option 1: To proceed with the Transport and Access Approach and next steps as outlined;

Option 2: To request that changes are made and revisions brought back to a future meeting of the LDF Working Group.

Corporate Priorities

45. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. 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. The

regeneration of this area will support the following corporate priorities:

Create Jobs and grow the economy by bringing forward land to meet business needs and attracting investment

Get York Moving by improving city centre circulation and encouraging less reliance on the car.

Protect the Environment by managing green space and improving the quality of York's streets and public spaces

Implications

46. Implications are as listed below:

Financial	None at this stage.
Human Resources (HR)	None
Equalities	None at this stage
Legal	None at this stage
Crime and Disorder	None
Information Technology (IT)	None
Property	None at this stage
Other	None

Risk Management

47. Failure to adopt an appropriate transport approach for the sites in a timely manner could mean that either development of these strategic sites is either stalled or terminated, or that it does not fully mitigate its transport impacts, to the detriment of the City's environmental quality and economic prosperity.

Recommendations

48. Members are asked to:

- I. Note and endorse the approach outlined in the draft York Northwest Transport Masterplan, and its use in pre planning enquiries, and planning applications within the York Northwest corridor.

Reason: To ensure that development in the corridor responds appropriately to its transport related context in promoting sustainable travel and mitigating residual impacts

- II. Note and endorse the proposed approach to accessing the York central site, the next steps to arriving at a preferred option, including detailed modelling work, and appraisal against outlined criteria, and the ultimate use of a preferred access approach to inform ongoing plan preparation, development enquiries and public funding bids.

Reason: To ensure that this strategic regeneration site is re-developed and appropriately serviced.

- III. Note and endorse the proposed approach to providing pedestrian and cycle links from the former British Sugar/ Manor School site, and its use to inform the planning of the site and public funding bids

Reason: To maximise sustainable travel to and from this strategic development site, and make best use of existing open space.

Contact Details

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Chief Officer Responsible for the report:

Derek Gauld
Head of MDPI

Report Approved

Date 25.11.2011

Specialist Implications Officer(s): None

Wards Affected:

All yes

For further information please contact the authors of the report

Appendices

- Appendix 1 York Northwest Site and Context Plan
- Appendix 2 York Central Vehicular Access: Issues and Options Consultation Feedback Summary.
- Appendix 3 Halcrow Access and Feasibility Study – Plan of Key Access Corridors
- Appendix 4 Additional York central access Option at open Space at Holgate Business Park
- Appendix 5 British Sugar Access Feasibility Study – Plan of Key Access Corridors

Background Papers

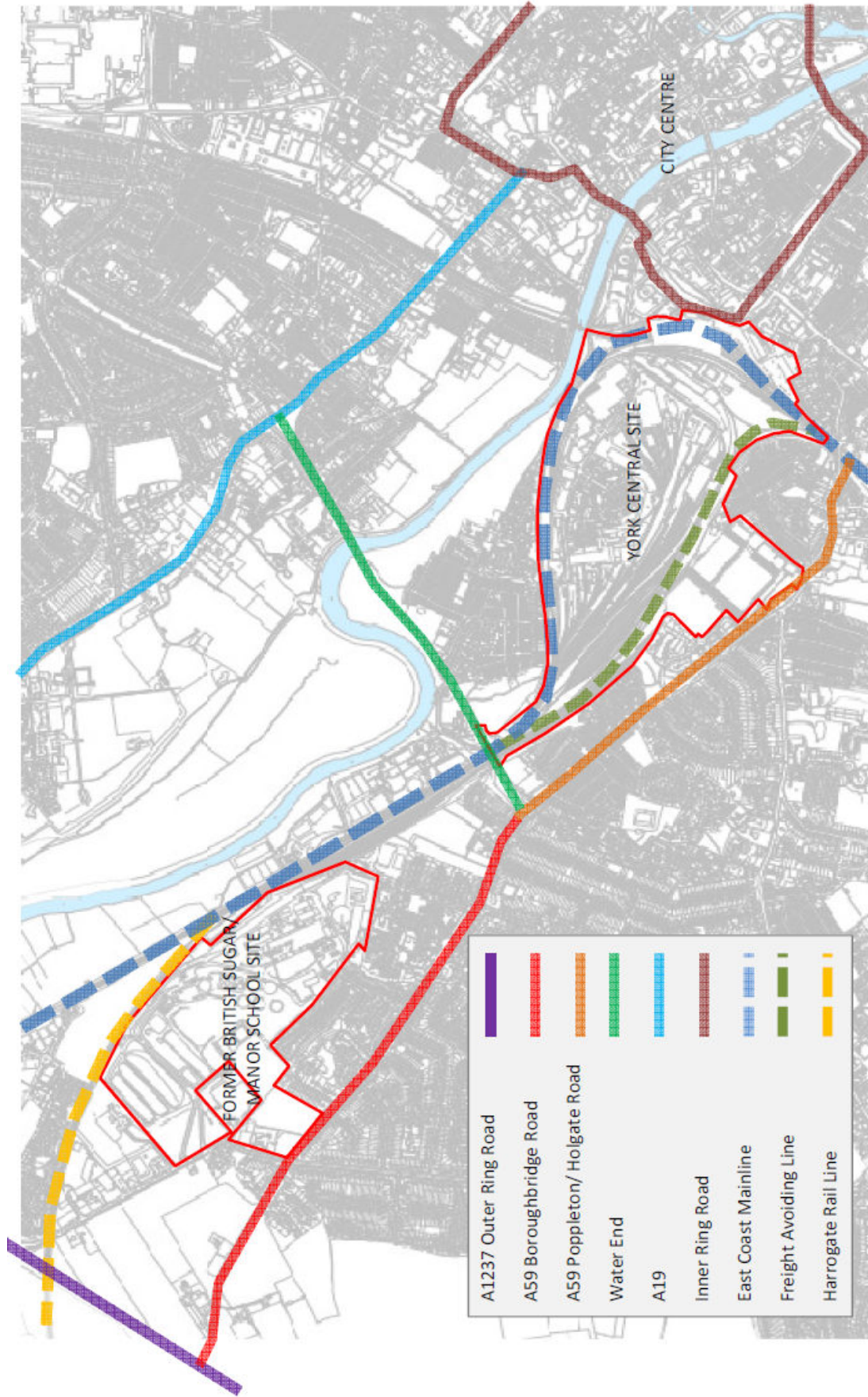
York Northwest Transport masterplan

Halcrow Engineering Feasibility Study

CYC British Sugar Engineering Feasibility Study

Halcrow Pedestrian and Cycle Access Assessment Report (British Sugar)

Appendix 1: York Northwest Development Sites and Context Plan



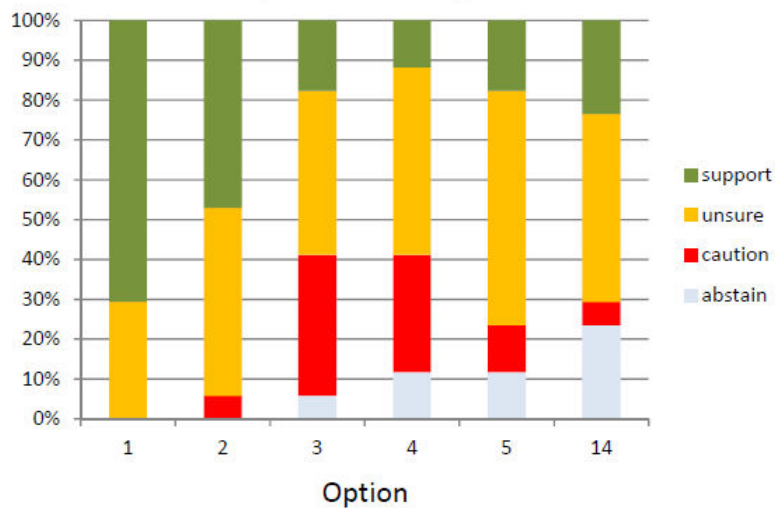
Appendix 2: York Central Vehicular Access: Issues and Options Consultation Feedback Summary.

York Central Vehicular Access Options Consulted on Nov 2007 – Jan 2008

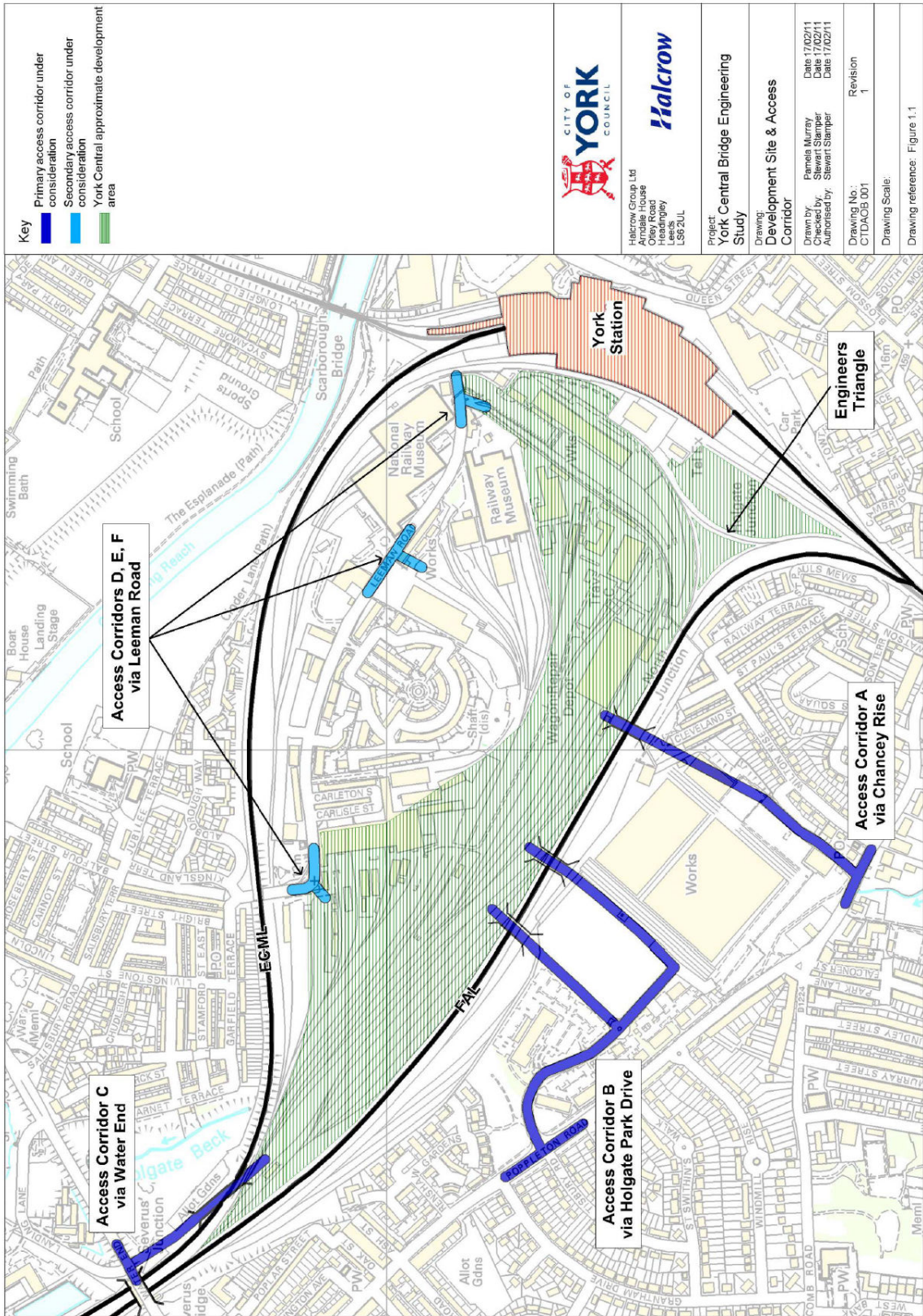


- 1: Water End
- 2: Holgate Business Park
- 3: Queen Street
- 4: Holgate Road/ Acomb Road
- 5: Leeman Road (severed for through traffic)
- 6: Marble Arch

Issues and Options Workshop Feedback



**Appendix 3: Halcrow Access and Feasibility Study – Plan
of Key Access Corridors**



**Appendix 4: Additional York Central Access Option at
Holgate Business Park Open Space**


York Central Access Option at Holgate Business Park Open Space: Rail Land Availability Options



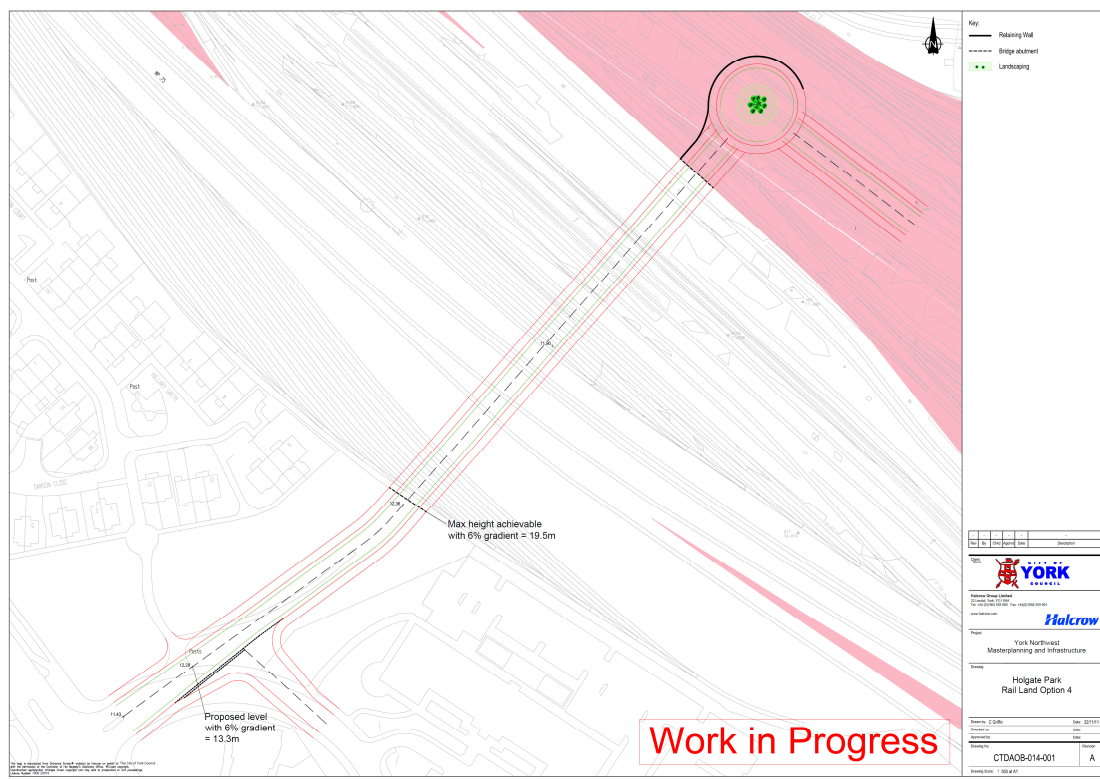
Land Availability Scenario 1



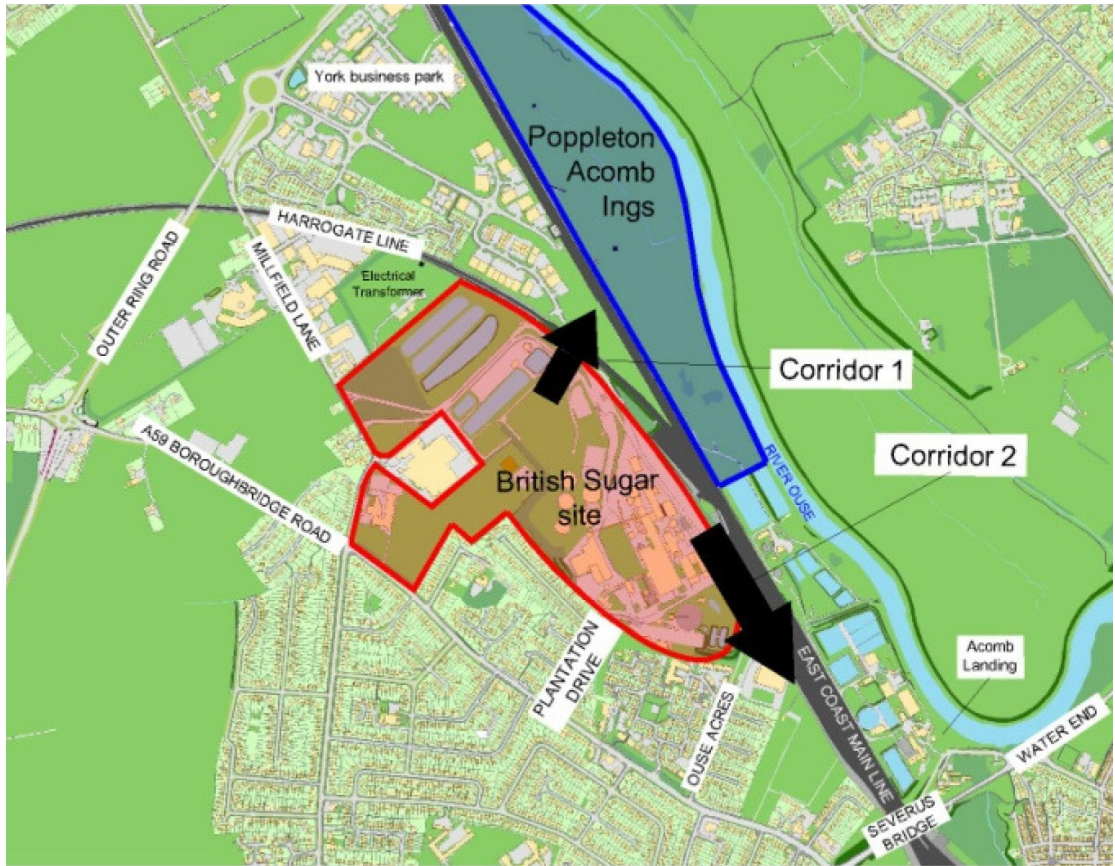
Land Availability Scenario 2

 **Approximate Extent of Land Available for Access Purposes**

York Central Access Option at Holgate Business Park Open Space: Draft Proposed Highway Alignment



Appendix 5: British Sugar Access Feasibility Study – Plan of Key Access Corridors



Appendix 2: Access Corridors A&G Modelling Report

Analysis of options for access to York Central Development site from A59.

This technical note reports on the findings of modelling work undertaken in order to assess the comparative impact, in traffic terms, of two access options for York Central on 'The Fox' traffic signal junction.

Scenarios:

Two access options for York Central have been assessed:

- Option A: Holgate Park junction using existing signal jctn.
- Option B: Chancery Rise using a new roundabout junction

Four scenarios have been tested:

- Scenario 1: Option A 2016
- Scenario 2: Option B 2016
- Scenario 3: Option A 2021
- Scenario 4: Option B 2021

Each scenario has been tested for three time periods:

- AM (08:00 to 09:00)
- Inter-peak IP (average 10:00 to 16:00)
- PM (17:00 to 18:00)

Modelling assumptions:

For the horizon year 2016 Option A and B provide access provide access to the York Central site from the A59. For horizon 2021 it is assumed that an additional access will have been constructed on Water End.

Development assumptions for rest of city as per the planning spread sheet (sheet 1.)

The assumption is that the new P&R site on the A59 at Poppleton will be in operation along with improvements to the A59 bus corridor.

Quantum of development: GFA 100,000m² B1, 816 Houses, 349 Flats

It is assumed in the model that post construction of the Water End access (2021) there is no 'through routing' possible between Water End and A59. In the model this is achieved by restricting certain turning movements. In reality in order to allow both accesses to access all parts of the site this will be difficult to achieve without some form of active access control. The internal site road layout could be used to help dissuade through routing but this needs to be taken into consideration early in the design stage.

The full strategic Cube model was used to generate trip distributions and highway assignments.

The development flows have been applied to a Linsig model to give the comparative performance of the Fox junction under the various scenarios. For the purposes of this assessment it is assumed that the impact on the Fox junction is the critical indicator for comparing the access options – Water End and Holgate Road junctions are effectively unaffected by the choice between the two options.

It should be noted that during the AM peak traffic queuing back from Holgate Road causes exit blocking at the Fox effectively reducing the saturation flow of the inbound movements. Site measurement of the saturation flow shows it to be approximately half what would be expected under free flow conditions (1000 pcu/hr as opposed to 1900 pcu/hr).

It is assumed that the Holgate Park and respective Chancery Rise junctions will be designed with sufficient capacity to not cause problems on the highway network. The same assumption is made for any junctions internal to the site.

No physical improvements have been modelled at the Fox junction although there are some options for improvement to the outbound capacity that were highlighted and are being investigated as part of the access York scheme.

For the purposes of strategic modelling the new Chancery Rise junction is assumed to be a roundabout. Blocking back from Holgate Road has an impact on the queues inbound at the Fox

junction so the theoretical capacities can not be realised particularly during the AM peak. A signal junction at Chancery Rise would allow the queuing traffic to be managed between the junctions better than a roundabout.

The new A59 Park and Ride service is assumed to be routed through both options for all years rather than re-routed via the Water End access.

Results:

Practical reserve Capacity

	AM 2016	IP 2016	PM 2016	AM2021	IP 2021	PM 2021
Option A	2.8%*	12.2%	-1.4%	-2.4%*	6.2%	-10.5%
Option B	-3.8%*	7.9%	-7.1%	-17.0%*	25.1%	-38.1%

*Theoretical capacity is unachievable due to "blocking back" from Holgate Rd

Delay (PCU hrs)

	AM 2016	IP 2016	PM 2016	AM2021	IP 2021	PM 2021
Option A	24.9*	19.2	29.5	29.6*	23.3	45.2
Option B	19.6*	21.6	38.0	77.5*	92.4	131.4

*Delays experienced exceed this due to "blocking back" from Holgate Rd

Analysis:

The strategic model predicts that more development traffic arrives at the site from the Holgate Road and Acomb Road legs of the Fox junction than comes down the A59 from the Water End direction.

The provision of the new P&R on the A59 and the associated bus priority measures makes the use of public transport an attractive option for travellers from this direction. The construction of the Water End access even further reduces the amount of traffic from the A59 north - as it will tend use this access in preference.

There is an indication from the model of traffic cutting through Acomb from the A1237/A64 directions presumably in order to avoid delays on the Tadcaster Road. The implications of this will require further investigation.

Conclusions:

The predominance of development flow from the City side of the Fox junction means that in all the scenarios and modelled periods Chancery Rise is the better option in terms of traffic delay and impact on the capacity of the Fox junction. Following the construction of the Water End access (modelled year 2021) this remains to be the case.

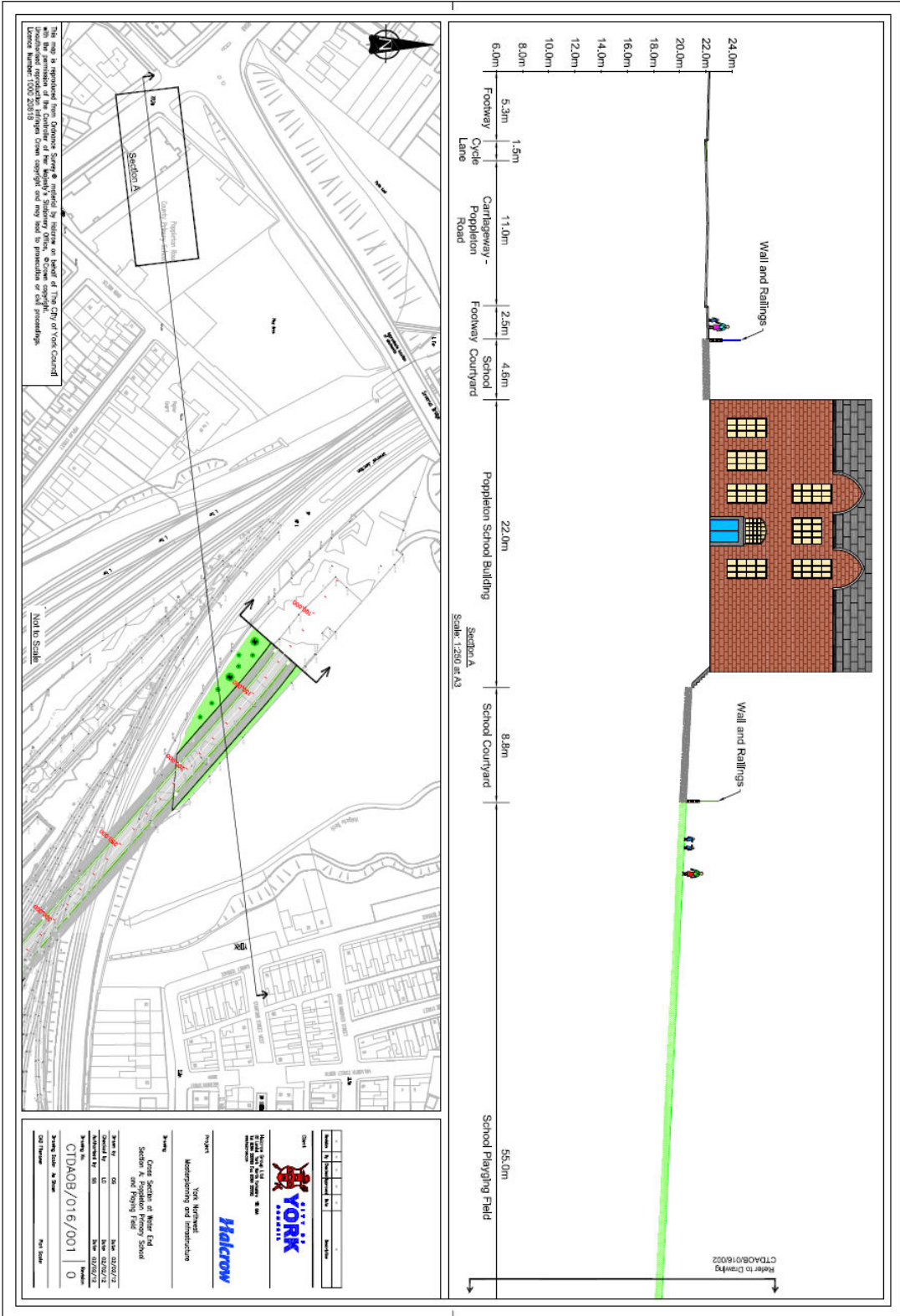
The strategic model has the proposed Chancery Rise as a roundabout. It may well be the case that a signal junction would provide a better option in terms of being able to manage queues through linking of this junction to the Fox.

Sheet 1

Scheme	Details	PT Changes	2016	2021	2026	2031	Other Notes
Access York Phase 1	A59 site, Askham Bar extension, A59 corridor improvements (incl. roundabout)	A59 P&R services	1				
Access York Phase 2	Wetherby, YBP, Clifton Moor, Wigginton, Haxby, Strensall, North Lane roundabout improvements (2 lane entry, 2 lane exit A1237 movements)	Wigginton Road P&R Site and corridor improvements		1			
Access York Phase 2 extended	Partial at grade dual Wetherby Rd to Clifton Moor	N/A			1		It is felt that grade separation of Wetherby Rd - Clifton Moor junctions is unlikely 5 years after the upgrade of these roundabouts in Access York Phase 2 'unextended'
James St Link Phase 2	Layorthorpe - Heworth Green	N/A	1				
York Central	Chancery Rise signalised (2016), Water End roundabout (2021), no through route within York Central, Leeman Road through route closure (2021), all station car parks relocated to western side (2021)	Reroute A59 P&R through site (Chancery Rise - Leeman Rd 2016, Water End - Leeman Rd 2021), reroute Acomb Rd services Chancery Rise - Leeman Rd??	1	1	1	1	Phased opening as per development sheet
British Sugar	YBP upgrade (2016), signalised access off A59 (east of Beckfield Lane), 10% traffic via Ouseacres	Reroute service 10 via site via Millfield Lane & Ouseacres (2021)	1	1	1		Phased opening as per development sheet

Germany Beck	A19 signalised junction (2016), Naburn Lane signals and bus lane/gate (2021), widening of A64 off slip (2021)	N/A	1	1	1		Phased opening as per development sheet
Terrys	Knavesmire Junction Improvement	N/A	1				
Nestle	Access from Haxby and Wigginton Roads	N/A	1				
Other Developments	Access using existing zone connectors	N/A	As per development list				

Appendix 3: Water End Access Approach Transverse Section Views



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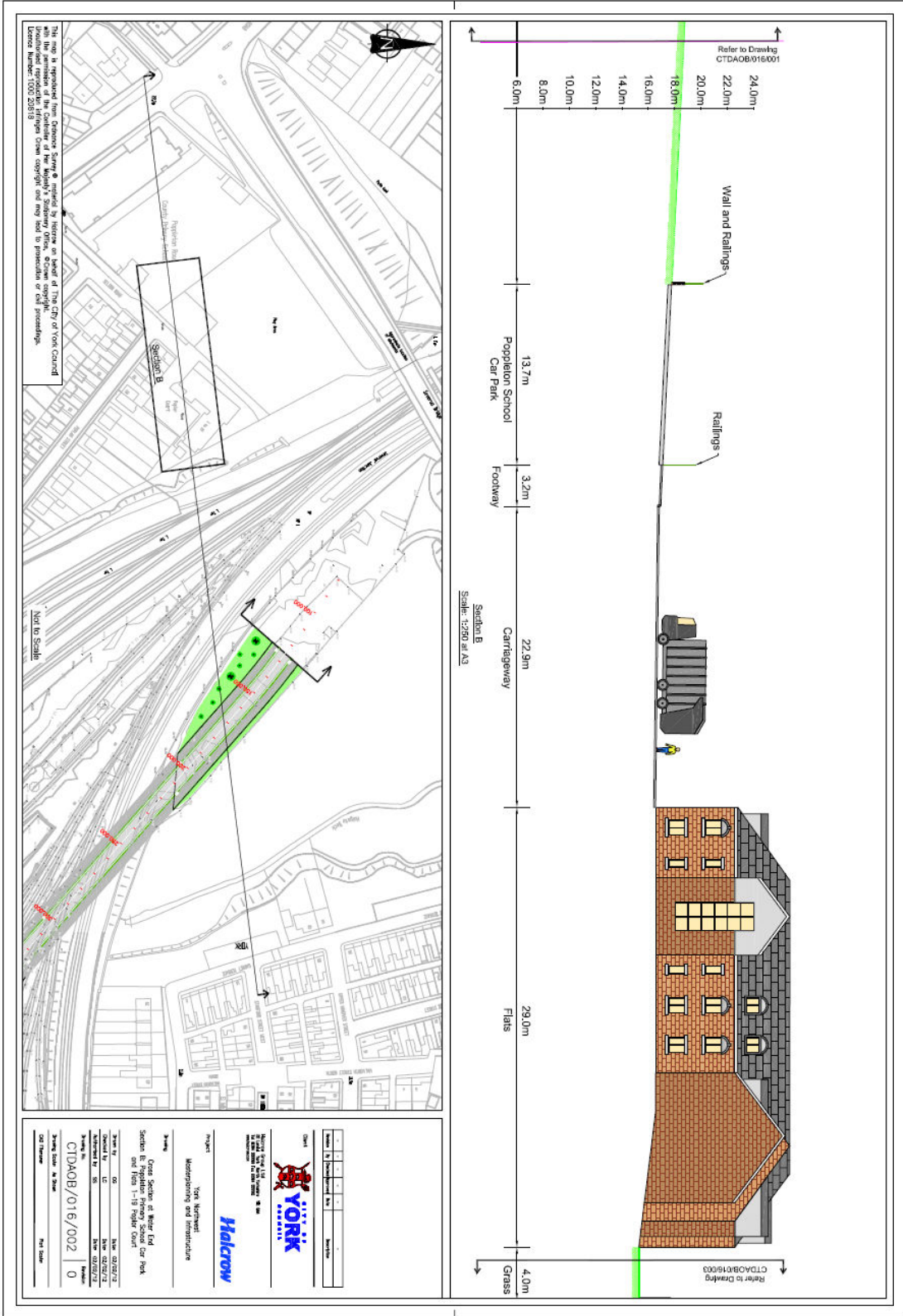
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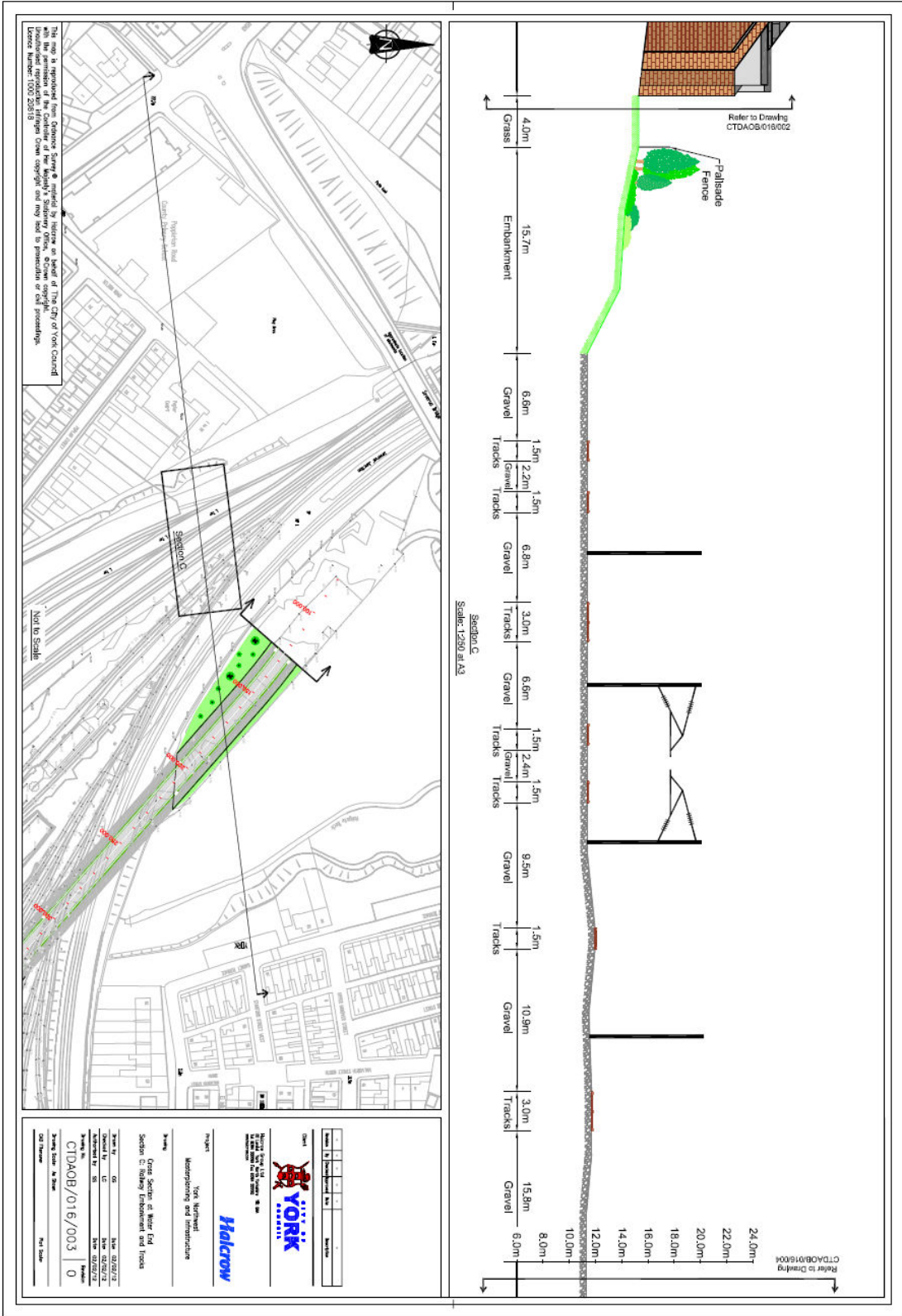
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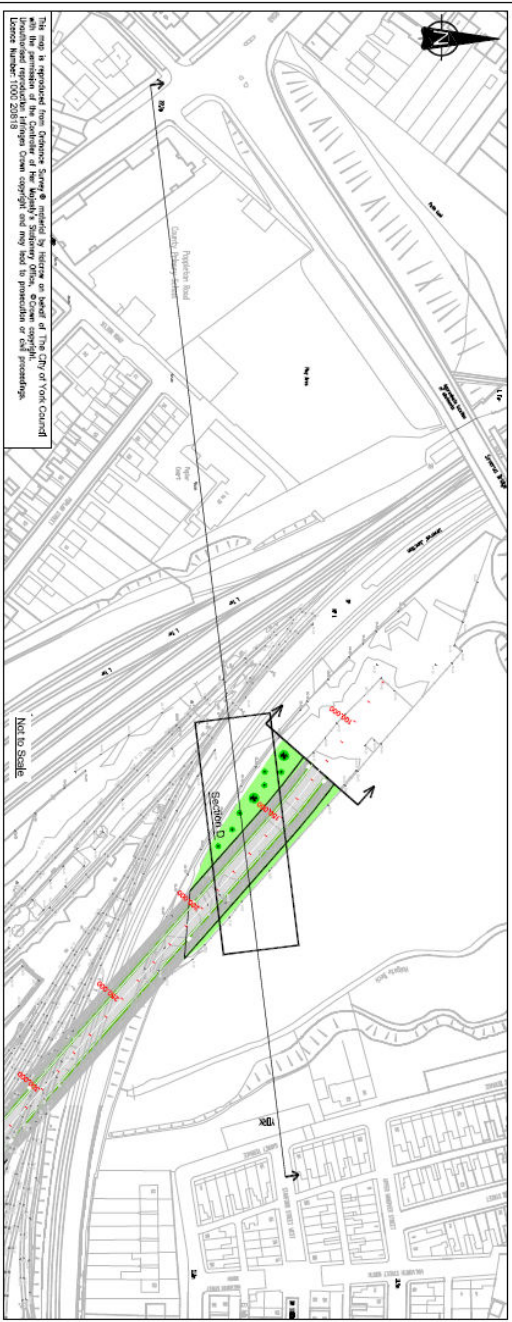
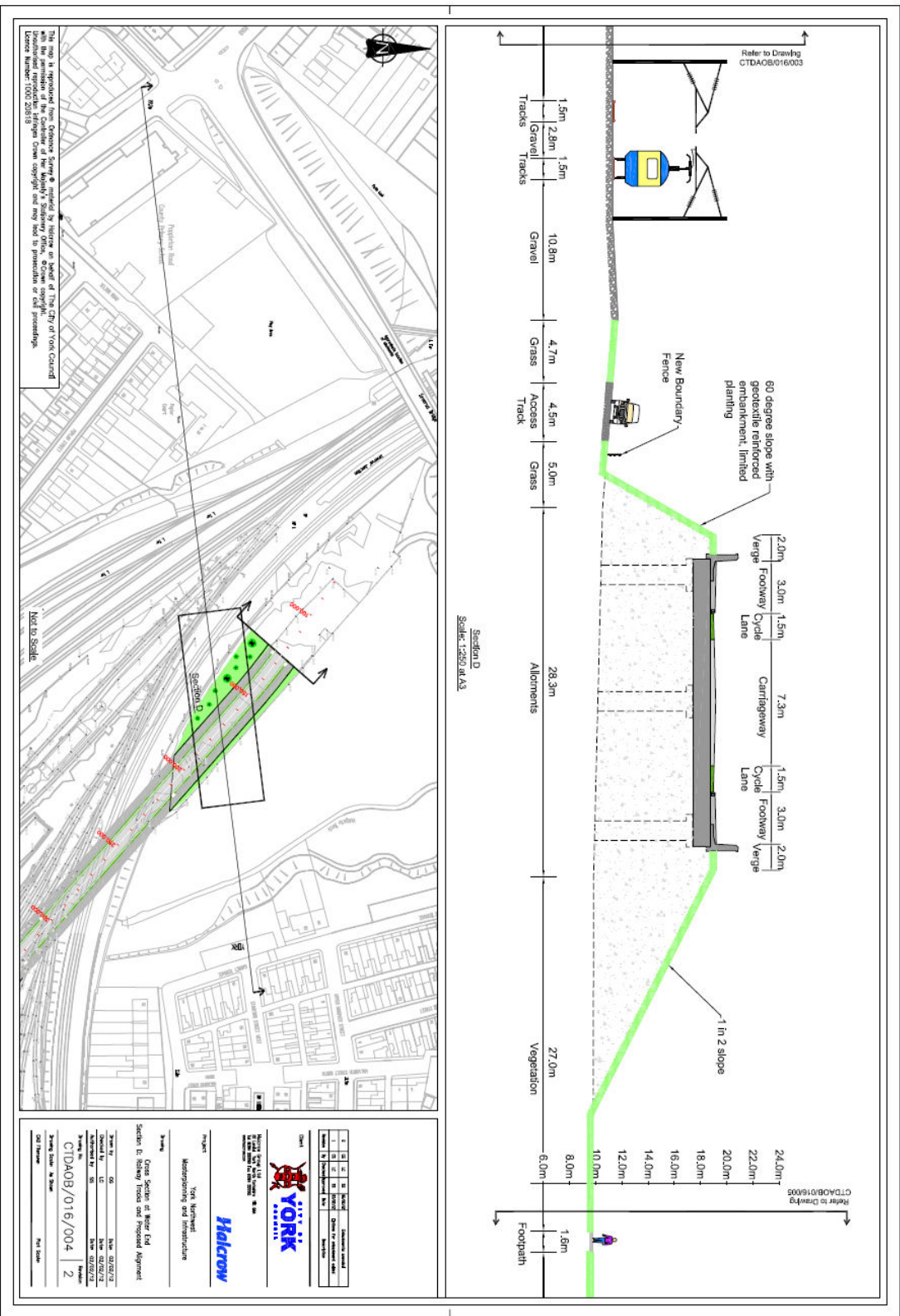
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 Metropolitan and Infrastructure
 Project
 York Harrogate
 Local Section or Report for
 Section and Playing Field
 Drawing No. C10A08/016/001
 Revision: 0
 Date: 15/02/12
 Drawn by: [Name]
 Checked by: [Name]
 Approved by: [Name]
 Date: 15/02/12
 Project Manager: [Name]
 Job Number: [Number]







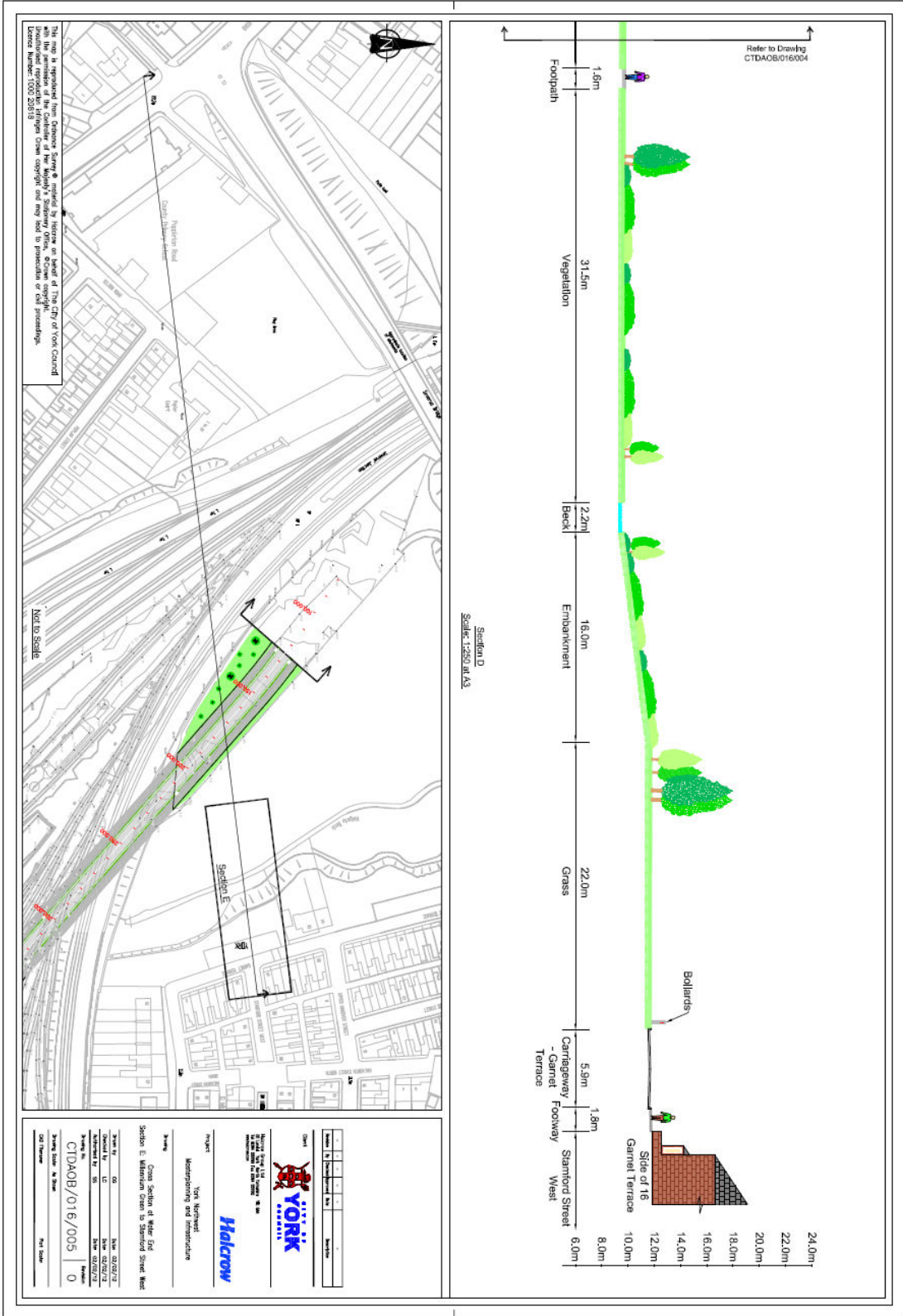
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Project: York Northwest Metropolitan and Infrastructure
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Approved by: [Name]
Date: [Date]
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Sheet: Z

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 Canada

CDACB/016/004





**Meeting of the Local Development
Framework Working Group****5th March 2012**

Report of the Director of City Strategy

**Former British Sugar/Manor School Supplementary Planning
Document****Summary**

1. This report summarises the responses received to the consultation on the draft Supplementary Planning Document (SPD) for the former British Sugar/Manor School site which took place last year. A revised SPD document has been produced incorporating suggested changes to respond to issues raised. Members are asked to note the consultation findings and to recommend approval of the revised document which will then be used to provide guidance for the preparation of a masterplan for the area and formulation of redevelopment proposals by developers. If agreed, the SPD will be taken to a meeting of the Cabinet to recommend approval to use the guidance as a material consideration to assess any planning applications for the area. The intention is to bring the SPD back to Members following adoption of the Core Strategy for formal inclusion as part of the LDF.
2. Members are also asked to note a recommendation in the report on the York Northwest Transport Masterplan (see Agenda item 5) for further work to be undertaken to investigate the feasibility of establishing the location of the Tram-train stop and east-west bridge access across the railway lines.

Background

3. In December 2010 the Executive agreed for public consultation to be carried out on the consultation draft of a Supplementary Planning Document for the area. This took place between

December 2010 and February 2011, with the consultation period extended to enable the inclusion of representations from residents who attended local Ward Committee Meetings. Consultation was carried out in accordance with a Consultation Plan agreed by Members (December 2010).

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

Consultation

5. A range of consultation documents were produced to meet different consultation requirements. This included an Information leaflet, comments form, poster, CD of the draft SPD, presentation material (for public meetings) and an Information Sheet with background/frequently asked questions. The draft SPD was available to view at 9, St Leonards Place, all libraries and on the council website. In addition, posters were sent to schools, health centres, council offices and libraries. The consultation was advertised in The Press, Your City, and in Your Ward newsletters for the Acomb and Rural West areas. Presentations were given to the Acomb and Rural West Ward Committee meetings and officers also attended the Holgate Ward surgery to respond to questions.
6. Around 1,700 letters and documents were sent to specific and general consultees including individuals, groups, organisations and companies, who had previously expressed interest in the area. In addition, over 1,100 letters and leaflets were sent out to residents, businesses and major site landowners within the immediate area.

Consultation Responses

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

representations received in support of this. These representations (ref/ A468) are also included in Annex 1.

8. The Summary of Comments and the revised SPD are both available to view online and a hard copy is available in the Members library. Electronic copies have also been circulated to Members prior to this meeting.

Format of Revisions

9. The Summary of Comments (Annex 1) has been structured to relate to the format of the draft SPD with the comments collated within the relevant sections. Each issue has been addressed in an officer comment and amendments suggested to the SPD if appropriate. If comments were made on the same issues these were grouped together. A reference number, prefixed by an A, is given to each issue raised in the Summary of Comments and this number is then noted in the revised SPD document to allow each revision to be referenced back to the representation made. The revised SPD (attached in Annex 2) updates the consultation draft, with amendments shown as tracked changes.

Headline Comments

10. This section outlines the key issues raised in relation to each Theme and topic in the draft SPD, with officer commentary and suggested amendments to the document. Three questions were asked in the Comments Form relating to: the 10 Key Principles; the access approach; and, the approach to open space. A summary of the responses received to these are outlined in Annex 3 at the back of this report and on-line.

Theme 1: Sustainable, Interactive and Inclusive Communities

Housing

11. A number of comments were received on housing issues. Concerns were raised that the requirements for affordable housing were based on the 2007 SHMA which should be updated to provide credible evidence base to the guidance. It was also highlighted that the level of affordable housing would need a realistic appraisal of the costs associated with the redevelopment. Other issues raised included the need to make reference to deliverability and the character of adjoining residential areas together with support for family housing with bungalows and semi/detached housing. The

need for smaller accommodation in this location was however queried.

Proposed amendments

12. The intention is to use the most up to date evidence base to assess any proposals for the site. The North Yorkshire Strategic Housing Market Assessment will be considered by Members at agenda item 4. The amendments outlined in paras 5.4 to 5.19 of the draft SPD reflect this updated evidence base where new analysis replaces and updates parts of the 2007 SHMA evidence base. The inclusion of reference to economic viability assessment and market conditions is suggested as an amendment to Statement 1. The need to consider the character of surrounding residential areas is suggested within the explanation to Statement 3.

Community facilities

13. Comments were received to generally support the provision of a range of community facilities which were related to the type of housing and size of development. It was also suggested that community facilities should be planned together early in the process rather than in an ad hoc manner as development progresses. The provision of the range of community facilities was requested to be considered, with many suggestions on specific types of facility. There was strong support for the provision of a community hall.
14. A diverse range of comments were received on local shopping facilities with many supporting small local shops and avoiding large supermarket provision. Many adjoining residents commented that they wished to access any new provision made. Concerns were raised on the potential adverse impact of any new facilities on existing shopping facilities, particularly on Acomb and Poppleton shops. Comments relating to the location of a new local centre for the development highlighted the importance of accessibility.
15. A range of comments were received relating to education and included concerns about capacity of existing schools, particularly secondary provision and deliverability. There was support for both primary and secondary school provision on site. Suggestions were made about the re-use of the former Manor School site for educational and community use. The importance of training and skills development and maximising employment opportunities was also mentioned.

Proposed amendments

16. For clarity it is suggested that the type of local shopping facilities is amended in the SPD to refer to a neighbourhood foodstore to meet primarily newly arising local needs. The explanation of such new convenience retailing is expanded upon within para 5.32 and a Retail Impact Assessment will be needed to accompany any planning application for retail provision on the site. The suggestions for community uses within the site will be noted in further stages of the planning process. The provision of educational places for the new development will be assessed using the council's assessment and provision standards when detailed proposals are put forward. It should be noted that the references within Statement 4 of the SPD to an estimated level of provision are provided for indicative purposes only. The spatial arrangement of uses for the former Manor School site and any possible re-use of existing buildings will be considered at the masterplanning stage of work.

Theme 2: Quality Place/Environment

Sustainability

17. There was strong support for sustainable development and to achieve the highest standards, where possible, although some concern was raised about deliverability. Several comments highlighted the importance of the provision of renewable energy sources.

Design

18. Particular comments were made about the need to design out crime and ensure the new development does not adversely impact on existing housing in the area.

Green Infrastructure

19. There was strong support for the provision of green infrastructure, including providing different types of open spaces suitable for a range of users. The need to maintain spaces following completion of the development was considered important.

Existing Green Assets

20. A significant number of comments were received relating to retention of existing trees, open space and playing fields on both the former British Sugar and former Manor School sites. A high level of concern was expressed over the potential loss of these assets. Loss of open space on the former Manor School site was a

particular concern together with the impact on the visual amenities of the area along Boroughbridge Road.

Proposed amendments

21. It is suggested that reference is made in the SPD to the need to give consideration to the impact of development on the natural environment and the need to adapt to future climate change. It is also proposed that reference is made to the use of grant funding to facilitate higher standards of sustainable design, the use of equivalent environmental standard methodology, and the need to seek the provision of locally sourced construction materials. Amendments have been outlined to incorporate the renewable energy sources considered in the York Northwest Local Carbon Framework. It is also suggested that Principle 5 is widened to include reference to the need to relate to the city as a whole as well as to the surrounding area. Additional guidance is outlined relating to the requirements relating to noise and external lighting. The need to incorporate designing out crime principles is also now included in the revised document.
22. The high level of concern relating to any potential loss of green assets within the area is noted, however, no amendments are considered necessary as the draft SPD included a Statement to retain existing green assets of value within the site and incorporate these within the new green infrastructure network where possible. Figure 14 has been updated to give clearer presentation of existing green infrastructure within the site. The spatial arrangement of uses within the area will be explored in more detail during the masterplanning stage of work.

Theme 3: Sustainable Movement and Connections

Access Strategy

23. Strongly opposing views were expressed on the acceptability of all the differing access options particularly on the impact of additional traffic in the vicinity of the Boroughbridge Road/Beckfield Lane junction; Nether Poppleton village; Plantation Drive/Ouse Acres; and Milfield Lane/A1237. Strong concerns were expressed at the existing level of congestion in the locality, particularly on the A59 and outer ring road. Concern was also expressed on the use of Plantation Drive/Ouse Acres and clarification requested on interpretation of restricted access. Safety issues on the use of Milfield Lane were raised in respect of the Harrogate rail line

crossing and in terms of school children at Manor School. Suggestions were made for the provision of a new vehicular access over the railway via York Business Park to the outer ring road. There was strong support for provision of an additional rail station/halt to serve the site and the need to future proof long term provision of tram train. The provision of a pedestrian/cycle links over and along the railway to adjoining areas including the city centre were supported.

Sustainable transport

24. The capacity of the existing public transport services to meet the needs of the new development was questioned and views were expressed that public transport services would need to be improved and frequency increased to serve the new development.

Traffic generation

25. Opposing views on the provision of car parking were given, with some people supporting car free development or restricted parking whereas others were concerned that parking levels should not be reduced too far. Concerns were raised about the practicality and deliverability of assuming usage of environmentally friendly vehicles. Major concerns were raised in relation to rat running, road and junction improvements and the ability to undertake highway works to accommodate additional traffic.

Proposed amendments

26. Whilst no revisions are suggested to the number and location of the potential access options to the site outlined, it is noted that this is a highly contentious issue with a high level of disagreement demonstrated through the consultation. However, the options available to enable redevelopment of this brownfield site are limited due to the location of existing development adjoining the site and constraints imposed by the adjacent railway lines. Further consideration and detail on the access options is outlined in the emerging York Northwest Transport Masterplan. For clarity, Plan 8 has been amended to identify more specifically where the potential options for pedestrian and cycle routes across the railway lines could be located, reflecting transport study work. This would replace the broad indicative direction arrow for a potential for pedestrian/cycle link across the railway line previously shown on this plan.

27. It should be noted that whilst there will be implications arising from the provision of new access routes these will need to be balanced between the benefits provided and the environmental impacts. It is proposed that these considerations are made clearer within Statement 18 of the SPD. It is proposed that reference is made to the need to assess the environmental impact of new access routes and the need to seek to ensure that impacts to adjoining residential areas are minimised as far as possible.
28. Whilst there is reference to the provision of an additional rail station/halt to serve the site and the need to future proof long term provision of tram train this should be considered with the provision of an east-west bridge across the railway lines. Reference also needs to be made to the need to ensure that the design of the development does not prejudice future provision of this facility. It is suggested that further work needs to be undertaken by the council to pursue delivery of tram-train facilities and engage with the appropriate parties to take this forward. A recommendation to Members for this work to be undertaken is outlined in the report at agenda item 5.
29. The provision of a pedestrian/cycle link over and along the railway to adjoining areas including the city centre were supported. The intention to pursue these routes needs to be made clearer in the draft SPD and to link with possible future tram-train facilities. Reference could be made to the need for the development to contribute towards these potential new pedestrian and cycling links and to dedicate land within the site to ensure the design of the development does not prejudice future provision of these routes. It is suggested that further work needs to be undertaken by the council to pursue delivery of these routes and engage with the appropriate parties to take this forward. A recommendation to Members for this work to be undertaken is outlined in the report at agenda item 5.
30. Plantation Drive was historically used as the main vehicular access to the former British Sugar site. However, it is recognised that there is limited capacity to serve unrestricted levels of additional traffic and the level of homes served by this access would be restricted. Amendments to the SPD are suggested to clarify the term restricted access using both Plantation Drive and Ouse Acres and the need for this to be considered within the Transport Assessment, having regard to issues of safety, parking and environmental

attractiveness. It is suggested that reference to the emerging York Northwest Transport Masterplan is also included in the SPD. The text should also be amended to identify the need for further modelling work to inform the level of mitigation works which will be necessary to accommodate additional traffic generated by the development together with a list of anticipated measures for the area. Additional reference could also be made to the impact on nearby AQMA's and the need to address this in the transport approach. A Transport Assessment will be required as part of the planning application to enable a full assessment of the impact of additional traffic generated and inform the approach to transport to be taken.

Delivery and Implementation

31. A range of comments were received relating to issues of housing numbers, environmental issues, viability and future management.

Proposed amendments

32. It is suggested that this section includes the need to consider the provision of renewable energy technologies early in the planning and phasing process.

Other SPD amendments

33. In addition to the amendments arising from the consultation response there are also suggested changes to include reference to updated and new relevant documents, including for example, the York New City Beautiful, Climate Change Strategy and York Northwest Local Carbon Framework together with corrections/minor amendments and further input from the internal corporate project team.
34. A Sustainability Appraisal Summary Statement has been prepared and is attached in Annex 4. This reviews the main changes in the SPD, considers the implications for the Sustainability Appraisal and outlines where key changes will need to be made to this document. Subject to any changes requested by Members, the Sustainability Appraisal document will then be revised and presented alongside the draft SPD to Cabinet on 3rd April 2012.

Options

35. Option 1: To agree the suggested changes to the revised SPD and for consideration by the Cabinet for use for development management purposes.
36. Option 2: To request changes are made to the draft SPD prior to its consideration by Cabinet.

Analysis

37. In terms of the options set out above approval of the suggested changes to the revised SPD is recommended to Members. This would provide up-to-date specific planning guidance with clear direction on planning issues and considerations relevant to the development of this major strategic development site. This will provide important context for the masterplanning work and the preparation of development proposals for the area. The SPD will also provide an important part of the Local Development Framework which will be used to assess the acceptability of an emerging scheme and any future planning applications for the area.
38. The comments received in response to the consultation have been carefully considered in terms planning guidance and background evidence. It is important to ensure that any requirements arising from the SPD are justifiable, directly relate to the development, fairly and reasonably relate in scale and kind to the development and would be necessary to make the development acceptable. The amendments suggested seek to clarify and ensure all relevant issues are addressed in the SPD. If further amendments or additional revisions to the SPD are proposed these would also need to meet the criteria outlined above and be justifiable and deliverable in the context of the site.

Council Plan

39. The redevelopment of the site will enable the creation of a new residential community which will make a significant contribution to future housing needs in the city. This will further a number of the city's priorities outlined in the Council Plan 2011-2015 Delivering for the People of York;
 - **building strong communities;**
 - **protecting the environment; and,**

- **getting York moving.**

40. The development will further a number of initiatives outlined in the plan including, promotion of renewable energy generation, promotion of high quality neighbourhood spaces, promotion of measures to reduce carbon emissions, improve public access to open space, provide good quality affordable housing, promote sustainable travel and establish community facilities to meet the needs of the new neighbourhood.

Implications

41. Implications are as listed below:

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

Risk Management

42. It is important that a planning framework for this area is in place as soon as possible and in advance of any planning application being submitted. This will give a more robust basis for the planning requirements being sought and will help to speed up the consideration process for the application. This is important given the recent emphasis in guidance for decisions to be made within relevant timescales.
43. Any further changes to the guidance will need to be justifiable and reasonable to ensure development is delivered in the area which will meet the overall objectives set out. It is anticipated that any minor amendments, which meet the considerations outlined in para 37 above and have reasoned justification, could be incorporated within the revised document prior to its consideration by Cabinet within the anticipated timescales.

Recommendations

44. Members are asked to:
 - i) Note the responses received to the consultation
 - ii) Recommend to the Cabinet that Option 1 is taken forward, with the proposed revisions to the SPD outlined in Annex 2 to be used for development management purposes.

Reason:

- i) To ensure the SPD is revised to take account of issues raised from the consultation, together with other issues which have emerged since publication of the draft.
- ii) To provide robust planning guidance to assess the acceptability of emerging development proposals and future planning applications for the area.

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**Report
Approved**



Date 23.2.12

Specialist Implications Officer(s): None

Wards Affected: Acomb, Holgate and Rural West York



For further information please contact the author of the report

Background Papers:

York Northwest Planning Framework (December 2010)

Annexes

Annex 1: Summary of Comments on Consultation Draft SPD

Annex 2: Revised Draft SPD for the former British Sugar/Manor School site with tracked changes

Annex 3: Summary of Comments Form Questions

Annex 4: Sustainability Appraisal Summary Statement

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Annex 1

Consultation on Draft Supplementary Planning Document, December 2010-February 2011

Former British Sugar and Manor School site, Boroughbridge Rd, York

Summary of Comments on Consultation Draft, March 2012



**Former British Sugar/ Manor School Draft Supplementary Planning Document
Summary of Comments on Consultation Draft**

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
General Comments					
A1	Look at other developments and copy what works	21	63	Best practice in other relevant developments has been taken into account in the draft SPD and will continue to be considered in the emerging work.	No Change
A2	Agree in general with all 10 principles	47	133	Noted	No Change
		196	754		
		197	757		
		205	791		
		206	793		
		210	819		
		212	834		
		215	852		
		216	857		
		217	862		
		218	867		
		219	874		
		220	877		
		223	884		
		132	581		
A3	Disagree with all 10 principles	195	750	Noted	No Change
		199	764		
		202	780		
		207	801		
		211	827		
		214	846		
A4	Support the approach outlined	52	150	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A5	Support principles but concerned about their deliverability	58	165	Principles have been developed to form the context for emerging masterplanning proposals. Deliverability will be a key issue in developing any proposals and will be established in subsequent stages of work.	No Change
		109	367		
		95	293		
		117	494		
A6	Principles are poorly worded	117	494	The SPD is a technical document, which will guide the development of the site as well as forming the basis for public consultation. It is therefore important to ensure the Principles are broad to cover the more specific areas outlined in the associated Statements.	No Change
		199	765		
		195	751		
A7	Principles require quantifiable standards/ requirements	117	495	The outcomes of principles and statements cannot be quantified at this stage in advance of detailed masterplanning, and are therefore target based. Where appropriate, indicative quantified requirements are set out in the draft SPD as worked examples	No Change
A8	Principles are contradictory eg Affordable housing and expensive green cars	156	699	Principles do not directly contradict one another, however, the draft SPD should be read as a whole, and the degree to which each principle is met will need to be balanced in subsequent stages of work	No Change
A9	Principles are relatively generic and could relate to any new development	218	868	The principles outlined are high-level, but have been developed in response to detailed examination of site specific issues, with more detailed and site-specific guidance given in the statements.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A10	SPD needs to capture the benefits of the natural environment through land use and ecosystem services	65	205	A holistic approach to living within environmental limits and ensuring resources are used effectively will be promoted throughout the design of the development. Principle 4 seeks to achieve the highest achievable standards of sustainability in the development, whilst having regard to deliverability. Reference to offsetting the impact of the development on the natural environment could be made in para 6.2.	Amend para 6.2
A11	Request a champion natural environment group is given the opportunity to review the SPD given that a ROWIP, Tree Strategy and Green Infrastructure SPD is not in place and Renewable Energy work is not complete	65	207	The draft SPD was subject to public consultation between December 2010 and February 2011. There will be further opportunities for inputting to the planning process through masterplan and planning application consultation. The comments regarding input on these issues by a champion natural environment group will be noted in further stages of the planning process.	To note comments in further stages of the planning process
A12	Question whether the content of the SPD will lead to the development envisaged	77	235	The SPD will form the high level framework against which subsequent stages of work will be assessed, and more detailed proposals will be developed.	No Change
A13	A good example of development at Fairfield Park, Arlesey, Bedfordshire (Mid Beds Council) used a design guide and should be reviewed	78	240	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A14	Commercial or industrial development would serve the existing community, disagree with the approach planned	82	253	Yorks draft Core Strategy assessed potential housing and employment sites throughout York, and was informed by evidence base including the Employment Land Review stage 2, and the Strategic Housing Land Availability Assessment. The Core Strategy recommends that the former British Sugar and Manor School site is taken forward as a strategic allocation to meet housing needs. Notwithstanding this, Statement 6 of the draft SPD promotes small scale office development to meet local needs, and live/ work opportunities.	No Change
A15	Should also consider retention of old Manor School buildings	87	273	These buildings have been considered unsuitable for continued use as a school and whilst there is currently temporary occupation of the buildings, the occupier only uses a small proportion of the premises available. The temporary use of the buildings is mainly to keep the site secure in the short term. Re-use of the buildings would require substantial investment and be uneconomic to secure.	No Change
A16	National Grid policy is for the retention of existing overhead powerlines in the site - development will need to take account of the location/ nature of this equipment and statutory clearances required	88	274	This issue will be taken into account in subsequent stages of work.	To note comments in further stages of the planning process
A17	Support for the approach outlined as this will help to support the ongoing economic development within the city	91	280	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A18	Document should make reference to completed or imminent evidence base work in support of policy approaches where appropriate	115	413	Agree, will amend the text to refer to evidence work which has been produced since initial drafting. To include reference to Local Carbon Framework Study and contamination study work.	Amend paras 2.6 and 3.5 to include additional evidence base work (see A 37 below)
A19	SPD should favour standards/guidance as opposed to quantified requirements where these cannot be established in advance of the masterplan (eg open space which relates to quantum of housing). Requirements should emerge through a design led approach in the masterplan	115	414	The draft SPD does set out requirements based on standards, which allows a design led approach to interpreting these standards. In instances where an applied requirement is cited, these are clearly referenced as indicative or illustrative (p5.29-5.30 education, p5.33 built sports).	No Change
A20	Rural areas being eroded by housing/industry and park and ride sites	140	643	The draft Core Strategy considers the spatial development strategy for the city. The former British Sugar/ Manor School site has been identified as a residential led development site within this document.	No Change
A21	The heading 'You told us' is inappropriate and suggest 'The results of the public consultation exercise'.	135	622	The format of referencing to previous public consultation replicates the approach taken in the Core Strategy.	No Change
A22	Immediate site infrastructure must be comprehensively available from the beginning, including public transport provision.	135	613	The approach to phasing development, community facilities and enabling infrastructure is outlined at paragraphs 8.5- 8.10 of the draft SPD. Additional reference for renewable energy systems to be included at the beginning of the planning process could also be added.	Amend para 8.7 to refer to renewable energy systems to be provided from the beginning of the planning process.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A23	The principles are good but development will lead to hardship and inconvenience to the existing community.	134	585	Issues such as traffic impact and construction disturbance will be assessed as part of the planning application process, and measures to minimise these will be taken. The draft SPD recommends that a project management team approach is taken, to ensure integration and involvement of the existing community.	No Change
A24	Need to consider wider development taking place within the area and their impact collectively on, appearance of A59, setting of York, separation of villages, important narrow area of Green Belt in this location.	123	550	The development has been considered as part of the wider York Northwest Corridor and the spatial strategy to new development within the city, as outlined in the draft Core Strategy.	No Change
A25	Residents of Newlands Drive should have been consulted on the SPD	163	716	Future consultation as part of subsequent stages of work will consider a broader consultation boundary.	To note for future consultation.
A26	Northern Gas Networks has a medium pressure supply main in Boroughbridge Road and Milfield Lane. This main has sufficient capacity to supply the proposed development	204	790	Noted, NGN will continue to be consulted in subsequent stages of work.	To note comments in further stages of the planning process.
Format of document					
A27	Figure 11 needs to include Leeds City Region Green Infrastructure Strategy	64	196	Noted	Amend Figure 11 to include reference
A28	There is duplication in the principles	70	220	The document is structured to allow easy reference within the three themes, with principles providing a high level structure for more detailed policy statements.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A29	The structure and layout of the document should be revised to ensure key information is easily located, eg by improving the balance between text and graphics and more of the statistics presented in diagrams rather than text.	91	285	Key information such as the principles and statements are identified using different formatting . Further referencing by topic area could be made. Graphics are used where appropriate and relevant to the text of this technical document. Where references to statistics have been made this is to provide the context to the issue being highlighted and to give direction to the appropriate provision being sought.	Amend document to refer to relevant topic areas.
A30	The principles are very general	95 109	293 368	The document is structured to allow easy reference within the three themes, with principles providing a high level structure for more detailed policy statements.	No Change
A31	Principles are not clearly worded and objectives are not sufficiently detailed	51	146	A balanced approach is taken in the draft SPD between outlining the context for development whilst also allowing for flexibility in interpretation and delivery. It is therefore important to ensure the Principles are broad to cover the more specific areas outlined in the associated Statements.	No Change
A32	Recommend insertion of sub headings in text of document to following topics listed in contents	115	412	Noted	Amend document to refer to relevant topic areas.
Introduction					
A33	The relative weight between the Core Strategy and other LDF documents and the SPD and the policies within each document should be explained	75	227	The context of the draft Core Strategy is referred to within para 1.2 and 3.1-3.2 with the emerging policies for this site outlined within figure 6. The References are made to other LDF documents within Figure 4. It is not however appropriate to duplicate policies in other documents.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Context					
A34	Site needs to be timed to co-ordinate with York Central	17	49	It is unlikely that the programme for developing York Central will co-incide with this site. The strategic planning considerations relevant to the York Northwest area will be addressed through the Core Strategy and associated documents.	No Change
A35	Use site as nature reserve in the short term in order to align the development with York Central	104	334	Whilst open space will be provided as part of the development, use of the entire site for such purposes would not be commercially viable or make best use of this brownfield site. There will be benefits in ensuring that housing is delivered in the short, medium and long term on these strategic sites and it is important to ensure the housing is introduced into the market in a phased way.	No Change
A36	Important to integrate with York Central site to enable residents to benefit from cultural, recreational and economic opportunities.	91 29	283 93	Integration with York Central is provided for by establishing the planning context of the York Northwest Corridor in both the emerging Core Strategy and draft SPD.	No Change
A37	Reference to contamination should acknowledge that studies have been carried out and indicate how this issue will be dealt with	115	415	Many possible sources of land contamination have been identified at the site, including the landfill site, fuel tanks, ash pits, settlement ponds, storage areas and buildings. Since 2006, the developer has undertaken a number of ground investigations at the site. Remedial work is required to clean up the contamination, to ensure that the site is safe and suitable for its future use. A remediation strategy, outlining the proposed remedial work, must be submitted to and agreed by the City of York Council's environmental protection unit prior to carrying out the remediation work.	Amend para 2.6 to include reference to investigative work which has been carried out. Amend Fig 19 to include reference to the need for a Remediation Strategy to be submitted and agreed by the council.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A38	The site still has several waste licences from its previous operations which must be surrendered if they are no longer needed.	132	580	Noted.	No Change
A39	Recommend wording is simplified	115	416	The SPD is a technical document, which will guide the development of the site as well as forming the basis for public consultation.	No Change
Policy Framework					
A40	Section 180 of the Town and Country Planning Act 2008 removed the requirement for Sustainability appraisals on SPD's. Reasons why a SA is necessary for this SPD needs explanation.	75	228	Most topic based SPDs for example a Shop Front Design Guide are unlikely to require a SA as they are unlikely to have significant environmental effects. However, in this case it is an area-based SPD which may have significant environmental effects and the guidance suggests that in most area based SPD's these effects are unlikely to have been appraised adequately in the higher level planning document - i.e. the Core Strategy.	No Change - the Core Strategy SA will not adequately appraise the British Sugar Site in enough detail to meet the requirements of the SEA Directive.
A41	The site could include a waste facility which could provide sustainable energy due to the contaminated land, brownfield site and direct access from A1237	94	292	The strategy for the future allocation of sites for waste management is outlined within the emerging Core Strategy at a strategic level. This site is identified for housing and not as a waste management site. The approach to waste arising from the development will be covered in the Environmental Statement. A sustainable approach to waste management will be encouraged.	No Change
A42	Reference to British Sugar SPD excludes Manor School site	119	510	This is a typing error and will be amended.	Amend the reference to the SPD in Figure 4

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A43	The localism agenda should be reflected in this diagram, with illustration of a "bottom-up" approach	115	417	Figure 5 could be deleted as reference to other plans, strategies and documents is made elsewhere in the document.	Delete Figure 5 and refer to Key Influences sections within Themes.
A44	Welcome proposal to seek to deliver Eco-town principles in brownfield location, but lack of clarity about how these will be adapted	114	407	Noted	No Change
A45	Policy context should include reference to RSS, which is still a material consideration	114	411	The Localism Bill 2011 has received Royal Assent and pending legal challenge, the RSS is intended to be revoked. The final draft will address this issue.	No Change
A46	Support flexible approach to housing numbers	115	418	Noted	No Change
A47	Concerned that quantum of housing has been overestimated given amount of ancillary infrastructure and facilities set out.	119	511	The Strategic Housing Land Availability Assessment (SHLAA) methodology has been used to calculate the housing potential of the site. This is consistent with the approach taken to calculate the housing potential of other development sites in York. A gross to net ratio has been applied to the site of 70/30 which means that 30% of the gross site area has been set aside for infrastructure, on site facilities and open space. A density of 47 dph has been applied to the remaining 70% to calculate the housing potential.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A48	Concerned that SPD is progressing in advance of Core Strategy and York Northwest Area Action Plan	119	508	The York Northwest AAP is not being progressed and the planning framework for these sites will be set out in the emerging Core Strategy and SPD's. Formal adoption of the SPD will follow adoption of the Core Strategy with the draft SPD used for development control purposes in the interim following agreement by Members. If issues emerge from the Core Strategy which affect the SPD this will be taken into account before it is adopted.	No Change
Vision/Objectives					
A49	Needs to articulate more clearly the strategic role of this strategic site to support the economic future of York. Quality of place principles from the York Economic Masterplan should be outlined and used to underpin the vision for the site and stronger diagrams to better articulate the proposed vision.	91	281	The strategic role of the site within the city is set out in Section 6 of the emerging Core Strategy as part of the York Northwest corridor in meeting future economic prosperity and housing needs in the city. Quality of life principles are outlined in Theme 2 of the draft SPD. Para 2.12 could be amended to refer to the Core Strategy and vision and para 4.6 and Figure 11 to refer to York New City Beautiful. The vision diagram in Figure 8 in the Draft SPD highlights the key aspirations for York Northwest. More illustrative work for this is likely to be prepared as a result of the masterplanning work.	Amend para 2.12 to refer to the core strategy and wider vision for the city and 4.6 to refer to the York New City Beautiful. Amend Figure 11 to refer to York New City Beautiful: Toward an Economic Vision

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A50	SPD needs to be measured against SCS refresh, new York City Beautiful masterplan and City of York Climate Change Strategy	65	204	A draft City Plan is currently being prepared as the delivery plan for the Sustainable Community Strategy (SCS). This will be the subject of consultation and will inform the refresh of the SCS to be undertaken. At this stage therefore the SCS is an emerging document and has yet to be revised. Any relevant changes to this strategy will need to be taken into account as the planning process proceeds. Para 4.6 and Figure 11 of the draft SPD could be amended to make reference to York New City Beautiful: Toward and Economic Vision and the Climate Change Framework and Action Plan. The Climate Change Framework is identified as a key influence and opportunities to ensure the development adapts and responds to climate change are integral to the sustainable approach to development promoted in the draft SPD.	Amend para 4.6 to refer to the York New City Beautiful. Amend Figure 11 to refer to York New City Beautiful: Toward an Economic Vision and Climate Change Framework and Action Plan.
A51	Comparative figure for the scale of the city in comparison with other city sites should be given.	135	593	To amend to give comparative context of the scale of the site compared to other development sites within the city.	Amend para 4.1 to include reference to scale of the site compared to other sites.
A52	The description of residential led implies typical speculative housing development. The site must be developed as an organic extension to the city, with its own name distinctive identity, community facilities and local workspaces, reflecting new city beautiful aspirations of a new 21st century neighbourhood.	135	592	A strategic objective for the site is to ensure that the new community is fully integrated with existing communities. Principle 5 also outlines the aim of creating a high quality locally distinctive place which relates well to the surrounding area. Elements within the York New City Beautiful: Toward an Economic Vision for a new 21st century neighbourhood will be considered within subsequent planning work subject to deliverability.	Amend para 4.6 to refer to York New City Beautiful- Toward an Economic Vision.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A53	Figure 7 should make reference to open space/significant planting and a reduced carbon footprint being key components of the vision.	135	594	The vision is a high level statement which refers to quality of place and sustainable design. Open space/planting and the need to reduce the carbon footprint are included within the principles and statements within Theme 2: Quality Place/Environment.	No Change
A54	The SPD does not emphasise the mission statement of achieving 2020/2050 targets for reducing carbon emissions and the city's ecological footprint (outlined in York's Sustainable Community Strategy).	135	591	Text could be amended to make reference to the Climate Change Framework and the Sustainable Community Strategy in Principle 4.	Amend para 6.2
Theme 1 : Sustainable, Interactive and Inclusive Communities					
A55	Figure 9 should be amended to make reference to the emerging updated SHMA	115	419	Statement 2 and para 5.13 refers to the most current evidence base being used at the point of negotiation on housing. The SHMA, 2011 is now available and Figure 9 should be updated to include this.	Amend para 5.13 and Figure 9 to make reference to the SHMA, 2011.
Principle 1: To create a sustainable balanced community through provision of an appropriate range of housing					
A56	There is no current need for speculative house building in York	98	305	Government guidance requires local authorities to identify land supply for housing through the identification of sites over a plan period.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A57	Northern part of the site should be used for industrial purposes.	128	564	The draft Core Strategy assessed potential housing and employment sites throughout York, and was informed by evidence base including the Employment Land Review stage 2, and the Strategic Housing Land Availability Assessment. The draft Core Strategy recommends that the former British Sugar and Manor School site is taken forward as a strategic allocation to meet housing needs. Notwithstanding this, Statement 6 of the draft SPD promotes small scale office development to meet local needs, and live/ work opportunities.	No Change
A58	Agree with principle	63	176	Noted	No Change
A59	Care must be taken in locating affordable housing as full integration has not worked elsewhere	69	217	Integration of affordable with market housing is sought in Draft Policy CS10 in the emerging Core Strategy. The pepper-potting of affordable housing is a key facet of City of York Council's affordable housing policy and strategic aims to create mixed balance communities. Affordable housing has been successfully integrated on a number of mixed tenure developments across the city.	No Change
A60	Support provision of good quality family housing	11	20	Noted	No Change
A61	The SHMA was published before the latest guidance by the CLG. The evidence base has therefore not been prepared in accordance with government guidance.	119	509	A North Yorkshire Strategic Housing Market Assessment has been prepared and the text in this theme area has been updated to take account in this latest guidance.	Amend paras 5.5,5.6,5.8-18 to reflect the revised SHMA.
A62	The Council should update its SHLAA to provide a credible evidence base	119	512	A North Yorkshire Strategic Housing Market Assessment has been prepared and the text in this theme area has been updated to take account in this latest guidance.	Amend paras 5.5,5.6,5.8-18 to reflect the revised SHMA.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A63	The source of the 2031 forecasts should be referenced	115	420	The text in this paragraph has been amended to reflect the revised position set out in the SHMA 2011.	Amend para 5.6
A64	The information on the 2007 SHMA is disproportionate and will be out of date when the revised SHMA is published	115	421	The 2011 SHMA North Yorkshire Sub-Regional SHMA is a more strategic study than the 2007 SHMA and therefore elements of the SHMA 2007 will remain to support the Core Strategy and other associated documents. In respect of housing need in York the 2011 Study provides a robust evidence based assessment. The Study concludes that there is a need for 790 affordable homes per annum.	Amend text in Principle 1 and associated Statements to reflect revised evidence base in SHMA 2011.
A65	Reference to source of study work should be included	115	422	The information relates to the SHMA, alongside all other information in this paragraph. (5.6)	Add SHMA reference
Statement 1: Affordable Housing A66	To reduce the level of low cost housing	4	4	The 2011 SHMA identifies a need for 790 new affordable homes per annum in York, which is currently in excess of the number of homes built across any tenure. New affordable housing is provided throughout the city in a number of ways, from government funded schemes through to requirements on private developments. Schemes such as British Sugar present key opportunities to provide a range and mix of house types and tenures. A proportion of these homes will be for affordable housing (both rent and sale) as part of a mixed community.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A67	Should be a mixed community and not exclusively affordable housing	27	67	Principle 1 states that a balanced community will be provided. A mix of housing types and tenures will be sought to meet the needs of a cross section of the community.	No Change
A68	Support for affordable housing and eco friendly environment	212	838	Noted	No Change
A69	Redevelopment could be restricted/delayed by the requirement for 50% affordable housing	56	160	Whilst there is a long term aspirational target of 50% affordable housing the level within a development will depend on specific site circumstances and prevailing market conditions. The level of affordable housing within the scheme will depend on viability appraisal to ensure deliverability. The revised targets for greenfield land should be reflected in para 5.11	Amend 5.11
A70	Support provision of a significant amount of affordable housing	74	225	The SPD sets out an approach to providing the maximum viable amounts of affordable housing in the development.	No Change
A71	Affordable housing should be priced to be affordable to working families	144 79	648 245	Affordable housing covers a range of tenures, and in York usually refers to homes for social rent and Discount Sale. The price of social rents is set by central government. Discount Sale homes currently range from £75,000 for a 2 bed flat to £110,000 for a 4 bed house, which are priced in line with average household incomes in the city.	No Change
A72	Affordable housing should be sited close to York Central site to enable easiest access to city	83	258	The location of affordable housing provided within the area will emerge through the subsequent planning process and be expected to be integrated throughout the development.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A73	The level of affordable housing will need to be assessed in line with guidance within PPS 3. The SPD will need to include a realistic appraisal of the costs associated with the redevelopment to inform the affordable housing target.	91	282	As required by PPS3 the level of affordable housing will be assessed according to local evidenced need and as part of a detailed viability appraisal of a scheme. Costs of a development will not be known until a scheme proposal is prepared and cannot therefore be included within the draft SPD. This will form part of detailed negotiations as part of the planning process.	No Change
A74	Provision of affordable housing will erode the proposed development	82	254	A range of housing options need to be available to allow all York's residents to have access to a home. The type of affordable housing provided should be indistinguishable from the market housing.	No Change
A75	Potential to make reference to the new affordable rented tenure	114	411	There are currently government proposals to allow a rent of up to 80% of market rents on homes built with grant funding. This opportunity will also be extended to re-lets level if the increased income is used to cross-subsidise new builds. These rents are classified as 'Affordable Rents', and would only apply to non-grant funded housing (such as at British Sugar) if the local authority so wishes. If CYC decided to replace social rents with the new 'Affordable Rents' there will of course be greater viability in schemes and, potentially therefore, more opportunity to increase affordable housing numbers without compromising developer profit.	There is currently no council decision as to the approach on non grant funded affordable rents and therefore no change is recommended.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A76	SPD does not mention new affordable rent product in assessing tenure needs. Impact of this on scheme viability and future tenure mix should be considered	115	418	There are ongoing central government discussions about an increase in 'social rent' to as high as 80% of market rent but this is a long way off any form of adoption and has received voluble objection. If it is approved there will of course be greater viability in schemes and, potentially therefore, more opportunity to increase affordable housing numbers (closer to actual need) without compromising developer profit.	No Change
A77	The methodology for determining "usefully affordable" housing is unclear and not evidenced. The approach is arbitrary, does not comply with national planning policy, and references to it should be deleted	115	423	Eligibility is key to providing affordable housing in York. Many households registered on the Council's Housing Waiting List will only be able to enter Council housing or Housing Association housing at low cost. Other households on the waiting list can potentially afford to pay slightly more in housing costs and wish to own their own house. These households are registered on the Discount Sale waiting list. Their ability to pay is calculated and, for mortgage purposes, lies between £55k and £110k depending on size of home. This generally equates to a 50-60% discount from open market value.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A78	<p>Note that Affordable Housing targets of 25% applicable to the British Sugar site and long term target of 50% has been criticised by stakeholders and additional research is to be carried out. Until AHVS is found to be robust following examination of the draft Core Strategy a tentative target should be included within the SPD. Text should be amended to reflect this.</p>	115	425	<p>The methodology for the dynamic model set out in the District Viability Study recently produced by Fordham Research has been roundly accepted in principle, and recently accepted at Inquiry (Kensington & Chelsea). The conclusion that 25% affordable housing is viable and achievable on brownfield sites in York today is backed up by a thorough assessment of viability on a range of brownfield sites in the city, further supported by follow up research with the property forum. A thorough testing of assumptions set out within the study concludes that 25% is an accurate and realistic target to set. The greenfield target has been changed to 35% (Dec 2010). The text at paragraph 5.11 makes the temporal nature of this target very clear</p>	<p>Amend para 5.11 to reflect the updated target.</p>
A79	<p>The SHMA only refers to shared equity and discounted sale products and excludes intermediate rent. It is also based on pre-recession data. The tenure split for intermediate affordable housing (discounted sale/shared equity) should therefore be considered as a minimum.</p>	115	424	<p>The Council's definition of social rent and Discount Sale - which is clear, accountable and consistent - has been accepted on all other development sites in York. It provides certainty in decision making and fairness in negotiation and delivery. There is no reason to move away from this clear policy approach now and would go against Member endorsed policy. It would also contradict the consistency and certainty we have established with developers and consultants in York.</p>	<p>No Change</p>

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A80	Reference to perpetuity should be removed. PPS3 does not support this and at a recent public inquiry a 15 year period was taken as appropriate.	115	430	References to perpetuity in respect of affordable housing are long established throughout the country. PPS Annex B refers to "the home to be retained for future eligible households" (para 30). All schemes in York, as with other authorities, contain a reference to perpetuity in the Section 106 legal agreement. Without this, an affordable home would lose the benefits of affordability, which would be unacceptable. In reality, legal agreements often state that the period of eligibility will last in the region of 40 years.	No Change
A81	The text should be amended to reflect the mix of affordable housing should be based on proven need and not a pro-rata of market mix.	115	426	The 'pro rata' approach to affordable housing in York reflects national and local guidance on inclusion and also provides a very transparent and consistent base for developers in assessing viability and assembling land bids. It is widely accepted as a fair starting point. Negotiation on a site by site basis can then proceed, with reference to housing need and overall residual value. It should be noted that in York there is housing need across every house type and size.	No Change
A82	Wording in para 5.12 and Figure 10 should be amended to acknowledge the aspirational rather than fixed nature of affordable dwelling transfer prices.	115	427 431	Setting aspirational transfer prices is a policy approach supported by York house builders, giving certainty and consistency when assessing site viability and compiling land bids. The prices refer to the Housing Waiting List, which identifies eligible households' ability to enter the owner occupied market, albeit at a substantially discounted rate. The prices are set at a level which allows Housing Associations to purchase and then mortgage out at levels affordable to those households identified as being in need. The text in the SPD outlines that the figures given are current and will be subject to review.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A83	Need for a clear link with affordable housing policy being brought forward in the Core Strategy. Suggest change to statement wording to "Affordable housing will be negotiated, taking into consideration the most up to date economic viability assessment, market information and funding regime"	119	513	Suggest reference to negotiations being informed by most up to date economic viability assessment and market conditions be included in Statement 1.	Amend Statement 1.
Statement 2: Housing Type and Size					
A84	No need for flats	29	96	One of the overriding strategic objectives for the development of this area is to create a new sustainable and inclusive community. This will involve a mix of different housing types, including both flats and houses. Para 5.14 acknowledges that given the location of the site this may involve a higher proportion of houses but nevertheless a mix of housing to meet a sustainable balanced market will be necessary.	No Change.
A85	Need accommodation to be flexible in terms of future occupation	47	134	Para 5.18 outlines that all new homes will need to address the requirement in the Core Strategy to be built with flexible living accommodation to Lifetime Home standards.	No Change.
A86	Type of housing should comprise family housing with bungalows but not flats	66	212	One of the overriding strategic objectives for the development of this area is to create a new sustainable and inclusive community. This will involve a mix of different housing type, including both flats and houses. Para 5.14 acknowledges that given the location of the site this may involve a higher proportion of houses but nevertheless a mix of housing to meet a sustainable balanced market will be necessary.	No Change.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A87	Two storey semi-detached housing should be provided not terraced to ensure space within the development	69	218	A mix of housing size and type will be sought to create a new sustainable community, within a high quality environment.	No Change
A88	Housing should be restricted to 2 storey	84	259	Statement 3 refers to the densities relating to design and placemaking issues. It is not prescriptive in terms of building heights but any proposals would need to ensure visual, amenity and the character of residential areas adjoining the boundaries are taken into account.	Amend para 5.20 to refer to character of residential areas adjoining the boundaries.
A89	Document should refer to need for rather than demand for social housing	115	432	Noted. Para 5.14 could be amended to reflect this.	Amend para 5.14
A90	Object to the preclusion of provision of flatted affordable housing on the site	115	433	This reference could be deleted as although the greatest need is for larger units one bedroom units may have a role in schemes	Amend 5.14 to delete reference to social rented flats and 5.16 to delete reference to one bedroom flats.
A91	The reference to one bedroom flats not being required by the HCA should be referenced.	115	428	The reference could be deleted as although the greatest need is for larger units one bedroom units may have a role in schemes.	Amend 5.14 to delete reference to social rented flats and 5.16 to delete reference to one bedroom flats.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A92	The priority need for two/three bedroom family houses should be referenced.	115	429	The SHMA 2011 reveals that housing need for all property sizes, far outstrips the current or future supply. However the highest need, as evidenced in the SHMA, is for 2, 3 and 4+ bedroom units. CYC's policy is very clear that the starting point for any development is for a pro rata mix of house types. This reflects that affordable housing need is across all house types, but also that we must build mixed sustainable communities. However, if amending the mix of homes on a site by site basis is more beneficial to the overall housing offer this may be negotiated. This ensures homes of every type can be achieved, but adapted where necessary to focus on priority need. Para 5.16 could be amended to refer to source of information in SHMA.	Amend para 5.16 to refer to source of information in SHMA
A93	Single person dwellings need to be provided.	143	647	Whilst there is a need for all house types and size, single person households do not necessarily want or require one bedroom accommodation. The aspiration of current and future tenants is a key consideration to ensure housing stock does not become obsolete with changing demands over time. Additionally, many single person households may have parental or guardianship responsibilities at weekends or through the week.	No Change.
A94	Suggest amendments to wording of Statement 2 in order to reference temporal nature of evidence base. Suggest change to "Housing size and type will contribute to achieving a balanced housing market through meeting the needs of the community based on the use of the most up to date SHMA findings"	119	514	Statement doesn't need such fundamental revision to reflect temporal nature of evidence base. Suggest revision to "Housing size and type will contribute to achieving a balanced housing market through meeting the needs of a cross section of the community. This will be achieved through taking into account the most up to date SHMA findings in the context of the sites location and anticipated future needs.	Amend Statement 2

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Statement 3: Housing Density					
A95	High density housing should be avoided	59	172	High density housing is not being promoted, the text refers to housing densities appropriate for suburban sites.	No Change
A96	Clarification on the number of dwellings to be provided	80	246	The number of dwellings provided will depend on scheme design to be progressed in subsequent stages of the planning process. The number of dwellings outlined in the draft policy in the emerging Core Strategy is an estimated figure which will be revised following this work.	No Change
A97	Concern regarding the number of dwelling outlined	106	342	The number of dwellings provided will depend on scheme design to be progressed in subsequent stages of the planning process.	No Change
A98	Keep residential well spaced	107	353	Noted	No Change
A99	Support minimum net housing density of 40 dph	115	434	Noted	No Change
A100	Welcome the reference to the density target figure being subject to other considerations.	135	595	Noted	No Change
A101	Site specific issues and the character of the surrounding area should inform scheme densities	119	515	The reference to Core Strategy target densities should remain since these are appropriate for York. The text at paragraph 5.20 could be amended to refer to the character of residential areas adjoining the boundaries in addition to the other issues outlined in this para.	Amend para 5.20 to refer to the character of adjoining residential areas at the boundary of the development.
Principle 2: Provision of social infrastructure in a planned and phased manner which complements and integrates with existing facilities					
A102	Agree with principle	63	177	Noted	No Change
A103	Agree but highlight need for a feasible and deliverable scheme	119	516	Reference to feasibility and deliverability is included at paragraphs 5.25 and 8.11	No Change
Statement 4: Provision of social infrastructure					
General					
A104	Support community facilities for residents	7	8	Noted	No Change
		63	191		
		19	52		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A105	Support need for a community focus	207	808	Noted	No Change
A106	Type of community facilities should relate to the number and type of housing provided, eg elderly and families	14	34	Noted	To note comments in further stages of the planning process
A107	Undertake a survey to scope the type of units for the local facilities	21	62	Noted	To note comments in further stages of the planning process
A108	Development should be self-serving to reduce travelling	30 109	111 378	Noted Noted	To note comments in further stages of the planning process
A109	Existing residents in surrounding area should be able to access facilities in order to integrate new community	117	502	Noted	To note comments in further stages of the planning process
A110	Query whether all of the facilities are relevant to this size of development	156	700	The scale of facilities will relate to the number of people likely to be accommodated in the development. The scale of facilities outlined in the draft SPD are for indicative purposes. Due to the scale of development envisaged it is likely that all the facilities outlined will be required by the newly arising population, although the extent to which existing facilities could be utilised will be subject to further investigation and discussion as part of subsequent stages of the planning process.	No Change
A111	Further detail needed on "electronic information and workspace facilities"	115	436	Noted. The text in para 5.35 could be amended to explain this further.	Amend para 5.35

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A112	Further detail needed on "eco community hub"	115	437	Clarification on the related nature of the eco hub community facilities with other community facilities could be given within the list of social infrastructure. Para 5.24 could be amended to refer to potential for the facilities to be combined. Para 6.10 could be expanded to give greater detail on this.	Amend para 5.24 and 6.10
A113	Reference to open space, transport and training/ skills should be deleted as these are not relevant to social infrastructure	115	438	These references were included as the issues were considered to be interrelated. However, for clarity reference to open space as an element of related social infrastructure could be retained and reference to transport and training/skills could be deleted.	Amend para 5.25
A114	Provision of community facilities should have regard to building on current local provision and enhancing/complementing this.	124	553	Principle 2 outlines that social infrastructure should be provided to complement and integrate with existing facilities. Para 5.22 recognises that whilst there may be capacity in existing provision new or extended facilities may be appropriate to meet the needs of the community.	No Change
A115	Opportunity for community project at masterplanning stage should not be lost.	120	525	Noted	Comments to be passed onto the landowners
A116	Suggest this statement is combined with statements 5 & 6.	119	517	Statement 4 is focused on the type of community facilities, Statement 5 on the location of these facilities and Statement 6 on specific employment use. These are therefore separate issues and it is appropriate that they are covered in different statements.	No Change
A117	Suggest reference is made to requirements for developer contributions set out in CIL regulations and circular 05/2005	119	518	Developer contributions are covered in paras 8.11 to 8.16.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A118	Community facilities should be planned together at the outline stage rather than in an ad hoc manner as development progresses	157	710	Figure 19 sets out the documents which should accompany the outline planning application and includes a Community and Leisure Facilities Statement which will include reference to phasing.	No Change
A119	Balanced development should be provided which provides for additional demands on services funded by the developers	211	833	Para 5.26 outlines the need for new services or facilities to be provided if a need is shown to arise through the development. Opportunities to link commercial facilities with other social infrastructure should be explored. Para 5.26 and 6.24 could be amended to reflect this. Para 8.11 also outlines that the provision of such facilities will be required through developer contributions and public funding if available. To ensure provision of services for the new community suggest additional text is added at para 8.13 for the financial sustainability of the facilities to be addressed.	Amend para 5.26, 6.24 and 8.13
A120	Good mix of facilities outlined which should cover most local needs	218	871	Noted	No Change
Shops					
A121	Local shopping facilities are sufficient and should be used as these are more sustainable.	8	10	Need has been demonstrated in the retail evidence base to support the LDF and also in the initial needs assessment carried out by the Council to support the draft SPD. Reference has been clearly made in the document to the requirement for the applicants to provide a 'needs' assessment in line with the requirements of PPS4.	No Change
		86	270		
		9	15		
		152	684		
A122	There is no need for shops as this will divert trade from existing centres and the road infrastructure is inadequate	206	798	A retail impact assessment will be required as part of any planning application. This will assess the impact on existing retail provision in the area.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A123	Avoid larger supermarket	13 98 149	27 303 671	Noted	No Change
A124	Support smaller shops	13 108	28 366	Noted	No Change
A125	Support mini supermarket	98 109 76	303 379 231	Noted	No Change
A126	Shops should be sited together with pedestrian access	13	29	Noted	No Change
A127	Should provide a supermarket	45 17 81	129 48 251	Noted	No Change
A128	Support a range of small/ specialist/ independent shops	15 58 63 21 79 74 29 30 107 76 109 151 155 117 213	38 168 191 62 243 226 97 102 352 231 379 675 698 503 845	Noted	No Change
A129	Support large supermarket with delivery facilities accessible to existing Boroughbridge Rd residents	20	54	The intention is to relate the scale of retail provision to newly arising local shopping needs.	No Change
A130	Support provision of shops	102	319	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A131	Support provision of local shops	121 216 197	530 861 761	Noted	No Change
A132	Locating shops centrally in the site will reduce their financial viability	33	110	The provision of services in an accessible new centre is intended to maximise accessibility by sustainable modes of transport and provide a focus for the community. Evidence of unviable retail provision would need to be provided to substantiate this case. Para 5.39 does not refer to the location of facilities being central, but sited to maximise accessibility.	No Change
A133	Locating shops in a parade will attract antisocial behaviour	33	110	Siting shops together will increase the attraction of the Local Centre. By co-locating with other community facilities this will increase activity and personal safety. A busy Local Centre is less likely to encourage antisocial behaviour. Safety and security issues will be examined in more detail in the design and layout of any scheme in liaison with the Police Liaison Officer in order to minimise any issues.	No Change
A134	Reference to small supermarket is unduly prescriptive and premature	115	435	The intention is to relate the scale of provision to local shopping needs. The text could be amended to reflect this.	Amend para 5.24 to refer to neighbourhood foodstore to meet primarily newly arising local needs.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A135	The quantum of floorspace set out seems to be based on an assumed impact on Acomb centre. Detailed impact assessment will be undertaken as part of the masterplanning process. Rather than setting out quantum's of floorspace, the SPD could state that the supermarket should be of a scale that does not adversely impact on Acomb district centre.	115	435	Need for convenience shopping provision to be provided as part of the former British Sugar development has been established in the York Retail Study, 2008 and explored in more detail in background work to the draft SPD. To minimise the need to travel, and provide a focal point for activity within the development, a 'local neighbourhood centre' should be established. This should provide shopping, leisure and other services for new residents, and should be of a scale and nature that complements, rather than competes with facilities in the surrounding area including Acomb District Centre. It is not considered that the reference to need for convenience shopping provision within the site is unduly prescriptive in the context of background work undertaken. Reference has been clearly made in the document to the requirement for the applicants to provide a 'needs' assessment in line with the requirements of PPS4.	No Change
A136	Concern that quantified floorspace of 1000-1500 sq metres isn't sufficiently robustly justified, and represents a maximum threshold that would be contrary to policy	115	440	The quantum of floorspace given are indicative and do not represent a maximum level, this is clearly set out in the accompanying text.	No Change
A137	Support small collection of general shops at the edge of the industrial area, serviced by industrial roads.	128	563	The provision of services in an accessible new centre is intended to maximise accessibility by sustainable modes of transport and provide a focus for the community. The new local centre should provide shopping, leisure and other services principally for new residents and be of a scale and nature that complements existing provision.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A138	A small supermarket (para 5.24) does not accord with the local food store description in para 5.32. Small retail outlets would underpin local identity and should include reference to local police office, pub and post office.	135	596	There is not considered to be any inconsistency in the guidance given. Complementary shops and units are referred to in para 5.32 with provision on commercial terms.	No Change
A139	A small comprehensive food store/supermarket but avoid any damaging effect on Poppleton shops.	123	538	The intention is to relate the scale of provision to meet newly arising local needs. A retail impact assessment will be required as part of any planning application.	No Change
A140	Sports/Recreation Should provide leisure facilities	46	132	The draft SPD reflects the need for community facilities including leisure facilities	No Change
		63	191		
		74	226		
		13	30		
A141	Should provide built sports facilities	13	30	The draft SPD reflects the need for community facilities including sports facilities. However there needs to be appropriate infrastructure to manage these facilities. Further clarification as to the provision of on site sports hall facilities could be provided in para 5.33.	Amend para 5.33
		108	363		
		111	388		
		151	678		
A142	Should provide outdoor/indoor netball courts	46	132	Could be provided as part of the outdoor sport package if a club/users are identified during the development process.	To note comments in further stages of the planning process
A143	Should provide tennis facilities	46	132	Could be provided as part of the outdoor sport package if a club/users are identified during the development process.	To note comments in further stages of the planning process
		108	362		
		111	385		
A144	Should provide squash facilities	46	132	No local evidence to support the need for this facility.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A145	Should provide a swimming pool	48	140	The site is within the catchment area of Energise swimming pool.	No Change
		108	364		
		111	387		
A146	Should provide fitness centre	13	30	The site is close to other fitness facilities. A commercial operator can include fitness facilities as part of the community facilities should they wish to do so.	To note comments in further stages of the planning process
A147	Should provide community stadium served by shuttle rail service	76	233	Extensive audit work has been undertaken to identify appropriate sites	No Change
A148	Clarification on the nature of built sports requirements and their application within the city requested	115	441	Noted. The built facilities section of the LDF is a public document.	No Change
	Library				
A149	Should provide a branch library with internet facilities.	34	113	The draft SPD outlines the need for community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation. The inclusion of library facilities within the new community facility on site will need to be explored whilst taking account of the level of existing facilities within the area, including proximity to the Acomb Explore Centre.	No Change
	Pub/Restaurants				
A150	Should provide a public house	35	115	The draft SPD outlines appropriate uses within a Local Centre and includes A4 Uses (Drinking establishments).	No Change
		58	168		
		17	48		
		81	251		
		109	380		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A151	Need to ensure no adverse impact on adjoining eating places in Poppleton Business Park and Poppleton.	123	539	The scale of local facilities to be provided within the site are directed towards addressing local needs arising from the development. Adverse impact on adjoining restaurants in Poppleton Business Park and Poppleton is a commercial consideration and is not an issue which can be considered in the assessment of any proposals.	No Change
	Health				
A152	Should provide medical/dental facilities	58 86 46 17 81 109	168 271 132 48 251 376	Provision of medical and dental facilities will depend on the level of existing provision within the area and whether, if necessary, it is appropriate to expand such provision. The draft SPD does refer to the need to provide new social infrastructure, potentially including a new GP, dentist and other health care facilities. This will be explored further during the planning process.	No Change
	Built Sports				
A153	Any off site swimming facilities should also include a community bus and the running costs of this for a defined period.	135	597	It would not be reasonable to require a developer to provide a community bus facility. New occupiers would have access to the public transport system in York, as would all other residents/users of such a facility within the city.	No Change
	Education				
A154	Support education provision	102 109	321 376	Noted	No Change
A155	Existing education facilities are already at capacity so new facilities will be required	51 140 145	149 640 654	The need for additional education provision will be assessed to take account of existing capacity and the provision of new facilities to meet the emerging needs of the site. Statement 4 of the draft SPD outlines this requirement.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A156	New secondary school should not be provided off site	61	175	The number of secondary school pupils likely to be generated by this development would not require a new school to be provided. The draft SPD refers to off-site financial contributions being required for secondary school places.	No Change
A157	Interest in using former Manor School building as a Community Secondary School	61	174	The number of secondary school pupils likely to be generated by this development would not require a new school to be provided. The draft SPD refers to off-site financial contributions being required for secondary school places.	No Change
A158	New primary school should be provided	86	271	It is likely that a new primary school would be required and this is outlined in Statement 4 of the draft SPD.	No Change
A159	Concern that new primary and secondary schools will be needed but government are cutting spending. Existing secondary schools in the area are already stretched	214	847	The need for additional education provision will be assessed to take account of existing capacity and the provision of new facilities to meet the emerging needs of the site. Statement 4 of the draft SPD outlines this requirement.	No Change
A160	Any new school should include a theatre due to the child development benefits arising from such facilities	90	279	The design of any new school is determined centrally by the Department for Education	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A161	Support provision of all-through (nursery-primary-secondary) school	109	377	This type of provision is supported by both the local authority and DfE in principle, if feasible, and if appropriate levels of demand can be demonstrated.	No Change
A162	Concern about deliverability of off-site secondary school provision	112 144 199	397 653 770	Off site provision would not entail a new site. Expansion of provision on existing sites would be the initial approach, depending on demand.	No Change
A163	Document needs for detail on education	146	658	Further information is available in the advice note on Developer Contributions to Education facilities.	No Change
A164	Figures for pupil generation should be updated	115	439	The figures for pupil generation can be calculated on the basis of a proposed detailed type and mix of residential development.	No Change
A165	Suggest that quantification of pupil generation and school land requirements is premature in advance of masterplanning	115	439	Paras 5.29-5.31 outline that the estimated pupil numbers are indicative and estimates. The final size of facilities will be dependent on the size and composition of development proposals.	No Change
A166	A secondary school is needed on the development site.	123	543	From the capacity analysis work undertaken to date is unlikely that the number of pupils generated by the development would support a new additional secondary school in the area. As outlined in para 5.31, off-site provision is likely to be secured.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A167	A new primary school should be provided which could also provide other activities for community use.	123	536	From the capacity analysis work undertaken to date it is likely that a primary school would be required on site. Opportunities for community use of facilities will be explored through the masterplanning and planning process.	No Change
A168	Concern over capacity of existing secondary schools in particular Manor School	137 212	632 840	The local authority would look to provide additional places beyond those currently offered by the local secondary schools and academies.	No Change
A169	Retain existing former Manor School building as junior school instead of a road through the site.	121	526	Part of the former Manor School site has been identified through the LDF as a housing site. The site is also identified as one of two options to provide access onto the A59. The spatial distribution of uses within the site will emerge through the masterplanning and planning process	No Change
A170	The former Manor School building is a good quality build and one of best school buildings in York	207	809	Manor school moved to their new site because of issues with the size, design and maintenance of the former school building, including: poor condition; expensive to maintain; asbestos issues; noncompliance with disabled accessibility requirements; too small for number of pupils.	No Change
A171	Community Hall Support a community hall with facilities for a variety of entertainment uses eg dancing	20	55	The draft SPD outlines the need for community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A172	Community hall should provide flexible accommodation to allow use as a place of worship. Should also provide storage facilities in the initial design concept	217	866	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A173	Community hall should provide facilities for all ages	21 58	61 168	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A174	Support retention of Manor School building for community use	38 102 90 106 146	121 317 278 345 662	Part of the former Manor School site has been identified through the LDF as a housing site. The site is also identified as one of two options to provide access onto the A59. The spatial distribution of uses within the site will emerge through the masterplanning and planning process	No Change
A175	Support provision of space for community organisations who can organise events and manage facilities	30	101	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A176	Should provide social facilities for performing/ visual arts	13	30	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A177	Support community hall	109 151 153	380 675 689	Noted	No Change
A178	A Youth Club should be provided.	123	537	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A179	A community hall should be provided which will support and promote positive and effective integration with the existing community	124	557	Statement 4 of the draft SPD outlines the need for social infrastructure and community facilities on site.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A180	Retain former Manor School buildings as a community facility	123	541	The part of the site occupied by the former Manor School buildings has been identified through the LDF as a housing site. The spatial distribution of uses within the site will emerge through the masterplanning and planning process.	No Change
A181	Support a community social centre to replace the previous facility on site	197	762	Statement 4 of the draft SPD outlines the need for social infrastructure and community facilities on site.	No Change
	Other				
A182	Support provision of public WC	29	97	Provision for public conveniences are made within the city centre and the district centres. There are no plans to provide these facilities in other smaller centres or residential areas within the city.	No Change
A183	Support for a place of worship with flexibility for use by different denominations.	123	542	The draft SPD outlines the need for flexible community facilities on site. The type of facilities are to be further explored through masterplanning and public consultation.	No Change
A184	Support for a post office	123	540	Noted	No Change
A185	Developers should provide schools and health centres for new development	212 211	837 832	Statement 4 of the draft SPD outlines the need for social infrastructure to be provided for the new community, including education and healthcare provision where required.	No Change
A186	Support supermarket/petrol station	220	882	Noted. Statement 4 of the draft SPD sets out appropriate types of social infrastructure to be provided for the new community	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Statement 5: Location of Social Infrastructure: New Local Centre A187	Siting should ensure congestion is not increased due to access.	10	18	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site.	No Change
A188	Community facilities, including a new primary school should be grouped centrally within the site to serve as a focal point.	16	42	The spatial distribution of uses within the site will be explored further through the masterplanning and planning process. Statement 5 does outline the advantages of a single accessible local centre in terms of accessibility for future residents and a focal point for locational opportunities with primary school facilities.	Amend para 5.35
A189	Community facilities should be located at the rear of the site	49	145	The spatial distribution of uses within the site will be explored further through the masterplanning and planning process.	No Change
A190	New facilities should be accessible to residents in Boroughbridge Road estates	56 210	164 825	Good walking and cycling connections should be provided within the development to link with the surrounding area.	No Change
A191	Welcome integration of new local centre with sustainable transport and green infrastructure networks due to sustainable design benefits	64	195	Noted.	No Change
A192	Shops should not be located at the back of the development, thereby encouraging traffic to be routed past housing	79	244	The spatial distribution of uses within the site will be explored further through the masterplanning and planning process.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A193	Community facilities should be easily accessible for walkers/car drivers and cyclists.	130	576	Statement 5 of the draft SPD outlines the need for local centre facilities to be served by sustainable transport. Transport movement within the site should ensure accessibility to key uses. Suggest reference to linking public transport with key social infrastructure facilities is made in para 7.23	Amend text at para 7.23
A194	Community facilities should be located to be within walking distance so it is not necessary to use a car	223	891	Accessibility of community facilities by sustainable means of travel are required in Statement 5 of the draft SPD.	No Change
A195	The option of reusing the existing school buildings as part of a new community hall should be seriously considered as this would support sustainable development	90	278	The part of the site occupied by the former Manor School buildings has been identified through the LDF as a housing site. The spatial distribution of uses within the site will emerge through the masterplanning and planning process.	No Change
A196	The location of new community facilities should be central for everyone to use.	120	524	Accessibility of community facilities for all future occupiers of the development by sustainable means of travel is sought in Statement 5 of the draft SPD.	No Change
A197	Welcome approach of ensuring development fits with green infrastructure which will ensure functionality is maximised	64	197	Noted.	No Change
Principle 3: To maximise the benefits of sustainable economic growth for the local community					
A198	Question ability to generate economic growth and training through a housing development	152	680	Economic benefits will arise through the construction of the development which is anticipated to take place over a 10-15 year timeframe. Statement 6 outlines small scale offices could be appropriate and compatible with a local centre. A small number of jobs are also anticipated to be created through the local centre provision of services.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A199	Do not need more industry- already crowded rural area	140	642	Industry is not a suggested use for the area.	No Change
A200	A permanent centre for training and skills development should be provided	135	598	Training and skills development during construction will be sought in the planning application. Training opportunities may emerge from sustainable technologies used in the development.	No Change
Statement 6: Small scale B1 uses					
A201	Need for job creation to support local businesses	29	98	A small number of jobs are anticipated to be created through the local centre provision of services.	No Change
A202	Mixed development creates social responsibility and cohesion and sustainable living	59	173	Noted.	No Change
A203	Support light industry or workshop based employment located away from residential areas	63	180	There are several existing employment uses in the area which could provide employment opportunities. Any employment opportunities provided on site will need to be compatible with the primarily residential use of the site.	No Change
A204	Support retention of land for industrial purposes to reprovide manufacturing jobs.	71	223	The emerging Core Strategy identifies future employment land and premises to fulfill future employment needs to 2030. Industry is not a suggested use for the area.	No Change
A205	Support business development in advance of housing	98	304	The emerging Core Strategy identifies future employment land and premises to fulfill future employment needs to 2030.	No Change
A206	No current need for speculative business development in York	98	305	The inclusion of any small scale employment uses as part of a local centre will depend on market and viability considerations. Statement 6 of the draft SPD outlines small scale offices could be appropriate and compatible with a local centre.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A207	Potential to meet needs associated with start-up businesses	107	352	The inclusion of any small scale employment uses as part of a local centre will depend on market and viability considerations.	No Change
A208	Note that draft core strategy policy doesn't reference B1 land uses and support the fact that this is not a requirement	115	442	Noted.	No Change
A209	Infrastructure should include broadband and other cable facilities and be implemented at the start of the development.	135	599	Noted.	To note comments in further stages of the planning process
A210	New employment facilities are needed within the area to provide work for new residents	198	763	Land is identified at Northminster Business Park and York Business Park for employment uses within the emerging Core Strategy. The take up of employment land is dependent upon economic circumstances and investment decisions by employers. Statement 6 outlines small scale offices could be appropriate and compatible with a local centre.	No Change
A211	Area does not need more low skilled/low paid jobs, need investment into providing higher skilled paying jobs	206	800	The development of the site will be for primarily residential purposes. A range of employment opportunities are supported elsewhere in the city.	No Change
Statement 7: Training and skills development programme					
A212	Document needs more detail on job creation and training	146	659	Training and skills development during construction will be sought in the planning application. A Training Skills and Development Statement will be required as part of a planning application as outlined in Figure 19. Training opportunities may emerge from sustainable technologies used in the development.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A213	Every effort should be made to source materials and workforce locally	117	496	The use of local labour, and linkages with existing educational facilities is outlined in Statement 7, para 5.44. The sourcing of local materials is a more sustainable approach to development and reference to this could be made in para 6.5.	Amend para 6.5 to make reference to local sourcing of materials
A214	This is a short term measure for provision of jobs and will not provide jobs once building has finished	214	848	This is primarily a site allocated for housing purposes. A limited number of jobs will be created with the provision of local facilities on site.	No Change
A215	Job creation and training should focus on jobs which contribute to making York a more sustainable city	223	892	Noted.	No Change
Theme 2: Quality Place/Environment					
A216	Additional references should be included in Figure 11 9PPS23/PPS25/Contaminated Land Strategy/Model procedures for the Management of Land Contamination CLR11 (Environment Agency)	132	579	Noted. Reference could be made to this in Figure 11.	Amend Figure 11 to make reference to PPS23: Planning and Pollution Control. Annex 2 - Development on Land Affected by Contaminated Land (2004).
Principle 4: To ensure the highest achievable standards of sustainability are embedded at all stages of the development					
A217	Agree with principle	63 111	178 390	Noted	No Change.
A218	Welcome the vision to promote greener and more sustainable living	64	193	Noted	No Change.
A219	SPD could outline how on site renewable energy generation, other low carbon technology and combined heat and power scheme could be used on both this site and York Central.	91	284	A Local Carbon Framework has been produced by consultants CO2 Sense to advise on the potential for renewable energy systems within the York Northwest area. The study reviews the potential for a range of energy options and advises on their deliverability and the investment opportunities for energy providers. Reference will be made to this study in paragraph 3.5.	Amend para 3.5 to include reference to the Local Carbon Framework study.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A220	Need to use SUDS	107	354	The Sustainable Design and Construction SPD requires a SUDS evaluation and a number of other sustainability requirements as part of a planning application. Figure 19 also outlines the need for a Water Cycle Management Strategy and Sustainability Statement as part of any planning application.	No Change.
A221	Clarification needed on definition of sustainable.	138	637	Further clarification of the term sustainable could be made in para 4.3	Amend para 4.3 to make reference to sustainable development
A222	Development should be car free in order to attain highest standards of sustainability	223	885	Whilst car free zones within the development was suggested in earlier consultation this has not been included within the SPD guidance. The guidance seeks to reduce car dependency within the development with zones of low car parking provision and promotion of car clubs. Areas of car free development which have car club provision and are located in close proximity to public transport provision will be encouraged.	No Change.
Statement 8: Minimise environmental impact of development					
A223	Before construction takes place the service requirements of the development should be addressed	14	35	A Phasing Strategy is required as part of the planning application documents, as outlined in Figure 19. This will require the phased delivery of key and supporting infrastructure to the development as it is built out.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A224	Support pioneering sustainable development	30	103	Reference to the Urban Eco Settlement status of the site could also be made in the context of the York Northwest area. Work has recently been carried out by CO2 Sense on a Local Carbon Framework for York Northwest which identifies possible feasible and detailed renewable/low carbon energy solutions and will be used to guide the development approach. The approach taken to promote sustainable development on this site will be used as a model for other developments within the city. Reference to the study could be made in paragraph 6.5. The funding context to support a demonstration scheme has changed, although the intention is to pursue opportunities within the urban eco settlement programme if available.	Amend para 2.11 to refer to the Urban Eco Settlement, para 6.5 to include reference to Local Carbon Framework study and para 4.7 to reflect the change in funding context.
A225	Welcome low/zero carbon development	52	153	Noted	No Change
A226	Consideration should be given to wildlife issues in the design of zero carbon buildings and published research on this issue	52	154	The ecological impact of proposals will be fully assessed as part of the consideration of any scheme.	No Change
A227	Welcome the requirement to meet high levels of Code for Sustainable Homes standards	64	194	Noted	No Change
A228	Sustainable development should be overriding objective with above minimum standards sought	210	820	The guidance states in para 6.2 that sustainability has been accepted by the public and council as the guiding principle behind the York Northwest project from its outset. Above minimum standards of development is already referred to in Para 6.4 which states that where possible and financially viable, delivery of housing to higher levels of the Code will be sought prior to 2016.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A229	The role of green infrastructure in climate change adaption could be explored further (see The Yorkshire and Humber Climate Change Adaption Study)	64	201	Opportunities for the development to respond to and ensure it delivers climate change adaption are integral to the sustainable approach to development promoted in the draft SPD. For example, the ability of the design of the development to respond to future water supply fluctuations and drought conditions will need to be addressed in the Water Cycle Management Strategy. The Water Cycle Management Strategy should demonstrate that the development will minimise use of water, recycle water previously used by the development and address water storage, drainage and flooding issues. The need for the approach to green infrastructure to adapt to future climate change could also be highlighted. A Water Cycle Management Strategy is already required in Figure 19.	Amend para 6.26 to refer to climate change adaption.
A230	Should seek to implement site-wide renewable or low carbon technologies from outset of the development to deliver CfSH standards. Enabling retrofitting to early phases will not be feasible	114	409	Work has recently been carried out by CO2 Sense on a Local Carbon Framework for York Northwest which identifies possible feasible and detailed renewable/low carbon energy solutions and this work will be used to guide the development approach. Reference to the study could be made in paragraph 6.5.	Amend para 6.5 to refer to Local Carbon Framework study
A231	Recommend that site meets minimum of CfSH level 6 for energy	114	410	CfSH level 6 for energy cannot be required but delivery to higher standards will be sought, where possible, prior to statutory levels becoming mandatory.	No Change
A232	To register interest as a Yorkshire based heat pump manufacturer to be involved in the development	201	779	Noted	Comments to be passed onto landowner.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A233	Should be a principle on renewable energy in order to attain eco housing on the site	202	781	Principle 4 covers sustainable development which is overarching and covers renewable energy as well as other sustainable aspects of a development including a sustainable approach to managing water consumption, green infrastructure and waste.	No Change
A234	On site renewable energy should be maximised and achieve higher than 10% if possible	223	886	Work has recently been carried out by CO2 Sense on a Local Carbon Framework for York Northwest which identifies possible feasible and detailed renewable/low carbon energy solutions and this work will be used to guide the development approach. Reference to the study could be made in paragraph 6.5.	Amend para 6.5 to refer to Local Carbon Framework study
A235	Air source heating systems do not work efficiently, are difficult to operate and are not proven technology	209	818	Air Source Heat Pumps were not considered in the Local Carbon Framework as potential low carbon and renewable energy supplies as they are not eligible for grant funding and there are concerns around their efficiency, costs and how the heat delivered would be measured.	No Change
A236	There is a need to recognise the potential impact on viability in meeting the code level timetable	119	519	The guidance refers in the first instance to statutory CfSH levels. Delivery of higher standards is linked to an assessment of financial viability.	No Change
A237	Recommend that the SPD allows for flexibility in terms of sustainability assessment methodology (for example using "BREEAM communities" assessment rather than the "Code for Sustainable Homes")	115	443	Noted. Paras 6.4 and 6.6 could be amended to refer to alternative of meeting equivalent environmental standard to CfSH or BREEAM.	Amend paras 6.4 and 6.6

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A238	The highest standards of sustainable development should be achieved throughout and reference to 'a significant proportion of development' and 'where possible and financially viable' should be deleted.	135	600	Principle 4 seeks to ensure the highest achievable standards of sustainability. Statement 8 refers to the statutory requirements arising from Part L of the Building Regulations 2006. In advance of 2016 it is not possible to insist on delivery of housing to the highest Code levels if this would make the scheme unviable or undeliverable. Suggest deletion of 'where possible'. Further clarification could be given as to why this would be relevant to a significant proportion of development in para 6.3	Amend para 6.3 and 6.4
A239	The target of meeting total energy needs should be amended to be at least 50% through renewables. Application of this to all non housing construction and street lighting should be clarified. The phrase 'subject to feasibility' should be omitted.	135	601	The Local Carbon Framework for York Northwest is a specific study on the opportunities for renewable energy on this site. This will guide the scope of energy systems to be considered. It is not possible therefore at this stage to be specific about the percentage of energy provided by renewable systems. Paragraph 6.6 should be amended to refer to the study. BREEAM standards or their equivalent will be sought for all non residential buildings and para 6.6 refers to this. The provision of energy efficient street lighting will be encouraged and is supported by the council for all adopted street lighting in the city. Para 6.22 could be amended to refer to low carbon lighting.	Amend para 6.6 to refer to the Local Carbon Framework study and para 6.22 to refer to low carbon lighting.
A240	The Marston Moor IDB agree with the principles in statement and this paragraph, managing surface water sustainably through a water strategy. Request consultation at an early stage	205	792	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A241	Highly efficient 'passivhaus' construction should be considered in early stages as CHP and district heating will not be economical in the early years.	135	602	The councils Interim Planning Statement on Sustainable Design and Construction sets out criteria for assessing how the sustainability of a scheme will be judged. The Local Carbon Framework will advise on the the application and delivery of energy systems within the site and the funding opportunities eg from Feed In Tariffs. Passivhaus, passive solar design and other sustainable design solutions will be considered through the planning process.	No Change
A242	Concern about rigid stipulation of code level achievement in absence of reference to grant funding	115	444	The references to the code levels are the statutory levels required by building regulations. Higher levels of delivery are sought within the context of financial viability considerations and additional text could be added to refer to use of grant funding. The Local Carbon Framework will consider the costs of provision of renewable energy systems and the estimated pay back periods with ESCo providers and contributions from government funding schemes for example, the Renewable Heat Incentive proposed to be available for the generation of renewable heat and Feed In Tariffs.	Amend para 6.4 to refer to grant funding.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A243	Housing should be provided to environmental performance standards in line with the prevailing building regulations, not in excess of them. Concern expressed about the deliverability of code for sustainable homes standards	115	445	<p>The site should deliver environmental performance to an agreed specification: Current & planned government requirements, as set out in the SPD, relate to performance against the code for sustainable homes. Financial & design allowances will need to be built into the development to accommodate these requirements throughout its lifetime. The Council is keen to ensure that, once having negotiated other requirements such as community infrastructure, open space & transport contributions in light of the financial allowances related to anticipated mandatory environmental performance, the benefits associated with the aforementioned financial allowances are not lost should the government decide to rescind the mandatory roll-out of the code for sustainable homes. This is particularly important given the sites Urban Eco-Settlement status. Higher standards will be sought where it is financially viable to do so. The ability to achieve environmental performance at anticipated cost levels is reliant on economic efficiencies from nationwide take-up of the technologies.</p>	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
244	SPD outlines that site has potential to support a district heating system. Text should allow for appropriate technologies based on viability and prevailing technologies as the site is brought forward	115	446	Since the SPD was drafted work has been undertaken on a Local Carbon Framework for York Northwest. The text should be amended to refer to this study and the conclusions of this for application of renewable energy systems within the site. Para 6.6 also states that the planning application will need to be flexible to respond to opportunities to implement or retrofit known future technologies and approaches. The wording could be changed to delete 'known' which would be more flexible.	Amend text in para 6.6 to refer to the Local Carbon Framework for York Northwest and delete 'known' reference to future technologies and approaches.
Statement 9: Urban Eco Settlement A245	Lack of clarity over what will be delivered through UES status	114	408	Opportunities for funding through the status of the York Northwest area as an UES will be taken. However as stated in the draft SPD there is no certainty over the type or level of long term funding which may become available.	No Change
A246	More appropriate for demonstration exemplar to act as an aspirational target for later stages of development rather than a benchmark	115	447	The delivery of the demonstration exemplar is subject to the availability of funding. There have been changes to the funding context and should opportunities arise to pursue this concept these will be pursued. This should be reflected in para 4.7	Amend text in para 4.7 to reflect the change in funding context.
A247	Clarification needed on whether buildings will be ecologically sound/zero carbon.	138	638	Statement 8 requires the development to minimise its environmental impact over its lifetime within the overarching principle of highest achievable standards of sustainability in Principle 4. The Code Level 6 zero carbon requirement for new residential buildings will be in place in 2016.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A248	This should be amended to read 'Regardless of any UES funding' and include highest standards throughout the site. Higher standards 'in key areas' (para 6.8) should be omitted. References to special/public funding is not appropriate as this is the responsibility of the developer.	135	603	The responsibility of the developer would be to meet the statutory Code Levels applicable at the time. Higher standards will be sought through negotiation on the application.	No Change
A249	Support promotion of site as an Urban Eco Settlement and the demonstration scheme.	132	582	Noted	No Change
A250	Support for site to be an Urban Eco Settlement.	135	590	Noted	No Change
Principle 5: To create a high quality locally distinctive place which relates well to the surrounding area					
A251	Clarification needed on 'locally distinctive place' and 'fits in with surrounding area'	63	181	Proposals will need to make reference to the six principle characteristics of the special character of York outlined in the Heritage Topic paper and the character of the surrounding residential areas.	No Change
A252	Houses and buildings should be of the highest design standards (avoiding standard design quality) and how this will be achieved should be outlined	67	213	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A253	Development of the site needs to relate well to the city eg, tall structures could be seen across wide area of city and impact on setting of historic assets. Suggest amendment to principle 'which relates well to both the surrounding area and the city as a whole'.	75	229	Noted. Principle 5 could be amended to include this.	Amend Principle 5 to include reference to the city as a whole.
A254	This principle is crucial with high quality integrated architectural design well designed layout (and public scrutiny before start of work)	85	262	Noted	No Change
Statement 10: High quality of design with distinctive character areas					
A255	Should place greater emphasis on need to design out crime	31 43	105 128	The draft SPD does make reference to the need to the need for the development to be designed to ensure a safe and secure environment in Principle 6. This will be considered and addressed in the detailed design of the development.	No Change
A256	Ensure architectural design and materials are high quality	85	265	Noted	No Change
A257	Suggest community project competition to attract competing designs	85	266	Different designs relating to different character areas within the development will be encouraged.	Forward comment on to the landowner
A258	National Grid supports high quality and well planned development in the vicinity of its high voltage overhead lines, with appropriate uses including nature conservation, open space , landscaping or parking	88	275	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A259	Not enough information on layout		296	Detailed proposals on the layout of the development will be addressed at the reserved matters stage. Illustrative layout plans will be sought as part of the outline planning application.	No Change
A260	Amenity impact issues on adjoining housing should be considered in locating open space eg, through noise nuisance. Areas of open space should be provided throughout site	210	824	Reference is made within Statement 10 to the need for the layout to take account of the amenities of adjoining occupiers. Principle 7 outlines the need for a framework of green infrastructure to be provided throughout the development.	No Change
A261	Concern about the appearance of eco-housing and the ability to be sympathetic to existing housing within the area	212	841	The statement refers to the need for high quality design and the need to reflect the context of the area. The consideration of the detailed design of dwellings will need to address these issues.	No Change
A262	The site does not have a connection with the river and although there is currently research to consider a potential linkage this does not form part of the draft masterplan.	115	448	The text relates to a visual rather than a physical connection (notwithstanding the potential for physical connection discussed at Statement 9)	No Change
A263	The SPD is too prescriptive to require noise exposure assessment, this is an issue that will be considered by part of the Environmental Impact Assessment.	115	449	Noise and vibration are relevant planning considerations and it is considered appropriate that reference is made to these issues in the draft SPD.	No Change
Statement 12:	Key views into, out of and through the area				
A264	Development should not detract from the skyline viewed from Clifton Ings	2	1	Reference is made to the views to and from Clifton Ings, together with other key views.	No Change
A265	Landscaping should be used to frame new views	33	108	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A266	Need to consider and retain existing views of Minster and consider opportunities for new views.	123	551	Reference is made to opportunities for new key focal points and existing views of the Minster.	No Change
Principle 6: To create a people friendly environment which promotes opportunities for social and community interaction					
A267	Agree with principle	63	179	Noted	No Change
A268	Layout should extend existing roads that border site rather than creating a separate community	86	267	Integration and connectivity with the existing surrounding communities will be essential to ensure there is interaction within the community. These issues will be considered as part of the masterplanning stage of work.	To note comments in further stages of the planning process
A269	Should provide safe routes between housing and community facilities that minimise conflict with vehicular traffic	153	687	Text at para 6.23 already refers to safe routes to be provided between homes and community facilities although additional reference could be made to minimising conflict with vehicular traffic.	Amend para 6.23
A270	No reference to 'designing out crime' in para 6.19 or in sections on objectives/masterplanning layout.	135	604	Reference could be made in para 6.20 to incorporating designing out crime principles in the design of the development.	Amend para 6.20
A271	The design and building of this development should take into account safety and security issues.	124	556	Reference could be made in para 6.20 to incorporating designing out crime principles in the design of the development.	Amend para 6.20
A272	Need to consider antisocial aspects of providing open space to ensure this does not occur	206	797	Para 6.22 does refer to paths being well lit and subject to natural surveillance. Surveillance by residents of areas of open space deter antisocial behaviour and will need to be considered in the design and layout of the scheme.	To note in further stages of the planning process
Statement 13: Framework of linked public realm with pedestrian/ cycle priority					
A273	Open spaces should be designed to discourage any anti-social behaviour and vandalism	27	68	Noted. The detailed nature of the design and provision of any open space will be developed as part of the planning application and in subsequent stages of the scheme.	To note comments in further stages of the planning process
		220	881		
		27	84		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A274	Suitable lighting should be part of design for new areas of open space and to avoid deterioration over time and areas being the focus of antisocial behaviour	216	860	Noted. The detailed nature of the design and provision of any open space will be developed as part of the planning application and in subsequent stages of the scheme.	To note comments in further stages of the planning process
A275	The integration of segregated pedestrian and cycle links with green infrastructure is welcomed	64	202	Noted	No Change
A276	Wherever possible' should be deleted from the reference to provision/segregation of pedestrian/cycle paths.	135	605	Segregation of pedestrian/cycle ways will be sought. However, there may be circumstances where this is not appropriate.	No Change
A277	Need to consider street lighting, parking and pedestrians and avoid problems experienced at Sovereign Park	208	811	Noted. The detailed nature of the design of public areas will be developed as part of the planning application and in the subsequent stages of the scheme.	To note comments in further stages of the planning of the development.
A278	Concern at safety issues with children playing on local estate roads, eg, Ouseacres	220	879	Safety issues are referred to in this statement and will be addressed in the design of the area in subsequent stages of the planning process.	To note comments in further stages of the planning process.
Statement 14: Multifunctional community spaces and facilities					
A279	Opportunity to locate football clubs on the site should be taken due to potential for rail access and park and ride sites with bus service	76	232	The type and use of sports facilities will be discussed as part of the management of the facilities in later stages of the planning process.	To note comments in further stages of the planning of the development.
A280	Support community halls being multifunctional	115	450	Noted.	No Change
Principle 7: To deliver development in a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value and maximising linkages with the wider green network					
A281	Welcome recognition of significant green infrastructure being a top priority.	135	606	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A282	A landscape strategy and tree planting must be developed together with maintenance and management from the outset. Local environmental and community groups should be involved in formulating this strategy.	135	607	A green infrastructure strategy will be required as part of a planning application which will be subject to public consultation.	No Change
A283	Support principle/approach to open	123 196 197 200 201 207 210 211 212 215 218 219 220 223	533 756 760 776 778 806 823 830 836 855 870 876 880 889	Noted	No Change
A284	Disagree with approach to open space	195 202 199 208 206	753 783 768 814 796	Noted. Specific open space issues identified in consultation, as outlined in the officer recommendations will be addressed through the masterplanning process.	No Change
Statement 15: Green Infrastructure					
A285	Provision of open space in a new residential environment is important	11 15 18 23 81 48 86	24 37 51 65 250 139 269	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A286	Green spaces and waterways are vital	207 153	807 688	Noted	No Change
A287	Amount of open space should be maximised	154	693	Reference could be made in para 6.27 and 6.28 to ensure that consideration is given in the first instance to the presumption that all open space typologies should be provided within the site and ensure there is no overall loss of open space	Amend para 6.27 and 6.28
A289	Need parks	14 21 20 149 153	23 60 53 669 671	Noted	To note in further stages of the planning process.
A290	Need safe play areas	14 21 30 13 151 154 122	23 60 100 30 679 694 532	Noted	To note in further stages of the planning process.
A291	Need areas for dog walking	14 21	23 60	Informal areas of open space will be sought as part of the development within areas of natural/semi natural open space.	To note in further stages of the planning process.
A292	Need an open space warden	14 21	23 63	The management of open space areas will be discussed at later stages of the planning process.	To note in further stages of the planning process.
A293	Need outdoor sports provision	20 34 13 111	53 113 30 384	Areas of outdoor sports provision will be sought as part of the development.	To note in further stages of the planning process.
A294	Need bowling greens	111	386	The type and use of sports facilities will be discussed as part of the management of the facilities in later stages of the planning process.	To note in further stages of the planning process.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A295	Need community football pitches	108 151	365 677	The type and use of sports facilities will be discussed as part of the management of the facilities in later stages of the planning process.	To note in further stages of the planning process.
A296	Need provision for teenagers	34	113	The need to provide facilities for teenagers is outlined in para 6.28.	No Change
A297	Request provision of a skate park is made within the site	92	286	The type and use of park facilities will be discussed as part of the management of the facilities in later stages of the planning process.	To note in further stages of the planning process.
A298	Support allotments	153 212	690 844	Noted	No Change
A299	Need amenity space between buildings	21	60	Amenity space is a type of open space which will be sought as part of the development.	To note in further stages of the planning process.
A300	Need new tree planting	29 107 149	94 349 670	Para 6.34 outlines the need for new tree planting to complement the retention of existing trees on site.	No Change
A301	Planting trees near the rail lines will block noise	100	310	Trees do not actually block noise but create a visual barrier. Mask of noise may occur due to noise from wind in leaves. There is already a belt of trees on the boundary with the railway, although additional planting could be considered as part of detailed design proposals.	No Change.
A302	Open spaces should be designed to discourage any anti-social behaviour and vandalism	27 27 97 105	68 84 300 341	Comments are noted, the detailed nature of the design and provision of any open space will be developed as part of the planning application and in subsequent stages of the scheme.	To note in further stages of the planning process.
A303	Open space should serve biodiversity interest	33	106	A Biodiversity Management Plan will be sought as part of the planning application. This requirement is set out in Figure 19 and includes the retention, enhancement and provision of biodiverse habitats.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A304	Seating and ponds would add interest	33	109	Comments are noted, the detailed nature of the design and provision of any open space will be developed as part of the planning application and in subsequent stages of the scheme.	To note in further stages of the planning process.
A305	Need more information on the size and type of space to be provided	14 95	32 295	The design, size and type of open space provision will emerge through the masterplanning process and will be subject to public consultation.	No Change
A306	Open space for young people should be sited away from shops	20	57	The design, size and type of open space provision will emerge through the masterplanning process and will be subject to public consultation.	To note in further stages of the planning process.
A307	Open space needs to be segregated for different users/ activities eg children/ elderly/ dogs	29	95	The design, size and type of open space provision will emerge through the masterplanning process and will be subject to public consultation. Publically accessible areas should however be designed to facilitate inclusivity and community interaction and this is referred to in Principle 6.	No Change
A308	Insufficient detail on the scale of open space	51	148	The design, size and type of open space provision will emerge through the masterplanning process and will be subject to public consultation.	No Change
A309	Open space will be needed for old and new communities	58	167	Suggest text is amended in para 6.26 to highlight existing deficiencies in open space. This needs to be taken into account in assessing new provision within the new development. Access and intergration between the existing and new communities will be sought and the design of the development should facilitate both accessibility and use of open space. Suggest further clarification is given in para 6.27.	Amend paras 6.26 and 6.27
A310	Avoid snickets which assist crime	63	182	The design of publically accessible areas should incorporate designing out crime principles.	See change to para 6.20

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A311	Unclear what formal recreation uses are envisaged	67	215	The type and use of formal recreation facilities will emerge through further stages of the planning process.	No Change
A312	Open space and landscaping is important rather than high density housing	80	248	Noted	No Change
A313	Ensure open spaces are well designed and managed after completion, funded by developers	85	264	Noted. The future management of open spaces is referred to in para 6.26 and will be sought for a 10 year period.	No Change
A314	Important to consider maintenance of open spaces	149	670	Noted. The future management of open spaces is referred to in para 6.26 and will be sought for a 10 year period.	No Change
A315	Play areas should be small and planned to discourage older children	86	269	The design, size and type of play area provision will emerge through the masterplanning process and will be subject to public consultation.	To note comments in further stages of the planning process.
A316	Need a pleasant attractive environment with trees and plants, consider opportunities to work with horticultural association	107	350	A detailed landscaping plan for each phase of development will be required as part of the reserved matters planning applications.	No Change
A317	Environmentally sensitive lighting will be required	151	677	The council is committed to responsible energy management and promoting the proportion of energy derived from renewable sources and reducing energy consumption and modernising street lighting operations.	No Change
A318	Promote off-site natural open space provision at Poppleton Ings	111	383	Para 6.28 does acknowledge that a degree of off-site provision may be acceptable This would be subject to such open space being accessible from the site.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A319	Consider there would be benefits in open space being multifunctional, eg in management	115	451	The York LDF evidence study does not take this approach. It uses set typologies to establish the current land holding pattern and assesment of future needs. The proposal would not accord with the study which Members have considered and endorsed, and has also been used and successfully defended in planning appeals. The draft SPD does support the broad principle of providing multifunctional areas of green infrastructure, though when quantifying provision against the targets, land can only constitute a single open space typology.	No Change
A320	Do not agree that off site provision may be more acceptable for natural/semi natural open space.	135	608	The typologies of natural/semi natural open space and outdoor sports are referred to in the context of off-site provision due to the nature and scale of such open space. However, provision of this type of open space would also be required on site. The Open Space Topic Paper refers to on site provision being required to ensure a balanced scheme.	No Change
A321	Significant provision needed for leisure facilities and public open space due to current deficiencies.	124	554	Suggest text is amended in para 6.26 to highlight existing deficiencies in open space. This needs to be taken into account in assessing new provision within the new development. Access and integration between the existing and new communities will need to be provided and the design of the development should facilitate both accessibility and use of open space. Suggest further clarification is also given in para 6.27 and 6.28.	Amend para 6.26, 6.27 and 6.28
A322	Clarification needed on the level of sporting facilities proposed and facilities should include football and cricket.	125	558	The text at 3.1 could be amended to be more specific in terms of the existing outdoor sport provision. The type of sporting provision will emerge through the masterplanning process and will be subject to public consultation.	Amend para 3.1

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A323	Development should have high standards of green open spaces.	125	560	Noted	No Change
A324	Open space should include areas of bio-diversity rather than extensive areas of grass	223	897	A Biodiversity Management Plan will be sought as part of the planning application. This requirement is set out in Figure 19 and includes the retention, enhancement and provision of biodiverse habitats.	No Change
A325	Location and type of facilities to be provided depends on what is provided and future effectiveness in terms of investment (by council/tax payers)	215	856	The location and type of open space provision will emerge through the masterplanning process and will be subject to public consultation. The future management of open spaces is referred to in para 6.26 and will be sought for a 10 year period.	No Change
Statement 16: Green Spine					
A326	Clifton Ings is of significant interest in respect of its wild flower and wildlife interest- its appearance needs to be protected.	2	2	Noted. Clifton Ings is designated as a SINC (Site 14,2010) for species rich flood meadow grassland. Its interest as a SINC will ensure its wildlife value will be protected.	No Change
A327	Green corridor should be designed throughout the site and link with existing green space where possible	17	47	This statement refers to the creation of a green spine (green corridor) with links to new and existing green assets.	No Change
A328	Green corridor should provide for wildlife and cycling/walking routes and be of sufficient width to accommodate these	52	152	Para 6.29 outlines the need for green routes through the site to allow connectivity for both people and wildlife.	No Change
A329	Welcome proposal for green spine to link with regional and local green corridors	64	198	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A330	It is misleading to suggest that green infrastructure within the site will link with existing corridors (Figure 11)	115	452	The text states that the masterplan should demonstrate how the green spine will link with and incorporate these corridors. The intention is to ensure that where connections can be made with green corridors this opportunity is taken. Connection does not necessarily need physically contiguous sites.	No Change
A331	Green Infrastructure should be provided in such a manner as would make it accessible to existing residents of Acomb	152	683	Noted	To note comments in further stages of the planning process
A332	The development must include a pedestrian bridge over the railway onto Rawcliffe/Clifton Ings to give access to open space and pedestrian/cycle routes.	135	609	Figure 18 does include a potential pedestrian and cycle link to the north-east of the railway lines. Para 7.16 also outlines that provision of this linkage should be investigated. Text at para 7.16 could be amended to outline the intention to provide an east-west bridge together with a link to Water End, outline the need for contributions towards the provision of this subject to further deliverability issues, dedicate land within the site and ensure that future provision of a link is not prejudiced by the design of the development. Off site provision of open space and any supporting infrastructure requirements will be dependent on scheme design and viability appraisal.	Amend 7.16

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A333	Blue infrastructure (including SUDS) can complement green infrastructure and corridors.	132	583	Noted. Para 6.29 does refer to blue infrastructure, including SUDS to be included where appropriate.	No Change
Statement 17: Retention of existing green assets					
A334	The former Manor School playing fields should be retained as open space/sports field	9 10 27 38 63 87 58 102 103 108 109 152 124 117	14 16 69 120 192 273 166 318 323 360 375 685 552 501	Para 6.31 outlines that the approach for the former playing fields will be informed by a playing pitch assessment and advice from Sport England.	No Change
A335	Craven sports field should be retained	109	375	The presumption in the LDF is to retain such facilities to ensure there is an adequate supply of playing fields. Sport England will also be consulted should any proposal be made which affects the sports field on the British Sugar site.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A336	The playing fields are used by community football clubs who will be displaced to commercially run facilities	208	815	Para 6.31 outlines that the approach for the former playing fields will be informed by playing pitch assessment and advice from Sport England.	To note comments in further stages of the planning process
A337	The former civil service sports ground should be used in some way	108	361	The former Civil Service Sports Ground is in different ownership to the British Sugar site. Access to the site is outlined as a potential all vehicular access but inclusion of this option will depend on the proposals to meet the requirements of the SPD put forward by the developer of the site.	No Change
A338	All established trees should be retained	10 27	17 83	There is a presumption that good quality or trees of amenity/landscape value will be retained in para 6.34. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33
A339	Retain all trees where possible	111 121	389 528	Noted. There is a presumption that good quality or trees of amenity/landscape value will be retained in para 6.34. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33
A340	No trees should be lost	108	356	There is a presumption that good quality or trees of amenity/landscape value will be retained in para 6.34. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33
A341	Retain trees at Manor School	38 43 63 77 99 103 109 118	120 128 184 237 307 324 372 506	There is a presumption that good quality or trees of amenity/landscape value will be retained in para 6.34. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A342	Essential to keep existing trees on the old Manor school site fronting the A59 due to age, wildlife and amenity provided	83 93	257 289	There is a presumption that good quality or trees of amenity/landscape value will be retained in para 6.34. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33
A343	Retention and enhancement of trees should be acknowledged as being a matter for consideration as part of the masterplanning process	115	454	The retention of trees is covered by Statement 17 as existing green assets of value. The impact of the development on existing green assets will be a material consideration in any planning application and will be considered within the masterplanning process. Para 6.33 could be amended to outline the intention to TPO suitable trees.	Amend para 6.33
A344	The plan is somewhat unclear and is out of date and should be replaced	115	455	The plan will be reproduced to provide greater clarity. The plan is based on evidence base study work.	Amend Figure 14.
A345	Retain British Sugar lagoons to provide variety and foster biodiversity	16	41	The lagoons on the site were previously used as settlement/filtering beds. An Environmental Statement will be required as part of the planning application which will highlight all areas of existing biodiversity and new areas to be provided as part of the development.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A346	Only the former Manor School footprint should be built on	27	70	The presumption in the LDF is to retain sports facilities to ensure there is an adequate supply of playing fields. Sport England will also be consulted should any proposal be made which affects the sports fields. The part of the site occupied by the former Manor School buildings has been identified through the LDF as a housing site. The spatial distribution of uses within the site will emerge through the masterplanning and planning process.	No Change.
A347	Support retention of trees and bunding, particularly adjacent to Langholme Drive which provide a roosting area for bats	63 84	183 261	Noted. The presence of bats will need to be investigated as part of the supporting evidence for the planning application. Reference to this could be included in the documents outlined in Figure 19 as necessary to support an application.	Comments to be passed onto the landowner. Amend Figure 19 to include reference to assessment of protected species as part of ecological information .
A348	Important to retain existing trees and green areas eg rear of Langholme Drive which provide a wildlife habitat for birds/butterflies/rabbits and foxes	80	249	There is a presumption to retain existing trees identified as being of value. Para 6.33 outlines this and in para 6.34 the wildlife value of trees is also recognised.	No Change
A349	Trees along the boundary with Sovereign Park should be retained	208	817	Para 6.33 outlines the presumption to retain existing trees identified as being of value and to enhance these where they would benefit the amenities of adjoining residential areas.	No Change
A350	Support retention of existing biodiversity features including SINC	64 111	199 382	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A351	The bee bank should be referred to as a "Candidate SINC" given its status and the requirement for foraging area assessment	115	453	The SINC site has now been confirmed and foraging surveys will be required in order to determine the impact of any development on this SINC and appropriate mitigation and management strategies.	No Change
A352	Support retention of greenspace between site and Poppleton, which prevents the coalescence of Poppleton and York	155	696	The policy approach to land uses outside the site will be addressed through the emerging Core Strategy and LDF.	No Change
A353	Clearer presentation of Figure 14 is needed within final document	64	200	Noted. This will be addressed in the final version of the document.	Amend Figure 14 to provide greater clarity.
A354	A major nature reserve should be identified along the north eastern boundary, to include the Bee bank and to be managed by community groups	135	610	Natural and semi natural open space should be provided as part of the development. The bee bank is identified as a Site of Importance for Nature Conservation. The provision of a nature reserve and management by community groups could be considered as part of the masterplanning work and would also depend on a group being interested in managing this. The spatial arrangement of uses within the site will also be considered as part of the masterplanning work.	To note comments in further stages of the planning process
A355	The masterplanning should be informed by a finalised tree strategy.	135	611	Noted. Para 6.34 could be amended to refer to the emerging Tree Strategy for York. Figure 19 could be amended to add reference to the need for a Tree Survey to be carried out	Amend para 6.34. Add reference to Tree Survey in Figure 19

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A356	Clarification required as to whether open space includes present playing fields on old Manor School site.	130	575	The presumption in the LDF is to retain sports facilities to ensure there is an adequate supply of playing fields. Sport England will also be consulted should any proposal be made which affects the sports fields. The part of the site occupied by the former Manor School buildings has been identified through the LDF as a housing site. The spatial distribution of uses within the site will emerge through the masterplanning and planning process.	No Change
A357	The SINC designation will provide habitat protection and connectivity through the development is well thought out	52	151	Noted	No Change
A360	Very concerned about potential removal of chestnut trees.	125	559	Trees will be assessed and there will be a presumption to retain those which are considered to be of quality and value. This is set out in para 6.34 of the draft SPD.	No Change
A361	Existing sports field at British Sugar should be used for a community sports facility/social club.	121	529	The presumption in the LDF is to retain sports facilities to ensure there is an adequate supply of playing fields. Sport England will also be consulted should any proposal be made which affects the sports fields. The spatial distribution of uses within the site will emerge through the masterplanning and planning process.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A362	Retain open space around old Manor School to provide integration with existing development which is lacking this type of provision.	123	534	The spatial distribution of open space within the site will emerge through the masterplanning and planning process. There is a presumption to retain existing green assets in the LDF.	No Change
A363	Retain wildlife area within development site.	123	535	Natural and semi natural open space should be provided as part of the development. The bee bank is identified as a Site of Importance for Nature Conservation.	No Change
A364	Object to loss of cricket ground and sports field for access purposes	199	769	The options available to enable redevelopment of this brownfield site are limited to those outlined in the draft SPD. Whilst there may be implications arising from the provision of new access routes on open space and recreational facilities within the site these will need to be balanced against the benefits provided and the design of any new development will seek to minimise the impact on such facilities and seek re-provision where appropriate.	No Change
A365	Existing/raised land features should remain to give scheme some variety.			Noted	To note comments in further stages of the planning process
A366	Manor school site is an important green space which should be retained. The loss of this highly visible green space would be detrimental to the character and appearance of the area	203	788	The spatial distribution of open space within the site will emerge through the masterplanning and planning process. There is a presumption to retain existing green assets in the LDF.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A367	The Manor School site should remain as green space, possibly as park area	203	789	The spatial distribution of open space within the site will emerge through the masterplanning and planning process. There is a presumption to retain existing green assets in the LDF.	No Change
Principle 8: To maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel in line with the hierarchy of users set out in the LTP2 and emerging LTP3					
A368	Proposals have merit	13	26	Noted	No Change
A369	Achievement of Principle is doubtful	79 106	242 343	The principle sets out the objective. Achievement of this will be subject to further work on potential routes and negotiation on delivery. The aim is to give priority to sustainable travel accords with the council approach to transport issues set out in the LDF and LTP3.	No Change
A370	Principles can only be agreed once road access to York Station is improved due to congestion issues on this route.	142	645	Network improvements will be sought where possible providing they relate to the development and the trips generated by development of this site. The principle of maximising sustainable travel is aimed at reducing vehicle movements on the network.	No Change
A371	current public transport provision is poor which transfers trips to be made by car	214	849	The aim will be to ensure public transport provision is made for the new occupiers of the development which provides an alternative to the car.	No Change
Statement 18: New routes between site and key destinations					
General					
A372	Concern about congestion on key routes	49 15 46 140 104	142 36 130 641 336	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation, as well as reducing the level of traffic	Amend para 7.38

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
		199	767	generation on the site through facilitating sustainable travel and the siting and design of development. This is reflected in the Transport Statements set out in Section 7 the draft SPD. Reference could be made in para 7.38 to ensure ongoing monitoring and review is undertaken and to ensure traffic is satisfactorily accommodated as the development is built out with appropriate financial arrangements included within the Travel Plan.	
A373	Disagree with access approach	195 199 203 206 207 208 212 215 217	752 766 784 794 803 812 842 853 863	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and some being desirable.	No Change
A374	Agree with access approach	196 197 201 202 210 212 219 223	755 758 777 782 821 835 875 887	Noted	No Change
A375	Limited access should be as limited as possible	7	7	The restrictions on levels of development served by an access will depend on various factors including the capacity of the road to accommodate movements and the width and type of road and the junction arrangements. The text could be amended to clarify the term 'restricted'.	Amend para 7.14

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A376	There aren't enough access points	34	112	Potential access points into the site are limited due to existing development around the site and the railway lines.	No Change
A377	There should be access at the far east and west of the site	38	117	It is unclear where access to the west is being suggested. Access to the east is limited by the location of the railway line and the cost of an all vehicular access across the railway.	No Change
A378	Need to consider access to and from the river corridor	26	66	Provision of a route over the railway has been the subject of further investigative work and it is suggested	No Change
		38	118	in para 7.16 that this is incorporated into the pedestrian/cycle access to the site.	
A379	Support 3 points of access onto boroughbridge road	12	25	Noted.	No Change
A380	More than 2 points of access will be required	147	665	Noted	No Change
A381	Clarification needed on the options	11	22	Further clarification on the access arrangements will be addressed as part of the masterplanning work and be subject to consultation.	No Change
		28	86		
		51	147		
		102	320		
A382	Insufficient thought given to main priority of access	27	71	Para 7.13 outlines that the principal vehicular access should be via Millfield Lane. This guidance is based on the outcomes of transport modelling and an assessment of impact on the surrounding transport network.	No Change
A383	Three unrestricted access points don't have spare capacity to integrate vehicles from the development	27	76	Two unrestricted all vehicular access points are outlined in the vehicular access options. The capacity of existing roads and a new access to A59 to accommodate the traffic movements from the proposed development will be assessed from the Transport Assessment.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A384	Traffic lights in close proximity to one-another will exacerbate congestion	27 93 155	78 288 697	Traffic lights are an important tool in managing traffic flows although their use will need to be carefully considered in terms of congestion and impact on the wider network.	No Change
A385	Ability to access the site should be shared between all access points	27	79	Two unrestricted all vehicular access points are outlined in the vehicular access options. The capacity of existing roads and a new access to A59 to accommodate the traffic movements from the proposed development will be assessed from the Transport Assessment.	No Change
A386	Clarification needed on whether a linkage is provided to the inner ring road and the York Central site	65	210	The timing of the York Central development will most likely preclude a linkage being provided in the short term. In the longer term, a route through to York Central via Boroughbridge Road is likely to be supported, although this will not provide connectivity with the inner ring road as the objective will be to restrict new vehicular access points into the city centre.	No Change
A387	A number of access options are needed	66	211	Noted	No Change
A389	Should investigate whether alternative access could be achieved.	131	577	Potential access points into the site are limited due to existing development around the site and the railway lines.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A390	Directing all the traffic from the development onto two roads is 'crazy' as this may equate to an additional 2,000 cars a day	71	224	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. Maintaining the safety and efficiency of the network will be a central part of this mitigation. The development will be expected to meet the costs of this mitigation, as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
A391	Access routes must minimise impact of traffic on surrounding residential area	83	255	This brownfield site is located within a residential area. It is inevitable that the development of the area will generate additional traffic movements in the area. However, the approach taken within the draft SPD is to facilitate sustainable travel and thereby seek to minimise impact of traffic movements on the area. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
A392	Transport links between the site and A1237 across railway line and York Central should be considered to ease congestion on A59	87	272	Transport modelling on the impact of development on the surrounding road network with the provision of a new route between York Central and the A1237 has been undertaken. This demonstrated that there would be limited time benefits and significant redistribution of existing traffic onto a new route whilst the significant costs of this would be unlikely to be deliverable through the development.	No Change
A393	Clearly defined and easy access to properties for emergency services is required	97	299	Accessibility for emergency vehicles will be addressed in the detailed design of the area.	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A394	Link road to station is not mentioned	77	236	Transport modelling on the impact of development on the surrounding road network with the provision of a new route between York Central and the A1237 has been undertaken. This demonstrated that there would be limited time benefits and significant redistribution of existing traffic onto a new route whilst the significant costs of this would be unlikely to be deliverable through the development.	No Change
A395	Traffic needs to be considered in conjunction with A59 Park and Ride	107	348	The Poppleton Park and Ride service will be directed to providing a fast and efficient service between the P and R site and the city centre. There would be significant time disbenefits of routing this service through the site. The overall mitigation package of transport measures will be expected to take account of emerging proposals, including those anticipated through the A59 P and R. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
A396	It is inappropriate to define "principal" points of access at this stage	115	456	Paragraph 7.13 makes reference to modelling work which was undertaken on the basis of Millfield Lane forming a principal access. This modelling assumption does not preclude an alternative approach to the sites development being undertaken.	No Change
A397	Essential that vehicular access provided via Low Poppleton Lane to Boroughbridge Road	139	639	The suitability of the existing access to the former Manor School site from Low Poppleton Lane will be considered as part of the package of vehicular access options for the area. This will need to be informed by micro-simulation modelling.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A398	Restricting car access via Plantation Drive and Ouseacres is unenforceable.	134	614	The restricted access options for Plantation Drive and Ouse Acres set out in the draft SPD envisage limitations on their use through the design of the development. Thus, for example, vehicular access for private vehicles would only be possible to a limited number of dwellings.	No Change
A399	Traffic problems will occur, despite extension to 1237 roundabout and park and ride.	134	587	The implications of additional vehicle movements on the network will be carefully assessed and will be expected to be satisfactorily mitigated by the developer through a phased scheme of network improvements, as set out at Statement 23 of the draft SPD	No Change
A400	Boroughbridge Road is already a heavily used route and 4 of 5 access routes would link onto this. Should look for other access to site.	129	572	Potential access points into the site are limited due to existing development around the site and the railway lines.	No Change
A401	Should provide new road along railway line into York	199	772	Transport modelling on the impact of development on the surrounding road network with the provision of a new route between York Central and the A1237 has been undertaken. This demonstrated that there would be limited time benefits and significant redistribution of existing traffic onto a new route whilst the significant costs of this would be unlikely to be deliverable through the development.	No Change
A402	Main access should be via Milfield Lane together with Plantation Drive and Low Poppleton Lane	203	786	Two unrestricted all vehicular access points are outlined in the vehicular access options. The capacity of existing roads and a new access to A59 to accommodate the traffic movements from the proposed development will be assessed from the Transport Assessment.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A403	Congestion on the ring road to access A64 due to volume of traffic from Clifton Moor	214	850	Upgrading of the Outer Ring road has been considered as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works, alongside other developments and public funding. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
A404	Disagree with this if restricted access means residents only but agree if a vehicle weight limit	215	854	The restricted access options for Plantation Drive and Ouse Acres set out in the draft SPD envisage limitations on their use through the design of the development. Thus, for example, vehicular access for private vehicles would only be possible to a limited number of dwellings.	No Change
A405	Some movement between A1237 and A59 through the site will be required. Measures such as a rising bollard/staffed barrier/ANPR should be considered to facilitate this. However rat running by general public should be avoided	217	865	The movement strategy for the site should facilitate access into and out of the site for users/residents of the area. Potential for rat running by vehicles should be avoided and addressed in the design of the movement strategy.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A406	Clarification required on the term restricted access, ie, emergency vehicles only or restricted areas within the development	218 210	869 822	The restricted access options for Plantation Drive and Ouse Acres set out in the draft SPD envisage limitations on their use through the design of the development. Thus, for example, vehicular access for private vehicles would only be possible to a limited number of dwellings.	See revised para 7.14
Milfield Lane					
A407	Milfield Lane access should not be restricted by barriers	8	9	The rising bollards at the junction of Milfield Lane and Low Poppleton Lane were installed to restrict rat running movements between the outer ring road and Boroughbridge Road. This would occur if these restrictions were removed.	No Change
A408	Access via Milfield Lane is preferable - too much emphasis on A59	18 43	50 126	The proportion of trips served by each access will be determined following detailed modelling work once the scale and mix of the development is sufficiently developed.	No Change
A409	Too much reliance placed on Milfield Lane access	116	473	The proportion of trips served by each access will be determined following detailed modelling work once the scale and mix of the development is sufficiently developed.	No Change
A410	Object to Milfield Lane access	113 136	400 628	Two unrestricted all vehicular access points, including Milfield Lane, are outlined in the vehicular access options. The capacity of existing roads and a new access to A59 to accommodate the traffic movements from the proposed development will be assessed from the Transport Assessment.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A411	Conflict with access and Manor school	49 136 116 157	143 626 475 707	Issues arising from the location of the school on Milfield Lane will need to be addressed in the Transport Assessment and package of mitigation/infrastructure improvements proposed.	No Change
A412	Conflict between increasing vehicle movements and existing traffic calming measures	116	474	Traffic calming both within the site and those existing measures in the surrounding area will be an important component of the transport package. This will need to ensure a satisfactory balance is achieved between accessibility and impact on the environment and network.	No Change
A413	Conflict between increasing vehicle movements and use as a main bus route	157	706	The frequency and routing of bus services is a key issue, and any necessary improvements will form a component part of the sites transport package, as required by Statement 19 of the draft SPD.	No Change
A414	Propose rejoining Milfield Lane and Low Poppleton Lane to vehicular traffic	109 146	373 661	The rising bollards at the junction of Milfield Lane and Low Poppleton Lane were installed to restrict rat running movements between the outer ring road and Boroughbridge Road. This would occur if these restrictions were removed.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A415	Concern about impact on York Business Park roundabout of using Millfield Lane for access	111	393	Improvements to the local highway network will be an essential component of mitigating the impact of the development, as set out in Statement 23 of the draft SPD. Junction improvements at York Business Park roundabout will be considered as part of this mitigation package	To note comments in further stages of the planning process
A416	Concern about impact on the Harrogate line rail crossing of using Millfield Lane for access	112 113 144 116 157	395 398 650 476 708	The impact of additional traffic on Millfield Lane level crossing will be an important consideration. Initial discussions with Network Rail have revealed that this impact can be technically mitigated, however, there are cost implications - this will be required as part of any detailed planning application	To note comments in further stages of the planning process
A417	Developers need to address impact of development on level crossing and asset protection issues and this should be considered in masterplanning the site	221	883	The impact of additional traffic on Millfield Lane level crossing will be an important consideration. Initial discussions with Network Rail have revealed that this impact can technically be mitigated, however there are cost implications - this will be required as part of any detailed planning application.	To note comments in further stages of the planning process
A418	Concern about impact on Manor School of using Millfield Lane for access	112 113	396 399	Issues arising from the impact of the development on Manor school in Millfield Lane will need to be addressed in the Transport Assessment and package of mitigation/infrastructure improvements proposed.	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A419	Conflict with children crossing level crossing and commercial vehicles using Millfield Lane	137	631	The package of transport measures/improvements proposed will need to satisfactorily address safety issues arising from the impact of the proposals.	To note comments in further stages of the planning process
A420	Use of Millfield Lane as a primary access will conflict with Poppleton Park and Ride proposals	156	701	The Poppleton Park and Ride service will be directed to providing a fast and efficient service between the P and R site and the city centre using A59. The overall mitigation package of transport measures will be expected to take account of emerging proposals, including those anticipated through the A59 P and R.	To be addressed in the Transport Assessment. To note comments in further stages of the planning process
A421	Concerned about use of Millfield Lane as primary access having an impact on Poppleton Village	156	702	The overall mitigation package of transport measures will need to ensure the effects of the development are minimised on surrounding residential areas by avoiding potential rat running through these areas and whilst ensuring local accessibility is provided for. The issue of potential additional traffic being routed through Poppleton village has been identified and will need to be addressed in the package of mitigation/infrastructure improvements proposed.	To note comments in further stages of the planning process
A422	Heavy reliance on Millfield Lane counter-intuitively forces city-bound traffic in the opposite direction	116	477	Transport modelling has demonstrated that by directing traffic movement to the A1237 it is likely to lead to a dispersion of traffic between the A59 and the A19 radial roads into York. Whilst this does lead to longer journeys it also results in less direct impact on the A59.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A423	Heavy Reliance on Millfield Lane forces traffic onto the congested outer ring road	116	478	Upgrading of the Outer Ring road has been considered as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works, alongside other developments in the city. There is more potential to mitigate the effect of additional traffic on the outer ring road compared and use of radial routes into the city centre is the preferred strategy as opposed to affecting the adjoining local network through largely residential areas.	To note comments in further stages of the planning process
A424	Heavy reliance on Millfield Lane turns the development into a cul-de-sac	116	480	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and others desirable.	To note comments in further stages of the planning process
A425	Unclear how site would be zoned to achieve 75% of trips using Millfield Lane	116	479	The proportion of trips served by each access will be determined following detailed modelling work once the scale and mix of the development is sufficiently developed. The design of the development will seek to control the use of each access option.	To be addressed in the Transport Assessment. To note in further stages of the planning process
A426	Clarification needed on access via Millfield Lane (eg question whether bollards to remain)	137	633	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and others desirable. The rising bollards at the junction of Millfield Lane and Low Poppleton Lane were installed to restrict rat running and there are no plans to remove these.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A427	support use of Milfield Lane, upgraded if possible for light vehicles - heavy vehicles to use Poppleton Business Park access.	123	548	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and others desirable.	No Change
A428	Construction traffic should use Milfield Lane	220	774	Restrictions on use of local roads by construction traffic due to impact on residential amenities is likely to be addressed in any detailed planning consent through conditions attached to planning permission.	To note comments in further stages of the planning process
A59					
A429	Concern about impact on A59 congestion	27	73	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. This is reflected in Statements 20 and 23 of the draft SPD.	To note comments in further stages of the planning process
		28	87		
		99	306		
		100	309		
		77	238		
		103	325		
		106	346		
		107	347		
		108	357		
		109	369		
		147	664		
		148	667		
		130	573		
		117	497		
		220	878		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A430	Further access onto the A59 should be avoided	146	660	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and others desirable.	No Change
A431	Concern about impact on air quality on A59	103	330	There is extensive monitoring of AQ on A59 Boroughbridge Road. Nitrogen Dioxide concentrations are currently below health based objectives in this area. AQ assessment will be carried out and must demonstrate no significant impact on AQ.	No Change
A432	Access to the A59 essential to avoid the congested outer ring road	9	13	The access points referred to in Figure 17 outline potential new links to the site. A single access will not be sufficient to satisfactorily access the site and it is likely that a combination of different access points will be required, some being essential and others desirable.	No Change
A433	Support new slip road into site from A59	20	56	Noted.	No Change
A434	Access to Boroughbridge Road still impact on Poppleton due to increased congestion on outer ring road.	137	636	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation as well as reducing the level of traffic generation on the site through facilitating sustainable travel.	To be addressed in the Transport Assessment. To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A435	The A59 is already severely overloaded particularly at peak times	134	586	Existing levels of traffic through links and junctions on the surrounding network will be assessed as part of a planning application and the impact of additional traffic will need to be satisfactorily mitigated. This may necessitate improvements to the highway network together with a range of transport measures to control the flow of traffic within the area. Statement 23 sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan and Community Infrastructure Levy.	Amend text within para 7.37 to reflect the content of the YNW Transport Masterplan and CIL.
A436	Traffic should be limited/reduced on A59 due to current pressure at peak times	124	555	The A59 is a main radial route from the outer ring road to the city centre and as such is a main transport route within the councils transport strategy. As part of Access York there are proposals to undertake bus priority measures on the A59 to increase the efficiency and bus service provided on this route.	No Change
A437	Concern that Boroughbridge Road is already congested and additional traffic will make it intolerable.	121	527	Existing levels of traffic through links and junctions on the surrounding network will be assessed as part of a planning application and the impact of additional traffic will need to be satisfactorily mitigated. This may necessitate improvements to the highway network together with a range of transport measures to control the flow of traffic within the area. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A438	Likely to cause traffic chaos on Boroughbridge Road in the vicinity of Sovereign Park	208	813	Existing levels of traffic through links and junctions on the surrounding network will be assessed as part of a planning application and the impact of additional traffic will need to be satisfactorily mitigated. This may necessitate improvements to the highway network together with a range of transport measures to control the flow of traffic within the area. Statement 23 of the draft SPD sets out the approach for mitigation measures and these will need to be addressed in the Transport Assessment.	To be addressed in the Transport Assessment. To note comments in further stages of the planning process
Manor School Access					
A439	Access at the former Manor School will reduce conflict between traffic and pupils at the new Manor School	14	31	An access via the former Manor School site is one of two options for a new all vehicular route to the A59. A combination of different access points is outlined in figure 17 of the draft SPD in order to disperse the impact of additional traffic on the network.	No Change
A440	Object to vehicular access across former Manor School site	63 93 101 93 141 152 203	185 287 312 287 644 681 785	Potential access points into the site are limited due to existing development around the site and the railway lines. An access via the former Manor School site is one of two options for a new all vehicular route to the A59. A combination of different access points is outlined in Figure 17 in order to disperse the impact of additional traffic on the network.	No Change
A441	Vehicular access at the former Manor School will congest the A59	10 99 152 118	15 308 682 505	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation as well as reducing the level of traffic generation on the site through facilitating sustainable travel.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A442	Object to vehicular access at the former Manor School due to loss of trees	101 117 116	314 500 483	If the access option over the former Manor School site is pursued every effort should be made to minimise any impact on existing trees. The need to provide an access to the site will need to be carefully balanced against the impact on green infrastructure.	No Change
A443	Object to vehicular access at the former Manor School due to loss of open space	101 104 109 116	316 335 375 483	If the access option over the former Manor School site is pursued every effort should be made to minimise any impact on the remaining open space. The need to provide an access to the site will need to be carefully balanced against the impact on green infrastructure.	No Change
A444	Object to vehicular access at the former Manor School due to risk to school children	93	289	An new access proposals would need to ensure the safety of existing pedestrian users, including any crossings for school children.	No Change
A445	Object to vehicular access at the former Manor School due to residential disamenity	113 152	401 681	If the Manor school site access its pursued it will be important to minimise the environmental affects on adjoining residential areas, through retaining existing trees where possible and enhancing the landscape.	Amend para 7.13 to include reference to the need to assess the environmental impact of any new access on amenity.
A446	Object to Manor school access due to danger/ pollution/ disamenity to residents of Low Poppleton Lane and Millgates	152	682	Air Quality Monitoring on Low Poppleton Lane and Millgates indicate levels of nitrogen dioxide are currently well below health based objective levels. Air Quality assessment will be carried out and must demonstrate no significant impact on Air Quality.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A447	Object to Manor School access due to impact on properties fronting the A59 opposite who have drives onto the A59	116	482	Existing levels of traffic through links and junctions on the surrounding network will be assessed as part of a planning application and the impact of additional traffic will need to be satisfactorily mitigated. This may necessitate improvements to the highway network together with a range of transport measures to control the flow of traffic within the area. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
A448	Manor School access option should be via Low Poppleton lane or an A59 junction which is staggered from the existing Boroughbridge road junction	16 101	40 313	The location of any junction to A59 will be determined through masterplanning and Transport Assessment.	No Change
A449	Using existing Lowfield Lane junction would avoid the loss of trees	103	326	As Lowfield Lane is some distance from the site it is unclear how this would relate to the site.	No Change
A450	Concerned about proximity of proposed access to A59/Boroughbridge Road junction	117 116	499 481	The location of any junction to A59 will be determined through masterplanning and Transport Assessment.	No Change
A451	Support Manor School access via Low Poppleton Lane	27	77	Noted	No Change
A452	Poppleton Lane should provide main access not options 1 or 2	83	256	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change
A453	Support re-opening of Low Poppleton Lane	150	673	The rising bollards at the junction of Milfield Lane and Low Poppleton Lane were installed to restrict rat running movements between the outer ring road and Boroughbridge Road. This would occur if these restrictions were removed.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A454	Support Manor School access over Civil Service access on safety grounds	105	338	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change
A455	Support access across former Manor school site, although needs to be located to one side of site.	123	549	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change
A456	Access via former Manor School site would cause Boroughbridge Road to be unusable due to roundabouts and traffic lights.	128	562	Existing levels of traffic through links and junctions on the surrounding network will be assessed as part of a planning application and the impact of additional traffic will need to be satisfactorily mitigated. This may necessitate improvements to the highway network together with a range of transport measures to control the flow of traffic within the area. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	No Change
Civil Service					
A457	Support option for access via former Civil Service sports ground	93 95 103 113 136	290 294 332 402 630	Noted	No Change
A458	Support Civil Service access as it is safer	93 113	290 402	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change
A459	Support Civil Service access as it would reduce congestion	93	290	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change
A460	Support Civil Service access due to environmental benefits	93 113	290 402	The location of any new access to the development will be determined through masterplanning and Transport Assessment.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A461	Support Civil Service access due to lack of development constraint	116	486	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A462	Support Civil Service access due to ability to deliver high capacity access	116	487	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A463	Support Civil Service access due to reduced impact on new manor School compared to more intensive use of Millfield Lane	116	488	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A464	Support Civil Service access due to it allowing a second point of access to the outer ring road	116	489	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A465	Support Civil Service access due to it allowing a high quality entrance to the development	116	492	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A466	Support Civil Service access in comparison to former Manor School access due to lack of impact on trees	116	490	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change
A467	Support use of Civil Service site as principal access, and Millfield Lane as secondary	116	485	Noted	No Change
A468	Support Civil Service access as it protects trees and open space on the Site, offers potential for new open space/ park and ride provision, and has reduced levels of traffic at the new Manor School site and at A59 between Beckfield Lane and Newlands Drive in comparison with the former Manor School access option.	118 159 160 161 162 163 164 165 166 167 168	504 710 712 713 714 715 718 719 720 721 722	The location of any new access to the development will be determined through masterplanning and Transport Assessment	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
		169	723		
		170	724		
		171	725		
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		182	737		
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		184	739		
		185	740		
		186	741		
		187	742		
		188	743		
		189	744		
		190	745		
		191	746		
		192	747		
		193	748		
A469	Civil Service access seems to demonstrate greater consideration of local residents and the environment	178	733	The location of any new access to the development will be determined through masterplanning and Transport Assessment. The access option taken forward will be the subject of further consultation and assessment within the planning process.	No Change
A470	Pedestrian/cycle bridge needed for Civil Service access option to increase safety for schoolchildren	93	291	Any new routes to the development site will be expected to connect safely with the existing pedestrian and cycle network surrounding the site, as set out in para 7.15.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A471	Object to Civil Service access due to residential disamenity	105	338	If the Civil Service site access its pursued it will be important to minimise the environmental affects on adjoining residential areas, through retaining existing trees where possible and enhancing the landscape.	No Change
A472	Object to Civil Service access due to potential for use as a rat run	105	339	If the Civil Service access is pursued a range of measures will be employed to divert through traffic away from the main residential areas.	No Change
A473	Object to Civil Service access due to impact on cyclists/ pedestrians, particularly schoolchildren	105	340	Any new routes to the development site will be expected to connect safely with the existing pedestrian and cycle network surrounding the site, as set out in para 7.15.	No Change
A474	Access via the former Civil Service Sports Ground would require compulsory purchase of third party land	135	615	Land assembly is an issue for the developer of the site.	No Change
A475	Civil Service route would affect residents, destroy important area of green belt, create problems on A59, require a safe crossing of Milfield Lane, near a bad bend in the road.	123	547	If the Civil Service site access its pursued it will be important to minimise the environmental affects on adjoining residential areas. The location of any new access will be determined through masterplanning and Transport Assessment.	No Change
A476	Query why access across former Civil Service Sports Ground is not within development site.	120	521	The access onto A59 has yet to be determined through masterplanning and Transport Assessment. The planning application will include any land necessary in order to facilitate the development.	No Change
A1237					
A477	Access to the outer ring road should be avoided	11	23	The overall approach to vehicular movement should be to provide a number of access points to the development site in order to spread the impact of additional traffic on the network and comprehensively mitigate the impact where possible.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A478	Query whether through traffic will be allowed from A1237 onto Boroughbridge Road	47	136	The aim will be to ensure there are measures to discourage traffic cutting through the site between the A1237 and the A59.	No Change
A479	Direct access to A1237 should be provided	98	301	The overall approach to vehicular movement should be to provide a number of access points to the development site in order to spread the impact of additional traffic on the network and comprehensively mitigate the impact where possible.	No Change
A480	It will be difficult to prevent rat running from Outer Ring Road to A59	101	315	The aim will be to ensure there are measures to discourage through traffic between the A1237 and the A59.	No Change
A481	Concern about congestion on A1237	109 147 154	370 664 692	Upgrading of the Outer Ring Road has been considered as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works. The requirement to do this is set out in Statement 23 of the draft SPD. Para 7.37 could be amended to reflect the approach outlined in the YNW Transport Masterplan	Amend text within para 7.37 to reflect the content of the YNW Transport Masterplan and CIL.
Plantation Drive					
A482	Concern about level of use of Plantation Drive	22 80 30 113 120 118	64 247 104 403 522 507	The restricted access options for Plantation Drive and Ouse Acres set out in the draft SPD envisage limitations on their use through the design of the development. Thus, for example, vehicular access for private vehicles would only be possible to a limited number of dwellings.	Amend para 7.14 to clarify the term 'restricted'.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A483	Query necessity of making Plantation Drive restricted access.	27 103	74 328	There is limited capacity on Plantation Drive to accommodate unrestricted levels of additional traffic.	No Change
A484	It is unnecessary to use Plantation Drive; a constrained residential street	116	484	The overall approach to vehicular movement should be to provide a number of access points to the development site in order to spread the impact of additional traffic on the network and comprehensively mitigate the impact where possible.	No Change
A485	Use of Plantation Drive and Ouseacres should be minimised and restricted to previous operational levels in Plantation Drive	63	186	The number of additional homes served by these accesses will be determined through transport assessment.	Amend para 7.14 to clarify the term 'restricted'.
A486	Would resist additional traffic using Plantation Drive	84	260	Plantation Drive was historically used as a vehicular access when the British Sugar site was in operation. The capacity of the road to accommodate additional homes will be determined through transport assessment.	See revised para 7.14
A487	Unrestricted access at Plantation Drive could accommodate city-bound trips, easing congestion on the northern sections of Boroughbridge Rd	106	344	There is limited capacity on Plantation Drive to accommodate unrestricted levels of additional traffic.	No Change
A488	The number of dwellings potentially served off Ouse Acres or Plantation Drive should not be specified in the brief as this will be informed by the ongoing detailed assessment work.	115	457	The text could be amended to refer to the capacity of the road to accommodate traffic levels whilst having regard to the historic levels of use.	See revised para 7.14

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A489	Oppose use of Plantation Drive for public transport or commercial vehicles. The junction at Boroughbridge Road is extremely difficult to exit.	197	759	The overall approach to public transport movement should be to provide a route through the site in order to ensure permeability and access to services. The junction arrangements at Boroughbridge Road will be considered as part of the Transport Assessment with highway improvement works carried out where appropriate.	No Change
A490	Support restricted access to a limited number of dwellings via Plantation Drive	200	775	Restricted access via Plantation Drive is supported in the draft SPD subject to the amendments suggested at 7.14 to clarify the term 'restricted'.	See revised para 7.14
Ouse Acres					
A491	Concern about level of use of Ouse Acres	40 95	120 296	Para 7.14 outlines that should Ouse Acres be used as an access the level of traffic would be restricted.	No Change
A492	Concern that traffic levels on Ouseacres have already increased	96	297	Para 7.14 outlines that should Ouse Acres be used as an access the level of traffic would be restricted.	No Change
A494	Query necessity of making Ouse Acres restricted access.	27 103	75 329	There is limited capacity on Ouse Acres to accommodate unrestricted levels of additional traffic.	No Change
A495	It is unnecessary to use Ouse Acres; a constrained residential street	116	484	The overall approach to vehicular movement should be to provide a number of access points to the development site in order to spread the impact of additional traffic on the network and comprehensively mitigate the impact where possible.	No Change
A496	Support use of Ouse Acres for vehicular traffic	113	404	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A497	Use of Ouseacres will lead to parking problems and high risk of accidents/conflict with children playing	46	131	Should Ouse Acres be pursued as an access safety and parking issues would need to be considered as part of design proposals. The text at para 7.14 could be amended to refer to the need to address issues of safety, parking and environmental attractiveness.	Amend para 7.14
A498	Unrestricted access at Ouse Acres could accommodate city-bound trips, easing congestion on the northern sections of Boroughbridge Rd	106	344	There is limited capacity on Ouse Acres to accommodate unrestricted levels of additional traffic.	No Change
A499	Query nature and manner of Ouse Acres restriction	109	374	There is limited capacity on Ouse Acres to accommodate unrestricted levels of additional traffic. The number of additional homes served by these accesses will be determined through transport assessment.	No Change
Gt North Way					
A500	Support for new access via Great North Way	17	43	Transport modelling on the impact of development on the surrounding road network with the provision of a new route via York Business Park has been undertaken. This demonstrated that there would be limited benefit whilst the significant costs of this would be unlikely to be deliverable through the development.	No Change
		27	72		
		49	144		
		59	170		
		68	216		
		49	144		
		56	162		
		103	331		
		108	359		
		136	629		
		123	546		
		157	709		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A501	Access via Great North Way would have economic and environmental benefits	103	327	The benefits of linking the area with the adjoining business park are recognised. The new potential pedestrian/cycle route over the railway would ensure employment opportunities in this area are accessible and would also provide a more sustainable route. Text at para 7.16 could be amended to outline the intention to provide an east-west bridge together with a link to Water End, outline the need for contributions towards the provision of this subject to further deliverability issues, dedicate land within the site and ensure that future provision of a link is not prejudiced by the design of the development. Off site provision of open space and any supporting infrastructure requirements will be dependent on scheme design and viability appraisal.	Amend para 7.16
A502	Suggest that if the Great North Way access is most appropriate, the Council require that the developers use this.	194	749	Transport modelling on the impact of development on the surrounding road network with the provision of a new route via York Business Park has been undertaken. This demonstrated that there would be limited benefit whilst the significant cost of this would be unlikely to be deliverable through the development.	No Change
Statement 19: New sustainable transport routes					
A503	Should provide access to River Ouse and a riverboat service between park and ride and city centre	10	19	A river boat service would be a commercial operation and is unlikely to be deliverable through the development.	No Change
A504	Concern at loss of parking due to additional routes provided via Sovereign Park	208	816	There is no intention to provide additional routes via Sovereign Park	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Rail A505	Support tram train/ is important	28 38 38 63 75 121 126	88 119 123 189 230 531 561	Noted	No Change
A506	Tram train should link to Poppleton park and ride	28 75	90 230	There is already a station at Poppleton. Any tram train proposal would use the existing track lines.	No Change
A507	To locate a park and rail site at the development site	76 17 211	234 45 831	This would draw significant traffic flows into this suburban residential area and could undermine the location of the park and ride facility at the A59 Poppleton site.	No Change
A508	Improvement to the Harrogate rail service and parking availability at Poppleton should be made	35	114	There are options currently being explored to provide a strategic improvement to services on the Harrogate line. Additional parking facilities at Poppleton could not be sought from the developer of this site and would be a commercial decision by the operator of the rail service.	No Change
A509	A railway station would be a waste of money	8	12	The provision of a rail halt would enhance the availability of public transport to the future occupiers of the site. The funding package for any facility and the additional infrastructure improvements required would need to be established and justified.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A510	Support provision of additional rail station/ halt on Harrogate line	55 85 56 70 109 128 150 199 207	157 263 163 219 381 565 674 773 805	Tram-train is a long term project and the SPD supports the provision of this together with ancillary facilities. Suggest text at para 7.18 is strengthened to ensure future provision of land to enable provision of this facility, should it be pursued.	Amend para 7.18
A511	Reinstate a stop and service on Harrogate line for the site and create one at Poppleton Park as planned.	123	544	Para 7.18 outlines the need of the development to support the provision of a rail halt should this be taken forward as project. Suggest text at para 7.18 is strengthened to ensure future provision of land to enable provision of this facility, should it be pursued.	Amend para 7.18
A512	Provide a rail station with car parking within York Business Park	59	169	Options to provide a rail station on land within York Business Park have previously been explored and land was reserved in an agreement. Implementation of a facility on this land is however time constrained. The implementation of any new facility would need to be progressed as part of a strategic programme of improvement and also need additional improvements to rail infrastructure on this line and a funding package to support it. Suggest text at para 7.18 is strengthened to ensure future provision of land to enable provision of this facility, should it be pursued.	Amend para 7.18
A513	Support commuter station	77	236	A proposal for a commuter station would be a commercial decision by a rail operator.	No Change
A514	Support provision of a shuttle train between city centre and the site	76	233	Provision of a localised service on this line is constrained in terms of service provision, infrastructure and funding.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A515	Support re-opening of Nether Poppleton station	148	668	The funding package for any facility and the additional infrastructure improvements required would need to be established and justified.	No Change
A516	Support inclusion of land reserved for Nether Poppleton Rail halt into development area	157	705	Para 7.18 does refer to the need to accommodate appropriately located land for a potential rail halt. The location of this halt will be reviewed as part of the masterplanning stage of work. The land at York Business Park identified previously for a halt is time constrained in terms of its implementation.	No Change
A517	Additional statement to Principle 8 suggested, 'to ensure that development of this site is delivered in a way which does not prejudice the development of light rapid public transport (tram-train) system serving the railway station, York Central and the Outer Ring Road'.	75	230	The need to ensure that the development of this area does not prejudice the implementation of tram train is covered in para 7.18 of the draft SPD	No Change
A518	Reference to potential financial contribution to tram-train is unnecessary since tram train is not proposed as part of the programme and should be deleted.	115	458	Given the likely term over which the development will be phased, and the existing and forecast constraints associated with the local highway network, facilitation of tram-train as part of a wider package of contributions will be necessary in order to make the proposed development acceptable in planning terms. Financial contributions could be both directly related to the development and fairly and reasonably related in kind and scale to the proposed development. Given the longer term nature of tram-train, the appropriate mechanism to reimburse monies to a developer that are not spent after a given time period would be built into any agreement. The approach set out in the SPD is necessary and sound, and no changes are recommended.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A519	Land could be reserved for tram train but no reliance should be given to this.	135	617	It is recognised that in order for tram train to be progressed there would need to be a funding package for a strategic project with the additional infrastructure improvements required programmed and implemented at an appropriate stage.	No Change
A520	Eco friendly electric trains which are low cost and frequent should link park and ride and this site to the city	211	829	A feasibility study is currently being progressed to consider the option of heavy-rail electric trains as part of a wider strategic project on this line.	No Change
A521	Rail access should be provided to enable access to the city and wider region. References to this are not sufficiently bold in their vision. Further work required to investigate requirements for this	217	864	Enhanced rail services via the Harrogate line are currently being investigated. The vision for developing services on this line is being progressed therefore but its implementation will depend on feasibility work, infrastructure improvements and the need for a funded programme of works.	No Change
Pedestrian/Cycle					
A522	Concern about pedestrian/ cycle link to water End	41	125	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning application processes.	To note comments in further stages of the planning process.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A523	Need to look at area comprehensively and provide rail/pedestrian and cycle links	59	171	Noted	No Change
A524	Pedestrian and cycle links should be made between the site and the Ings/River Ouse	2	3	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning application processes. Text at para 7.16 could be amended to outline the intention to provide an east-west bridge together with a link to Water End, outline the need for contributions towards the provision of this subject to further deliverability issues, dedicate land within the site and ensure that future provision of a link is not prejudiced by the design of the development. Off site provision of open space and any supporting infrastructure requirements will be dependent on scheme design and viability appraisal.	Amend para 7.16
		38	122		
		38	118		
		210	826		
		65	208		
A525	The bridge to Clifton Ings is in the wrong place	5	6	The precise nature and location of off-site pedestrian and cycle links has not yet been determined, and will be considered in more detail as part of subsequent planning processes.	To note comments in further stages of the planning process.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A526	Need to consider linkage to Acomb/Poppleton and Rawcliffe Ings	65	208	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning processes. Text at para 7.16 could be amended to outline the intention to provide an east-west bridge together with a link to Water End, outline the need for contributions towards the provision of this subject to further deliverability issues, dedicate land within the site and ensure that future provision of a link is not prejudiced by the design of the development. Off site provision of open space and any supporting infrastructure requirements will be dependent on scheme design and viability appraisal.	Amend para 7.16.
A527	Linkages need to be made between the proposed Park and Ride and the cycle path over the outer ring road	65	209	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning processes.	To note comments in further stages of the planning process.
A528	Support good pedestrian/ cycle access with direct routes into York.	67 81 210	214 252 826	Noted	No Change
A529	Off -road cycle routes needed	151	676	Noted	No Change
A530	Separate pedestrian and cycle routes should be provided which are safe & give priority to these modes	67	214	Suggest Statement 20 refers to the promotion of sustainable modes through design. Further for text at para 6.22 and 6.23 are amended to refer to the primacy of pedestrians and cyclists in the movement strategy and the design of the development. As a residential area low traffic speeds will be encouraged and suggest text is amended at para 7.22 to reflect this. To promote sustainable modes of transport suggest reference is made to travel planning in para 7.22.	Amend Statement 20 and paras 6.22, 6.23 and 7.22.
A531	Provision of a pedestrian/cycle link to water End is problematic, with land acquisition costs and funding unclear.	135	616	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning processes.	To note comments in further stages of the planning process.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A532	New well maintained cycle routes required	145	657	Noted	No Change
A533	Support a proposed cycle track alongside railway line	128	567	Noted	No Change
A534	Should consider alternative route for cycle path using existing tunnel under the railway and over Yorkshire Water land.	128	568	Off site pedestrian and cycle provision will be considered in more detail as part of subsequent planning processes.	To note comments in further stages of the planning process.
A535	Should consider opportunity to provide cycle/pedestrian access across railway and river to link with Sustrans route in Rawcliffe Ings.	130	574	Provision of a routeover both the raillines and river is likely to be prohibitively expensive.	No Change
A536	Weather should be taken into consideration in the design of pedestrian and cycle routes	117	498	Whilst the British climate may affect the overall proportion of local trips made by cycling and walking, there is little that can be done to mitigate its impact on routes to and from the city centre. Within the development site, walking and cycling routes will likely be incorporated within areas of open space, offering opportunities for tree planting to afford protection from the elements. This can be pursued through the detailed planning of the area.	To note comments in further stages of the planning process.
Bus					
A537	Frequent bus service should be provided into the city centre	55	158	The provision of frequent bus services to the city centre will be a central element of the package of transport measures as required in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	To note comments in further stages of the planning process.
A538	Question ability of bus network to provide sustainable travel	63	187	Improvements to the reliability, frequency and capacity of bus services is very likely to be required as part of the package of transport measures as required in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	Discussions with bus operators will need to be undertaken at an early stage to support any transport proposals and ensure deliverability.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A539	Bus service needs to be improved	48	138	Noted	To note comments in further stages of the planning process.
A540	Additional buses will be required - number 10 is at capacity already	145	655	The provision of additional buses through the development is likely to form an element of the transport package as set out in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	To note comments in further stages of the planning process.
A541	Cheaper and more reliable public transport is needed	108	358	Noted	No Change
A542	Support Park and Ride	150	672	Noted	No Change
A543	Support provision of Park and Ride at former Civil Service site over the currently selected site due to reduced costs, reduced impact at the A59/A1237 roundabout, reduced traffic on Millfield Lane, increased patronage through location on "desire line" to city centre, and providing a direct link between British Sugar and the Park and Ride.	116	493	A site selection process has already been undertaken to establish the preferred site for the park and ride facility at the A59 and has been the subject of public consultation. Funding bids are being pursued on the basis of detailed scheme proposals.No alternative site is being considered by the council at the current time.	No Change
A544	The rare opportunity to implement pedestrian and cycle routes in advance of/ at same time as development should be taken	153	686	The phasing of pedestrian and cycle routes will relate to the build-out of the development they will serve. It is unlikely that routes will be provided in advance of development given the likely 10-15 year build out of the development and the need to maintain site security and development cashflows.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A545	Concern over impact on bus travel by increased congestion	137	634	Bus priority measures are proposed on the A59 as part of the Access York funding programme and may be required within the British Sugar site as part of its development. These will reduce the detrimental impact or congestion on bus journey times.	To note comments in further stages of the planning process.
A546	Bus service should be provided via Ouseacres and Millfield Lane.	128	569	The routing of bus services through the development site will be considered in more detail as part of the planning application process. Para 7.17 establishes the principle of a direct and accessible bus route through the site.	To note comments in further stages of the planning process.
A547	The Park and Ride could stop on Boroughbridge Road at the two limited access points rather than add more buses.	123	545	Park and Ride buses need to offer rapid and ideally direct services to the city centre in order to be an attractive alternative to the car. It is envisaged that local bus services as opposed to Park and Ride services will serve the development site.	No Change
Principle 9: To ensure as many trips as possible are taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms of travel by maximising opportunities for walking, cycling and public transport use.					
A548	Needs further explanation	21	58	More detail on the precise nature of improvements will emerge through subsequent more detailed stages of the planning process	No Change
A549	Query deliverability	21	58	More detail on the precise nature of improvements will emerge through subsequent more detailed stages of the planning process	No Change
A550	Some people cannot use buses	106 134	343 589	Mobility impaired people feature highly in the Councils adopted 'hierarchy of users', and adequate provision will be made for such persons through the detailed planning of the development.	To note comments in further stages of the planning process
Statement 20: Optimise availability and attractiveness of walking, cycling and PT					
A551	Public transport improvements will be	8	11	As well as new residents of the development	To note comments in further stages of the

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
	required - existing services are limited	48	138	increasing patronage of buses and potentially increasing frequencies, developer contributions may be sought as part of a transport package, to increase service frequencies in the short term, and potentially to provide and service new routes. this is set out in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	planning process
A552	Frequent bus service should be provided into the city centre	55	158	The importance of this is acknowledged by the Council. As well as new residents of the development increasing patronage of buses and potentially increasing frequencies, developer contributions may be sought as part of a transport package, to increase service frequencies in the short term. This is set out in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A553	Question ability of bus network to provide sustainable travel	63	187	The local bus network in this area is a frequent and reliable alternative to the car for trips to many destinations, though principally those to or through the City Centre. Improvements to bus services will be sought as appropriate, as part of a package of other sustainable transport improvements.	No Change
A554	Frequent bus service connecting to York Central is needed	17	44	The timing of the York Central development will most likely preclude these links being provided in the short term, however in the longer term, the importance of city-bound buses routing through York Central is acknowledged by the Council.	To note comments in further stages of the planning process and in the development of the York Central site.
A555	Frequent bus service to Acomb and Clifton Moor required	17	46	The importance of bus links between the site and both Acomb and Clifton Moor is acknowledged by the Council, and these are likely to form an important part of the transport package secured through the redevelopment.	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A556	Excellent public transport is needed to prevent the development being a dormitory residential area	17	49	The importance of public transport is acknowledged in Statement 20 of the draft SPD and the YNW transport Masterplan. Good links to the City Centre will be a key element of any transport package secured through the redevelopment of the site.	To note comments in further stages of the planning process
A557	Essential that Transport Masterplan is finalised to inform the developers masterplanning	135	612	Work on the transport masterplan is progressing, and weight is now given to this document in the draft Core Strategy.	To note comments in further stages of the planning process
A558	Public transport has decreased in frequency and standard of provision in recent years and therefore question whether good transport links can be achieved	206	799	Frequent reliable public transport will be an important component of a sustainable transport package to serve the site. New residents of the development should increase patronage of services and make them more financially viable, potentially resulting in frequency improvements. Developer contributions will also be sought to increase the frequency of services in the short term, making them a more attractive travel options. If it is not considered viable to provide an appropriate frequency of service, alternative travel options will be explored through the developments transport package.	To note comments in further stages of the planning process
A559	Agree with the need to access site by sustainable forms of transport including a more regular bus service along Boroughbridge Road	216	858	The frequency and routing of bus services is a key issue, and any necessary improvements will form a component part of the sites transport package, as required in Statement 20 of the draft SPD and in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A560	Good quality cycle paths will encourage cycling and clear cycle priority at junctions with 'traffic lights'	218	873	The importance of dedicated cycle paths is recognised in Statement 20 of the draft SPD and in the YNW Transport Masterplan. Any necessary improvements or new provision will form a component part of the sites transport package. The treatment of cyclist priorities at highway junctions will form part of these considerations and will also be secured where necessary.	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Statement 21: Minimise car parking					
A561	Needs further explanation and is not really practical	21	58	More detail on this issue will emerge through subsequent, more detailed stages of the planning process. Reducing car parking levels from traditional levels is entirely feasible in this suburban location, given a range of alternative travel modes, and will be pursued	No Change
A562	Do not support restrictions on car usage	11 27 29	21 80 91	Promoting more sustainable transport is a key element of the governments national planning policy, and essential to reduce our environmental impact. Given the location of the development site, restrictions on the availability of car parking, and promotion of alternative travel modes is a feasible option and should be pursued.	No Change
A563	Car parking should be maximised	27	81	This would lead to increased numbers of car trips being generated from the site, which would be contrary to national planning policy and detrimental to the local and global environment. This approach will not be pursued	No Change
A564	Some trips will still need to be made by car: parking provision levels should reflect this	16 33	39 107	This is acknowledged - any approach to reduced parking levels will need to be pragmatic and mindful of the effects of illegal and overspill car parking	To note comments in further stages of the planning process
A565	Adequate parking and road widths should be provided	147	663	This will be secured as part of the detailed planning process.	No Change
A566	Traffic calming should be considered as an alternative to parking restrictions	16	39	Traffic calming within the site and potentially in the surrounding area will be an important component of the transport package that will be negotiated from the development in subsequent stages of planning. It will be considered in addition to parking restrictions	

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A567	Support for car free development	55	156	Noted	No Change
A568	Restricting car parking is unrealistic	63	188	It is not unrealistic to restrict car parking although any approach will need to be pragmatic and mindful of the effects of overspill and illegal car parking	To note comments in further stages of the planning process
A569	Cannot assume lower car ownership levels	199	771	Car ownership levels can be influenced by the nature of the development and the availability of alternatives such as public transport, cycling provision and car clubs. Any assumptions on car ownership and associated parking will be made as part of the detailed planning application process and will need to be pragmatic and mindful of the effects of overspill and illegal parking.	To note comments in further stages of the planning process
A570	Should anticipate that future occupiers will have at least 2 cars and commercial works vans vehicles will access area	86	268	The level of car ownership within the development will be determined to a degree by the approach to car parking provision and sustainable transport options themselves, and will also depend on the type and size of properties. It is likely that a range of approaches to car parking provision will be used in discrete areas of the development site to facilitate both residential and commercial development. The approaches adopted will be pragmatic and mindful of the effects of overspill and illegal parking.	To note comments in further stages of the planning of the site
A571	Some car parking will still be required	107	351	Noted. The precise level of car parking will emerge through the detailed planning application process, and residential and commercial parking will be required as part of the development	To note comments in further stages of the planning process
		154	695		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A572	Concern at the reduction of car parking spaces as this should be considered as part of masterplanning discussions.	115	459	Principle 9 outlines the approach of ensuring as many trips as possible are undertaken using sustainable travel modes. To deliver this, a complementary strategy of maximising sustainable travel whilst seeking to minimise car use is taken. Carefully tailoring the car parking provision to minimum levels is one of the package of measures outlined to achieve this.	No Change
A573	Concern over reduced parking. A balanced approach is needed and should recognise future more sustainable technologies to power vehicles, eg, electric cars	212	839	Statement 22 of the draft SPD refers to the promotion of more environmentally friendly vehicles. The approach to reduced levels of parking are outlined in para 7.27 and 7.28 of the draft SPD.	To note comments in further stages of the planning process
A574	Car parking should not be reduced too far as even if sustainable trips are taken people use cars for other trips and lack of provision may lead to parking on grass verges/footpaths	218	872	This is acknowledged, whilst measures such as car clubs can be used to cater for less frequent car based trips, an appropriate level of parking should be provided within the development to prevent overspill and illegal parking	To note comments in further stages of the planning process
A575	Priority for access by walking, cycling and bus rather than car if car free development proposed	223	888	Car-free development is not proposed in the draft SPD and would need careful consideration, and an appropriate range of alternative modes of transport, as outlined in Principle 9.	To note comments in further stages of the planning process
A576	Lack of parking provision and narrow roads in Sovereign Park has led to parking problems. Even if sustainable transport is provided people will continue to use cars and this must be catered for to make the development work well	216	859	This is acknowledged, though the scale of the British Sugar site should give any reduced parking strategy a greater chance of success. A degree of pragmatism will be needed in the application of parking standards however, and as set out in Statement 21 of the draft SPD, alternative options such as public transport, cycle routes and car clubs will be required to support reduced parking provision.	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
Principle 10: To minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.					
A577	Needs more explanation	21	58	The principle needs to be overarching to cover the issues raised in the following Statements. This principle is directed to reducing the environmental affect of vehicles, eg through lower emission vehicles and providing highway improvements which will enable the highway network to operate more efficiently.	No Change
A578	Query deliverability	21 106	58 343	The draft SPD sets out an approach to accessing the site and managing travel demands generated by the development. This approach seeks to maximise opportunities for travel by sustainable means in the first instance to reduce impact on the surrounding area and city. The Transport Assessment will need to demonstrate the delivery of this.	No Change
A579	Concern over traffic issues and impact of these on older people.	131	578	Additional traffic will be planned for, and its impacts on all sectors of society will be required to be mitigated satisfactorily by the developer, as set out at Stament 23 of the draft SPD.	To note comments in further stages of the planning process
A580	Concern about congestion leading to pollution and resultant health risks.	207 134	810 588	The levels of congestion in the local area, and resultant impacts on air quality are noted by the local authority. Although pollutant levels are not severe enough to warrant designation of a local air quality management area, the draft SPD seeks to reduce the developments impacts in this respect through promoting sustainable travel and the efficient operation of the highway network	To note comments in further stages of the planning process
Statement 22: Promote environmentally friendly vehicles					
A581	Electric cars reduce the promise effect	5	5	Noted	No Change.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A582	Use of electric cars currently limited, query whether intention is for recharging points to be provided	48	137	It is anticipated that use of electric cars will increase and it is therefore important to ensure the design of the development provides the enabling infrastructure for this. Electric recharge points will be sought with the specific detail of type, number and location of points to be determined.	No Change.
A583	Unrealistic reliance on people purchasing homes having electric vehicles. Clarification needed whether this will mean individual properties needing recharging facilities for electric cars	214	851	In line with the councils emerging Low Emission Strategy (due for publication in 2011) the development should include opportunities for low emissions infrastructure. Specific detail on the type, number and location of points to be determined.	No Change.
A584	Use of electric cars is not a current alternative	63	190	Noted	No Change.
A585	Support provision of charging stations	102	322	Noted	No Change.
A586	Statement should be deleted. Text at 7.33 should be amended to refer to enabling infrastructure could include rather than should.	115	460	The statement refers to promotion of more environmentally friendly vehicles. PPS13, states that clean road transport fuels and technologies are now available that can offer air quality and climate change benefits compared to conventional petrol and diesel and a key factor in encouraging the wider take-up of these fuels and technologies is the development of the associated recharging or refuelling infrastructure. The types of measures set out in the statement may be necessary to make the proposed development acceptable in planning terms. The measures may be provided in a manner that is directly related to the development, and fairly and reasonably related in scale and kind to the proposed development. The statement should therefore remain in the SPD	No Change.

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A587	Text at 7.33 should be amended to refer to enabling infrastructure "could include" rather than "should include".	115	461	It is not considered unduly onerous to set out a presumption that these types of infrastructure and interventions should be provided given the scale of the development and the opportunities and constraints associated with the site and the long term nature of the development.	No Change.
A588	Reference to off-site contributions to provide lower emission service vehicles should be deleted	115	462	Offsetting increases in carbon emissions that result from the development may be necessary to make the proposed development acceptable in planning terms. This off-setting would need to be directly related to the proposed development and fairly and reasonably related in scale and kind to the development. It is considered feasible for contributions to comply with these criteria, and therefore the reference should remain in the SPD	No Change.
A589	Low emission vehicles do not necessarily reduce the cities carbon footprint and could lead to more road congestion and not encourage modal shift away from the car.	135	618	Noted	No Change.
Statement 23: Mitigate impacts through network improvements					
A590	Traffic lights cause rat-runs	27	85	Traffic lights are an important tool in managing traffic flows and are likely to constitute a part of the improvements to the local network delivered by the development, though their deployment will be carefully considered in terms of impacts on the wider network.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A591	Northern Ring Road needs to be upgraded to dual carriageway	29	92	Works to the Outer Ring road are outlined in the Transport Masterplan as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works, alongside other developments and public funding. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
		98	301		
		100	309		
		71	222		
		109	371		
A592	Outer Ring Road will need upgrading	154	692	Upgrading of the Outer Ring road has been considered as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works, alongside other developments and public funding. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A593	Upgrades to road/ transport infrastructure are essential	100	311	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
		46	130		

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A594	Developer should contribute to costs of making A1237 a dual carriageway	71	222	Partial dualling of the Outer Ring Road has been considered as part of the improvements necessitated through the York Northwest development as a whole, and it is likely that the British Sugar development will have to contribute to these works, alongside other developments and public funding. Statement 23 of the draft SPD sets out the approach for mitigation measures and these will be further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A595	A59/ A1237 roundabout will become a traffic black spot	104	337	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these will be further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A596	Design of connecting roads needs to ensure commercial vehicles can access the site.	47	135	All new highways will be constructed to a standard that allows residential and commercial vehicular access, this will be ensured through conditions on any planning approval.	No Change
A597	Concern about congestion in general	55 56 71 79 93 112	159 161 221 241 288 391	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable	To note comments in further stages of the planning process

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
		156	703	travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	
A598	Concern about traffic impact at Poppleton	112	391	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A599	Concern about rat running in Poppleton	112 144 145 137	394 651 656 635	Rat running through Poppleton is a key transport impact that must be prevented or mitigated through the development as part of the planning application process. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	Comments to be addressed in the Transport Assessment. To note comments in further stages of the planning process
A600	Concern about impact at York	112	393	Mitigating the impact of additional traffic on the local	To note comments in further stages of the

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
	Business Park	144	649	and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation, as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	planning process
A601	Congestion at Poppleton Park junction will be exacerbated and a roundabout should therefore be considered	66	211	Improvements to the local highway network will be an essential component of mitigating the impact of the development. Junction improvements at Poppleton Park will be considered as part of this mitigation package. Statement 23 of the draft SPD sets out the approach for mitigation measures and these will be further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A602	Increased volume of traffic at Nether Poppleton roundabout will overwhelm capacity.	136	623	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of planning the development

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A603	Access to Nether Poppleton will be severely impeded by congestion around Nether Poppleton roundabout.	136	627	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A604	Visitors to business in Milfield Lane park on the highway and request no limitations or restrictions to on street	78	239	On street parking limitations on Milfield Lane have not been considered by the Council to date.	To note comments in further stages of the planning process
A605	Queuing traffic (to York Business Park roundabout) will extend over level crossing leading to safety concerns.	136	624	The impact of additional traffic on Milfield Lane level crossing will be an important consideration. Initial discussions with Network Rail have revealed that this impact can be satisfactorily mitigated - this will be required as part of any detailed planning application	To continue to note this issue in further stages of the planning process
A606	Adequate space for new road layouts and safety security issues required.	79	241	Adequate provision will be ensured through the detailed design of any scheme considered as part of a planning application	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A607	Concern about congestion impact on the safe and efficient operation of the strategic road network	89	276	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. Maintaining the safety and efficiency of the network will be a central part of this mitigation. The development will be expected to meet the costs of this mitigation, as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A608	Options to influence longer journeys and address congestion on the A64 need to be considered. Any improvements identified need to be deliverable.	89	277	The requirement for developers to influence modal distribution, and reduce reliance on the car for longer journeys is set out at Principle 9 of the draft SPD. Any direct impact on the A64 from the development will be assessed by the Highways Agency as part of any planning application.	No Change
A609	Reference to indicative apportionment of infrastructure costs is premature and should be deleted.	115	463	The apportionment of infrastructure is referred to as indicative and the level of phasing will be subject to negotiation.	No Change
A610	A separate access for commercial vehicles should be provided. Remove access restrictions in Low Poppleton Lane	49	141	The level of commercial development envisaged on the site is not of a scale significant enough to warrant an independent access.	No Change
A611	More detail needed on the nature and manner of traffic control	144	652	This will emerge through the planning application process as more detailed modelling work is undertaken.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A612	A rat run will be created between A59 and the ring road.	136	625	It is envisaged at para 7.13 of the draft SPD that the two site accesses would serve discrete zones of the development site, with through access limited to public transport. This would prevent the forming of a rat run.	No Change
A613	Traffic congestion issues cannot be eliminated with traffic measures to A59 due to the trips generated outside the city boundary: liaison with local authorities outside the city is therefore needed.	133	584	Adjoining local authorities will be consulted as part of the planning application process.	To note comments in further stages of the planning process
A614	Concern about management of construction traffic	156	704	The patterns of operation of construction traffic will be managed through a condition applied to grant of planning permission in order to minimise environmental and amenity impacts.	No Change
A615	4 way traffic filters should be provided at junction with Ouseacres.	128	571	Appropriate junction improvements will be considered as part of the Transport Assessment accompanying a planning application as referred to in Statement 23.	No Change
A616	Any highway improvements/mitigation measures will be limited by existing development/housing in Boroughbridge Road	206	795	Highway improvements and mitigation will need to be made without the demolition of existing residential development. If adequate mitigation or improvement cannot be made, either the quantum of development, or the number of trips generated by it will need to be reduced. At this stage it is considered feasible to make satisfactory improvements to the A59 corridor within the existing highway envelope.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A617	Upgraded roads are needed to ease existing traffic problems	207	804	Whilst the development cannot remedy pre-existing problems, mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A618	Significant additional traffic potentially generating 2000 cars without any upgrade of local roads and on roads which are already congested	207	802	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
A619	Inadequate improvements to the road network to accommodate for new additional traffic related to housing development	211	828	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning the development

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A620	Development will increase traffic and congestion on local roads and the ring road	212	843	Mitigating the impact of additional traffic on the local and strategic transport network will be a key part of any successful planning application on the site. The development will be expected to meet the costs of this mitigation , as well as reducing the level of traffic generation on the site through facilitating sustainable travel and the siting and design of development. Statement 23 of the draft SPD sets out the approach for mitigation measures and these are further addressed in the YNW Transport Masterplan.	To note comments in further stages of the planning process
Delivery and Implementation					
A621	Site needs to be timed to co-ordinate with York Central	17	49	The development site was formerly being planned for as part of the York Northwest area, including York Central. It is now anticipated that the British Sugar site will be developed in advance of York Central, and a separate planning framework is being pursued for each site.	No Change
A622	The biodiversity management plan should be included within the Environmental Statement.	115	464	The Environmental Statement will refer to the biodiversity interest on the site whereas a Biodiversity Management Plan outlines the approach to managing the area. It is therefore necessary to have a separate Plan to cover these issues.	No Change
A623	Design Code issues will be addressed in the Design and Access Statement	115	465	This document is intended to outline a consistent design approach to all areas within the site.	No Change
A624	It is more appropriate for the Training Skills and Development Statement to be considered at reserved matters stage and a broad condition to deal with this at outline.	115	466	These issues will be relevant to the whole area and it will therefore be appropriate for broad consideration to be given at the outline stage.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A625	Retail impact assessment should be referred to as PPS4 Assessment	115	467	It is considered that the reference to a Retail Impact Assessment to be provided by the applicants is justifiable and correct. Throughout the SPD and also the accompanying retail note clear reference is made to the requirements of PPS4 and what needs to be included within the RIA.	No Change
A626	It is not a planning requirement to build a specific number of dwellings per year so reference to completion rates should be deleted.	115	468	Phasing will be an important consideration in any planning application. The text is caveated as being dependent on market conditions and is included to indicate estimated delivery on the site.	No Change
A627	Delivery rates of 150 dpa ambitious given current economic climate, planning requirements (thought to delay commencement of development to 2014/15), demand for housing and physical capacity for housebuilders to deliver housing. Delivery rates of 35 dpa 2014/15 and 50 dpa thereafter are proposed as more appropriate	119	520	The estimated rates of construction are based on work undertaken for the SHLAA which explored the rate at which other development sites in the city had been built out. The levels given in the draft SPD are included for illustrative purposes only, and are not planning requirements. Phasing of development will be agreed as part of the planning application processes.	No Change
A628	Don't want provision of "modern art"	29	99	Noted. The detailed nature of any public art installation will be informed by some form of public consultation as part of the planning application of subsequent stages of the scheme	No Change
A629	Developer provision should be subject to appropriate need and viability assessment	115	469	The text acknowledges that developer contributions will be subject to open book appraisal	No Change
A630	Welcome recognition that contributions will only be sought as appropriate	115	470	Noted	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A631	Clarification needed on terms, community management organisations and community project management team	115	471	Para 5.30 could be amended to clarify the provision of facilities to ensure future accessibility by the community. Para 8.19 refers to the role of the community project management team. The text can be amended to make this explicit. The community management organisations relate to the management of the community facilities. This will be made explicit in Figure 20.	Amend para 5.30 and Figure 20 to clarify.
A632	Should allow for future reviews of contributions to reflect prevailing marketing conditions rather than through reference to coverage.	115	472	Text could be revised to include reference to prevailing market conditions.	Amend para 8.15 to include reference to market conditions.
A633	A green infrastructure strategy together with a biodiversity management plan will ensure development enhances the natural environment	64	203	The benefit of these approaches is acknowledged by the Council and developer and will be required to produce both a green infrastructure strategy and a biodiversity management plan as part of the planning application process as outlined in Figure 19 of the draft SPD.	No Change
A634	Developer bonds are a more effective mechanism to secure benefits	65	206	Developer contributions will be expected from the development according to the needs generated by the development and the arising impact. A S106 will be required as part of any outline planning application. The mechanisms to secure payments in this agreement will be considered as part of future negotiations and bonds may be considered if appropriate.	No Change
A635	Clarification on how long to complete the development needed	80	246	This will depend on the length of the pre-construction stages of the scheme and annual build-out rates, as well as the desire of the land-owners to release the site for development. An indication of the schemes delivery period is given in the draft SPD at para 8.5.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A636	Potential to use covenants to keep the development clean, tidy and maintained	107	355	Highways and public open space is typically adopted and maintained by the Council, and funded through developer contributions for maintenance and mainstream Council budgets. Alternative commercial or community led maintenance vehicles, which may involve covenants, would be considered by the Council as part of the planning application process should they be proposed.	No Change
A637	Delivery rate of 150 dpa is optimistic - 100 dpa would be more realistic	113	405	The estimated rates of construction are based on work undertaken for the SHLAA which explored the rate at which other development sites in the city had been built out. The levels given in the draft SPD are included for illustrative purposes only, and are not planning requirements. Phasing of development will be agreed as part of the planning application processes.	No Change
A638	Need to evidence financial viability and deliverability of planning obligations	113	406	The types of planning obligations outlined will be negotiated across phases of the development through open-book viability appraisal. Specific levels of contribution are not referenced in the document to maintain flexibility, and as a result detailed evidence of viability is not required for the draft SPD.	No Change

Cons Ref	Comment	Person ID	Comment ID	Officer Response	Officer Recommendations
A639	Rate of construction is too slow given the cities need for affordable housing	135	621	The estimated rates of construction are based on work undertaken for the SHLAA which explored the rate at which other development sites in the city had been built out. The levels given in the SPD are included for illustrative purposes only, and are not planning requirements. Phasing of development will be agreed as part of the planning application processes, and more rapid development that allows earlier delivery of affordable housing will be promoted within the context of the city-wide core strategy annual housing targets, and the physical capacity to build housing on the site.	No Change
A640	The Environmental Statement should include remediation proposals.	135	619	Noted	No Change
A641	The Green Infrastructure Strategy should include proposals for comprehensive advance landscaping.	135	620	The phasing of green infrastructure provision will be an important consideration in determining any planning application as outlined in para 8.9 of the draft SPD and establishing strategic landscaping in accordance with an agreed masterplan in advance of development will allow it to better establish. Para 8.9 could also refer to the need for strategic landscaping/green infrastructure as part of masterplan proposals.	Amend para 8.9 to include reference to strategic landscaping/green infrastructure as part of masterplan proposals.



City of York

LDF

Local
Development
Framework

Former British Sugar/ Manor School Draft Supplementary Planning Document

ANNEX 2

Revised Post Consultation Draft

March 2012

Former British Sugar/Manor School Site Supplementary Planning Document

MARCH 2012



Please contact us if you would like this information in a more accessible format (for example large print, on CD or by Email) or in another language.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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Note: Page numbers will be revised in final document

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1.0 Introduction

- 1.1 The former British Sugar/ Manor School site (referred to as “the Site”), located within York’s urban area near Acomb, offers exciting opportunities to deliver a sustainable new community through the redevelopment and re-use of a large former industrial site and former school site. This document will set out how the council and local communities want the site to be developed to best serve the city’s current and future residents.

What does this document cover?

- 1.2 This document builds on the strategic city-wide guidance given within the Submission Core Strategy (Publication), with this Supplementary Planning Document (SPD) giving more detailed direction on site specific planning matters. The planning framework for the area will principally comprise the Core Strategy, supported by background evidence base studies, together with this SPD. These documents should therefore be read in conjunction with each another.

- 1.3 The former British Sugar/Manor School SPD is a technical document, dealing with issues such as the type of development we wish to see, how it is accessed, the phasing of the project, and elements of the developments more detailed design and layout. Planning applications for the Site and land identified as part of the planning application will need to be in accordance with the Core Strategy and take account of this SPD as it will form a material consideration in the determination of any planning application.

How is this document structured?

- 1.4 The document is structured around 3 interrelated themes, with a final section dealing with issues around delivery and implementation. The three themes are:

Theme 1: Sustainable, interactive and inclusive communities;
 Theme 2: Quality place/environment; and
 Theme 3: Sustainable movement and connections.

Within these themes there are 10 Principles to guide development. Each Principle is supported by more specific Policy Statements, the requirements of which are elaborated on in the accompanying text which follows them.

Consultation

- 1.5 We have already received public comments made in response to the York Northwest Issues and Options AAP consultation in 2007/8, and [these](#) have [been](#) taken account in drafting this document. City wide issues on the implications of future growth and on wider policy direction have also been taken into account in the drafting of this document. [This document has followed the consultation approach for all LDF documents as set out in the Statement of Community Involvement. Consultation on the draft former British Sugar/Manor School Supplementary Planning Document \(SPD\) took place](#)

[between December 2010 and February 2011. This document takes account of public comments received in response to this consultation.](#)

How will the draft SPD influence the development?

- 1.7 Due to the scale of the Site, developers will need to submit a masterplan which, once agreed, will give greater definition on the scale, location and phasing of buildings, areas of open space and community facilities. These will be produced within the parameters of the draft SPD.
- 1.8 There are complex reciprocal interdependencies between the quantum/ mix of housing, and, for example, required levels of open space and community facilities provision and contributions to transport improvements. As a result of this, the masterplan documents will be expected to define quantum of land uses, which will be formally approved through the Outline planning process and associated legal agreements.
- 1.9 The phasing of the development set out in the masterplan documents should ensure that each phase makes sufficient provision in its own right to deliver quality development and meet its own needs, whilst also contributing to a comprehensive site approach.
- 1.10 The evolving masterplan will need to be subject to public consultation by the developer. The masterplan process should provide a number of different options and development scenarios which will enable public involvement to guide and shape the future layout of the area.



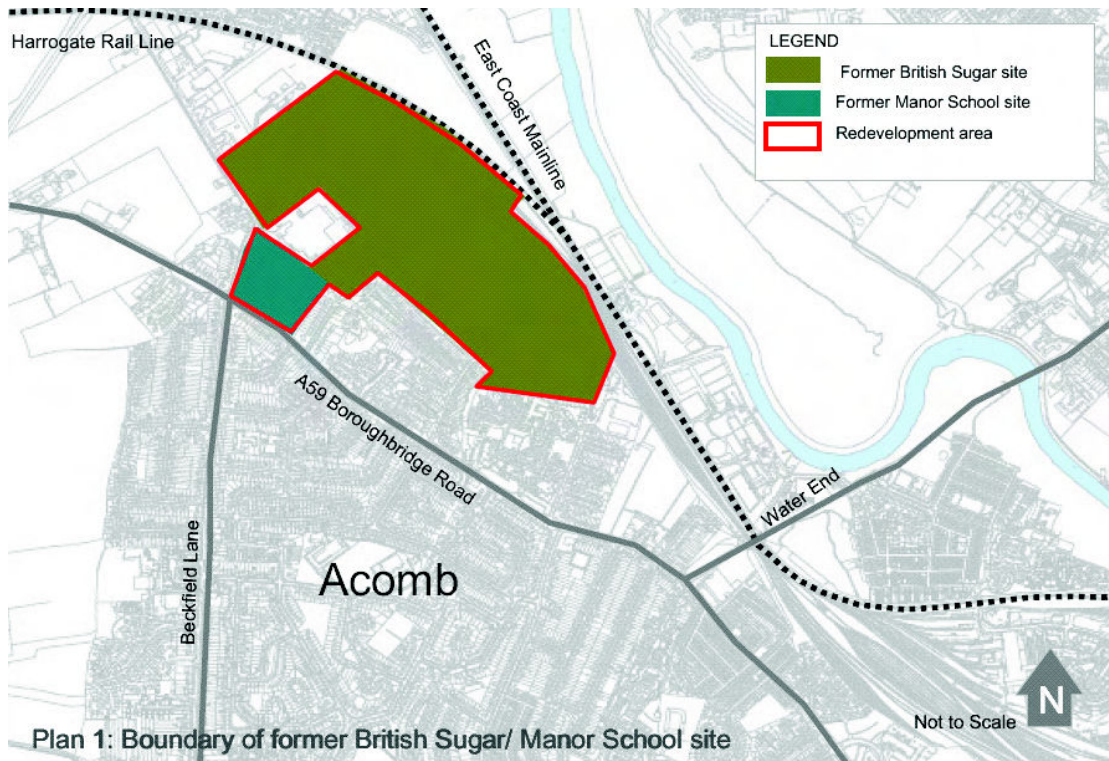
Aerial View of former British Sugar site

2.0 Context

Where is the Site?

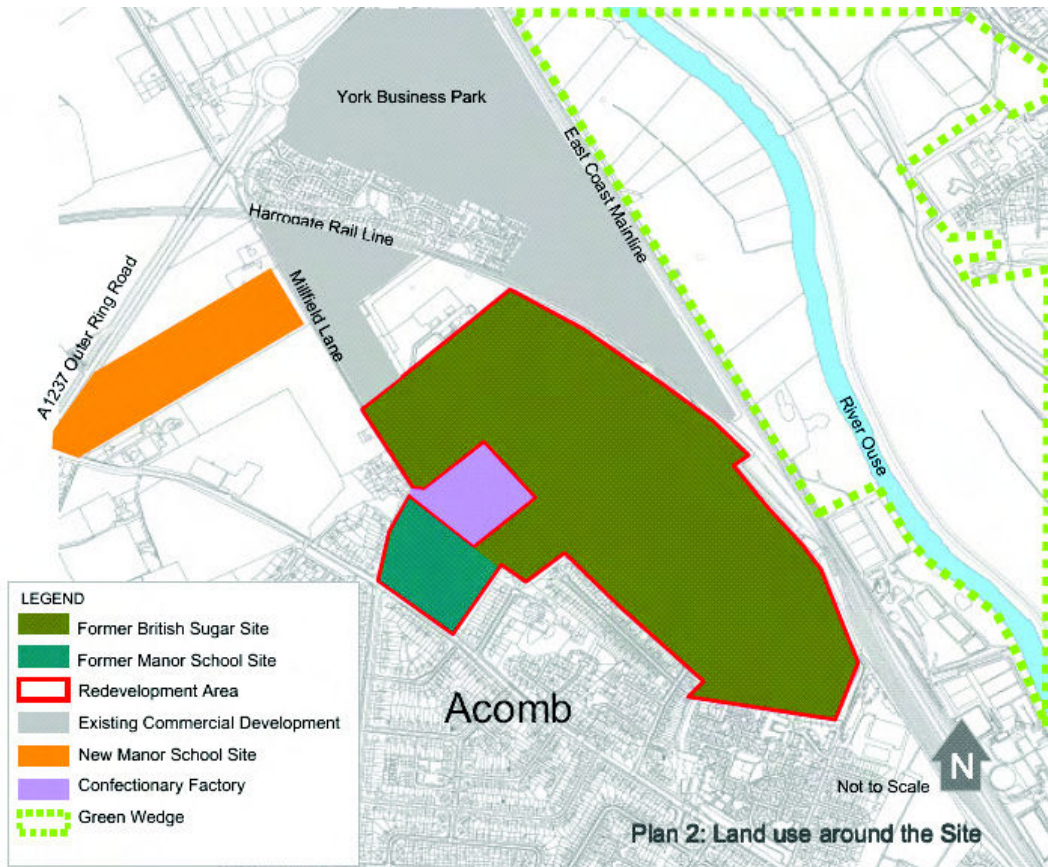
- 2.1 The Site is located to the north west of York, some 1.4 miles from the city centre, near to Acomb district centre. Figure 1 shows the boundary of the site and its location within the city, on the edge of the urban area.

Figure 1: The Site



- 2.2 Figure 2 shows the key existing land uses around the Site. Acomb, to the south west of the site, is characterised by pre-1960's suburban housing of relatively low density. Along the sites north eastern boundary are the Harrogate and East Coast railway lines, beyond which lies a green open space 'wedge' into the city, forming a corridor around the River Ouse. Existing commercial development is located to the north of the Site, on Millfield Lane and York Business Park and a confectionary factory is located off Millfield Lane between the former British Sugar and former Manor School sites. The new, relocated, Manor School is also located on Millfield Lane, and beyond this is York's Northern Outer Ring Road, the A1237.

Figure 2: Land Use around the Site



What is on the Site?

- 2.3 Until recently the majority of the Site was used for sugar beet processing operations by British Sugar; a subsidiary of Associated British Foods. It was used for these purposes for almost 100 years. However, due to restructuring of British Sugar's UK operations, the factory was closed in 2007. Since then, the factory buildings have been demolished and site investigation works have been carried out. The former Manor School site, located on Boroughbridge Road, was previously used as a secondary school. This school has now been relocated to new premises and grounds in Millfield Lane.
- 2.4 The Site comprises approximately 42ha of land. The sugar beet processing plant, which produced granulated sugar, animal feed and other associated products has formed a distinctive landmark feature in the locality. The former industrial buildings, including large silos and warehouses were visible from many locations within the surrounding area. The former Manor school site has a number of large trees along the frontage to Boroughbridge Road which, together with the playing fields, form a visual green break in development along this road.

- 2.5 The processing operations involved in the sugar beet activities have resulted in significant changes in levels across the site. Elevated earth bunds are located along part of the south western boundary. In the northern part of the Site there are 3 large depressions forming man made lagoons up to 20m deep which were previously used for cleaning the sugar beet.
- 2.6 Due to the nature of its previous use, [Associated British Foods have carried out detailed contamination studies and investigations of the site \(including remediation/geotechnical and environmental studies, 2009/10\). Such contamination will need to be remediated as part of the reclamation of the area for redevelopment. \(A18\) \(A37\) contamination is likely to be present at the former British Sugar site, especially in the vicinity of the landfill site, fuel tanks, ash pits, settlement ponds, storage areas and buildings.](#) In addition, due to the Site's proximity to rail lines [commercial premises \(B1\)](#) and strategic highway network, noise and vibration may be issues which would need to be addressed through any redevelopment proposals.
- 2.7 Prior to the most recent uses of the Site the land was principally used for agricultural activities, although a brick and tile yard close to the south eastern corner of the former British Sugar site is identified on historic maps in the 19th century. The sugar beet factory was initially built in 1926 in the southern part of the site with expansion during the 1950's.
- 2.8 The factory was served by two access points: Plantation Drive which was the main employee vehicular access to the site; and, Millfield Lane for HGV access. The former Manor School site is accessed from Low Poppleton Lane.
- 2.9 The Site also incorporated a range of social facilities ancillary to the sugar beet operation. These included the Craven Sports field (also used as a cricket ground), a sports/social club and former school playing fields. On the eastern boundary of the Site, adjacent to disused railway sidings and the Harrogate rail line, a steep sandy bank forms a habitat for nationally and regionally scarce species of mining bees (aculeates).



View of former British Sugar site from Plantation Drive

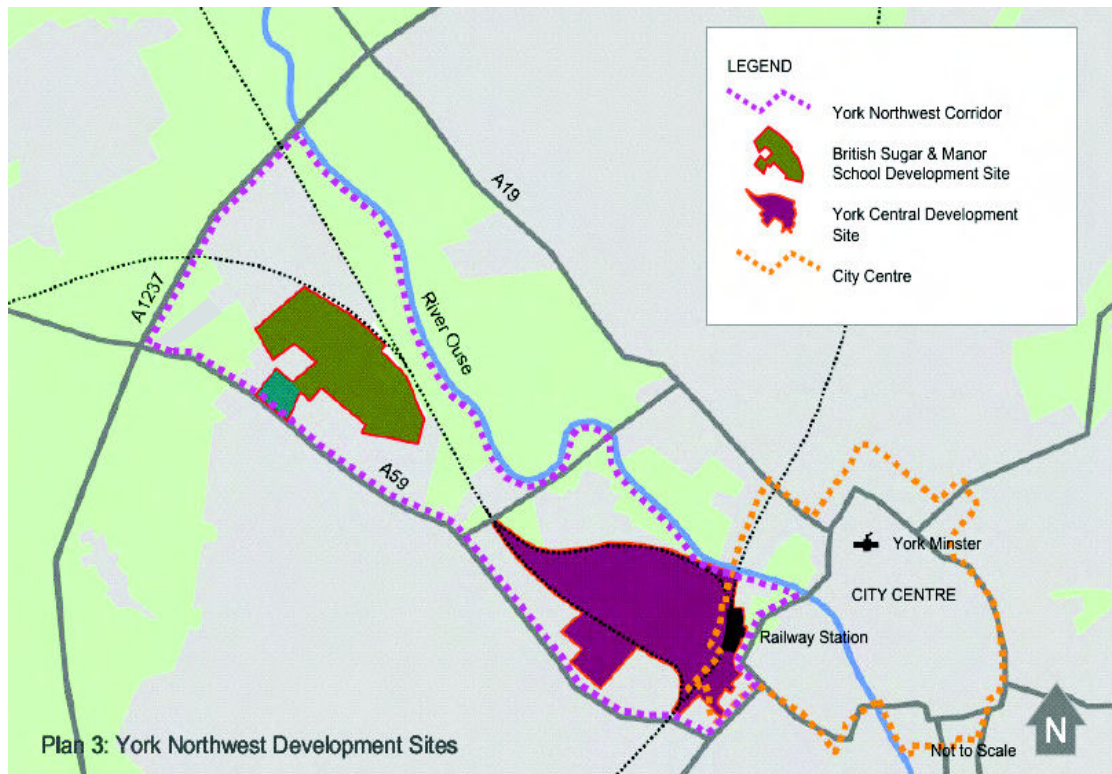


View of former Manor School site and playing fields

How does the Site relate to York Northwest?

- 2.10 The former British Sugar/Manor School site forms part of a wider development area called York Northwest. This area has two principal development sites; York Central and former British Sugar/Manor School. These sites together have a developable area in the region of 77 hectares of brownfield development land, divided roughly equally between the two sites (see Figure 3).

Figure 3: The York Northwest Development Sites



- 2.11 The York Northwest corridor is identified in the Submission Core Strategy (Publication) with the two development sites, York Central and the former British Sugar/Manor School site, as strategic allocations for future development. The scale and proximity of these two large development sites in this area, will lead to significant change and growth in the north west of the city over the LDF period to 2031. This will help to meet future housing needs and provide job opportunities in a sustainable location within the city. [York Northwest is part of the Leeds City Region Urban Eco Settlement programme which seeks to stimulate the supply of housing within the city region whilst promoting excellence in eco-design and innovation with low carbon lifestyles.\(A224\)](#)
- 2.12 We want to ensure that growth happens in a way that maximises benefits whilst complementing the existing city and ensuring integration with existing communities. To ensure the impacts of the development are fully understood and managed we need to consider the former British Sugar/Manor School site

within the context of the York Northwest corridor, [the wider vision for the city and Core Strategy](#).(A49)

Why is a planned approach important?

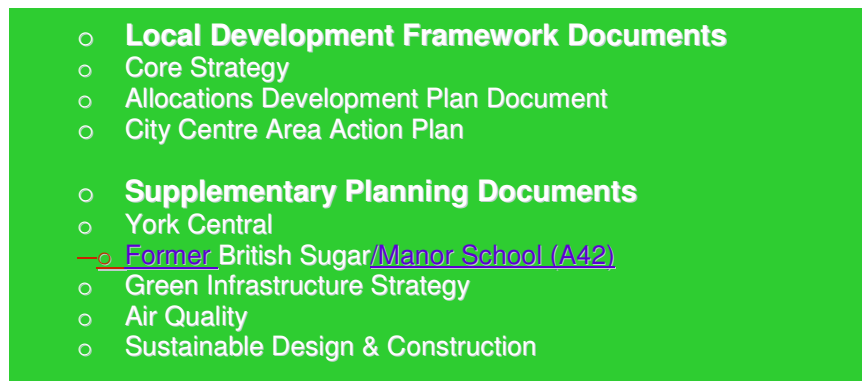
- 2.13 It is essential that a comprehensive approach is taken in planning for the level of development likely to come forward on the Site and the wider York Northwest corridor and a planned approach is needed to achieve this.
- 2.14 A planned and comprehensive approach will allow the impacts of development to be properly assessed, and appropriate new infrastructure and mitigation measures formulated and implemented through the planning process. This can include areas such as community facilities, open space, transport infrastructure [and services](#) and travel planning. A planned and comprehensive approach will allow both development and supporting infrastructure to be brought forward in a timely and phased manner. This is particularly important given the scale of development and new infrastructure likely to be required.
- 2.15 A planned and comprehensive approach will also ensure that opportunities associated with the scale of development can be maximised through exploiting synergies and economies of scale. For example, sustainable technologies and transport solutions can be facilitated by the development both financially and spatially, in order to serve the new communities, or new strategic linkages with the surrounding area can be made on a wider scale. This will influence the consideration of issues including, for example, open space, education and transport requirements arising from the development.

3.0 Policy Framework

What is the Local Development Framework?

- 3.1 The Local Development Framework (LDF) guides future development within an area over the long term, providing the basis on which planning applications can be assessed and decisions relating to development made. The LDF is made up of a number of different planning documents. York's Core Strategy provides strategic guidance for the city, including a spatial vision, objectives, and strategic policies covering the period to 2031. Other LDF documents deal with more specific issues or areas. Figure 4 outlines the documents that will make up York's LDF folder.

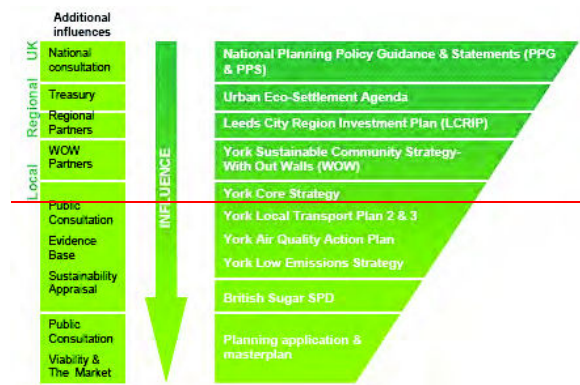
Figure 4: York Local Development Framework Documents



How does the document relate to other plans and strategies?

- 3.2 ~~The diagram at Figure 5 outlines the hierarchy of Other planning guidance, strategies and documents have been used to which provide the overall/wider context for the guidance outlined in this document, detailed planning proposals. This includes plans produced by the government, the Leeds City Region and other organisations and partnerships. These are outlined as key influences in each theme area. The diagram shows the hierarchy and interdependencies between documents, with the strategic at the top of the diagram, and more specific/ detailed at the base.~~

~~**Figure 5: Wider Planning context of Local Development Framework**~~
~~Delete Figure 5~~



What does the Core Strategy say about the Site?

- 3.3 As a strategic allocation in the Core Strategy, the anticipated development mix for the site and development principles are outlined in draft Core Strategy Policy. This policy is set out at Figure 6.
- 3.4 The principles outlined in the core strategy policy are expanded upon in this draft SPD, with themed sections structured around these principles.

Figure 6: Draft British Sugar/Manor School Core Strategy Policy

Policy CS4: Former British Sugar/ Manor School Site Strategic Allocation

The LDF will bring forward the redevelopment of the former British Sugar and Manor School sites to provide a new sustainable and inclusive residential community centred around a new neighbourhood Local Centre, which will cater for arising local needs and provide a community focus.

The former British Sugar/ Manor School Strategic Allocation will provide:

- i. Residential development of around 1295 units;

~~ii. Residential Development (around 1291 units subject to masterplanning)~~

- ii. Open space, and;

~~iii. a Local centre/–community hub incorporating health, education, leisure and community facilities to meet local needs and 1,000 to 1,500 sq m gross floorspace for retail, services and food and drink uses, including local convenience retail of between 200 and 600 sq m gross, subject to a retail impact assessment.~~

The site is being promoted within the Leeds City Region as an Urban Eco-Settlement, with sustainable living as the core concept in the creation of the new development. Development will seek to deliver PPS 1 standards for Eco Towns within the context of its brownfield location.

Development within the former British Sugar/ Manor School Strategic Allocation will be permitted in accordance with the principles of development set out below, to be defined further through the preparation of an SPD prepared with the involvement of stakeholders and the community.

The principles of development are:

- ~~ei.~~ To create a sustainable, balanced community through provision of an appropriate range of housing.
- ~~eii.~~ To ensure that social infrastructure requirements of the new community are met through provision of facilities and services in a planned and phased manner which complements and integrates with existing facilities.
- ~~eiii.~~ To maximise the benefits of sustainable economic growth for the local community
- ~~eiv.~~ To ensure the highest standards of sustainability are embedded at all stages of the development
- ~~ev.~~ To create a high quality, locally distinctive place which relates well to the surrounding area
- ~~evi.~~ To create a people friendly environment which promotes opportunities for social and community interaction

Continued Over

[evii](#) to deliver new development within a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network.

[eviii](#) to maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel in line with the hierarchy of users set out in LTP2 and the emerging LTP3.

[eXi](#) to ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms of travel by maximising opportunities for walking, cycling and public transport; and

[ex](#) to minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.

The Council will prepare an SPD which will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. The SPD will provide the planning framework, outlining the principles for development with associated policy statements, which will set out the requirements to be sought. It will also identify infrastructure, facilities and services to meet needs associated with the new development.

What other information is available about the site?

- 3.5 The council has undertaken a number of city-wide studies to support the LDF that are of relevance to York Northwest. These cover issues such as housing, employment, retail, flood risk, green infrastructure, open space and renewable energy. In addition, the council and stakeholders have undertaken a significant amount of background work to explore specific site issues including transport, financial viability, open space, landscape and tree assessment, [York Northwest Local Carbon Framework, \(A18\) \(219\)](#) ecology, geotechnical issues and education.
- 3.6 The SPD is accompanied by a Sustainability Appraisal (SA), which assesses the implications of the proposed approach on the economic, social and environmental objectives for the city. From this analysis the SA recommends how the plan can be more sustainable by suggesting amendments to avoid or mitigate any negative impacts using sustainability principles. A Habitat Regulations Assessment assesses whether a plan will have a potential adverse effect on internationally recognised nature conservation sites in accordance with the Habitats Directive. The analysis of the York Northwest corridor is included within the HRA produced for the Core Strategy. This document should be read in conjunction with the SA for the SPD.
- 3.7 Various options for the type of development at the former British Sugar site were considered as part of the York Northwest Issues and Options

(AAP) work, including cultural, leisure, stadium, employment and housing uses. An assessment of these options has been undertaken, taking into account evidence base conclusions together with consultation responses and sustainability appraisal. This is available in the York Northwest Option Appraisal Report (2009).

- 3.8 Some of this information is available on the York Northwest page of the council's website;

www.york.gov.uk/environment/Planning/Local_development_framework/yorknorthwest/

- 3.9 This information includes the Sustainability Appraisal and topic papers on Transport, ~~and~~ Open Space and the York Northwest Transport Masterplan ~~for the York Northwest corridor~~. For further information please get in touch with us by email at MDP&I@york.gov.uk

4.0 Vision and Objectives

What do we want to achieve?

- 4.1 The Site presents a rare opportunity to grow a new part of the city through a comprehensive planned approach to redevelopment. This residential led development should minimise environmental impact in terms of its construction and occupation as well as movement generation. Through doing this, the Site will contribute to the council's aspiration for York to be a leading environmentally friendly city by promoting all aspects of a greener more sustainable living experience. It is important to establish a vision led approach to the development through the planning framework. The scale of the former British Sugar/Manor School site will allow the principles in the vision to be delivered through the development of the area from the outset. The site is substantially larger in scale than other development sites within the city, for example Germany Beck is 26.2ha and Land at Metcalf Lane is 21.6ha in size compared with 42 ha for this site.(A51)
- 4.2 As part of the Issues and Options work for the York Northwest corridor consultation was undertaken on a draft vision. Positive feedback was received together with specific support for themes of sustainability, integration, innovation, quality, vitality and quality of life. The revised vision at Figure 7 takes account of the comments made.

Figure 7: York Northwest Vision and Objectives

York Northwest in 2026 will be

... a distinctive place of outstanding quality and sustainable design...
 ... well connected with the city and wider region...
 ...contributing to the economic prosperity of the city...
a vital and innovative addition to York....
fostering new sustainable communities and
 enhancing quality of life.

Three strategic objectives underpin this vision:

1. To create new sustainable and inclusive communities.
2. To ensure the new communities and development are fully integrated with existing communities.
3. To maximise a unique opportunity to contribute to the overall economic prosperity of the city.

- 4.3 This overarching vision and strategic objectives for the York Northwest corridor will form the basis for the site specific development of the key development sites. A strong commitment to incorporating and delivering sustainable low carbon design and living principles within all aspects of the development will be expected. Sustainable development is interpreted as development which meets the needs of the present without compromising the ability of future generations to meet their own needs. (A221)

- 4.4 The vision and objectives for the York Northwest corridor contribute fully to the long term ambitions for the city set out within the Sustainable Community Strategy (SCS). The community strategy vision for York was developed through extensive consultation and contains the aspiration to build confident, creative and inclusive communities. The strategic ambitions set out in the SCS also include the desire to improve economic prosperity through sustainable growth, which protects York's special qualities.
- 4.5 Figure 8 illustrates the central themes of the York Northwest vision using art produced by a group of young people in a visioning exercise undertaken for the area.

Figure 8: York Northwest Vision Diagram



- 4.6 The vision and objectives [for the site](#) will be implemented through the development principles outlined in the draft Core Strategy policy. [The site is also identified in the 'York New City Beautiful' as a major development site providing opportunity to create a new 21st century neighbourhood within the city. A number of proposals are outlined within the vision which respond to the aspiration to create streets, places and spaces for people to use and enjoy and link with the wider city through park avenue and river corridors. \(A50\) \(A52\)](#)

- 4.7 In order to maximise the sustainability of the development, the council are promoting the Site (within the Leeds City Region) as an Urban Eco Settlement, with sustainable living as the core concept in the creation of the new development. ~~Subject to public funding~~Opportunities to promote, a demonstration scheme ~~will be taken forward~~ as an early deliverable phase of development incorporating innovative eco-principles and technologies ~~will be pursued.~~ ~~This agenda is currently being supported by the government with background work being undertaken on this.~~ ~~(A224) (A246)~~

Theme 1: Sustainable, Interactive and Inclusive Communities

- 5.1 This theme considers issues around the creation of homes, jobs and services to best meet the requirements of an inclusive cross section of York's current and forecast communities. The principles and statements in this section will help to deliver the vision for the area, outlined in Section 4.0, particularly in relation to ... **contributing to the economic prosperity of the city....a vital and innovative addition to York....and fostering new sustainable communities and enhancing quality of life.**

Figure 9: Key Influences

Theme 1
 Planning Policy Statement 3 (2010)
 Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)
 York Strategic Housing Market Assessment (2007)
[North Yorkshire Strategic Housing Market Assessment \(2011\)](#)
 Without Walls York Sustainable Community Strategy (2008)
 York Northwest AAP Issues & Options Consultation Feedback (2008)
 York Core Strategy (2011)
 York Dynamic Housing Model (2010)
 Older Persons Accommodation Study (2010)
 Future York Group Report (2007)
[Emerging Draft National Planning Policy Framework \(2011\)](#)

Principle 1: To create a sustainable, balanced community through the provision of an appropriate range of housing

- 5.2 The nature and quality of the built environment is an important contributor to the day-to-day enjoyment and quality of life experienced by individuals and communities. A high quality housing stock capable of meeting a range of needs to support a balanced community is a critical element of any quality built environment. Recognising the importance of providing such housing stock, and understanding how a community's needs will change over time, will be important in planning new development.
- 5.3 The scale of the Site offers unique opportunities in this respect, but also means that dealing with this issue properly is critical to ensuring that this

new part of the city offers the flexibility and variety to function successfully over the long term.

- 5.4 In providing new housing here, it is also important to recognise that the suburban location of the site will make it more attractive to certain residents, and this should be reflected in the type of housing provided. For example the 2007 York Strategic Housing Market Assessment (SHMA) identifies that in the urban area only 15% of homes are occupied by families.
- 5.5 Much work has been undertaken to better understand the composition and specific characteristics of York's households and communities, and how these are dispersed across the city. Whilst most characteristics exist across the city as a whole, some are concentrated to a greater or lesser degree in particular areas or pockets. Study work ([SHMA,2011](#)) identified three sub-markets in York; ~~the urban, suburban and rural housing~~ [Central York, Suburban York and York village](#) markets, ([A61,A62](#)) each with distinct characteristics in terms of the composition of community and housing.
- 5.6 In general terms, the ~~2007~~[11](#) SHMA reveals that York's current population profile ~~is reflective of national trends in terms of age~~ [has a comparatively youthful demographic profile](#). The city does have a significantly higher level of teenagers/ young people (ages ~~15-29~~[20-35](#)), probably reflecting its student ~~population, activity, post graduate retention levels and recognition of York as an economic driver and therefore a major employment hub. However, by 2026 older people (+65) are expected to comprise 25% of households. 27% of York households contain only older people, broadly in line with national statistics. However, 2031 forecasts show that the cities older population is expected to significantly increase, again consistent with the anticipated increase in life expectancy and the national trend of an ageing population.~~([A61,A62,A63](#))
- 5.7 The SHMA ([2007](#)) also shows that 17% of York's households contain at least one person with a housing related support need. Older households were more likely to contain somebody with a support need, as were social rented. 5% of households surveyed had support needs associated with the frail elderly in 2007.
- 5.8 The SHMA ([2007](#)) showed that within the suburban housing market area (within which the Site lies), there is not an unusually high or low level of any household group, although the area does appear to be particularly attractive to pensioners, with between 62% and 67% of all pensioner households within the suburban housing market area. York has a relatively stable population with ~~80~~[64](#)% of households [planning to move in the next two years planning to remain in York. \(SHMA, 2011\) \(A61,A62\) having been in the same house for over 5 years, 55% of newly forming households wish to remain in York, and only 29% of existing households wish to relocate outside of York in the next 5 years. However, in terms of housing transactions, study work shows that families with children are more than twice as likely to move within the suburban and rural areas as opposed to](#)

~~urban, perhaps representing a latent, unmet demand for families to locate within the suburbs.~~

- 5.9 ~~The 2010 (August) average York house price was £186191,144K, with monthly rent levels of £625/793 (2-3 bedrooms) in 2011.; high in comparison with the North of England and 47% higher than the Yorkshire and Humberside average. Average household income levels in York are £22,100 per annum: home ownership is therefore unaffordable to many households within the city.(A61,A62). broadly similar to national estimates, with an average gross household income of £31,032 across all tenures.~~
- 5.10 ~~The 200711 Sstudy found that there is a total backlog of 3,721 households that could not afford to move in the open market to meet their housing needs. of 2,524 York households needing a home, 62% could not afford accommodation in the housing market without some form of housing assistance, and are therefore considered to be in housing need. The total net annual need for affordable housing to meet both the backlog and newly arising need wasis estimated to be 1218790 units over the next 5 years. The study differentiated between the need for social rented and intermediate affordable housing Analysis indicated that 30% of households in affordable need could access intermediate housing, with the remaining 70% needing social rented accommodation.(A61,A62)., and established in the case of the latter the requirement for it to be available at a Usefully Affordable Intermediate Housing rate (UAIH rate), with a cost to the occupier broadly between that of a social rented and private rented unit (currently equating to around 40% of the open market value).~~

Statement 1

Affordable housing will be negotiated against current council targets for brownfield sites, having regard to market conditions and an agreed economic viability assessment, together with and on-site developer provision secured through Section 106 Agreement. (A83)

- 5.11 Clearly the need for affordable housing significantly outstrips the house-building industry's capacity to supply, given development economics and annual house building targets within the York area. City of York Council's DraftSubmission Core Strategy Affordable Housing Policy (CS10) for adoption through the LDF proposes a Dynamic Viability model. This model will retain a long term aspirational target of 50% affordable housing, but the actual target will be updated on an annual basis to reflect what is achievable under the prevailing market conditions. As of SeptemberDecember 2010 the target would be for 25% affordable housing provision on brownfield land and 4035% (A78) (A69) on greenfield sites for sites over 15 homes. On larger phased developments, the phased affordable housing requirement will be determined by the annual target applicable at the time of the grant of full or reserved matters planning permission for that phase.

- 5.12 Affordable housing provision will be negotiated across the full profile of housing sizes and types in order to best meet needs at the time of consideration, having regard to economic viability assessment which is agreed by the council.(A83). In order to move towards balanced housing markets the most current evidence base, including social housing waiting lists, will be used at the point of negotiation on affordable housing size type and tenure. The findings of the 2007¹¹ SHMA indicate that in terms of tenure, 67% of any affordable housing provision should be social rented in perpetuity, and 43% (A61,A62) should be discounted in perpetuity to a usefully affordable intermediate sale level as expressed through agreed Registered Provider rates at the time of consideration. Current Discount Sale acquisition rates are given at Figure 10 although these will be reviewed annually and announced at the same time as the updated affordable housing target. It is also proposed in the draft policy that social rented transfer values will be set by the council and again updated annually.

Figure 10: 2010 Discount Sale Registered Provider acquisition rates (Prices correct at beginning of 2012)

Unit Type	Acquisition Rate 2010
1 bed flat	£55,000
2 bed flat	£60,000 - £70,000
2 bed house	£65,000 - £75,000
3 bed house (small)	£75,000 - £95,000
3 bed house (large)	£80,000 - £100,000
4 bed house	£90,000 - £110,000
5 bed + house	£120,000

Statement 2

Housing size and type will contribute to achieving a balanced housing market through meeting the needs of a cross section of the community. This will be achieved through taking into account the most up to date SHMA findings in the context of the sites location and anticipated future needs. (A94)

- 5.13 The 2007¹¹ SHMA outlines the size of property expected to be required makes recommendations on appropriate profiles of houses and flats, and their sizes in terms of numbers of bedrooms within new development in order to take into account the changing household profile within the city. The recommendations/projections are made in order to move towards a balanced housing market taking into account the requirements of Yorks communities. These guidelines/conclusions are based on city-wide characteristics/3 sub areas and do not take into account specific site circumstances. Recommendations will be subject to ongoing evidence base

~~review, with the updated SHMA scheduled to be completed in early 2011. (A55, A61, A62)~~

- 5.14 In terms of housing type, the ~~current submission Core Strategy outlines the need for 70% houses to 30% flats, city wide. study recommends a city wide profile of 64% houses to 36% flats, though the mix varies by tenure. Taking into account development that has already been granted planning permission in recent years, the mix required to meet the balancing housing markets objective changes to 70% houses to 30% flats city wide.~~ In terms of this Site, it is important to consider it within the context of York Northwest as a whole and to take account of its suburban location. Having regard to this, it is considered appropriate for the proportion of houses, and in particular family houses, at the Site to be higher whilst potentially retaining some flatted accommodation (related to the community facilities) in order to achieve a balanced housing mix and meet known need and (A89) market demand (A61, A62). ~~On the basis of known need for social housing flatted accommodation is currently unlikely to be an appropriate form of affordable housing provision in this location. (A90, A91)~~
- 5.15 In terms of housing size the ~~2007~~11 study put forward detailed ~~recommendations~~projections split by bedroom size, house type. These ~~recommendations~~analysis will form the starting point for negotiation, having regard to the sites suburban location as well as the specific needs of the anticipated community mix (A61, A62).
- 5.16 There is a demand for affordable housing across all ~~house types, unit sizes,~~ with the ~~priority~~greatest level of need for two, ~~and~~ three and four + bed dwellings family houses (as evidenced in the SHMA, 2011). ~~(A61, A62, A92)~~ ~~However, one bed flats are not attractive to Registered Providers and are deemed an obsolete house type by the Homes and Communities Agency due to changing aspirations. (A91, A92)~~ The starting point for negotiation should be an assumption that the profile of affordable homes sizes should replicate market provision within the development. The detail of the mix will be negotiated with officers at the time of application to reflect the wider housing need.
- 5.17 It is estimated that 17% of households in York include at least one person with a housing related support need (SHMA 2007). As a strategic housing site York Northwest must contribute to meeting these needs across both the market housing and affordable housing sectors.
- 5.18 ~~Many of the housing support needs will be met in part through the requirement in the draft The Submission~~ Core Strategy requires for all new homes to be built to lifetime home standards, ~~but~~ However, some will require more specific support through the provision of particular housing types. This may include specialist provision for older people, adults with learning disabilities, people with mental health problems, young people leaving care and other vulnerable groups that are identified by the council and it's partners as being a priority need.

- 5.19 The evidence for prioritising any supported housing requirement will be presented by the council and where the provision is for non-market housing it will form part of the detailed negotiation for affordable housing. The level of provision will be secured through Section 106 Agreement.



High quality sustainable housing at BRE innovation centre

Statement 3

Housing density will make best use of the brownfield land and help to deliver key place-making objectives set out in Theme 2.

- 5.20 Securing the best use of urban brownfield land will be an important part of York's spatial strategy to be outlined in the Core Strategy. Housing densities will vary across the Site, reflecting the type and size of dwellings provided. Density will also be influenced by wider design and place-making issues, including approach to sustainable transport provision and sustainable development, provision of open space and community facilities, visual and amenity considerations. For transitional residential areas adjacent to the boundaries of the site, regard will be given to the character of surrounding residential development (A88) (A101). Any higher density housing should be better served by key services including sustainable transport. Core Strategy draft policy requires a minimum net housing density for suburban sites of 40 dwellings per hectare.
- 5.21 In light of this, and to deliver site flexibility, negotiations on site density will be informed by requirements relating to place-making and issues including sustainable design, housing mix, transport and open space, and will be set out in the masterplan and outline planning application.

Example of medium density housing development at the Terry's site (plans courtesy of Grantside Development).



Principle 2: To ensure that social infrastructure requirements of the new community are met through provision of integrated facilities and services in a planned, phased manner which complements and integrates with existing facilities.

- 5.22 Social infrastructure such as education and healthcare facilities provide crucial day-to-day services. High quality, timely and accessible provision of these services is an essential contributor to quality of life in any sustainable community. The Site will accommodate a new residential community of significant scale; potentially in the region of 3,000 people. Whilst there may be capacity for existing facilities to meet some needs associated with this new population, it is likely to be important to provide new or extended facilities in order to give the new community an appropriate level of service without unacceptably impacting on the availability of existing services to other residents in the area. It is important that these new services are not only provided at an appropriate level and time to meet both the immediate and long-term needs of the community, but that they are also constructed, occupied and accessed in a sustainable manner, together forming a vibrant community hub which is integrated with other social facilities/ sustainable transport provision and acts as a focus for social activity within the development. The provision of community facilities should be phased to ensure services are available to all new residents at an appropriate stage in the development of the area.
- 5.23 The Core Strategy recognises the need for new social infrastructure to meet the local needs arising from the new development and identifies the potential need for a new local centre at the Site. The Core Strategy considers the characteristics that make an ideal neighbourhood based on local and national guidance. Access to local services is identified in the document as a key characteristic. Specific services may include, health care, education, local shops to meet day to day needs, built sports provision and other community facilities.

Statement 4

New social infrastructure should be provided at a local scale and in a timely manner to meet the needs of the new community.

- 5.24 From preliminary work undertaken to date, the types of social infrastructure which may be required at the Site to meet newly arising needs include the following:
- 6. [A small supermarket A neighbourhood foodstore](#) to meet [primarily newly arising \(A134\)](#) local needs
 - 7. Smaller shop units comprising a range of A1 A2 A3 A4 and A5 Uses
 - 8. Healthcare facilities potentially including a new GP surgery, dentists, pharmacy, and/or other community services such as health visiting, school nursing and district nursing.
 - 9. Community hall facilities [possibly combined with eco-community hub \(112\)](#)
 - 10. Electronic Information and workspace facilities
 - 11. Education facilities, including early years, primary, and secondary provision.
 - 12. Built sports facilities.
 - ~~Eco community hub (see Statement 9)~~
- 5.25 Clearly detailed housing mix, masterplanning approach, market considerations and consultation will influence the type and level of service provision required and will be the subject of negotiation with the developer as part of the masterplanning and planning application process. Requirements associated with open space, ~~transport and training/ skills~~ are set out elsewhere in this document. [\(A113\)](#)
- 5.26 Where analysis [\(through Community and Leisure Facilities Statement\)](#) indicates that a need for new services or facilities is likely to be generated, new provision will be expected to be made through the development. This provision should normally be made on site and should be located so as to maximise accessibility from all parts of the site, particularly by walking and cycling. Co-location of services and facilities [including opportunities to link with commercial facilities \(A119\)](#) should be explored to make best use of land and allow more efficient management and operation of facilities. Provision may take the form of a built facility and/ or fixed period revenue funding and/or one-off financial contribution. Provision will be secured in a phased manner [\(as set out in the Phasing Strategy\)](#), which will take into account the feasibility of service operation, commercial development considerations, availability of existing capacities and spatial approach to site delivery. Trigger dates and levels of service provision will be negotiated as part of the planning application process and Section 106 Agreement.
- 5.27 Government guidance (Policy EC5 of PPS4) sets out an approach to identifying need for town centre uses including convenience retail, intensive sport and recreation uses. The principles behind assessing need for these

facilities will inform the approach taken to other provision at the Site. PPS4 and supporting practice guidance set out an approach to identifying needs which is based around;

- (a) Assessing likely demand for facilities based on the scale of population growth and anticipated intensity of use.
- (b) Assessing current levels of provision within accessible distances of the site, and the capacity of this provision to meet new needs.

This assessment of need will ensure both that the viability and use of existing facilities is not compromised by new facilities, and that any new facilities provided are themselves used by the community.

5.28 This approach has informed preliminary work undertaken for the Site. Specific findings in some areas will emerge through more detailed discussions and consultation with service providers, stakeholders, the community and developers. The approach will also need to be refined as specific proposals are put forward relating to the size and composition of the residential community.

Education

5.29 The need for provision of education facilities has been assessed on the basis of standard ratios of numbers of pupils per housing unit used by the local authority for pre-school, primary and secondary education. Indicative work undertaken to date reveals that the site will probably generate in excess of 120 pre-school children, 250 primary pupils and 140 secondary pupils. Capacity analysis has been undertaken on the basis of current and forecast occupancy of existing facilities.

5.30 Taking into account the likely level of need generated on the basis of current residential capacity assumptions, and the existing accessible capacity to meet this need, it is estimated that an 80 place pre-school nursery facility will be required on the site, as well as a 255 place primary school. The school will be expected to be delivered within the development site and by the developer, and is estimated to ultimately require a 1.7 hectare site. The buildings should be provided to a standard that allows immediate occupation, and should be provided and extended at appropriate trigger points. Any nursery provision will be operated commercially, to be occupied by a service provider on commercial terms. The primary school will be transferred to the Local Education Authority in accordance with the Councils approved policy on community asset transfer, [subject to any linked or co-located community facilities \(eg built sports, open/recreational space and community hall\) being retained in public or community ownership as required.\(A631\)](#).

5.31 In addition, off-site financial contributions will be sought to accommodate secondary education needs elsewhere in the city. The final size of facilities and contributions required will be dependent on the size and composition of agreed development proposals and will be secured in a phased manner through a Section 106 Agreement.

Retail

5.32 The York Retail Study (GVA Grimley 2007) recommended new convenience retail provision on both York Central and British Sugar, and identified city-wide capacity for growth. More specific convenience retail needs assessment has revealed that there is currently a lack of local shopping provision within the identified primary catchment area of the Site, with only a few small scale stores in the local area. A need has been identified for new convenience shopping within this catchment estimated to be around 1000 - 1500 sq m (netgross), comprising a local food store of around 600 sq m (net), and an appropriate range of additional, smaller scale, complementary shops within use classes A1, A2, A3, A4 and A5 to be occupied on commercial terms. A Retail Impact Assessment will be required to assess likely impacts of new retail provision. It is important to note, however, that in addition to considering quantitative need, qualitative considerations are also important in terms of meeting local service and employment needs, adding to the mix of development on site and providing a sustainable neighbourhood. Public consultation will also influence the eventual nature of local retail provision.

Built Sports Facilities

5.33 In terms of built sports facilities, Active York commissioned research in 2005 to look at the demand for leisure facilities including swimming pools and indoor sports halls. This provided the city with a planning tool which is used to assess the impact of new development and requirements associated with this. Capacity analysis reveals a deficiency of both sports hall space and swimming pool facilities within the city. Application of the tool to the levels of population currently estimated for the British Sugar development (in the region of 3,000 persons) reveals a potential requirement for the provision of 30 sq m of swimming pool space and around 1 badminton court. Once the development size and mix has been agreed, and as part of the negotiations on a Section 106 Agreement, the Council will seek an off-site financial contribution towards swimming facilities commensurate with the need generated. On-site sports hall facilities will be sought should be provided (A141) as part of a wider package of community facilities (see below), to be transferred in accordance with the Councils approved policy on community asset transfer.



Built Sports Facilities

Community Hall

- 5.34 Analysis of community hall provision in York indicates that there is a good level of provision within the city as a whole, with 83 facilities city wide, equating to one per 2,350 residents. However, there is a much lower level of provision in this area of the city, with only 2 facilities in the Acomb and Holgate wards (equating to one per 10,500 residents). More detailed analysis of meeting room facilities within an 800 metre distance (roughly 20 minute walk time) of the Site reveals that there are only two facilities, which collectively offer limited scope to meet new needs associated with the development. Given an estimated population of over 3,000 people and in the context of limited opportunities associated with existing facilities, the development will be expected to incorporate provision of new community hall facilities to meet those needs generated by the development.
- 5.35 The community hall facilities will act as an important social hub for the new community. Facilities should be configured so as to maximise the range of activities that can take place, and should be made as widely accessible to groups and individuals as possible. Buildings should be provided and fitted out to be of a scale and standard to meet a wide variety of defined purposes (to be further explored through masterplanning and public consultation) potentially including, amongst other things, public meetings, classes, clubs and groups of a range of scales, sports activities, electronic information/and workspace facilities provided with internet access in a dedicated area (A111) and community offices. The potential to combine this provision with the eco-show home/ community hub facility outlined at paragraph 6.10 or the primary school (refer to education section above) (A188) should also be explored. Financial provision will also be sought for the establishment and operation of an appropriate management structure for facilities, which should be transferred in accordance with the Councils approved policy on community asset transfer.

Local Scouts undertaking a “planning for real” type exercise for York Northwest (photograph courtesy of Lidgett Grove Scout Group)



Healthcare

- 5.36 The need for new healthcare facilities arising from the development will need to be assessed and addressed by the developer in the context of capacities in existing facilities. The type and level of services and facilities required to meet estimated needs will be negotiated in close liaison with the appropriate care provider once more certainty around housing scale type and mix is established through the masterplanning and planning process, and will be secured through the Section 106 Agreement and transferred in accordance with the Councils approved policy on community asset transfer.

Statement 5

An accessible new local centre will be provided within the Site and will be served by sustainable transport and integrated with green infrastructure networks.

- 5.37 National government policy sets out the potential for local authorities to designate new centres in a hierarchy where necessary, to meet identified needs. The Retail Study (GVA Grimley 2007) recommended the allocation of local or district centre/s on the York Northwest site, and the provision of a new local centre at the Site is included in the draft Core Strategy. An indication of the type and scale of facilities typically provided in a local centre is outlined in PPS4; “a range of small shops of a local nature serving a small catchment”. The scale of need for facilities outlined at statement 4 relates to meeting local needs, which would result in the creation of a local rather than district centre. A local centre would also be more appropriate given the spatial arrangement of local and district centres in the city and the need to maintain the vitality and viability of Acomb District Centre.
- 5.38 Provision of a single accessible local centre within the former British Sugar/ Manor School development will also offer distinct sustainability advantages over a more dispersed pattern of provision, allowing linked trips, offering opportunities to maximise sustainable travel options, increasing the viability of individual facilities and maximising the range of services available to the new residential community. The facility will provide a focal point for activity within a local neighbourhood centre, but should be designed and located so as to minimise adverse impacts on adjoining residential areas and green assets, whilst maintaining high levels of accessibility for the new development.
- 5.39 It is expected that new community facilities to meet local needs outlined at Statement 4, where they are required on-site, should be provided in a single centre, which is sited so as to maximise accessibility by public transport, walking and cycling for all future occupiers of the development. Opportunities should be taken to provide flexible spaces which can be used for a variety of purposes by different groups at different times. This will

provide opportunities for social interaction within the community (see Principle 6) and minimise the environmental impact of the development.

Principle 3: To maximise the benefits of sustainable economic growth for the local community.

- 5.40 A strong local economy supported by a skilled and experienced workforce with access to a diverse range of jobs is a critical element of any sustainable community. The Site offers specific employment and training opportunities in terms of both the construction and development of the site and the type of development to be accommodated.

Statement 6

To promote opportunities for small scale B1 employment uses in association with the local centre or in a live/work format in order to reduce the need to travel.

- 5.41 Small scale provision of B1 offices to meet local needs within any local centre could provide a sustainably accessible employment opportunity for new residents and encourage greater use and vitality in the centre, and would therefore be acceptable, subject to being of a scale, type and layout that is compatible with adjacent uses.
- 5.42 The provision of a larger scale of employment use is unlikely to be acceptable on the site. The emerging Core Strategy spatial approach to future employment provision identifies sufficient quantity of preferable employment land elsewhere in the city. York's employment land review also identifies a declining need for B2 type premises, and there are several existing employment opportunities in close proximity to the Site at including York Business Park, Northminster Business Park and York City Centre.

Statement 7

A programme of training and skills development will be expected to accompany detailed planning applications in order to facilitate training opportunities and provide educational opportunities with particular emphasis on new sustainable technologies.

- 5.43 Economic benefits to the local community should be maximised in the development of the Site. This will involve education and skills development during construction and training opportunities relating to the sustainable design of the development once completed. Higher York, a partnership between higher education providers (including universities and colleges)

and the council have been working to promote a 'Construction Skills Academy' within York. A targeted training and recruitment model has been developed in York to encourage broader engagement during the development of major sites in the city. The aim of this way of working is to ensure that the maximum benefit can be gained through the construction of the development in terms of education, skills development, training and community involvement particularly for the benefit of local people, local businesses and the construction industry.

- 5.44 A pilot scheme at Heslington East has been used to trial the proposals which is then to be used on other major development sites within the City. This involves visits to the site, work experience and apprenticeships, working with local schools and colleges, programmes to give experience to the unemployed, and up-skilling of construction workers in sustainable construction technologies. It also encourages construction companies to use local labour in the construction of the development. This approach will have benefits in terms of providing green jobs and skills, promoting community involvement in the new residential area and engaging the young people within the community in its future environment. By using this approach opportunities could be given to schools and colleges to visit the site, work experience and apprenticeships offered to local young people and up-skilling courses provided for employees. Higher York, a partnership between the Further and Higher Education providers and the council will support developers in this. A statement setting out a programme of training and skills development throughout a fixed period of the construction and occupation of the development will be required as part of any planning application, and its implementation will be secured by condition or legal agreement.



Danesgate Skills Centre, York.

6.0 Theme 2: Quality Place/Environment

- 6.1 This theme considers issues around place making and sustainability. The principles and statements in this section will help to deliver the vision for the area, outlined in section 4, particularly in relation to the creation of ...**a distinctive place of outstanding quality and sustainable design....and enhancing quality of life.**

Figure 11: Key Influences

Theme 2
PPS1: Delivering Sustainable Development (2005)
PPS: Eco Towns – A Supplement to PPS1 (2009)
PPS9: Biodiversity and Geological Conservation (2005)
PPG17: Planning for Open Space Sport and Recreation (2002)
PPS22: Renewable Energy (2004)
PPS23: Planning and Pollution Control (Annex 2: Development on Land affected by contaminated land (2004) (A216)
Emerging Draft National Planning Policy Framework (2011)
World Class Places (2009)
Leeds City Region Urban Eco-Settlement Submission (2008)
Leeds City Region Green Infrastructure Strategy (2010) (A27)
Without Walls York Sustainable Community Strategy (2008)
Emerging York Core Strategy (2011)
Emerging Low Emission Strategy (2012)
York Local Climate Impact Appraisal (2010)
Climate Change Framework and Climate Change Action Plan (2011)
Sustainable Design and Construction Interim Planning Statement (2007)
York Northwest AAP Issues & Options Consultation Feedback (2008)
York Open Space Sport and Recreation Study (2008)
YNW Open Space Topic Paper (2010)
Renewable Energy Strategic Viability Study for York (2010)
UES York Northwest Local Carbon Framework (2011)
City of York Climate Change Framework (to be approved Jan 2011)
Climate Change Action Plan (as above)

Principle 4: To ensure the highest achievable standards of sustainability are embedded at all stages of the development.

- 6.2 [The Climate Change Framework outlines the objective of reducing greenhouse gas emissions within the city, with a 40% reduction in carbon dioxide emissions by 2020 and 80% by 2050. The Sustainable Community](#)

Strategy seeks to reduce York's ecological footprint and promote more sustainable lifestyles. New development within the city should contribute towards this through with low carbon development and use of renewable energy sources, and using a sustainable approach to design and construction to encourage sustainable living.(A54) Sustainability has been accepted by the public and Council as the guiding principle behind the York Northwest project from its outset. The scale of development anticipated at the Site offers unique opportunities to embed and deliver a comprehensive sustainable approach to its development, but also means that it will need to incorporate flexibility in order to be adaptable to change and meet future needs. Consideration should be given to offsetting the impact of the development on all aspects of the natural environment previously provided by the site (eg, water retention/conservation habitat).A10

Statement 8

To ensure that the design, construction and occupation of the development minimises environmental impact over its lifetime.

- 6.3 Higher environmental performance which delivers more prudent use of natural resources and reduces climate change impacts is a key aim of the government, and local authorities are directed to promote this. The Code for Sustainable Homes sets out a mandatory route to all new residential development meeting its highest level of sustainable development, including carbon neutrality. Given the anticipated long term timescales for development of the area it is likely that a significant proportion of development at the Site will need to address this requirement.(A238)
- 6.4 The development will deliver social housing to Code Level 4 from the outset of development and to Code Level 6 from 2013, and to deliver market housing to code level 3 from the outset, and to Code Levels 4 and 6 from 2013⁴ and 2016 respectively. Where possible and (A238) financially viable (for example, through use of grant funding (A242), delivery of housing to higher levels of the Code or its equivalent (A237) will be sought prior to 2016. The detailed delivery and phasing of this should be demonstrated in the masterplanning and planning applications.



Water cycle management integrated with the built environment at Upton urban extension, Northampton.

- 6.5 Important aspects in achieving these standards at the Site include:
- ~~5~~• Minimising energy consumption in all buildings and, adopt Solar Passive Design and in particular site design and layout that favours south facing roof spaces which buildings are likely to have pitched roofs; including passive solar design.
 - ~~6~~• Providing, subject to feasibility, sustainable localised low carbon/renewable energy generation on-site, utilising where possible natural energy sources (see Local Carbon Framework for York Northwest). All major developments must incorporate on site renewable/low carbon energy generation equipment to reduce predicted carbon emissions by at least 10% as set out in at least 10% of the sites energy demand will need to be met by low carbon renewable energy generation, as required in (A224) (A230) (234)York's Sustainable Design and Construction Interim Planning Statement);
 - ~~7~~• Minimising water consumption;
 - ~~8~~• Managing surface water sustainably through a water strategy;
 - ~~9~~• Dealing with waste from the future use of the area through a sustainable waste and resources plan;
 - ~~10~~• Minimising emissions and air quality impacts for the development guided by an emissions impact assessment;
 - ~~11~~• Where possible ensuring construction materials are sourced locally (A213);
 - ~~12~~• Ensuring the development is resilient to a changing climate and well adapted for such changes.
- 6.6 The masterplan should be informed and supported by an overarching sustainability statement and a low carbon energy generation strategy. These should have regard to the findings of the city wide renewable energy study and the Local Carbon Framework for York Northwest. (A244) (A239) This highlights that a number of sustainable energy sources may be appropriate on the Site, and identifies the Site as having potential for stand alone biomass boilers and ground source heat pumps for the community buildings as well as significant opportunity for solar thermal/photovoltaics on residential buildings. to result in a large and relatively stable heat load, which could be suitable for CHP or district heating schemes.(A244) The sustainability aspects of the planning application should demonstrate which energy sources have been incorporated and will need to be flexible enough to respond to opportunities to implement or retrofit known(A244) future technologies and approaches. The development should be designed to be energy efficient: incorporating high standards of insulation; minimising impact from shadow, wind and frost; utilising natural lighting and ventilation; and, capturing the sun's heat. In addition to this, the development will be expected to deliver BREEAM excellent standards, or equivalent (from 2015) (A237) for new commercial and public buildings. The approach to meeting environmental standards associated with BREEAM and the Code for Sustainable Homes (or equivalent) A237 will be informed on the site through consideration of available technologies having regard to the Local Carbon Framework for York Northwest. within the sites emissions assessment.A244

Statement 9

Subject to the availability of Urban Eco-Settlement funding those aspects of the development to which funding is directed will be expected to be delivered to an agreed higher environmental specification, guided by eco-town principles and site characteristics, and enabled through the general approach to masterplanning the whole site.

- 6.7 Reflecting the aspiration for a pioneering sustainable community, York Northwest is being promoted in conjunction with the land-owners as an Urban Eco-Settlement through the government's eco-town agenda.
- 6.8 The York Northwest Urban Eco-Settlement is likely to evolve over time, with input from the landowners and key stakeholders as the development progresses and higher environmental performance becomes mandatory. Public sector funding is being sought through Urban Eco-Settlement status to deliver a higher standard of sustainability in key areas at no additional cost to the development. If successful this will enable delivery of an exemplary development which can form best practice and act as a catalyst for more sustainable development elsewhere. There is no exact definition of the type and level of long-term public funding, however, the masterplanning of the site should have regard to likely areas of funding intervention and should be undertaken with the flexibility to include these concepts within the design.
- 6.9 Funding bids to date have been guided by eco-town principles, and focussed on the delivery of higher levels of energy efficiency, water cycle performance, sustainable transport patronage, community engagement and access to open space.
- 6.10 Funding ~~was has been~~ sought for a first phase 'Demonstration Exemplar' scheme as part of the York Northwest Urban Eco-Settlement, ~~although unfortunately the potential funding stream was not progressed. Subject to the availability of funding, this will~~ The aspiration is still to deliver up to 60 highly sustainable residential units alongside open space including allotments, and an eco show-home/ community hub facility as an early deliverable scheme. However should alternative funding become available the intention would be to provide an ~~The eco/community hub facility which would occupy a separate building/show-home. This and could provide a facility for information exchange, meeting space and with practical examples of is will showcase sustainable technologies as and provide (A112) a resource for new and existing community groups. An alternative approach could be to provide these facilities. This could be provided~~ in conjunction with any wider community facilities discussed in Principle 2. A holistic approach to all aspects of sustainable design and future lifestyle choices

~~will~~would be promoted in the demonstration exemplar scheme, which ~~will~~would act as a benchmark for later stages of the development. [\(A112\)](#)

Sustainable housing
at the BRE centre.



Principle 5: To create a high quality locally distinctive place which relates well to both the surrounding area and the city as a whole. (A253)

- 6.11 High quality design attracts investment, improves the environment, benefits quality of life in terms of health, community cohesion and reduced crime, and in the long term is more cost effective than poor design. Local distinctiveness is an important element of place-making, contributing to the variety and vibrancy of our built environments and adding value to development. Local communities and the general public should be at the centre of defining what is locally distinctive at this site, through active involvement and consultation in the evolution of the design of the development.

Statement 10

To achieve a high quality of design throughout the area with distinctive character areas that expresses the site's sustainable credentials whilst reflecting its context.

- 6.12 This will be informed by both public consultation and detailed context appraisal for the masterplan, which takes into account existing features including topography, landscape features, relationship to the river, relationship with adjoining residential properties, and wider relationship to York's character and setting. The design and layout of the development should take account of the amenities of adjoining residential areas, ~~and~~ seek to minimise impact on these, whilst also ensuring that the development complies with relevant design criteria in terms of impact on existing noise sensitive uses in the area and any within the development itself (and accord with BS 8233:199/BS4142 and the councils guidelines). The need to screen and mitigate noise and vibration from adjoining uses including industrial uses and operational rail lines will also inform this process. The assessment process would be required to split the development site into a number of different areas each with their own noise

exposure category assessment. [External floodlighting of areas, if proposed, will need to be subject of a lighting impact assessment to ensure the level of luminance complies with necessary guidance and minimises light spillage to any adjoining sensitive uses.](#)

- 6.13 A high quality of design will be expected in terms of the layout and detailed design of the development including landscaping, public realm, public art and the external appearance of buildings. This should be demonstrated and delivered through the masterplanning, planning application and design code to be produced by the developer. Identification of a range of character areas within the site will be encouraged and should relate to detailed context appraisal and consultation undertaken as part of the masterplan process.—On and off-site environmental improvements related to the development may be required.

Statement 11

To maintain a strong connection to the site's historic use and the social heritage of the area.

- 6.14 There have been significant improvements to the environment as a result of the cessation of British Sugar operations on site in terms of noise, smell, and movement of heavy traffic at unsociable hours. Furthermore, demolition of the operational buildings has resulted in the removal of large-scale industrial buildings in this sensitive location adjacent to the Greenbelt. Notwithstanding this, the British Sugar factory was an important part of the social and economic fabric of the city, and as such has a legitimate legacy that should not be lost through redevelopment.
- 6.15 An archaeological desktop survey for the British Sugar site revealed that whilst the potential for on-site archaeology is likely to be fairly low, there are areas which may have prehistoric, Roman or medieval remains. An archaeological evaluation of these specific areas of the site, including the sports field and former car park area, should be undertaken prior to detailed design work. This will require a non- intrusive geophysical survey with excavation of evaluation trenches if necessary. The desk top study did not include the former Manor school site and an archaeological desk based assessment and an evaluation should therefore be carried out for this part of the Site as part of the Environmental Statement.
- 6.16 Key aspects of this historic use that could be incorporated into the design of the new development, subject to wider design considerations, include elements of the distinctive man-made site topography and any remaining industrial artefacts, which could also be reflected in public art and street furniture. In addition opportunities to establish public chronicles of historic operational activity perhaps within the community centre should be explored. The site's industrial heritage could also be reflected for example, in the names of streets and public facilities.

Statement 12

To utilise opportunities for key views into, out of and through the area from accessible public areas.

- 6.17 The Site offers opportunities to use existing views and frame new views both into and out of the area. Opportunities to create varied streetscapes with unexpected focal points and incidental views within the new development should also be taken. This should also create legibility within the site through visually signposting a clear hierarchy of key public and community spaces.
- 6.18 Key focal points for these views will be informed by both the British Sugar landscape assessment (2007), and emerging context appraisal work for masterplanning. These will include York Minster, the River Ouse, Clifton, Poppleton and Rawcliffe Ings as well as new community spaces within the development.



Views of York Minster and the River Ouse from Clifton Ings.



Principle 6 : To create a people friendly environment which promotes opportunities for social/ community interaction.

- 6.19 The environment within which people live exerts a strong influence on individual sense of wellbeing and everyday quality of life. Good design can foster this, and create an environment in which people wish to spend time, leading to community cohesion and interaction. Making places better for people is a key element of PPS1.
- 6.20 Including the views of a cross section of society in how a place is designed and constructed is important in ensuring social inclusivity, and will help to foster a sense of community and pride in the area. Ensuring a people friendly built environment is particularly important for less mobile members of the community such as the frail elderly. Key aspects of a people friendly environment include safety, security, accessibility, convenience, aesthetic appeal, and opportunities for interaction. [The design of the development](#)

should incorporate designing out crime principles to ensure natural surveillance and defensible spaces. (A270) (271) (A310)

Statement 13

To provide a framework of linked public realm spaces and routes, within which pedestrian /cycle movements have primacy in a safe, pleasant, inclusive and accessible environment.

- 6.21 The importance of pedestrian and cycle links is discussed in more detail in terms of sustainable transport benefits at Principle 9. In addition, increased walking and cycling places allows a more human, slow speed environment in which social interaction is more likely to take place leading to greater community cohesion and increased sense of place.
- 6.22 It is critical that a framework of easily accessible, legible ~~paths within which pedestrians and cycle~~ist routes s have priority ~~is~~are provided within the design of the development. These paths should have primacy within the movement hierarchy with direct routes to link main destinations to encourage modal shift from the car.~~should be~~(A530) The paths should be segregated from vehicular traffic wherever possible, well lit (using low carbon lighting) (A239) and subject to natural surveillance in order to ensure that they are perceived to be safe and pleasant to use.
- 6.23 These should form a well-structured hierarchy of streets and paths, allowing high permeability and giving the development a legible layout. These paths should connect homes with community facilities such as schools and shops, as well as open spaces, recreational facilities, public transport services, and key destinations outside the site and minimise conflict with vehicular traffic. (A269). This should be achieved by linking internal routes to the current (or proposed new) pedestrian and cycle route networks outside the Site or providing new links where necessary.

Statement 14

To provide multifunctional spaces and facilities within which complementary community activities can take place on a formal and informal basis.

- 6.24 Spaces and facilities that are capable of meeting a variety of needs offer a number of benefits over less flexible facilities when provided at an appropriate scale and location. For example a well designed community hall can be used for a variety of uses including formal meetings, sports, parties and events, or community group meetings. These facilities need to be designed to be convenient and enjoyable to use for all, and should be integrated into Green Infrastructure and sustainable travel routes. Such facilities can promote interaction between residents of all ages and

backgrounds leading to greater community cohesion and increased sense of place. Opportunities should also be taken to co-locate different types of community uses, potentially allowing dual use of, for example, sports, community and education facilities. [Possible links with commercial facilities should also be explored. \(A119\)](#) Management of facilities should be community led where appropriate in order to promote inclusive use and foster community ownership. Other benefits include:

- 6• Reduced operation and construction costs.
- 7• Increased viability of services through cost savings and higher levels of patronage associated with linked trips.
- 8• Potential to offer an increased range of services through above.
- 9• Improved capacity to adapt to future needs.

Principle 7: To deliver new development within a framework of linked, multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network.

- 6.25 Open space, including public realm, will be a key spatial driver of “place” in the regeneration of the York Northwest area. Provision of high quality, usable open space, which is integral in the design of the development from the outset, is crucial to the successful development of the area. Provision should be made in a manner that maximises the benefits of synergies with existing networks of green infrastructure in the vicinity of the site and in the wider city and sub region.

Statement 15

New and improved Green Infrastructure should be provided and maintained to meet new needs for formal and informal recreation and leisure use.

- 6.26 The development should provide an appropriate level, type and quality of open space in order to best meet future needs of residents and commercial occupiers of the Site in a convenient and accessible manner. Levels of provision will be negotiated having regard to the city’s Open Space, Sport and Recreation Study (PMP2007) as reflected in draft Core Strategy targets, which require levels of provision of 7 different typologies of open space. Negotiations should be informed by localised deficiencies and surpluses [already identified in the area \(York Open Space Sport and Recreation Study 2008\) \(A321\)](#), specific site requirements and potential for provision of multifunctional space. [Provision of green infrastructure should also demonstrate how the development will adapt to future climate change and address issues such as effect on biodiversity/habitat, rainfall variations, and the provision of cooling through the natural environment. \(A229\)](#) As an

Urban Eco-Settlement the provision of exemplar levels of open space will be sought in order to promote highly sustainable communities. Funding opportunities to provide access to additional open space through the Urban Eco-Settlement agenda should also be explored through the development. Provision should be made for the maintenance of such land for a 10 year period either through the establishment of a management organisation or through capital contributions to the Council.

- 6.27 The level of new provision should be informed by audit work summarised in the York Northwest Open Space Topic Paper (August 2010), which identifies existing open space capacity for the York Central and British Sugar sites and gives guidance on future provision of open space. Assessment against the open space standards will be made according to the level of land provided within each category set out in the PPG 17 Study. In the first instance the presumption will be to provide all open space typologies within the site and ensure there is no overall loss of open space. (A287,A321) The potential to meet new need through qualitative improvements to existing ~~accessible~~ open space, if available, and where it could be made accessible.(A321) should also be explored as part of negotiations.
- 6.28 In general terms, safe and convenient on-site provision will be more important for the following open space typologies: Children’s play spaces; allotments; teenagers’ facilities, amenity green space and local parks. All types of open space should be provided on site to ensure a balanced scheme. —A degreeSome level of off-site provision may be ~~more acceptable~~considered for outdoor sports facilities and natural/ semi-natural open space, subject to ensuring there is an appropriate net improvement in the provision for these two typologies in the catchment area. (A287,A321).

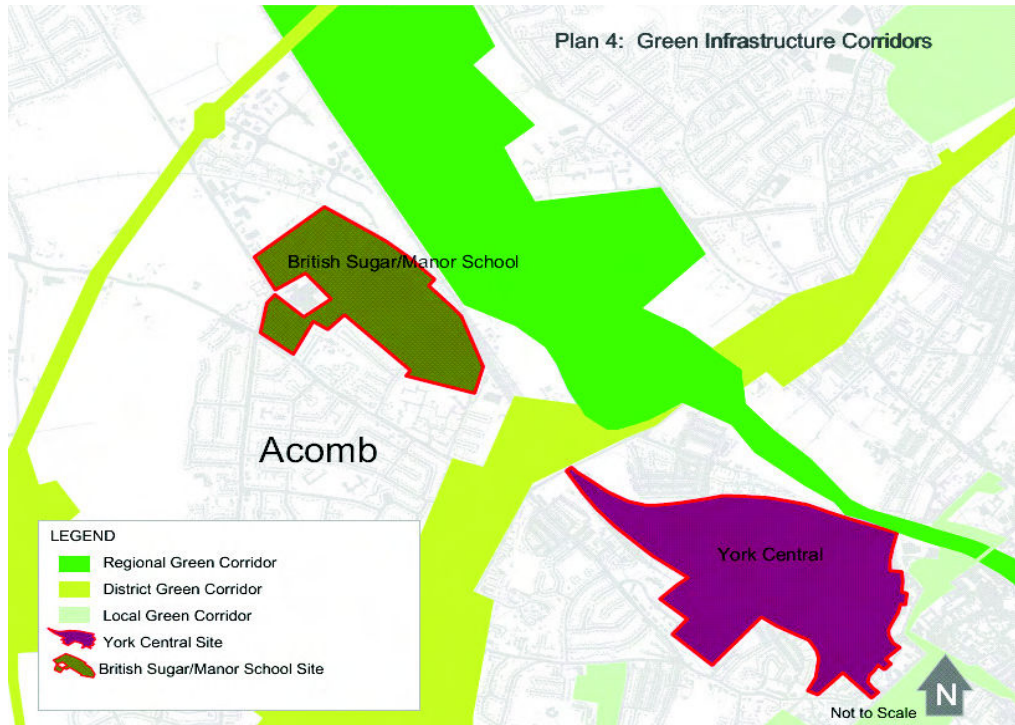
Statement 16

To create a multifunctional green spine which links new and existing green assets both within the site and the surrounding area.

- ~~6.29A~~ Green Infrastructure Strategy should show how open space should be configured within the site so as to form a green spine and fingers which also incorporates green routes, sustainable transport links, access to key facilities and blue infrastructure including Sustainable Urban Drainage Solutions (SUDS) where appropriate. These could be joined in either a contiguous or “stepping-stone” manner, but should maximise accessibility to open space through spreading provision throughout the Site, as well as allowing connectivity for both people and wildlife. Provision of pedestrian and cycle paths as part of this green spine will also increase attractiveness of this travel option as referred to at Principle 9. Provision of a multifunctional green spine will also lead to increased social interaction and use of open space through raising the awareness of opportunities for recreational use.

6.30 The Site also lies adjacent to Local Green Infrastructure Corridors and a more significant regional Green Infrastructure Corridor formed around the River Ouse and including Clifton Ings, Poppleton Ings and Rawcliffe Ings (Yorkshire & Humber Green Infrastructure Mapping Project 2010), see Figure 12 The masterplan should demonstrate how the green spine will successfully link with and incorporate these important corridors.

Figure 12: Green Infrastructure Corridors:
 (data from:Yorkshire & Humber Green Infrastructure Mapping Project 2010)



Statement 17

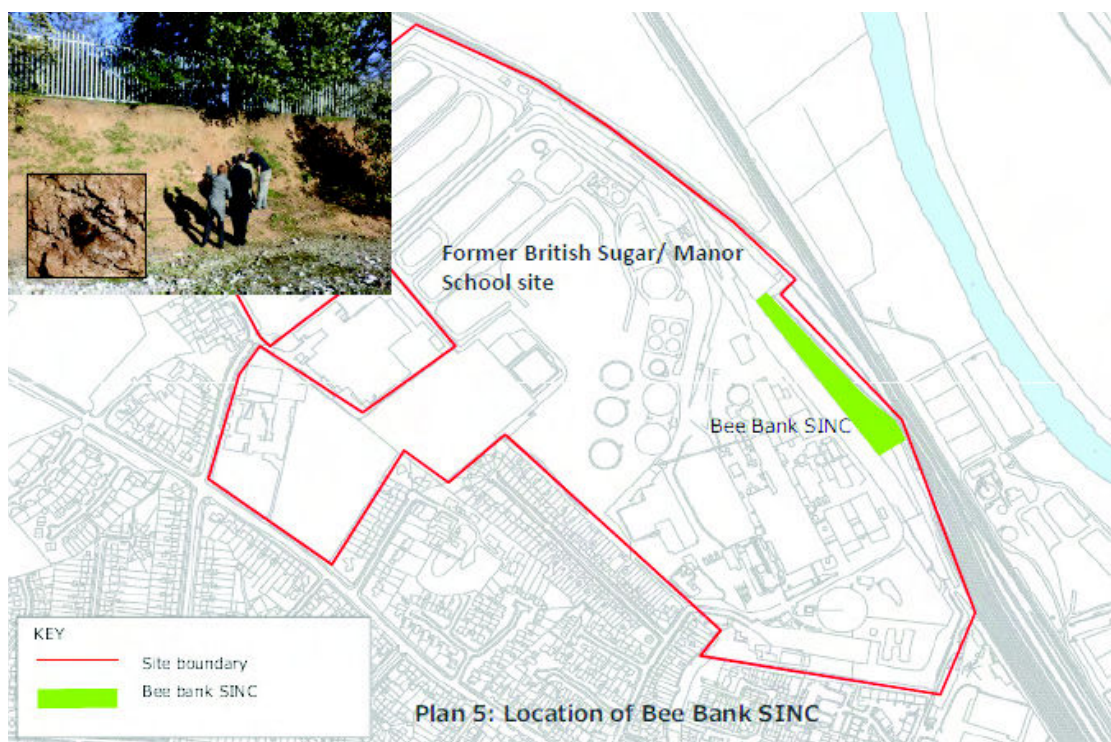
To retain existing green assets of value within the site and incorporate these within the new green infrastructure network where possible.



Green Linkages

- 6.31 Existing green assets currently identified within the Site include areas of landscape/ amenity value, groups and individual trees and a bee bank and associated foraging areas. The development will be expected to incorporate these assets and to produce a biodiversity management plan and provide for its implementation. The site also includes outdoor sports facilities. Retention or re-provision of these is level of existing facilities is required. (A322) and pProvision of new facilities will need to be informed by a Playing Pitch assessment. An approach to provision of facilities will also need to be agreed with Sport England.
- 6.32 The Bee Bank (see Figure 13) contains a habitat used by mining bees including nationally scarce and rare species. As such the site has been identified as a Site of Importance for Nature Conservation (SINC). This designation gives protection to the bees, their habitat and associated foraging areas. Figure 13 indicates the extent of the Bee Bank habitat SINC. As part of the planning application and masterplanning process, the developer will be required to assess the extent of foraging area associated with the population and habitat, and demonstrate to the council's satisfaction how this will be protected and maintained within the wider development of the site.

Figure 13: Location of Bee Bank SINC

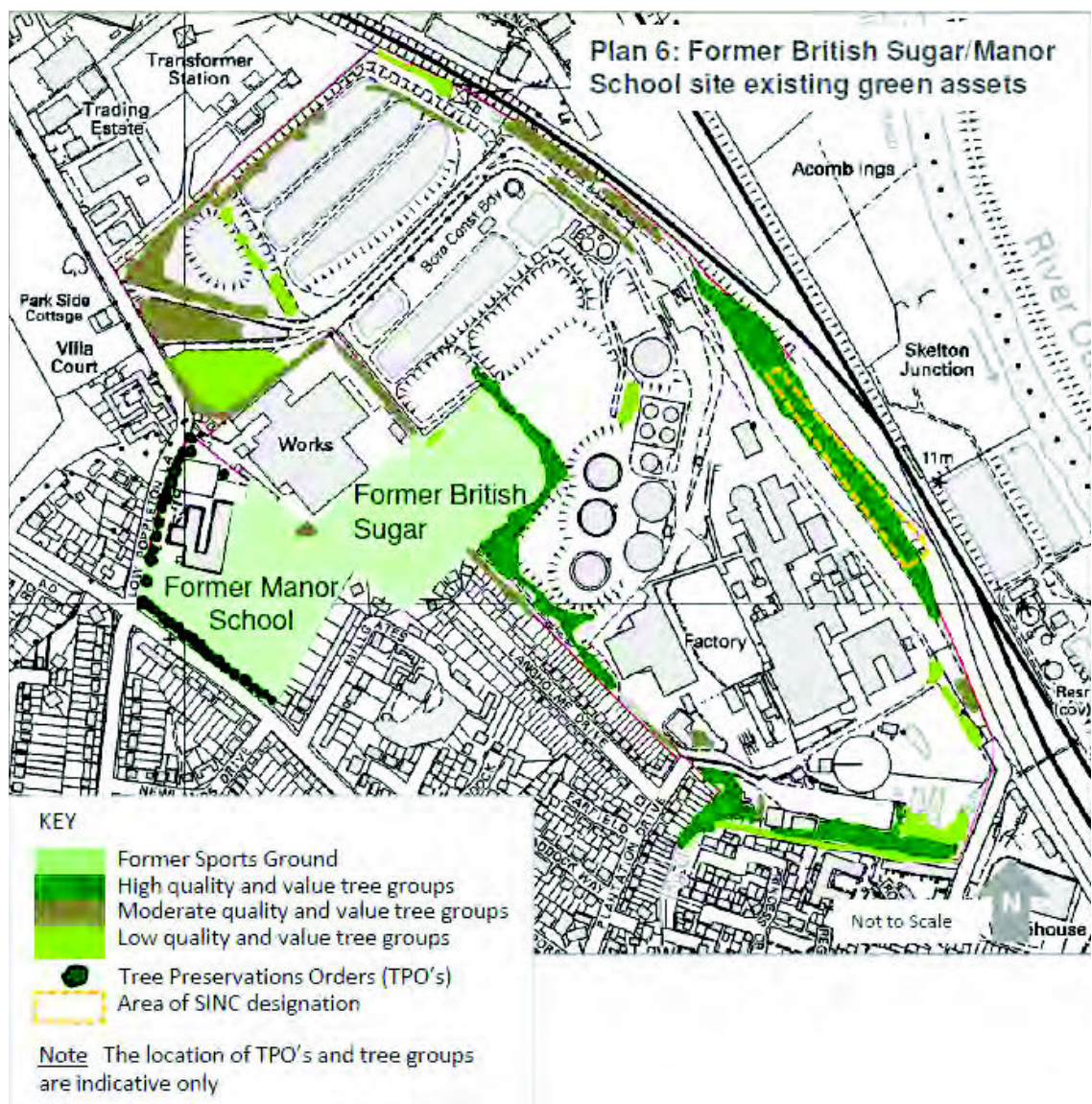


- 6.33 Areas of landscape value, groups of trees and key views have been identified through the British Sugar Landscape Assessment undertaken by

Popplewell Associates (2007). In addition there are trees which will be protected by Tree Preservation Orders within the former Manor School site (338),(339),(340),(341),(342),(343). There will be a presumption to retain and enhance these assets which have been identified as being of value, particularly where these benefit the amenities of adjoining residential areas, unless other overriding considerations can be demonstrated.

- 6.34 There is also a presumption that individual trees which are identified as being of good quality and/or of amenity/landscape value will be retained in order to deliver the Core Strategy objectives relating to maintained and increased tree cover across the city as well as site specific objectives. Individual and Group Tree Preservation Orders will be served as part of the planning process in order to achieve this. Trees have an important amenity function as well as acting as carbon and water sinks, and providing an important habitat for wildlife. New trees will be expected to be provided as part of new on-site open space to complement those retained on site and will need to take account of the emerging Tree Strategy. (A355)

Figure 14: Existing Green Infrastructure Assets On former British Sugar Site
(Plan produced by Popplewell Associates)



- 6.35 Figure 14 illustrates some of the green infrastructure assets within the former British Sugar part of the Site. Further survey and assessment work will be required for the former Manor school part of the site (which should accord with BS5837 2005). Further green assets may be identified through the detailed planning process and should be retained as appropriate. The green spine identified at Statement 16 should incorporate those retained green assets in the area wherever practical.

7.0 Theme 3: Sustainable Movement & Connections

- 7.1 This theme considers issues around sustainable transport and effective integration. Transport is an overarching issue within the York Northwest area and the approach taken at the Site will have regard to and help to deliver a more comprehensive transport approach, albeit related to the scale and impact of development at the Site.
- 7.2 The wider comprehensive transport approach will be delivered through ~~an~~[the](#) overarching York Northwest Transport Masterplan which ~~will be~~[is being](#) produced for the area to support the draft Supplementary Planning Documents for the two key development sites.
- 7.3 Three principles are discussed further under this theme; all seek to deliver the vision for the site, outlined in Section 4.0, particularly in relation to **‘well connected with the city and wider region...fostering new sustainable communities and enhancing quality of life.’**

Figure 15: Key Influences

Theme 3
 PPS1:Delivering Sustainable Development (2005)
 PPG13:Transport (2001)
 Delivering a Sustainable Transport System (DfT 2009)
 York Local Transport Plan 2 (2006)
~~Emerging York Local Transport Plan 3 (2010)~~ [City of York’s Local Transport PLAN 2011-2031 \(LTP3\)](#)
 Without Walls York Community Strategy (200X)
[Submission draft Emerging Core Strategy \(2010\)](#)
[York New City Beautiful \(2010\)\(A49\) \(A50\)](#)
[Emerging York Low Emissions Strategy\(2010\)](#)
 York Northwest AAP Issues & Options Consultation Feedback (2008)
 YNW Transport Topic Paper (2010)
~~YNW Transport Masterplan (2011)~~
 Emerging Low Emission Strategy
[Emerging Draft National Planning Policy Framework \(2011\)](#)

Principle 8: To maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel in line with the hierarchy of transport users set out in ~~LTP2 and the emerging~~ LTP3.

- 7.4 High levels of integration, connectivity and accessibility promote sustainable travel, equitable use of services and social interaction, as well as helping to achieve a quality built environment. These qualities are fundamental to any sustainable community, and it will be essential that these are delivered on

the Site. The suburban location, on the edge of Acomb, offers opportunities to facilitate integration with the adjoining residential communities and to access existing services in a sustainable manner. It also offers opportunities for the need to travel to be minimised

- 7.5 Delivering integration, connectivity and accessibility will be achieved through a holistic package of measures ranging from immediate site infrastructure which overcomes physical barriers to movement, to enhancement of public services within a wider area or increasing information availability for those within and using the area.
- 7.6 It is expected that the approach taken to delivering integration, connectivity and accessibility will prioritise movement in line with the council's hierarchy of transport users, as set out in [LTP3](#). This hierarchy is set out in Figure 16:

Figure 16: York's Hierarchy of Transport Users
([LTP3 2011](#))

York's 'Hierarchy of transport users'

- 1) Pedestrians
- 2) People with mobility problems
- 3) Cyclists
- 4) Public transport users (including rail, bus, taxi, coach & water)
- 5) Powered two wheelers
- 6) Commercial/business users (including deliveries & HGVs)
- 7) Car borne shoppers and visitors
- 8) Car borne commuters

- 7.7 In order to promote sustainable transport in line with the hierarchy at Figure 16, it will be essential that future residents of the Site are aware of the sustainable options available and perceive these to be attractive alternative travel options to the private car.

Sustainable modes of transport.



- 7.8 An approach to transport movement should be developed to facilitate pedestrian, cycling, public transport and vehicular movements to and from the site. This approach will need to take account of the need to prioritise provision of sustainable routes in line with the hierarchy of users when developing new connections. The work should be informed by detailed assessment of where future residents are likely to travel to and from. An initial assessment has been undertaken using local surveys of existing travel patterns and is explained in more detail in the York Northwest Transport Topic Paper (2010). Due to the primarily residential nature of development, this work concentrated on identifying travel patterns and links to key destinations for commuting and leisure trips from the site.
- 7.9 The work suggested that the main destinations for trips from the Site are likely to be York City Centre, Clifton Moor, the University and the Foss Islands area, though significant numbers of trips also went to locations outside York (including Leeds). In addition, more local destinations for trips were identified, including Acomb District Centre, York Business Park, and Northminster Business Park.
- 7.10 Each of the potential origin/ destination connections identified in the work will require a specific implementation approach to facilitate movement, this will be informed by a number of factors that influence the type and level of trips likely to be accommodated on each route. These factors include, the proximity of the destination, physical barriers to movement, existing services and infrastructure, the feasibility and cost of providing access and the availability of alternative connections.

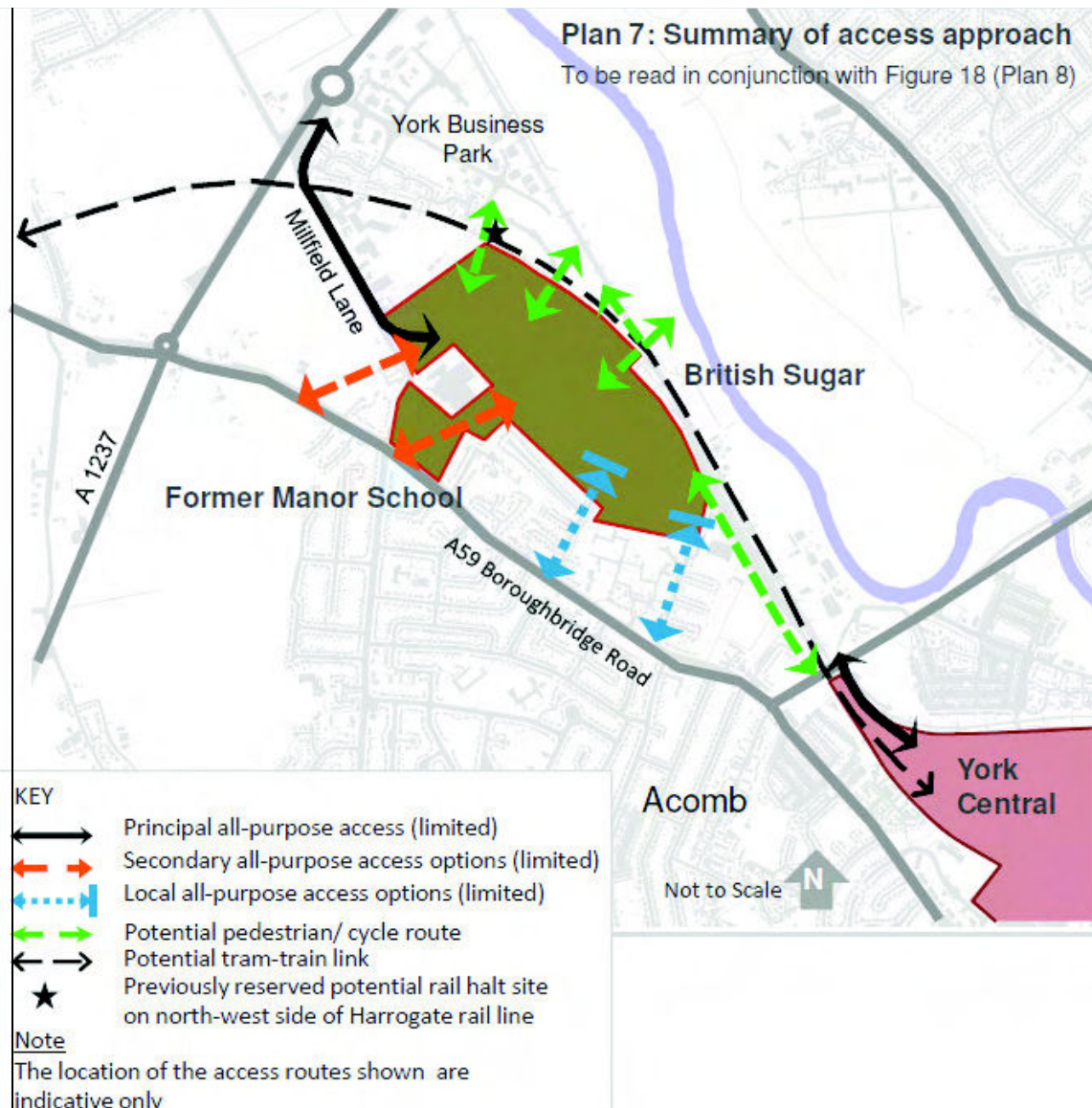
Statement 18

To optimise integration, connectivity and accessibility through provision of new and improved pedestrian, cycling, public transport and vehicular routes between the development area and key destinations, prioritising sustainable movement in line with the LTP2 hierarchy of transport users.

- 7.11 Figure 17 outlines [a summary of access approaches for the former British Sugar site including](#) potential new links which could be utilised as part of an access package to promote integration, connectivity and accessibility in line with the LTP2 hierarchy of users.
- 7.12 Some access points are essential and some desirable, though they should function effectively as a composite package in delivering the principles and statements outlined in this document. More detail on individual access points is set out below.
- 7.13 Transport modelling work was carried out on the basis of Millfield Lane being the principal vehicular access to the site from the A1237 outer ring road. The modelling work, summarised in the Transport Topic Paper

(2010), also establishes the requirement for an additional vehicular access from the A59 into the site. This second access is required in order to minimise impact on the network through dispersing vehicular flows. Two possible approaches to forming this additional access are outlined in Figure 17; either of these options could form an acceptable access approach. In order to control through-traffic and minimise network impacts, discrete and separate vehicular traffic “zones” within the site ~~would need to~~ could be established in order to avoid inappropriate use of the site by traffic ~~running through the site~~ between the A59 and A1237. The proportion of trips served by each access would need to be established through further modelling work and the masterplanning process and will be outlined within the Developer’s Transport Assessment. The environmental affect of any new access will need to be carefully assessed and impacts minimised in terms of existing residential amenity. (A445)

Figure 17: ~~Vehicular~~ Summary of Access Options Approach (See also Fig 2.2 in the YNW Transport Masterplan)



~~7.14 In addition, Plantation Drive may form a subsidiary access to the site, with new vehicular movements generated by the Site on this access restricted to the historic levels of use in the AM peak hour by the operational British Sugar factory (estimated by equate to in the region of 48 homes). A similar level of vehicular trips from the development may also be accommodated via Ouse Acres.~~

7.14 In addition, Plantation Drive may form a ~~subsidiary~~ **local** access to the site, with the extent of development served by this access ~~limited~~ **restricted**. The level of vehicular movements will be assessed on the basis of the capacity of the road to accommodate additional traffic whilst also having regard to the previous use as the main vehicular access to the site. This will be assessed having regard to the Transport Assessment. The level of vehicular trips via Ouse Acres will similarly be ~~restricted~~ **limited** due to its unadopted status. Issues of safety (particularly given the location of the proposed new play area in Ouse Acres), access by sustainable modes, parking, and environmental attractiveness should be addressed if vehicular movements are increased in these roads. (A375,406,482,485,486,488,490,497)

Statement 19

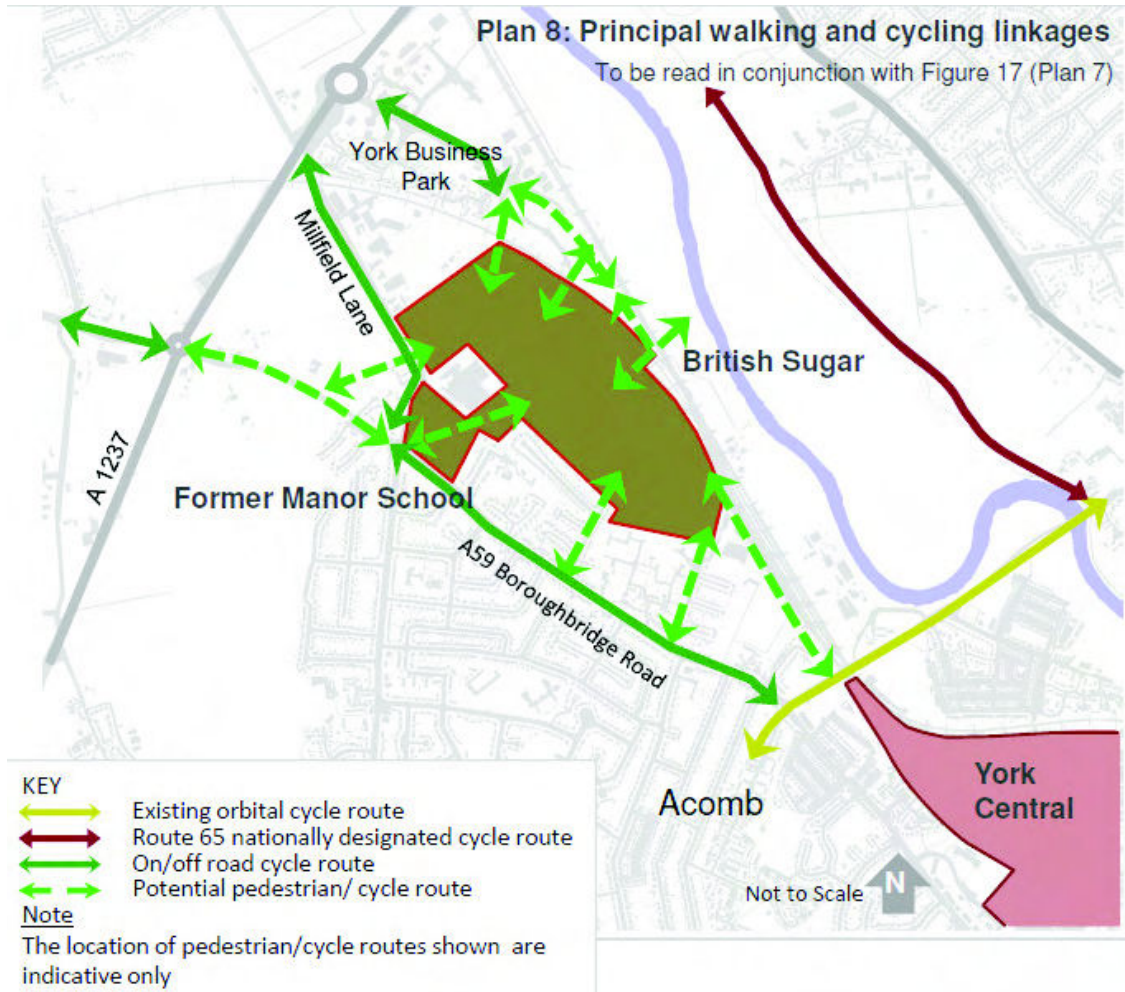
New access routes should be provided to serve the development. These should minimise the impact of traffic, and maximise permeability whilst giving priority to more sustainable modes of transport.

7.15 High quality ~~segregated~~ pedestrian and cycle links will be required to be provided in association with all new vehicular accesses, and internally to allow access within the site. These ~~can be incorporated within all-purpose routes as well as separate dedicated links and~~ should integrate with on-site green infrastructure networks, provide direct links through the site, and be connected safely with the existing pedestrian and cycle network surrounding the site. Through-access for pedestrians and cyclists (and where appropriate public transport and emergency vehicles) should be provided and maintained where vehicular access is restricted in a zoned approach, as at Plantation Drive, Ouse Acres and the new A59 access.

7.16 In addition to these basic requirements, the importance of promoting walking and cycling through a dedicated off-road link to the city centre was identified in work ~~previously~~ undertaken. Provision of a new pedestrian and cycle link as indicated in Figure 18 between the southern end of the site and Water End will, therefore, be sought subject to ~~land ownership, feasibility and viability considerations. There is also an intention to provide an east- west bridge link for pedestrians and cyclists over the railway line (also shown on Figure 18). In addition, provision of~~ **land ownership, feasibility and viability considerations. There is also an intention to provide an east- west bridge link for pedestrians and cyclists over the railway line (also shown on Figure 18). This will provide** linkages to adjoining green infrastructure, ~~York Business Park and also provide for any future tram-train halt facilities. .should be investigated~~ **An appropriate contribution will be sought towards this, subject to land ownership, feasibility and viability considerations being pursued. The development of the site should enable future provision of both the Water End and East-West links, by dedicating land for this and ensuring the design of the**

[development does not prejudice future provision of these routes. It is intended that the council will pursue delivery of these links, investigate funding opportunities and engage with the appropriate parties to take this forward. . \(A332\) \(A501\) \(A524\) \(A526\)](#)

Figure 18: York Northwest Sustainable Case: Potential Principal Walking and Cycling Linkages (See also Fig 2.1 in the YNW Transport Masterplan)



- 7.17 Direct and accessible bus routes should be provided through the Site. The internal road design should ensure good public transport permeability whilst minimising the opportunity for through ensuring zoned/ restricted access for cars. Masterplanning should ensure that the design of the routes through the site delivers a maximum 5 minute walk (or 400 metres distance) from all new residential properties to bus stops. Shorter Lower walk distances will be appropriate from any specialist housing provided to meet support needs. Shorter walk distances may also need to be considered from bus stops to community facilities etc. (A530)
- 7.18 Tram-train could offer an important public transport link between the site and the wider region. As a result of the long term nature of this project, appropriately located land and financial contributions towards tram-train halt facilities should be reserved as part of the development, linked with east-west bridge across the railway lines and incorporated into the wider phased approach to sustainable transport through the masterplanning process. The design of the development should not prejudice future provision of a tram train facility. It is intended that the council will pursue delivery of tram-train facilities and engage with the appropriate parties to take this forward. (A510,A515,A516)



Tram train,
Germany

Principle 9: To minimise the need to travel, but where travel is necessary, to ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms of travel by maximising opportunities for walking, cycling and public transport use.

- 7.19 Transport is essential to supporting our economic competitiveness and growth and in facilitating our day to day lives, but accounts for 21% of carbon dioxide emissions in the country (National Atmospheric Emissions Inventory), contributing significantly to climate change. Vehicular movement can also significantly reduce air quality and adversely affect the amenities and environment of an area. Traffic from the development will have an impact on nearby air quality management areas. York has committed

[within the Climate Change Framework](#), as part of the Friends of the Earth “Get Serious” Campaign, to a 40% reduction in the cities carbon dioxide emissions by 2020. The council’s emerging Low Emissions Strategy will seek to manage both carbon dioxide and local pollutant emissions in the area. An important part of achieving these objectives is to ensure that new developments are designed to minimise vehicle emissions. DfT guidance (Delivering a Sustainable Transport System 2009) sets out the requirement for developers to maximise the number of trips likely to utilise sustainable modes of transport in the first instance, before looking to manage car based trips.

- 7.20 Transport modelling work reported in the York Northwest Transport Topic Paper (Aug 2010) showed that allowing the development to replicate existing mode share patterns seen elsewhere in the city would have an **adverse unacceptable** impact on the highway network in terms of additional delay and congestion. This highlights the need to ensure sustainable travel patterns are encouraged by new development from the outset.
- 7.21 The transport assessment accompanying any proposals for the site will be required to demonstrate how the development will **minimise travel demand and** maximise mode share for **the more** sustainable **modes of** travel through a phased package of measures and appropriate monitoring and review mechanisms.

Statement 20

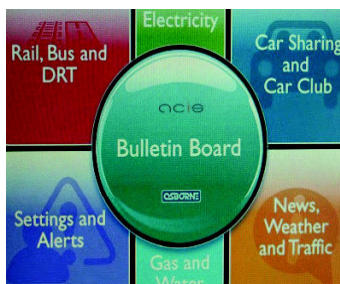
To optimise and promote through design (A530) the availability and attractiveness of travel by walking, cycling and public transport, in order to maximise the proportion of trips generated by the development that are undertaken by sustainable modes.

- 7.22 It will be important to ensure that sustainable transport options are **made** as accessible and attractive as possible [through travel planning \(A530\)](#) in order to encourage their usage over the private car. The attractiveness of a travel option is influenced by both objective and subjective matters. Clearly journey times and financial cost are important objective considerations, but ~~perception of safety, (including the councils emerging 20mph policy,(A530), and security, design for low traffic speed,(A530)~~ convenience, comfort, ease of use, directness and environmental attractiveness are also important determinants **(actual or perceived)** of travel choice, and should be used to promote sustainable movement.
- 7.23 The development will be required to provide and facilitate high quality public transport services which are reliable, frequent, accessible and attractive to use. [These will need to link with key social infrastructure facilities, eg. School, leisure and community facilities.\(A193\)](#) In addition, attractive pedestrian and cycle routes with appropriate signage, lighting, cycle parking provision and environmental quality will be sought. Integration with the

green infrastructure network will be crucial in creating connections and permeability through the site with primary routes for pedestrians and cyclists. This will provide an incentive to use more sustainable modes through attractive, new and improved routes for cyclists and pedestrians. This provision will be informed by and complement the approach to access provision outlined in Principle 8.

7.24 The York Northwest transport masterplan will give greater clarity on transport measures that could be taken forward. These may include:

- 7. Fixed term funding of additional buses to increase journey frequencies on existing services
- 8. Provision of on-site enabling bus infrastructure, including accessible bus stops/shelters, signage and bus priority measures
- 9. Off-site bus priority measures
- 10. Provision of real time information systems ~~both~~ on bus, at bus stops and within residential homes
- 11. Provision of journey planning facilities
- 12. Travel incentives including fixed term free travel passes for residential occupants
- 13. Implementation and management of car clubs, incorporating electric vehicles
- 14. Electric car recharging facilities
- 15. Safeguarded land and provision of facilities within an appropriate timescale for a potential tram-train stop
 - New high quality, safe and dedicated pedestrian and cycle paths to key destinations, provided in off-road locations wherever possible.
 - Convenient and secure cycle storage facilities at new dwellings and at destination uses within the development.
 - Provision of free bikes at residential properties.



Real time information panel



Cycle parking at York University



Statement 21

To minimise the availability of car parking in line with anticipated modal shift of trips away from the car.

- 7.25 Availability and accessibility of car parking is a key determinant of travel behaviour; making high levels of parking available in immediate proximity to dwellings will increase the likelihood of people choosing to travel by this mode. Whilst reducing the level and convenience of car parking provision at the origin and destination will make people more likely to travel by sustainable modes, some parking must be provided in order to facilitate trips that cannot be made by alternative modes and to deliver housing that people will want to occupy and can sustain modern lifestyles.
- 7.26 Modelling work summarised in the Transport Topic Paper demonstrated that parking standards set out at policy SP8 (appendix E) of York's Development Control Local Plan (2005) were too high for the Site given the anticipated trip generation and mode share. Allowing parking provision at these levels would result in over-provision, potentially increasing car use through the convenience of this option and exacerbating the development's impact on the road network.
- 7.27 The level to which car parking should be reduced will be directly linked to the availability of other alternative, more sustainable travel options, given the pattern of different trips from the site. The availability of a car club on site will help mitigate the perceived loss of private car parking. This will be negotiated in the context of the Transport Assessment and the masterplanning/ planning application process.



Whizzgo Car Club
Vehicle

- 7.28 Overall car parking levels may vary across the site and relate to the size and type of units, together with their location in relation to public transport and services. The approach to car parking will also need to be addressed in the detailed design and layout of the development to ensure that cars do not overspill from low parking areas into other areas and to encourage other sustainable travel options. The design should also help to reinforce the perception that vehicles don't necessarily always have priority in the site.
- 7.29 The environmental benefits of reduced car dependency should be expressed clearly through the design and layout of different housing areas, with reduced car parking areas incorporating, for example, more amenity space or communal facilities, or better space standards within housing. This will help to promote reduced car dependency lifestyles and will attach a compensatory positive financial value to the housing in such areas.

- 7.30 The development should incorporate provision and maintenance of car clubs not only to support areas with reduced parking provision, but also to give residents across the Site a realistic alternative to owning their own car. Car Club points should be located in easily accessible [and highly visible](#) locations to make them as attractive [and obvious](#) as possible.

Principle 10: To minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.

- 7.31 Once sustainable travel has been maximised in the first instance, the impact of residual car trips should be minimised. This impact will be assessed, for example, in terms of air quality/CO₂ emissions, network delay and congestion. This impact will be minimised through a range of measures as set out in the statements below, and to complement the approach taken to sustainable measures outlined in Principle 9 above.
- 7.32 A co-ordinated approach to promoting sustainable travel patterns together with discouraging vehicular travel will encourage more sustainable lifestyles, reflecting the Urban Eco-Settlement status of the site.

Statement 22

To promote the use of more environmentally friendly vehicles.

Electric vehicle charging point



- 7.33 Lower emission vehicles, including electric vehicles, will become more and more commonplace as technologies improve and the government ~~incentives increase their incentivises~~ take-up. As use of lower emission vehicles increases in order to reduce the impact of car use on the environment will reduce. Opportunities to accelerate this and facilitate higher levels of use within the Site should be explored and delivered throughout the development. This should include provision of enabling infrastructure on the site from the outset such as electric car charging points, as well as the promotion of use of smaller, cleaner and lower

emission vehicles through dedicated parking spaces at commercial uses, reduced parking space standards at residential properties, and low emission and electric vehicle provision as part of any car clubs. In order to offset increases in emissions related to the sites development, off-site contributions to provide lower emission service vehicles such as buses and refuse collection may also be negotiated.

Statement 23:

To comprehensively mitigate the impact of vehicular traffic where possible through a phased scheme of network improvements to be agreed.

- 7.34 Those residual car trips (either from low emission vehicles or standard vehicles) will necessitate highway mitigation/capacity enhancement works, where practically feasible, and where they result in traffic volumes at links or junctions going above acceptable levels; these links and junctions to be agreed and levels negotiated as part of the [masterplanning process and having regard to the Transport Assessment, and York Northwest Transport Masterplan and Community Infrastructure Levy, when adopted \(A435\)](#).
- 7.35 The development will need to make a fair contribution to the infrastructure implications of any mitigation or capacity enhancement needed to accommodate the levels of traffic anticipated [locally and city-wide](#). This principle will also be set out within the draft Core Strategy.
- 7.36 Initial strategic modelling work carried out in the Transport Topic Paper highlighted the impact of the development on not only the local network in the vicinity of the site but also on the strategic network, including the A1237 outer ring road. Further modelling will be required to fully assess the transport implications as part of the Transport Assessment and Environmental Statement [\(including impact on AQMA's\)](#). This modelling will inform the scope and nature of mitigation requirements, [\(including air quality\)](#) to deal with the impact of the vehicular traffic on the city. [The York Northwest Transport Masterplan identifies those junctions which should be modelled to inform the mitigation required \(see Table 4.1\). The approach should also be informed by the list of local mitigation works directly linked to this area outlined in the York Northwest Transport Masterplan \(see Tables 5.1 and 5.2\). \(A435\)](#) As a historic city with environmental constraints it is recognised that highway mitigation measures may not always be deliverable, making it even more important to provide sustainable travel alternatives within a sustainable package of measures.
- 7.37 In some instances increases in traffic volumes will be influenced by a combination of developments rather than solely by this Site. In these cases mitigation works and associated costs will be apportioned between the developments. [Contributions to city-wide impacts and strategic infrastructure \(see Table 5.3 of the York Northwest Transport Masterplan\) will be sought through a Community Infrastructure Levy, if adopted by the](#)

~~council. An indicative apportionment schedule for the A1237 mitigation measures is set out in Figure 22 in the Transport Topic Paper. This is based on reference case trip generation through the relevant links and junctions on the A1237. Through refinement as a result of emerging information on the precise nature of the development, and having regard to the transport masterplan, this will form the basis for negotiations on the level and The level and phasing of contributions towards the necessary highway improvements will be negotiated as part of the planning process, having regard to viability.(A435) (A481)~~

~~7.38~~ **7.38**—Any proposed phasing will need to be considered alongside the necessary infrastructure and sustainable travel requirements.The York Northwest Transport Masterplan sets out the need for an ongoing monitoring approach with a review of trip generation and air quality levels as the site is built out to ensure the impact of additional levels of traffic are satisfactorily accommodated. Appropriate provisions will be made within the Travel Plan to ensure financial arrangements are in place should further transport measures be required. (A372). Infrastructure associated with phasing will be subject to further negotiation as part of the masterplanning process

8.0 Delivery and Implementation

How is the vision to be achieved?

- 8.1 The planning principles and statements, and supporting text outlined in this document will be used to inform and assess proposals put forward by developer/s to develop the area. The principles and statements all seek to deliver the overarching vision and strategic objectives for York Northwest. The developer will be expected to use these principles and statements to guide work in preparing a masterplan with phasing strategy. This will deliver an overall approach to open space, education, community facilities, transport and housing provision within the area and show how the area will be designed in terms of its layout, size and massing of buildings, connections, open space and scale and composition of development proposed.
- 8.2 The views of existing communities and those interested in the new development will be important in shaping the design of the area. The masterplan will need to be produced in liaison with local communities to ensure it responds to its context and surrounding development.
- 8.3 To ensure a framework is provided for the whole area the council will require an outline planning application to be submitted initially, accompanied by a masterplan. These should demonstrate how the whole site will be developed in a phased manner, showing how the different elements of the development link together and how the site relates to the surrounding area. Detailed applications can then be submitted in accordance with the approved planning application and masterplan, once these are approved.
- 8.4 The following documents should form part of the outline planning application, other requirements may emerge through the planning process. The Council should be consulted throughout the production of these documents and will need to be satisfied with the outcomes or recommendations of these documents, which may be required by or inform the content of conditions or legal agreements on approval of any planning application.

Figure 19: Planning Application Documents

Table 1	
Document	Justification/ Notes
Environmental Statement	Detailed content to be agreed through formal scoping report, though it is likely to include assessment of, inter alia: <ul style="list-style-type: none"> • Contaminated Land (to include desk study and site investigation/ risk assessment report) and proposed remediation study (A37) • Flood Risk/ Water Resources

	<ul style="list-style-type: none"> • Ecological impact and protected species assessment (A347) • Archaeological and cultural heritage impact • Noise Assessment • Vibration Assessment • Transport Assessment • Air Quality and Emissions assessment • Landscape Townscape and Visual Amenity Assessment • Tree Survey (A355) • Infrastructure • Waste • Economy Population and Society • Carbon emission and climate change assessment.
Low Emission Energy Generation Strategy	To demonstrate how the development will meet requirements associated with residential development meeting the Code for Sustainable Homes and development as a whole maximising on site energy generation as required by the Sustainable Design and Construction interim planning statement.
Sustainability Statement	To demonstrate how the development will deliver the site vision and key principles and statements set out in this SPD. This should include evidence of feasibility assessments for all renewable technologies even where no technologies are subsequently installed.
Water Cycle Management Strategy	To set out a sustainable approach to managing water consumption, and to surface water drainage and run-off in the development.
Community and Leisure Facilities Statement	To demonstrate how the development will meet requirements for new community facilities. To include the scale, type and phasing of provision, proposed management structures, and to demonstrate how community consultation and service provider liaison regarding the type and scale of provision, which will be undertaken as part of the masterplanning process, has been taken into account
Training Skills and Development Statement	To outline an approach to delivering a package of education, training and skills development through the construction and occupation of the development.
Design and Access Statement	To meet statutory requirements associated with Outline Planning applications.
Masterplan	To set out a framework for development of the whole site to demonstrate how the development will meet requirements set out in this SPD and to support the outline planning application, and within which reserved matters applications should be made.
Phasing Strategy	To outline the phased delivery of housing with supporting open space, community facilities and key infrastructure in order to deliver the masterplan.
Design Code	To outline the detailed approach to design within the site.
Green Infrastructure Strategy	To set out a planned network of high quality

	green spaces and other environmental features.
Biodiversity Management Plan	To set out an approach to retaining enhancing providing and managing biodiversity within the site (including flora and fauna).
Transport Assessment/ Sustainable Transport Plan	To summarise the comprehensive and systematic process that sets out transport issues relating to the proposed development, and identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel. To outline approach to promoting and maximising sustainable travel and to incorporate transport emissions strategy.
Playing Pitch Needs Assessment	To assess existing and future needs for playing pitch provision, should the development proposals include re-use of any existing playing pitch facilities.
Retail Impact Assessment	To be carried out in accordance with PPS4 in order to assess the likely impacts of any A1 retail proposals on existing provision in the city.

How will the site be phased?

- 8.5 The phasing strategy will subdivide the comprehensive development into specific delivery parcels and identify the sequence for the development of housing and enabling infrastructure associated with these phases. It is anticipated that the housing will be built and marketed within these phases at a rate of around 150 dwellings per year, [\(based on previous large scale development roll out figures\)](#) depending on market conditions at the time.
- 8.6 The demonstration exemplar project for an initial 60 homes, built to high eco standards, and ‘eco show-home and community hub facility’ will be expected to be completed within the 1st phase of delivery subject to the availability of public funding.
- 8.7 The provision of community facilities and enabling infrastructure will be phased to ensure services are available to all new residents in an appropriate manner, having regard to existing capacities. Delivery will be triggered by the number of new dwellings constructed or occupied. Trigger points will be informed by existing capacities, “bedding-in” periods and other issues including retail impact assessment (in the case of local shops). [The provision of renewable energy technologies should be considered at the beginning of the planning process, if appropriate and viable to providers. \(A22\)](#)
- 8.8 Provision of public transport facilities and new pedestrian/cycling connections should inform the phasing of the development to ensure that all phases of the development are served by sustainable travel options. This will be important to ensure sustainable transport choices are considered and taken by new residents from the outset, before less sustainable travel patterns are adopted and established. Provision of

new vehicular transport infrastructure will be phased to ensure satisfactory conditions of network movement both locally and city-wide.

8.9 New and improved open space will be expected to be provided from the outset to facilitate delivery of successful place with sufficiently well established facilities to be used by the new occupiers of the development. [The provision of strategic landscaping including green infrastructure should be specified within the overall masterplan. \(A641\)](#) Play areas in particular will be required to be provided early in the development process in order to successfully integrate within the development.

8.10 The provision of new schooling facilities will be linked to the completion of dwellings and will take into account existing schooling capacities within the adjoining catchments and anticipated new pupils being generated by the development.

What funding and developer contributions will be sought?

8.11 Funding will be required to meet needs for new public services generated by the development. This funding will be sought from the developer principally, although additional public funding may also be sought. These developer contributions will be subject to open-book appraisal and public funding availability, and will include provision of services and facilities including:

Figure 20: British Sugar Developer Provision

The Council will seek developer provision, as appropriate, of:

- Archaeological works
- Affordable housing
- Biodiversity management plan
- Built sports facilities
- Community Hall/ space
- Community management organisations [\(ie, management of community facilities \(A631\)\)](#)
- Community Project management team [\(see para 8.19\) \(A631\)](#)
- Education facilities
- Environmental improvements
- Environmental standards (including BREEAM, ~~and~~ CfSH [and renewable low carbon](#))
- Flood risk mitigation works
- Healthcare facilities
- Leisure facilities
- Library and information facilities
- Open Space and landscaping
- Public art
- Public realm & street furniture
- Recycling and waste management
- Skills and training
- Transport measures [and Travel Plan](#)

- 8.12 Some facilities, such as community halls, can be provided at a small scale, on-site in order to meet local needs. Other facilities, such as secondary schools, can only be provided at a larger scale as a result of operational feasibility. These facilities may therefore be best provided elsewhere in the city where they are more sustainably located.
- 8.13 The developer may be expected to make a financial contribution towards provision, to set aside land for provision, to construct and provide the infrastructure to an agreed specification, or any combination of the above in respect of developer contributions outlined at figure 20. [In terms of the provision of social infrastructure the financial sustainability of facilities will need to be demonstrated.\(A119\)](#)
- 8.14 Where contributions are made to the delivery of off-site infrastructure such as highway network improvements, suitable project management structures should be put into place to ensure the timely delivery of infrastructure, relative to progress on the development.
- 8.15 [Contributions will be negotiated both at outline planning application stage and at the time of subsequent planning applications in the context of prevailing market conditions. \(A632\)](#) Contributions will be secured as appropriate through conditions on any planning permission, legal agreement, and potentially through a city wide infrastructure approach delivered through the Local Development Framework (LDF). Due to the long-term nature of the project, overage facilities may be negotiated as part of any agreement.
- [8.16 If a Community Infrastructure Levy \(CIL\) is in place by the time a planning application is made, the appropriate CIL rate will also be charged for as a contribution to the provision of strategic infrastructure](#)
- 8.167 Specific public funding [has been, and will continue to will](#) be sought in order to both help meet basic infrastructure requirements, and [to improve the quality of the development. Public funding has been sought to date in relation to the British Sugar site](#) to improve the sustainability of the scheme. [through the Urban Eco-Settlement agenda, and](#) Major Scheme Bid funding has been [soughtgranted](#) for [some](#) transport infrastructure provision [which will benefit the development](#). Whilst currently, public funding availability is becoming increasingly scarce, the long term nature of the project and its importance to York mean that public funding opportunities will continue to be explored.
- How will the new and existing community be integrated?**
- 8.178 Integration and interaction between existing residents in the surrounding residential areas and the new residents within the development will be

important to ensure the wider community as a whole benefits from the new development. Use of community facilities and participation in local groups will help to encourage movement through and between areas.

8.1~~89~~⁸⁹ The views of existing residents will continue to be taken into account in the formulation of the planning approach and masterplan for the site, through regular public consultation, in accordance with the Statement for Community Involvement. The developer will be expected to engage with the local community through a Community Forum. This Forum will need to include representatives from residents, parish councils, local groups and local ward councillors with an independent Chair. This will ensure that the new development best meets the local communities needs and facilitates integration.

8.1~~920~~⁹²⁰ This involvement will continue throughout the construction of the development, in the detailed design stages. Public involvement in project delivery will allow the development to best integrate and meet the needs of local residents and deliver a better neighbourhood. The developer will be expected to set up a dedicated Project management Team and to continue to work with the Community Forum to ensure community involvement in the progress of the development. This would include the representatives from the construction/consultant team, a council representatives and community representatives/groups (from the Community Forum) meeting on a regular basis to ensure any day to day issues are resolved speedily and work progresses in accordance with an agreed programme of works.

8.2~~01~~⁰¹ As the scheme progresses into the delivery and management stages withFollowing phased occupation of the development, the Project Team should be re-orientated to concentrate on the day-to-day functioning of the development and residents issues. The team should continue to include representatives of the Community Forum and also include new residents of the development, at this stage. Financial contributions to meet costs associated with the operation of these project teams should be made from the developer to the Council.

What if circumstances change?

8.2~~12~~¹² Associated British Foods, has commenced the masterplanning process for the site. It is understood that proposals for the development of the Site will be put forward in 2011, to take account of this draft SPD, masterplanning work and public consultation undertaken on both of these. On the basis of anticipated timeframes for delivery, targets for the completion of dwellings and a local centre will be outlined in the submission draft of the Core Strategy.

8.2~~23~~²³ A phasing strategy will be required to accompany the outline planning application, and will enable a timescale for delivery to be agreed. A more detailed trajectory of development completion timescales will then be produced. The approach outlined in this document will allow for flexibility should circumstances change in the short to medium term.

Should circumstances change significantly, for example, through a change in government legislation, or approach to key infrastructure such as tram-train, there may be a need to refresh this guidance.

- | [8.234](#) Should funding be awarded due to Urban Eco-Settlement status for the community show home facility, additional governance arrangements would be necessary to ensure project monitoring and delivery of the project against agreed cost/timescales. In this event, it is likely that a Steering Group would be set up with representation from the Leeds City Region, York Council and the owners of the site, Associated British Foods/Developer.
- | [8.245](#) The Group would be responsible for the overall strategic direction of the project with project monitoring and resolution of any strategic issues. The role of the Council would be to facilitate and enable management of the programme and funding.
- | [8.256](#) Annual monitoring of development will be undertaken by the Council through the LDF Annual Monitoring Report. More detailed monitoring of the transport impacts of the development may be undertaken by the developer as part of an ongoing travel plan. Where monitoring reveals issues with delivery, this may also lead to a need to refresh this guidance.

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Annex 3**Summary of Comments Form Questions**

A leaflet was prepared as part of the information to support the consultation of the draft Supplementary Planning Document. A section to provide comments on the content of the document was included within this leaflet and also a separate Comments Form was produced. The following table summarises the responses to the questions raised in these forms. Responses to these questions which were received through the on-line survey have been included in the main summary of responses, together with any specific support or disagreement received (Appendix 1). These on-line views are also included in the figures below.

Question	Agree	Neither	Disagree	Don't know	No response given
Do you agree or disagree that the 10 principles are appropriate as a guide for the development of the site?	87 (65%)	10 (7%)	24 (18%)	4 (3%)	9 (7%)
Do you agree or disagree with the approach to accessing the site?	44 (33%)	11 (8%)	59 (44%)	6 (5%)	14 (10%)
Do you agree or disagree with the approach to open space provision?	86 (64%)	8 (6%)	16 (12%)	3 (2%)	21 (16%)

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Annex 4: Sustainability Appraisal Summary Statement

For

**Former British Sugar/Manor School Supplementary Planning
Document**

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1. Introduction

What is sustainability Appraisal?

- 1.1 Each of the core documents within the LDF will be subject to Sustainability Appraisal (SA). SA is a process of identifying and evaluating a plan’s impacts on social, economic and environmental objectives for the city and recommends how the plan can become more sustainable by suggesting amendments to avoid or mitigate any negative impacts identified. The findings of the SA are then taken on board within the Plan’s development and reflected in further drafts of the strategies to ensure it maximises its contribution towards sustainable development.
- 1.2 The SA process for York incorporates the requirement for European legislation (EU Directive 2001/42/EC), which requires spatial and land use plans to undergo Strategic Environmental Assessment (SEA). SEA is an iterative assessment process whereby the potential significant environmental effects arising from the plan/programme are identified, assessed, mitigated and communicated to plan-makers. This document clearly sets out where the requirements of the SEA Directive have been addressed. Figure 1 indicates where information required by the SEA Directive can be found in this report.

The SA Framework

- 1.3 Figure 1 sets out the SA Objectives and which objective addresses each SEA topic. Although the objectives are referenced, e.g. EC1, no priority has been given to ranking as each objective has been seen as important.

Figure 1: SA Objectives and related SEA topics

Headline Objective		
To reduce York’s Ecological Footprint		
Sub-objective: To reduce the York’s Carbon Footprint		
Economic		
SEA	Objective	Sub-objective
Population	(EC1) Good quality employment opportunities available for all	<ul style="list-style-type: none"> • Provide employment opportunities for local people • Promote or support equal employment opportunities • Offer employment opportunities to disadvantaged groups • Seek to improve accessibility to employment opportunities (incorporating the provision of quality affordable housing and public transport infrastructure)

Population	(EC2) Good education and training opportunities for all which build the skills capacity of the population	<ul style="list-style-type: none"> • Promote lifelong learning and widening • Promote job creation skills and training linked to the development • Improve levels of basic skills • Build the confidence, self-esteem and capacity of individuals
Not applicable	(EC3) Conditions for business success, stable economic growth and investment	<ul style="list-style-type: none"> • Encourage investment • Enhance competitiveness • Maximise local skills • Support community-based businesses • Promote an evening economy in parts of the area to complement the town centre activity • Strengthen and diversify economic activity and promote regional economic growth
Population	(EC4) Local food, health care, education/training needs and employment opportunities met locally	<ul style="list-style-type: none"> • Ensure that essential services are accessible by non-car modes • Support the vibrancy of the City Centre • Ensure employment opportunities are accessible by public transport • Ensure that there is an adequate number of local services to cater for new development
Social		
Human Health/ Cultural Heritage/ Population	(S1) Enhance access to York's urban and rural landscapes, public open space/recreational areas and leisure and cultural facilities for all	<ul style="list-style-type: none"> • Increase provision of leisure facilities and recreation activities/venues • Increase participation in leisure and recreation activities • Improve access and affordability of local leisure and recreation facilities • Encourage participation by all user groups • Promote provision of high quality public realm • Provide additional community and leisure facilities • Increase provision of cultural activities/venues • Provide support for cultural providers and/or creative industries • Improve access and affordability of cultural facilities
Human health	(S2) Maintain or reduce York's existing noise levels	<ul style="list-style-type: none"> • Reduce noise pollution from current activities and potential for such pollution
Human Health	(S3) Improve the health and well being of the York Population	<ul style="list-style-type: none"> • Promote health and prevent ill health • Address health inequalities

Population	(S4) Safety and Security for people and property	<ul style="list-style-type: none"> • Reduce actual crime • Reduce 'fear of crime' • Reduce causes of road traffic accidents
Population	(S5) Vibrant communities that participate in decision-making	<ul style="list-style-type: none"> • Encourage engagement in community activities • Increase the ability of people to influence decisions • Improve community relations
Air/ Climatic Factors/ Human Health	(S6) Reduce the need to travel by private car	<ul style="list-style-type: none"> • Reduce the need to travel by increasing access to key resources and services by means other than the car • Provide/improve/ promote information about alternatives to car-based transport • Encourage employers to develop travel plans for staffs travel to/from work • Promote the use of car clubs • Promote a reduced car modal share target • Encourage car free and low car dependency housing • Encourage restricted parking for non-residential uses • Direct development to more sustainable locations and reduce the need to travel
Air/ Climatic Factors/ Human Health	(S7) Developments which provide good access to and encourage use of public transport, walking and cycling	<ul style="list-style-type: none"> • Ensure that new developments provide access to opportunities and facilities for all groups • Make sure that new developments provide transport/environment attractive to pedestrians and cyclists • Ensure that new developments provide better facilities for cyclists • Ensure that new developments promote new cycle and pedestrian links • Minimise the number of motorised journeys
Air/ Climatic Factors/ Human Health	(S8) A transport network that integrates all modes for effective non car based movements	<ul style="list-style-type: none"> • Reduce the need to travel by increasing access to key resources and services by means other than the car • Provide/promote/ improve information about alternatives to car-based transport • Improve access to opportunities and facilities for all groups • Encourage freight transfer from road to rail and water
Material Assets/ Human Health/	(S9) Quality affordable housing available for all	<ul style="list-style-type: none"> • Housing available to people in need (taking into account requirements of location, size, type and affordability) • Improve quality of the housing stock • Increase use of sustainable design and construction in York • Reduce the number of empty and difficult to let properties
Population	(S10) Social Inclusion and equity across all sectors	<ul style="list-style-type: none"> • Address the needs of disadvantaged and minority groups • Address the needs of older and younger people • Address the needs of disabled people • Promote religious and racial understanding

Environmental		
Material Assets	(EN1) Land use efficiency that maximises the use of brownfield land	<ul style="list-style-type: none"> • Make efficient use of land (appropriate density, protect good agricultural land, use brownfield land in preference to Greenfield sites)
Cultural Heritage	(EN2) Conserve and enhance the historic environment and cultural heritage of York and preserve the character and setting of the historic city	<ul style="list-style-type: none"> • Preserve, promote and enhance local culture and heritage • Preserve and enhance the character and appearance of archaeological sites, historic buildings, conservation areas, historic parks and gardens and other culturally important features and their settings • Safeguard the special character or setting of the city.
Biodiversity/ Flora and Fauna	(EN3) Conserve and enhance a bio-diverse, attractive and accessible natural environment	<ul style="list-style-type: none"> • Protect and enhance existing priority habitats and species and provide for appropriate long-term management of wildlife habitats • Increase understanding of ways to create new environmental assets and restore wildlife habitats • Increase the quality and quantity of woodland cover in appropriate locations • Promote, educate and raise awareness of the natural environment & biodiversity and promote access to wildlife on appropriate sites
Climatic factors/ Air	(EN4) Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	<ul style="list-style-type: none"> • Reduce greenhouse gas emissions from transport • Reduce greenhouse gas emissions from domestic, commercial and industrial sources • Plan and implement adaptation measures for the likely effects of climate change
Climatic factors/ Air	(EN5) Improve Air Quality in York	<ul style="list-style-type: none"> • Reduce all emissions to air from current activities and the potential for such emissions • Minimise all emissions to air from new development • Improve air quality sufficiently to allow the revocation of all existing Air Quality Management Areas (AQMA) and prevent the need to declare further AQMA • Provide support, advice and encouragement for the business sector to reduce emissions to air • Promote innovation and development of low emission technology based industries • Support the development of city wide low emission infrastructure (e.g buses, taxis, EV recharging network etc)

Material Assets/ Air/ Climatic Factors	(EN6) The prudent and efficient use of energy, water and other natural resources	<ul style="list-style-type: none"> • Increase efficiency in water, energy and raw material use • Develop renewable energy/resources • Increase awareness and provide information on resource efficiency • Reduce use of non-renewable resources • New buildings to be designed to be energy efficient and minimise waste • Incorporate sustainable design principles and practices including construction techniques and technologies
Material assets	(EN7) Reduce Pollution and waste generation and increase levels of reuse and recycling	<ul style="list-style-type: none"> • Increase prevention, re-use, recovery and recycling of waste • Increase awareness and provide information on resource efficiency and waste • Develop renewable energy/resources
Climatic Factor	(EN8) Maintain and Improve Water Quality	<ul style="list-style-type: none"> • Protect and enhance the area's controlled waters • Prevent pollution of the water environment
Climatic Factors/ Water	(EN9) Reduce the impact of flooding to people and property in York.	<ul style="list-style-type: none"> • Reduce risk from flooding • Manage the effects of climate change from flooding • Ensure no new inappropriate development in the flood plain • Ensure the use of sustainable urban drainage systems

What is this document?

- 1.4 This SA summary statement provides a brief update to the SA analysis of the Former British Sugar / Manor School Consultation Sustainability Appraisal (December 2010) which accompanied the SPD on consultation. This document includes:
- Comments made by Statutory Bodies and CYC's response
 - An update on each theme presented in the previous SA acknowledging where changes to the SPD have affected the SA analysis.
- 1.5 A more comprehensive document will be produced alongside the final SPD incorporating the SA matrices.
- 1.6 This report follows the same format of the previous Sustainability Appraisal for the Former British Sugar/Manor School site whereby the analysis has been undertaken in themed sections.

2. Consultation Comments

- 2.1 The Former British Sugar/Manor School Draft SPD and accompanying Sustainability Appraisal went out for Consultation in December 2010. As part of the requirements for SA, we are obliged to consult Natural England, the Environment Agency and English Heritage as part of any consultation on the Sustainability Appraisal. Figure 2 sets out the comments received alongside the Council's response.

Figure 2: Consultation comments received

Statutory Body	CYC Response
Environment Agency	
<p>1. Support SA objectives and the proposed recommendations and mitigation that will take place. Consider that it will have a positive impact on the sustainability of development in the Former British Sugar Manor School Site</p>	No response required.
<p>2. The Water Framework Directive (WFD) is not discussed in Section 11b regarding water conservation and needs to be included for reason that the WFD is now the key piece of EU legislation that applies to all surface water bodies (including lakes, streams and rivers, groundwaters, groundwater dependent ecosystems, estuaries and coastal waters. As part of this inclusion, the Humber River Basin Management Plan should be included as it is a key plan for the protection and improvement of the water environment and contains key measures for Local Authorities.</p>	We agree to add in the WFD and Humber River Basin Management Plan as part of the Baseline in Section 11b.
<p>3. The Baseline data needs to be more clearly referenced in section 11f.</p>	We agree to more clearly reference where the baseline data has come from.
<p>4. Suggest the following for monitoring indicators for section 11b:</p> <ul style="list-style-type: none"> • % of local planning authority's decision made against Environment Agency's flood risk objection • % of SuDS implemented in new developments • EA's water quality data (chemical and biological) • Change in statuses from the Catchment Abstraction Management Plans. 	We agree to add these monitoring indicators to this section. As part of the Annual Monitoring Report (AMR) the Council already monitor the first and third bulleted points.
English Heritage	
<p>1. Broadly agree with the assessment of likely affects which the Policy Principles and Statements might have upon those aspects of the City.</p>	No response required.
<p>2. Suggest it would be useful for the Council to state why it considers that an SA is necessary for this SPD given the Town and Country Planning Act 2008's removal of the requirement</p>	We agree to include as statement within the Introductory Section. The guidance requires the appraisal of Area based SPDs which adds detail not covered in higher level documents. This SPD expands upon the detail set out by the Strategic Allocation of British Sugar as part of Policy CS4 in the Core

	Strategy Submission (Publication) and therefore the Council deemed it necessary to undertake a separate Sustainability Appraisal.
3. Figure 4, objective EN2: consider that the it would be preferable if the objective used the same language as PPS5 and suggests: “To conserve those elements which contribute to the significance of York’s historic environment including the special character and setting of the historic city”.	This objective is consistent with the objective in the Scoping Report and Core Strategy suite of SAs. It is therefore considered that this change does not need to be made.
4. Figure 4, objective EN2 sub-objective: suggest amendment to read: “To conserve those elements which contribute to the significance of archaeological sites, historic buildings...etc”	We agree that this change can be made.

Changes as a result of the comments will be available via the full SA report to be released alongside the SPD.

3. Sustainability Analysis by Theme

- 3.1 The SA for the Consultation Draft was split into themes as it was thought this more accurately picked up the issues in relation to the site. The themes set out in the Sustainability Appraisal Consultation document are replicated in this chapter together with information regarding relevant changes to the SPD, how this affects the SA analysis and if the recommendations have been taken on board.

Population

How has the SPD changed?
The population information set out under Principle 1 has been updated to reflect the latest trends. No further amendments will affect the population or its growth. The Delivery and Implementation Section does set out however, that a community forum including a range of representatives should be developed to strengthen public engagement.
What the sustainability implications of the changes made?
The development of a community forum will have positive benefits for public participation and engagement as well as social inclusion.
Have the previous recommendation been taken on board?
n/a

The Economy and Employment

How has the SPD changed?	
There have been no significant changes in relation to this topic although Statement 7 has amended its skills and training reference to targeted training and recruitment model set out for York and links to the potential opportunities on site	
What the sustainability implications of the changes made?	
The amendment is positive and consistent with that in the Core Strategy Submission (Publication) version. No further analysis of this theme is necessary	
Have the previous recommendations been taken on board?	
<ul style="list-style-type: none"> Further understanding of the transport implications through the masterplanning process and its relativity to the economy needs to be undertaken, potentially in connection with LTP3. 	Yes
<ul style="list-style-type: none"> The provision of Live/work units could be more fully explained in the text to further an explanation of statement 6. 	No
<ul style="list-style-type: none"> The masterplanning process could locate the small business uses on upper floors of the local centre to maintain vibrancy and maximise the use of space 	Not yet relevant

Housing

How has the SPD changed?	
<ul style="list-style-type: none"> The SPD within Principle 1 has updated the housing need requirements using up-to-date evidence base. This amends the annual affordable housing need to 790 dwellings per annum and the baseline data regarding house prices, affordable rents and overall requirements for different types of homes. Statement 1 has been amended (underlined) to read: <i>"Affordable housing will be negotiated against current council targets for brownfield sites, <u>having regard to market conditions and an agreed economic viability assessment</u>, together with on-site developer provision secured through Section 106 Agreement</i> 	
What the sustainability implications of the changes made?	
None. The previous SA analysis welcomed that there was a mix of dwelling type and the need to provide affordable housing on site. The updated information does not change this. Furthermore the SA accepts that the Affordable Housing Viability Model uses economic and market conditions to review targets which will be negotiated on.	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> Principle 2 could mention 'Lifetime Homes' to encompass the concept for changing households and the needs for different types of accommodation. 	Yes, under statement 2
<ul style="list-style-type: none"> Amend Statement 2 under Principle 1 to reference the emphasis on family housing alongside provision for a cross section of the community. 	Yes
<ul style="list-style-type: none"> The SA would welcome more detail directing the level of affordable housing and other specialist homes to make sure they are full integrated within the development to aid social inclusion. 	Yes

Social Infrastructure

How has the SPD changed?	
<ul style="list-style-type: none"> The local centre requirements set out by Principle 2 has been amended to include a neighbourhood food store primarily to meet newly arising need instead of “a small supermarket”. Changed Built sport hall from “will be sought” to “will be provided”. Text following Statement 15 now includes: “In the first instance the presumption will be to provide all open space typologies within the site and ensure there is no overall loss of open space.” 	
What the sustainability implications of the changes made?	
<p>The change to the sports hall being provided on site is more definite compared to the previous wording, which the SA considers as positive for sports and recreation provision. Furthermore, the presumption now in favour of on site provision of different types of openspace is positive for health and recreational purposes. The SA considers that the SPD has strengthened its requirements for this land use.</p>	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> Further modelling with respect to numbers of families and children be undertaken alongside the masterplanning process to make sure adequate facilities are provided for the new community’s needs. 	Not yet required

Transport and the Pattern of Movement

How has the SPD changed?	
<ul style="list-style-type: none"> Text for statement 13 has been amended to include: “<u>These paths should have primacy within the movement hierarchy with direct routes to link main destinations to encourage modal shift from the car.</u>” Text for statement 18 (para 7.14) has been revised to ensure that the traffic on existing routes such as Plantation Drive and Ouse Acres are restricted and monitored. It also has a new acknowledgement for issues of safety, parking and environmental attractiveness is movements are increase on the roads identified. The text for Statement 19 (para 7.15) now clarifies that pedestrian and cycle routes can be integrated on all purpose routes as well as dedicated routes where appropriate. Para 7.16 details the expansion of linkages from British Sugar to green infrastructure in the requirement for a new pedestrian/cycle bridge over the railway helping to link different routes together currently divided by the railway line. It is intended that this will also link to York Business Park and a potential new tram-train halt. Para 7.17 now includes: “Shorter walk distances may also need to be considered from bus stops to community facilities etc.” Para 7.18 now includes: “The design of the development should not prejudice future provision of a tram train facility. It is intended that the council will pursue delivery of tram-train facilities and engage with the appropriate parties to take this forward.” Principle 9 has been amended to : “Principle 9: To <u>minimise the need to travel, but where travel is necessary</u>, to ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms of travel by maximising opportunities for walking, cycling and public transport use”. 	

<ul style="list-style-type: none"> • Safety considerations are referred to through a link to the Council’s emerging 20mph speed policy. • Text associated with Statement 23 has been amended to reference modelling and mitigation required/ set out by the York Northwest Transport Masterplan. It also details that ongoing monitoring will be required and provision made in the transport masterplan for further amendments should be become apparent through the monitoring. • Text for Statement 23 also sets out how contributions to offset the impacts of the strategic infrastructure needed will be sought through Community Infrastructure Levy, negotiated a part of the planning process. 	
What the sustainability implications of the changes made?	
<p>The changes made in the text are positive for objective S6, S7 and S8. Through the additions and amendments the SA considers that the changes have strengthened the promotions of sustainable transport use as well as minimising travel, particularly by car. Furthermore, the York Northwest Transport Masterplan provides a further detailed evidence base for considerations and the SA welcomes its inclusion. This evidence base will be incorporated into the Transport Chapter.</p>	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> • Mitigation measures will need to be fully enforced to prevent adverse effect on congestion in the area and across the city and to minimise the associated adverse environmental impacts 	<p>Yes – text has been included. Actual mitigation not yet required.</p>
<ul style="list-style-type: none"> • The site will require a full environmental impact assessment, which should include a transport assessment for the area using the transport masterplan as a basis for analysis. 	<p>Yes but not yet required.</p>

Culture and Heritage

How has the SPD changed?	
<ul style="list-style-type: none"> • Statement 3’s text now includes: “For transitional residential areas adjacent to the boundaries of the site, regard will be given to the character of surrounding residential development”. • The wording of Principle 5 has been amended to read: “Principle 5: To create a high quality locally distinctive place which relates well to <u>both</u> the surrounding area <u>and the city as a whole</u>.” 	
What the sustainability implications of the changes made?	
<p>Both of these changes are positive for this theme and in meeting objective EN2 of the SA framework.</p>	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> • Heritage Impact Appraisal should be undertaken alongside the masterplanning process to understand the impact on the character and setting of the city. 	<p>Yes - but Not yet required</p>
<ul style="list-style-type: none"> • 3D modelling could be used to understand how views have been incorporated into the site. 	<p>Not yet required</p>

The Environment

(a) Climate Change

How has the SPD changed?	
<ul style="list-style-type: none"> • Extensive changes have been made to the text associated with Principle 4. In particular: Para 6.2: “The Climate Change Framework outlines the objective of reducing greenhouse gas emissions within the city, with a 40% reduction in carbon dioxide emissions by 2020 and 80% by 2050. The Sustainable Community Strategy seeks to reduce York’s ecological footprint and promote more sustainable lifestyles. New development within the city should contribute towards this with low carbon development and use of renewable energy sources, using a sustainable approach to design and construction to encourage sustainable living....Consideration should be given to offsetting the impact of the development on all aspects of the natural environment previously provided by the site (eg, water retention/conservation habitat).” • Text associated with Statement 8 now advocates solar passive design which makes the use of the site layout and buildings. This section also strengthens the requirement for development to include renewable energy generation within the masterplan as well as ensuring the development is resilient to a changing climate and well adapted for such changes as a result of this. • The SPD sets out (para 6.6) that the masterplan will have to have an associated Local Carbon Framework • The SPD clarifies that whilst the eco funding bid has not been pursued, there is still an aspiration to deliver highly sustainable homes and an eco/community hub building providing a meeting and information exchange venue as well as examples of sustainable technologies. • The text associated with statement 15 now includes in para 6.26 additional text: “Provision of green infrastructure should also demonstrate how the development will adapt to future climate change and address issues such as effect on biodiversity/habitat, rainfall variations, and the provision of cooling through the natural environment.” • Through Theme 3 there is more reference made to reducing the need to travel and low emission / sustainable travel modes. See Transport theme for further details. 	
What the sustainability implications of the changes made?	
<p>The reference to tackling climate change has been integrated more into the SPD with overt references to the Climate Change Framework, adaptation techniques, mitigation and offsetting measures. Furthermore, there is strengthened reference as to the requirements of renewable energy provision and ensuring buildings are sustainable from the materials they use to their energy consumption. Whilst this has been discussed in previous SA analysis, these changes will help to meet SA objective EN4 (Minimising greenhouse gas emissions and tackling climate change) and the Headline indicator (to reduce York’s ecological footprint) more definitely. The SA particularly welcomes the requirement for the York Northwest area to have a Local Carbon Framework to set out requirements, mitigation and monitoring of the sites to understand its pre and post development impacts.</p>	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> • Principle 4 sets an overarching theme for the whole SPD. The SA considers that this should be the first theme to be addressed within the SPD to highlight and embed this issue up front. 	<p>No. This theme has been strengthened however.</p>
<ul style="list-style-type: none"> • There is no link to develop a managed response to the effects of 	<p>Yes</p>

<p>climate change. The SA suggests that this is addressed throughout relevant sections of the SPD via minimising, through design, the impacts of a changing climate on the built and natural environment</p>	
<ul style="list-style-type: none"> Paragraph 6.3 references sustainability as a guiding principle to development. It would be beneficial for climate change to also be referenced, particularly given that this is a fundamental cause for being sustainable. 	Yes
<ul style="list-style-type: none"> The SA would like further clarity with regards to how statement 10 fits under Principle 4 as principle 4 advocates that “the <i>highest</i> achievable standards of sustainability are embedded at all stages of the development” but statement 10 states “subject to the availability of funding”. Should the approach be that areas which achieve funding are required to meet the standards of eco town principles because this provides a clear steer for development. The SA strongly disagrees that “subject to funding” should be the premise for this statement as it gives a ‘get out’ clause for high sustainability standards, particularly as the justification states that this is an “exemplar scheme, which will act as a benchmark for later stages of the development.” 	No. However, the statement does now set out its aspiration to continue to deliver highly sustainable homes. The statement has also been revised to detail that eco-settlement funding hasn’t been pursued and that alternate funding may be used to provide an eco hub community building.
<ul style="list-style-type: none"> Operation is absent and it is unclear how this will be delivered. The SA recommends that this need to be addressed. 	Yes. The Climate Change Framework is referenced and there is now a requirement for a Local Carbon Framework for York Northwest. Furthermore the delivery chapter requirements the planning documents to set out delivery of sustainability solutions.
<ul style="list-style-type: none"> There is no link between this principle and the objective relating to develop a managed response to the effects of climate change. The SA suggests that this needs to be addressed via incorporating adaptation design into the brief. 	Yes.
<ul style="list-style-type: none"> The SA recommends that the site uses grey water systems in order to minimise water consumption. 	Yes, although grey water systems are not explicitly mentioned, the SPD references water conservation and a water strategy under Principle 4.
<ul style="list-style-type: none"> The SA also recommends that cross references should be made 	Yes.

to ensure landscaping is considered alongside climate change as a mitigation measure which can be flexible and used to adapt to the changing climate.	
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(b) Water

How has the SPD changed?	
<ul style="list-style-type: none"> Rainfall variations are to be considered in climate change adaptation techniques. 	
What the sustainability implications of the changes made?	
There are no additional sustainability comments for Water.	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> Set out more clearly the requirements for a water strategy to accompany masterplanning 	Yes
<ul style="list-style-type: none"> Link Principle 7 to the water strategy outlined in Principle 4. 	No. The water strategy isn't directly mentioned but there is now a reference to rainfall variations which is considered as part of the water strategy under principle 4.
<ul style="list-style-type: none"> The SA recommends expanding on the issue of blue infrastructure and its linkages to the site. 	No.

(c) Air Quality

How has the SPD changed?	
<ul style="list-style-type: none"> The SPD now references low carbon development and specifies that a Local Carbon Framework is required. It is anticipated that this will set out a managed approach and mitigation techniques and well as monitoring as part of the development process. Principle 9 (para 7.19) now acknowledges that: "Traffic from the development will have an impact on nearby air quality management areas." Through Theme 3 there is more reference made to reducing the need to travel and low emission / sustainable travel modes. See Transport theme for further details. 	
What the sustainability implications of the changes made?	
The specification of a Local Carbon Framework as well as low carbon transport and construction will have positive impacts on SA objective EN5 (Improving Air Quality). Further more, there is now a clear acknowledgment that these will be an impact on air quality management zones. This goes alongside the Council's commitment to reducing carbon emissions and is now an explicit element of the site's development that will need mitigation. The SA welcomes this reference as it will strengthen how the development meets objective EN5.	
Have the previous recommendation been taken on board?	
<ul style="list-style-type: none"> Due to the potential impact on air quality across the city, alternatives to the car must be researched and strongly promoted within any scheme to develop this area. Planning applications will be expected to include measures such as provision for electric vehicle infrastructure, car clubs 	Yes – Theme 3 has strengthened its requirements set out in this recommendation. Also, the delivery and

<p>(incorporating electric vehicles), green travel plans and funding / monetary contributions for low emission refuse trucks and buses. City of York Council’s Sustainable Transport team should be contacted for advice. Where vehicles are considered necessary, any developer of the site should actively promote the uptake of smaller/ cleaner / low emission vehicles as far as possible via provision of necessary infrastructure and incentives for their use such as priority access, reduced charges and provision of a significant number of electric vehicle recharge points. An early discussion with the Environmental Protection Unit (EPU) is encouraged to determine low emission measures that are suitable for the site.</p>	<p>implementation sections sets out that a Sustainable Travel Plan and Transport Assessment is required.</p>
<ul style="list-style-type: none"> • In line with the Council’s emerging Low Emission Strategy (LES) any developer needs to demonstrate how they are meeting ‘best endeavours’ for reducing emissions on the site during both construction and operation phases. This will include a full appraisal of methods for heating and supplying power to the site to ensure that the correct technologies are chosen in terms of both carbon and local air quality emissions (NO_x and PM₁₀). 	<p>Yes through the requirement for a Local Carbon Framework</p>
<ul style="list-style-type: none"> • Prior to any works commencing on site, a construction environmental management plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall identify the steps and procedures that will be implemented to minimise the creation and impact of noise, vibration and dust resulting from the site preparation, demolition, groundwork and construction phases of the development. 	<p>Yes. In the Delivery and implementation section.</p>

(d) Biodiversity

<p>How has the SPD changed?</p>
<ul style="list-style-type: none"> • Principle 4 now sets out that: “Consideration should be given to offsetting the impact of the development on all aspects of the natural environment previously provided by the site (eg, water retention/conservation habitat)” in relation to delivering the highest level of sustainability • The Bee Bank on site is now recognised as a Site of Interest for nature Conservation (SINC). • Statement 15 (para 6.26) has additional wording: “Provision of green infrastructure should also demonstrate how the development will adapt to future climate change and address issues such as effect on biodiversity/habitat, rainfall variations, and the provision of cooling through the natural environment.” • The provision of an additional pedestrian/cycle bridge from British Sugar across the Railway into Clifton Ings. • The development of the site will also have to take account of an emerging Tree Strategy as referenced in text associated with Statement 17. • As part of the Delivery and Implementation the SPD requires that: “The provision of strategic landscaping including green infrastructure should be specified within the overall masterplan.”

What the sustainability implications of the changes made?

The SA welcomes the recognition of formal designation of the Bee Bank for nature conservation and stands by previous comments relating to ensuring that this is buffered thoroughly in order for its protection. It also welcomes further acknowledgment for consideration of the need to mitigate /offset the potential impacts from developments for nature conservation and biodiversity in several places within the SPD. The SA also welcomes that a Tree Strategy is emerging for the site as this will promote biodiversity and protect existing trees as well as the SPD requiring that Strategic Landscaping is considered at the beginning of the planning process. All of these elements are positive for SA Objective EN 3 (Conserve and enhance a biodiverse, attractive and accessible natural environment).

The SA remains unsure of the potential impact of transport schemes connected with the site. The new potential bridge would have to for example show how potential impacts were to be mitigated. The SA however, does welcome more explicit regard for the impacts on the natural environment.

Have the previous recommendation been taken on board?

<ul style="list-style-type: none"> In addition to ensuring the retention of existing areas which provide valuable habitat, it is recommended that greenspaces interlink throughout the site to form a network and that, where appropriate, landscaping schemes use native species and wildlife planting. 	<p>Yes although explicit schemes will need to be submitted alongside the planning application.</p>
<ul style="list-style-type: none"> The long-term management plan should consider how the landscape and Green Infrastructure network on the site could be managed in a way that promotes biodiversity. 	<p>Yes.</p>

(e) Energy and Waste**How has the SPD changed?**

- The first statement of Principle 4 has been amended to read: "New development within the city should contribute towards this with low carbon development and use of renewable energy sources, using a sustainable approach to design and construction to encourage sustainable living".
- Statement 8 (para 6.5) has been amended to read: "Minimising energy consumption in all buildings and adopt Solar Passive Design and in particular site design and layout that favours south facing roof spaces which buildings are likely to have pitched roofs". Another bullet point has also been amended to read: "All major developments must incorporate on site renewable/low carbon energy generation equipment to reduce predicted carbon emissions by at least 10% as set out in York's Sustainable Design and Construction Interim Planning Statement."
- The SPD now requires a Local Carbon Framework for York Northwest.
- The Delivery and Implementation section requires that: "The provision of renewable energy technologies should be considered at the beginning of the planning process, if appropriate and viable to providers".

What the sustainability implications of the changes made?

The amendments within the SPD strengthen the requirements for renewable energy use and energy consumption. In particular, the type of systems to be used and amount of renewable energy to be produced has been made more explicit. Furthermore, the Delivery and

Implementation section now make it clear that this has to be considered at the beginning of the process. Setting this out is positive in terms of meeting SA objective EN6 (the prudent use of energy, water and other natural resources).

There are no additional sustainability comments for waste.

Have the previous recommendation been taken on board?

<ul style="list-style-type: none"> Both the sustainable waste and resources plan and the Low Carbon Energy Generation Strategy are presented at the same time as the masterplanning process to understand how the measures are incorporated throughout the site 	Yes. This is required within the submission documents alongside the planning application.
<ul style="list-style-type: none"> The SA would welcome further explanation of what standards are required on the urban eco-settlement (statement 9) over and above the measures set out under Statement 8. 	No but the specification for measures in statement 8 has been strengthened.

(f) Soil and Contamination

How has the SPD changed?

- The evidence base conducted on site is referenced

What the sustainability implications of the changes made?

Contamination issues were picked up previously in the SA. No further analysis is necessary although the new evidence base will be referenced explicitly.

Have the previous recommendation been taken on board?

<ul style="list-style-type: none"> The developer's environmental consultants must conduct an options appraisal to determine the most appropriate remediation techniques. Remedial works may include the excavation of contaminated soils and removal to a suitable licensed landfill site, the importation of clean topsoil for use in residential gardens and areas of soft landscaping, the treatment of contaminated groundwater and the installation of gas protection measures. 	Not yet required
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4. Further Information

For further information on anything detailed in this report or on the Local Development Framework suite of Sustainability Appraisals, please contact:

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