



CITY OF
YORK
COUNCIL

City of York

LDF

Local
Development
Framework

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

ANNEX 2

April 2012

Former British Sugar/Manor School Site Draft Supplementary Planning Document

APRIL 2012



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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?

- 1.6 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.
- 1.7 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.
- 1.8 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.
- 1.9 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.



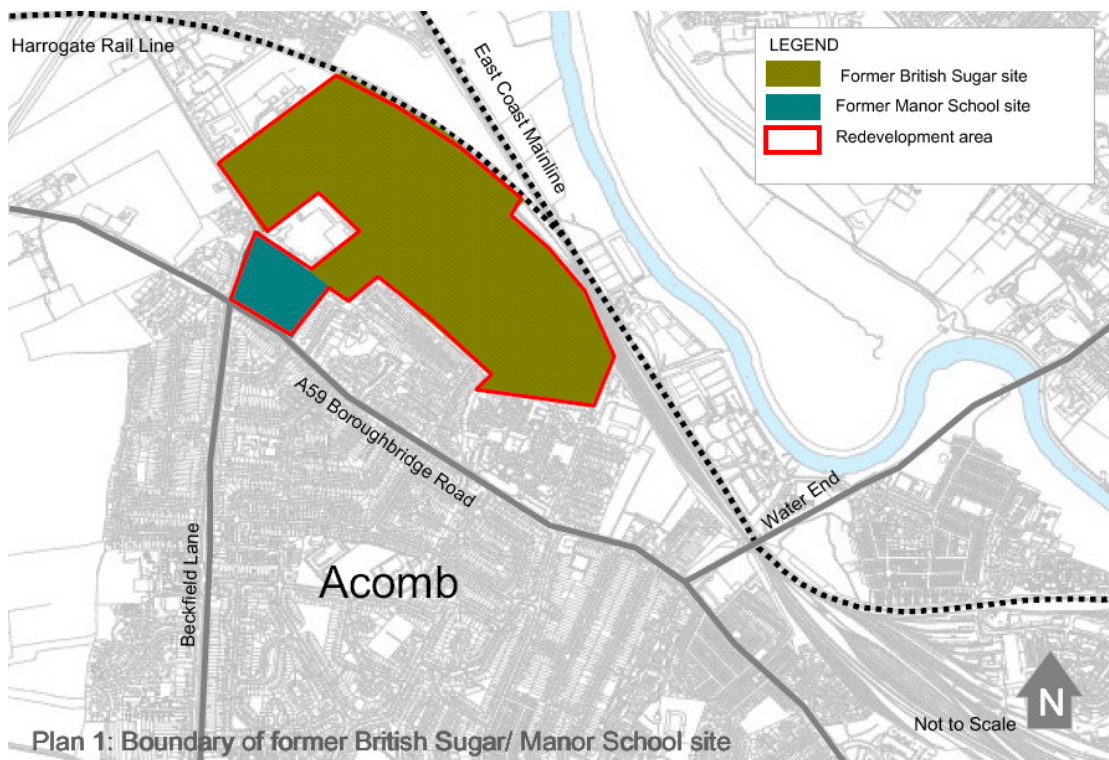
Aerial view of former British Sugar site

2.0 Context

Where is the Site?

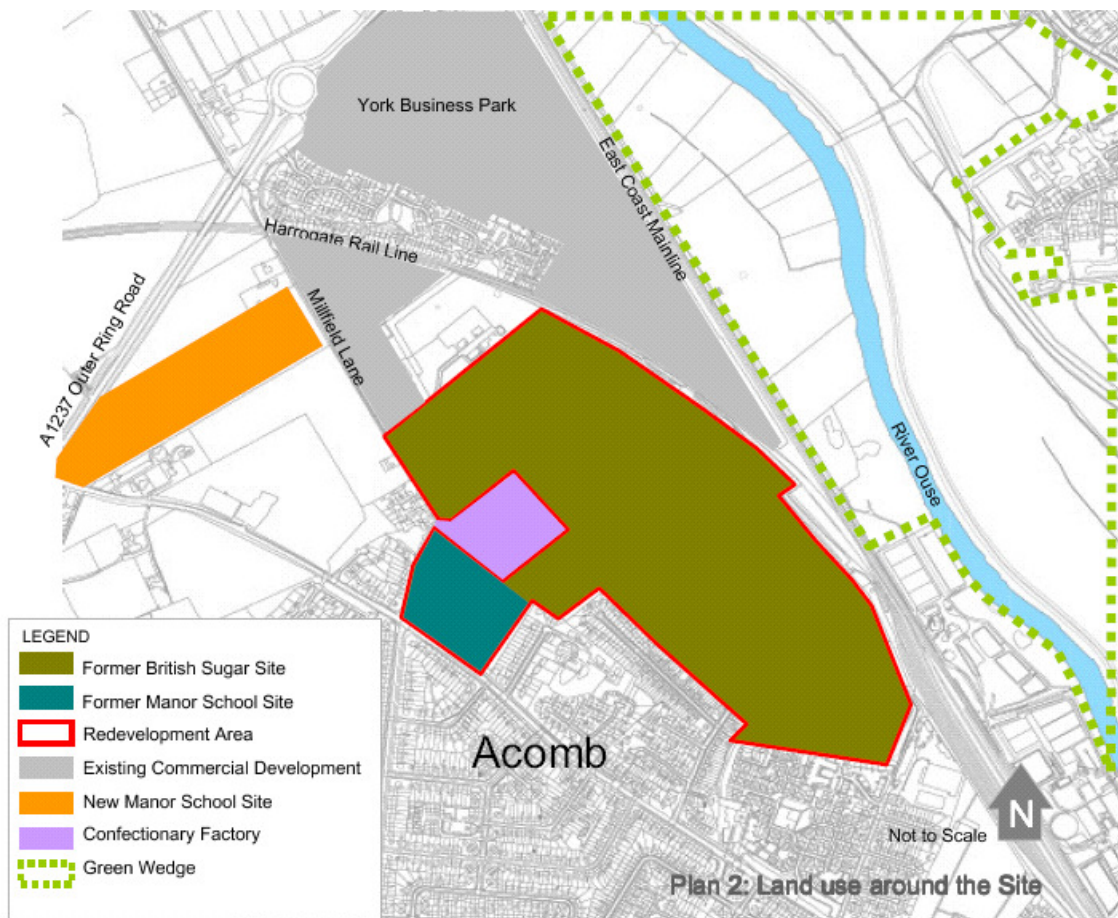
- 2.1 The Site is located to the north west of York, some 1.4 miles from the city centre, near to Acomb district centre. Figure 1 shows the boundary of the site and its location within the city, on the edge of the urban area.

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. 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).



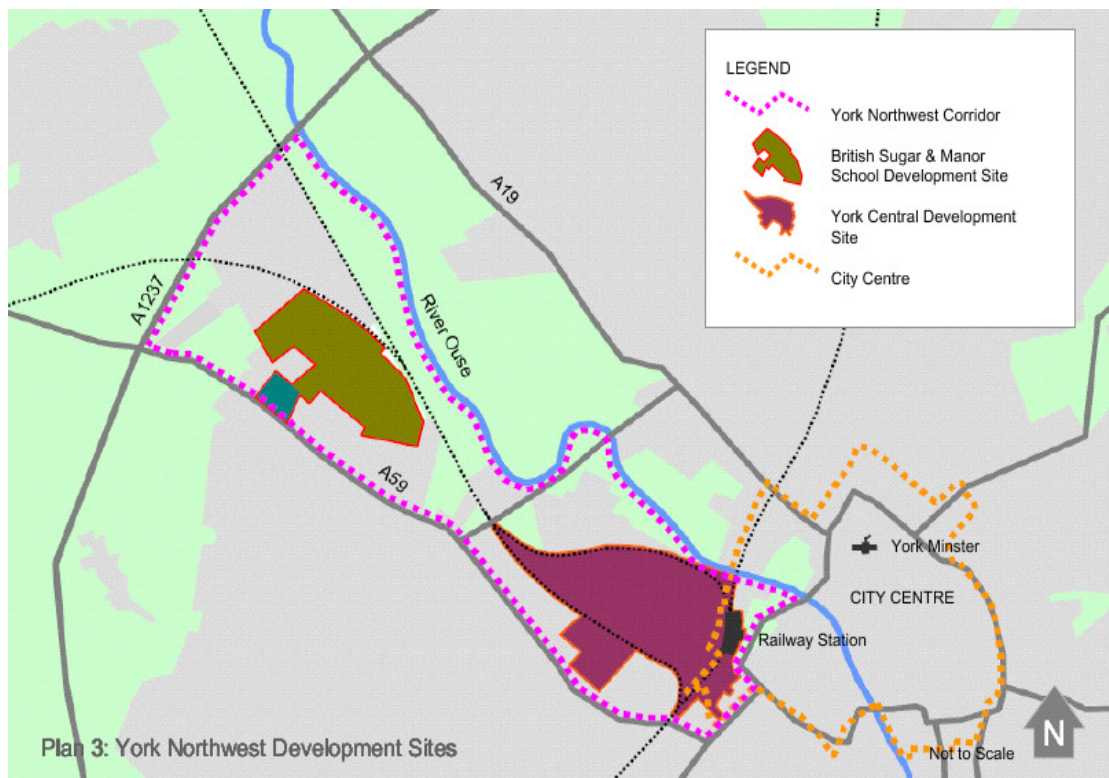
View of former British Sugar site from Plantation Drive



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.
- 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.

Why is a planned approach important?

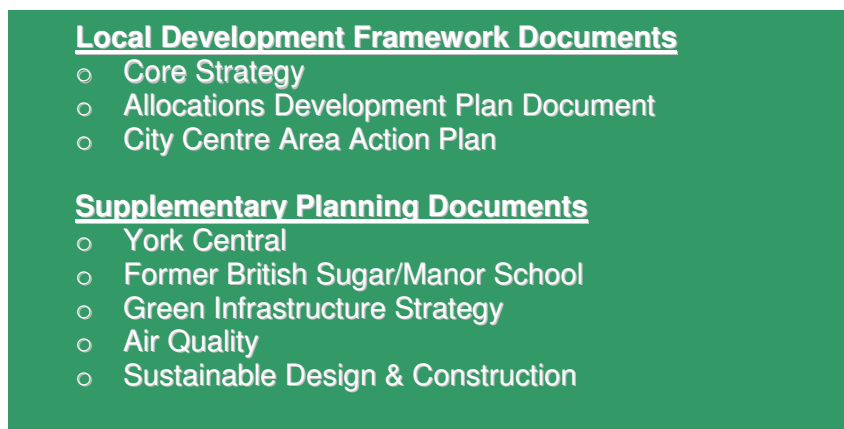
- 2.13 It is essential that a comprehensive approach is taken in planning for the level of development likely to come forward on the Site and the wider York Northwest corridor and a planned approach is needed to achieve this.
- 2.14 A planned and comprehensive approach will allow the impacts of development 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 Other planning guidance, strategies and documents have been used to provide the wider context for the guidance outlined in this document. 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.

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. Open space, and;
- iii. 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:

- i. To create a sustainable, balanced community through provision of an appropriate range of housing;
- ii. 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;
- iii. To maximise the benefits of sustainable economic growth for the local community;
- iv. To ensure the highest standards of sustainability are embedded at all stages of the development;
- v. To create a high quality, locally distinctive place which relates well to the surrounding area;
- vi. To create a people friendly environment which promotes opportunities for social and community interaction;
- vii. 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;
- viii. 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;

continued over

Policy CS4 cont.

- ix. 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
- x. 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, ecology, geotechnical issues and education.
- 3.6 The draft 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 draft 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, Open Space and the York Northwest Transport Masterplan. 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.
- 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.

- 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 Strategy for York (formerly known as the Sustainable Community Strategy). 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 Strategy for York 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.
- 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. Opportunities to promote, a demonstration scheme as an early deliverable phase of development incorporating innovative eco-principles and technologies will be pursued.

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

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; Central York, Suburban York and York village markets, each with distinct characteristics in terms of the composition of community and housing.
- 5.6 In general terms, the 2011 SHMA reveals that York's current population profile has a comparatively youthful demographic profile. The city does have a significantly higher level of teenagers/ young people (ages 20-35), probably reflecting its student 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.
- 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 64% of households planning to move in the next two years planning to remain in York. (SHMA, 2011)
- Affordable Housing
- 5.9 The 2010 average York house price was £191,144, with monthly rent levels of £625/793 per calendar month (2-3 bedrooms) in 2011. Average household income levels in York are £22,100 per annum: home ownership and private sector renting is, therefore, unaffordable to many households within the city.
- 5.10 The 2011 Study 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. The total net annual need for affordable housing to meet both the backlog and newly arising need is estimated to be 790 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.

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 on-site developer provision secured through Section 106 Agreement.

- 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 Submission 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 December 2010 the target would be for 25% affordable housing provision on brownfield land and 35% 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. 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 2011 SHMA indicate that in terms of tenure, 70% of any affordable housing provision should be social rented in perpetuity, and 30% should be discounted in perpetuity to 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: 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.

Housing size and type

- 5.13 The 2011 SHMA outlines the size of property expected to be required in terms of numbers of bedrooms within new development in order to take into account the changing household profile within the city. The projections are made in order to move towards a balanced housing market taking into account the requirements of Yorks communities. These conclusions are based on 3 sub areas and do not take into account specific site circumstances.
- 5.14 In terms of housing type, the submission Core Strategy outlines the need for 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 market demand.
- 5.15 In terms of housing size the 2011 study put forward detailed projections split by bedroom size. This 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.

- 5.16 There is a demand for affordable housing across all unit sizes, with the greatest level of need for two, three and four + bed dwellings (as evidenced in the SHMA, 2011). 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 The Submission Core Strategy requires all new homes to be built to lifetime home standards. 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.

Housing density

- 5.20 Securing the best use of urban brownfield land will be an important part of York’s spatial strategy outlined in the draft 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 . 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.

Social Infrastructure

- 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:
- A neighbourhood food store to meet primarily newly arising local needs
 - Smaller shop units comprising a range of A1 A2 A3 A4 and A5 uses

- Healthcare facilities potentially including a new GP surgery, dentists, pharmacy, and/or other community services such as health visiting, school nursing and district nursing.
 - Community hall facilities possibly combined with eco-community hub with electronic Information and workspace facilities.
 - Education facilities, including early years, primary, and secondary provision.
 - Built sports facilities.
- 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 are set out elsewhere in this document.
- 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 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.

Education

5.26 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.

5.27 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 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. Funding for the primary school will be expected to be provided by the developer. The Local Authority will then establish a primary school in accordance with recent Education legislation, 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.

5.28 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

5.29 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 (gross), 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 should be provided 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/workspace facilities provided with internet access in a dedicated area 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) 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 Council's 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.

Local Centre

- 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.

Employment Uses

- 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, 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.

Training and Skills

- 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. 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 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) 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)
- 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)

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 with low carbon development and use of renewable energy sources, using a sustainable approach to design and construction to encourage sustainable living. 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).

Statement 8

To ensure that the design, construction and occupation of the development minimises environmental impact over its lifetime.

- Sustainable Design
- 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.
- 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 2014 and 2016 respectively. Where financially viable (for example, through use of grant funding), delivery of housing to higher levels of the Code or its equivalent will be sought prior to 2016. The detailed delivery and phasing of this should be demonstrated in the masterplanning and planning applications.

- 6.5 Important aspects in achieving these standards at the Site include:
- 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;
 - 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 York's Sustainable Design and Construction Interim Planning Statement);
 - Minimising water consumption;
 - Managing surface water sustainably through a water strategy;
 - Dealing with waste from the future use of the area through a sustainable waste and resources plan;
 - Minimising emissions and air quality impacts for the development guided by an emissions impact assessment;
 - Where possible ensuring construction materials are sourced locally;
 - Ensuring the development is resilient to a changing climate and well adapted for such changes.



Water cycle management integrated with the built environment at Upton urban extension,

- 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. 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. 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 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) for new commercial and public buildings. The approach to meeting environmental standards associated with BREEAM and the Code for Sustainable Homes (or equivalent) will be informed on the site through consideration of available technologies having regard to the Local Carbon Framework for York Northwest.

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.

Urban Eco Settlement

- 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 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. 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 eco/community hub facility which could occupy a separate building/show-home. This could provide a facility for information exchange, meeting space with practical examples of sustainable technologies as a resource for new and existing community groups. An alternative approach could be to provide these facilities in conjunction with any wider community facilities discussed in Principle 2. A holistic approach to all aspects of sustainable design and future lifestyle choices would be promoted in the demonstration exemplar scheme, which would act as a benchmark for later stages of the development.



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.

Design and Quality

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, 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 the 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.

People friendly environment

- 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.

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 pedestrian and cycle routes 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. The paths should be segregated from vehicular traffic wherever possible, well lit (using low carbon lighting) 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. 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. Management of facilities should be community led where appropriate in order to promote inclusive use and foster community ownership. Other benefits include:

- Reduced operation and construction costs.
- Increased viability of services through cost savings and higher levels of patronage associated with linked trips.
- Potential to offer an increased range of services through above.
- 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.

Open space

- 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), 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. 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.
- 6.26 To ensure future public access to public open space this land should be transferred to the council and appropriate long term management arrangements for this land will need to be set up. Provision should be made for the maintenance of such land for a 10 year period on transfer to the council either on completion of a phased area or post completion of the final phase of the development, as agreed, through capital contributions to the Council. Provision for the maintenance of the land by the developer will need to be made until such time as the transfer of the land to the council has taken place.
- 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. The potential to meet new need through qualitative improvements to existing open space, if available, and where it could be made accessible, 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. Some level of off-site provision may be 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.

Statement 16

To create a multifunctional green spine which links new and existing green assets both within the site and the surrounding area.

Green infrastructure

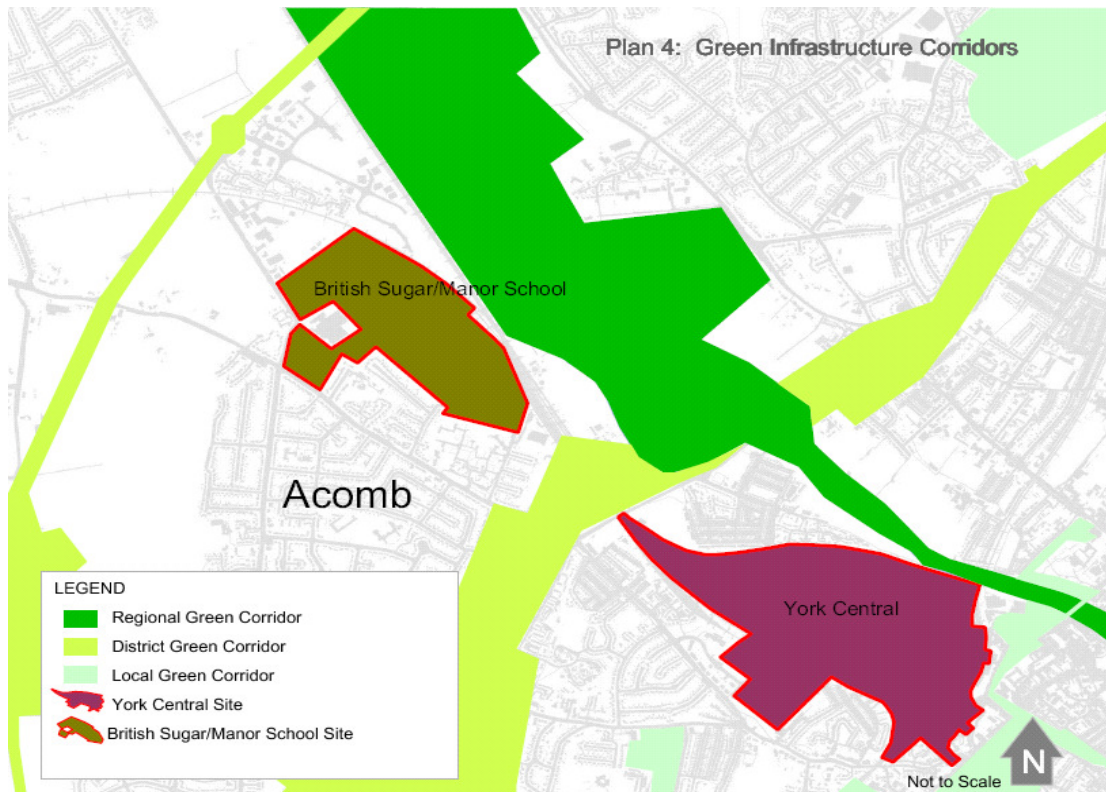
- 6.29 A Green Infrastructure Strategy should show how open space should be configured within the site so as to form a green spine and fingers which also incorporates green routes, sustainable transport links, access to key facilities and blue infrastructure including Sustainable Urban Drainage Solutions (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.



Green Linkages

Figure 12: Green Infrastructure Corridors

(Data from:Yorkshire & Humber Green Infrastructure Mapping Project)



Statement 17

To retain existing green assets of value within the site and incorporate these within the new green infrastructure network where possible.

Green assets

- 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 this level of existing facilities is required. Provision 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 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

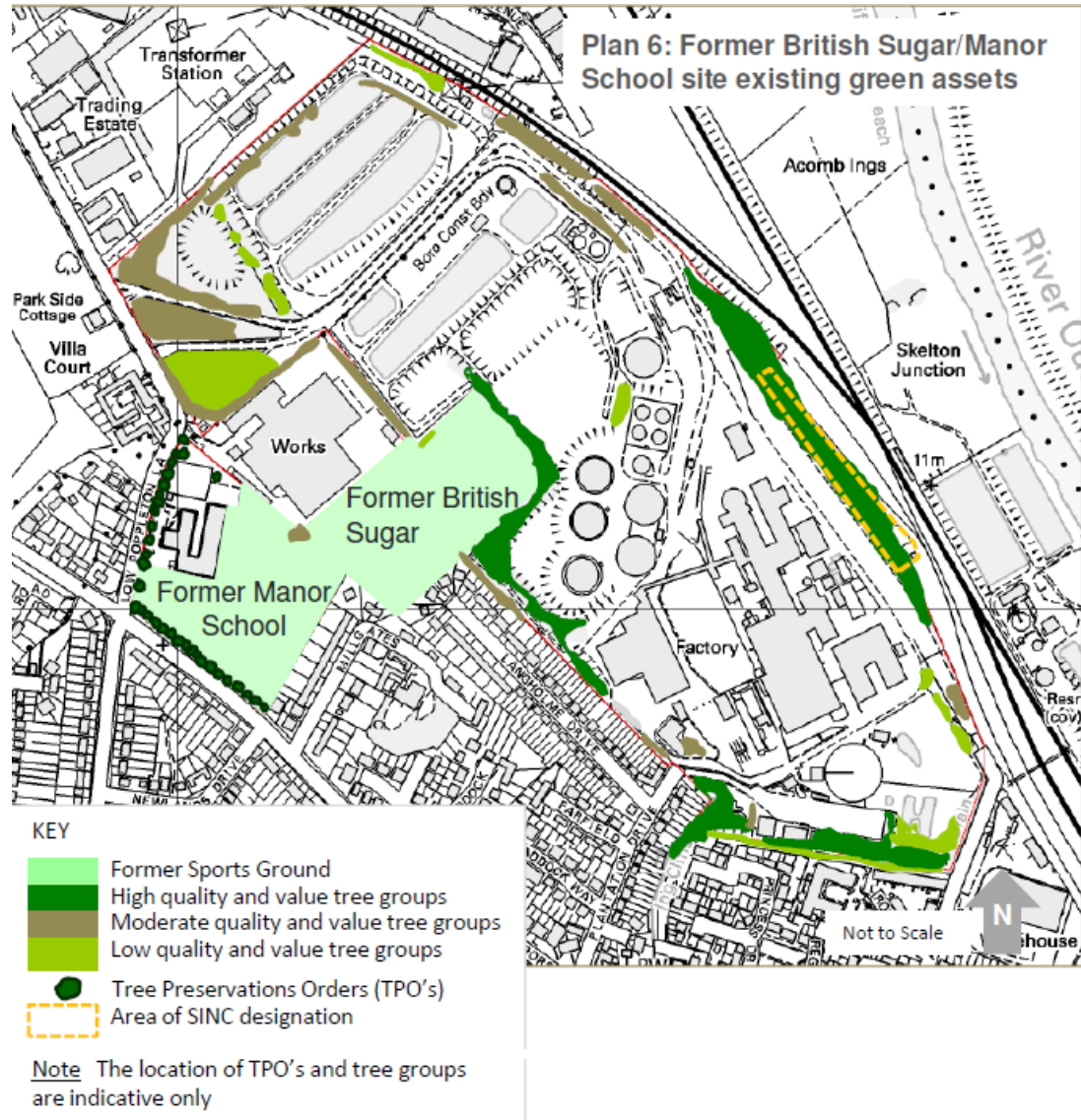


6.33 Areas of landscape value, groups of trees and key views have been identified through the British Sugar Landscape Assessment undertaken by Popplewell Associates (2007). In addition there are trees which are protected by Tree Preservation Orders within the former Manor School site. There will be a 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.

Figure 14: Existing Green Assets



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 the overarching draft York Northwest Transport Masterplan which 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)
- City of York’s Local Transport Plan 2011-2031 (LTP3)
- The Strategy for York (previously the Without Walls York Community Strategy, 2008)
- Submission draft Core Strategy (2011)
- York New City Beautiful (2010)
- Emerging York Low Emissions Strategy(2012)
- 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 as set out in 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

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 LTP3 hierarchy of transport users.

- Sustainable integration, connectivity and accessibility
- 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.
- 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.



Sustainable modes of transport.

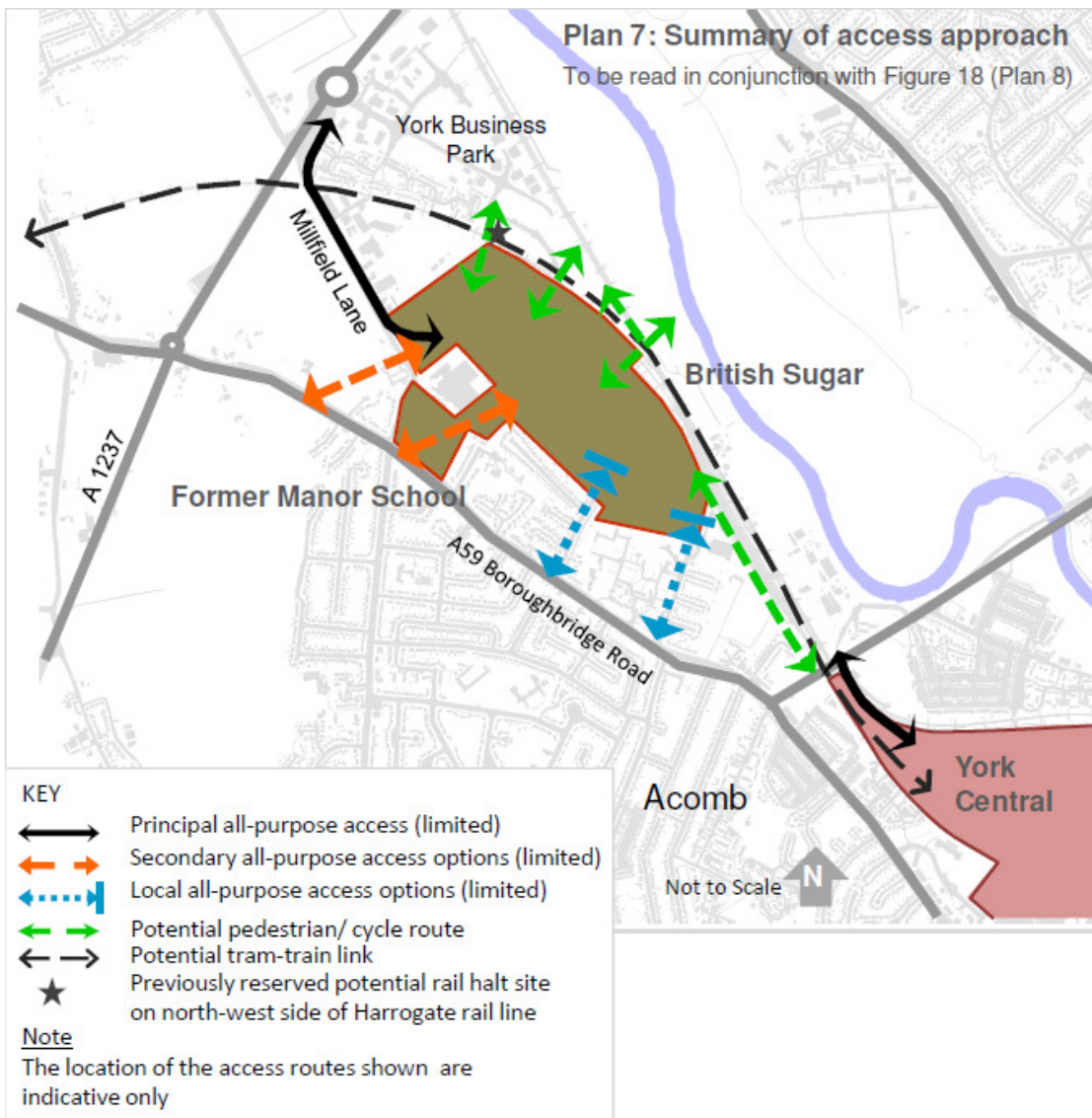
Statement 19

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.

Access

- 7.11 Figure 17 outlines a summary of access approaches for the 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.

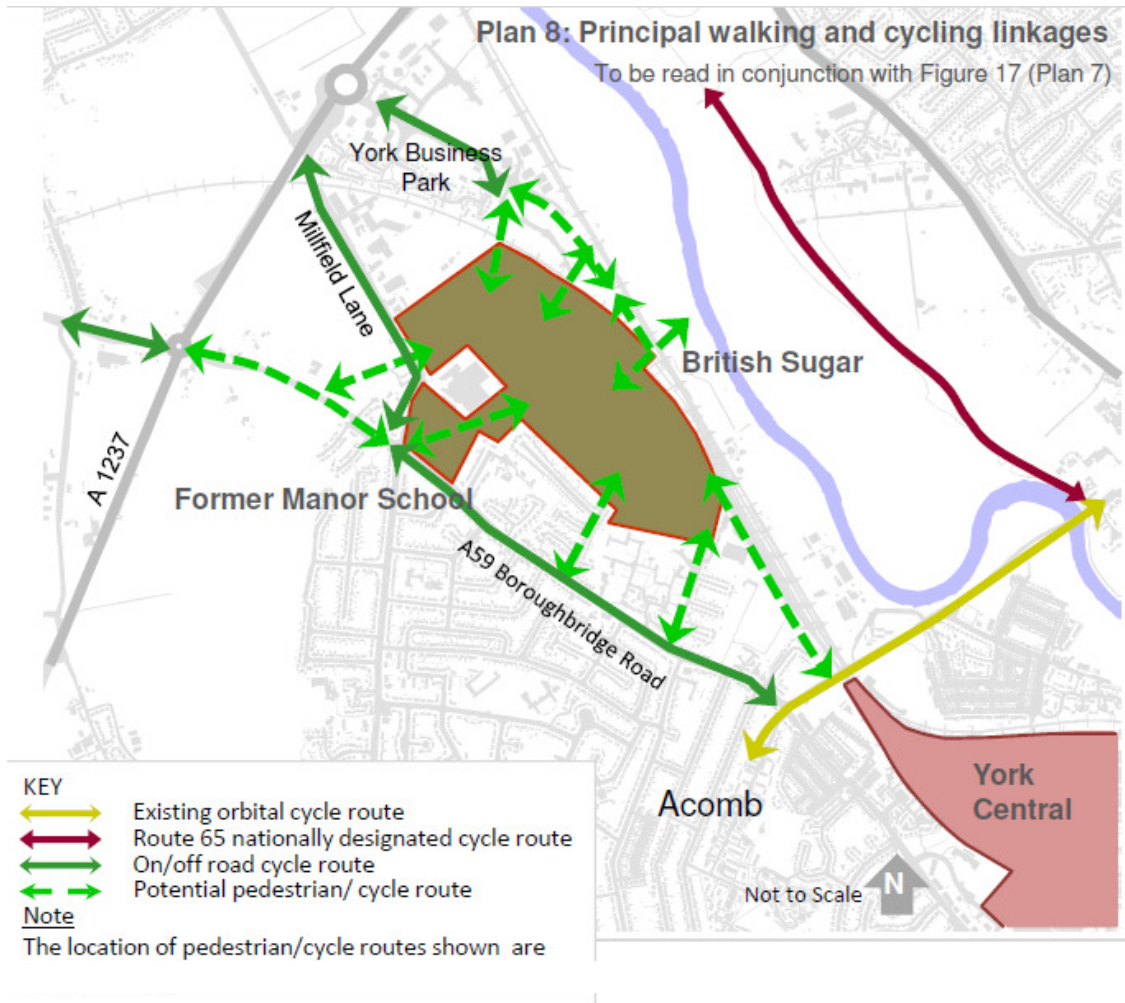
Figure 17: Summary of Access Approach



- 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 could be established in order to avoid inappropriate use of the site by traffic running 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.
- 7.14 In addition, Plantation Drive may form a local access to the site, with the extent of development served by this access limited. 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 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.
- 7.15 High quality 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). This will provide linkages to adjoining green infrastructure, York Business Park and also provide for any future tram-train halt facilities. 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.

Figure 18: York Northwest Sustainable Case: Principal walking and cycling linkages



- 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 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 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.

- 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.



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.

Sustainable travel choices and mode shift

- 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 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 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 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 safety, (including the councils emerging 20mph policy, security, 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. 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:

- Fixed term funding of additional buses to increase journey frequencies on existing services
- Provision of on-site enabling bus infrastructure, including accessible bus stops/shelters, signage and bus priority measures
- Off-site bus priority measures
- Provision of real time information systems on bus, at bus stops and within residential homes
- Provision of journey planning facilities
- Travel incentives including fixed term free travel passes for residential occupants
- Implementation and management of car clubs, incorporating electric vehicles
- Electric car recharging facilities
- 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.

Car parking

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, 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.
- 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.



Whizzgo Car Club Vehicle

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.

Minimising the impacts of vehicle trips

- 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.

- 7.33 Lower emission vehicles, including electric vehicles, will become more and more commonplace as technologies improve and the government incentives increase their take-up. As use of lower emission vehicles increases 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.



Electric vehicle charging point

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 planning process having regard to the Transport Assessment and York Northwest Transport Masterplan.
- 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). 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. The level and phasing of contributions towards the necessary highway improvements will be negotiated as part of the planning process, having regard to viability.

- 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. 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	<p>Detailed content to be agreed through formal scoping report, though it is likely to include assessment of, inter alia:</p> <ul style="list-style-type: none"> • Contaminated Land (to include desk study and site investigation/ risk assessment report) and proposed remediation study • Flood Risk/ Water Resources • Ecological impact and protected species assessment • Archaeological and cultural heritage impact • Noise Assessment

	<ul style="list-style-type: none"> • Vibration Assessment • Transport Assessment • Air Quality and Emissions assessment • Landscape Townscape and Visual Amenity Assessment • Tree Survey • 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.
- 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. 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 those outlined in Figure 20.:
- 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.
- 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. 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.
- 8.17 Specific public funding has been, and will continue to be sought in order to both help meet basic infrastructure requirements, and to improve the sustainability of the scheme. Major Scheme Bid funding has been granted 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.

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)
 - Community Project management team (see para 8.19)
 - Education facilities
 - Environmental improvements
 - Environmental standards (including BREEAM, CfSH and renewable low carbon)
 - Flood risk mitigation works
 - Healthcare facilities
 - Leisure facilities
 - Library and information facilities
 - Open Space and landscaping, including capital contribution for future maintenance
 - Public art
 - Public realm & street furniture
 - Recycling and waste management
 - Skills and training
 - Transport measures and Travel Plan

How will the new and existing community be integrated?

- 8.18 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.
- 8.19 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.

- 8.20 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 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, 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.
- 8.21 As the scheme progresses into the delivery and management stages with 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. 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?

- 8.22 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 2012/13, 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.
- 8.23 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.
- 8.24 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.

- 8.25 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.
- 8.26 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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