

**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.

Contact Details

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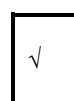
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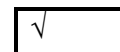
Report
Approved



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