

Appendix 1

York Northwest Area Action Plan

DRAFT ISSUES AND OPTIONS

September 2007

City of York Council



Nathaniel Lichfield
and Partners

Planning Design Economics

PART 1.0

1.0 INTRODUCTION

- 1.1 This document represents the first stage in the production of an Area Action Plan for York Northwest, a document which will be used to guide and control the development of this area. It outlines the issues relevant to this area and raises questions on future options for everyone to consider.

The York Northwest Area

- 1.2 The area known as 'York Northwest' lies immediately to the north and west of York City Centre. It comprises two distinct and significant brownfield development sites 'York Central' and 'British Sugar', which are shown on the plan below. These two sites are not currently connected, however, they are located in close proximity to one another (around 0.7 km) and both lie adjacent to a rail corridor and the A59 road corridor.

[INSERT PLAN]

- 1.3 When combined these sites create a development area of around 75ha of developable land. York Northwest is, therefore, likely to be the largest development site that we will see in York in our lifetime and of great importance to the growth of the local and regional economy and York's housing market. On this basis, it is essential to provide a comprehensive development strategy, which considers both sites together as part of an Area Action Plan.
- 1.4 The exact boundary of the Area Action Plan has yet to be defined. It is possible that parcels of land in the surrounding area, particularly between York Central and British Sugar,

may need to be included within the Area Action Plan boundary to secure the area's comprehensive development. However, we want to consider your views on the boundary and other issues and options, before making a decision on the extent of the action plan area. The boundary of the plan will, therefore, be defined at the next stage of the plan process.

Why are we producing an Area Action Plan?

- 1.5 In autumn 2004 the Government introduced a new planning system into this country. This new system requires local authorities, such as York, to prepare a range of planning documents collectively known as the Local Development Framework (LDF). The LDF is effectively a folder containing a range of documents designed to guide and manage development in York over the next two decades.
- 1.6 The first three documents of the five development plan documents that the Council will be producing are the Core Strategy, the Key Allocations document and the York Northwest Area Action Plan. All documents will be closely related to the Community Strategy. The Core Strategy will provide the overall planning vision and strategy for the City. It will not provide policies specific to the development of a site or area within the City. Work has started on the production of the Core Strategy with an initial document consulted upon in June/July 2006. A second Core Strategy Issues and Options Paper will be published in summer 2007.

1.7 Area Action Plans (AAP) should be used to provide the planning framework for areas where significant change or conservation is needed. A key feature of AAP's is a focus on implementation. An AAP may include any of the following:

- Site allocations for new uses and policies to guide their development;
- Improvements to physical infrastructure and transport systems and other accessibility measures;
- Improvements to community infrastructure (education, health, leisure) to meet additional needs arising from development;
- Policies on urban design, conservation and landscape;
- Details of planning obligations that will be sought and any other criteria for development; and/or
- Strategies for maximising the positive impacts and mitigating negative impacts of development where other agencies would need to manage implementation, such as through local transport planning or the need for skills training.

1.8 The Council has identified that York Northwest is an area which needs more detailed guidance at an early stage and the decision has been taken to prepare an Area Action Plan for York Northwest.

Why Produce an Issues and Options Report

1.9 The Government has set out a four stage process for producing LDF documents, such as Area Action Plans. The four stages comprise:

- Issues and Options;
- Preferred Options;
- Submission Area Action Plan; and
- Adoption

1.10 Before this Issues and Options document was written, it was necessary to produce a baseline report for York Northwest, which sets out the national, regional and local context. This baseline document has drawn on a number of evidence base documents, such as York's Housing Market Assessment and the Open Space Needs Assessment and forms a basis for identifying key issues and potential options for York Northwest.

1.11 The extensive baseline findings, set out in the Baseline Report formed the first stage in the pre-production process. The preparation of this Issues and Options Report and the following community consultation, forms the first task in the production process. This document seeks to identify the key issues relevant to the area and seeks your views on various options as to how the area could be developed. The results of the Issues and Options consultation will inform the Preferred Options for York Northwest.

Structure of Issues and Options Report

1.12 This document is split into 6 parts:

- Part 1: Introduction
- Part 2: Area Context
- Part 3: Vision and Development Principles
- Part 4: Key Themes, Ideas and Spatial Options
- Part 5: Funding and Delivery
- Part 6: Public Consultation and the Next Steps

Sustainability Appraisal

- 1.13 When producing an Area Action Plan, Local Authorities are required to consider the impacts their proposals are likely to have on sustainable development. This involves undertaking a Sustainability Appraisal at each stage of the plan's preparation and the publication of the appraisal so that those responding are aware of the implications of certain approaches.
- 1.14 In this context, a Sustainability Statement of this document has been produced and can be viewed together with the Baseline Report, on the Council's website.

Consultation

- 1.15 Please use the enclosed public comment form to give us your views on this document. Please feel free to tell us on a separate sheet/s if there are further issues and options that we haven't considered.

Please submit comments by xxxxxxxx so that your views are taken into account.

Further Information

Copies of the documents highlighted above or further copies of this document are available at Council Libraries, on line at http://www.york.gov.uk/environment/Planning/Local_development_framework/YorkNorthwestAAP/ and from the Council Offices at: 9 St Leonard's Place or The Guildhall. Alternatively to contact the York Northwest Team on 01904 552516

PART 2.0: AREA CONTEXT

Baseline Report

2.1 The first stage, when producing an Area Action Plan, is to gather baseline social, economic and environmental data relating to the local area (i.e. York) and to the specific site (i.e. York Northwest). This baseline information is drawn from background publications, such as:

- the York Strategic Housing Market Assessment;
- Employment Land Review Stage 1 (Stage 2, work in progress)
- Housing Land Availability Assessment; (Work in progress)
- Retail Study; (Work in progress)
- City of York Open Space, Sport and Recreation Study;
- Strategic Flood Risk Assessment
- The City of York Local Transport Plan 2006-2011 (LTP2)
- Archaeological surveys of York Central and British Sugar sites;
- Ecological Surveys of York Central and British Sugar sites;
- Contamination Studies of York Central
- York Sugar Factory Site Protection and Monitoring Programme (SPMP) First Phase Reporting: Assessment of Reference Data;

- York Northwest Open Space, Sport and Recreation Study (work in progress); and
- the City of York Council Annual Monitoring Report.

2.2 These reports and studies are used to understand the existing local context and to identify issues and options for the area.

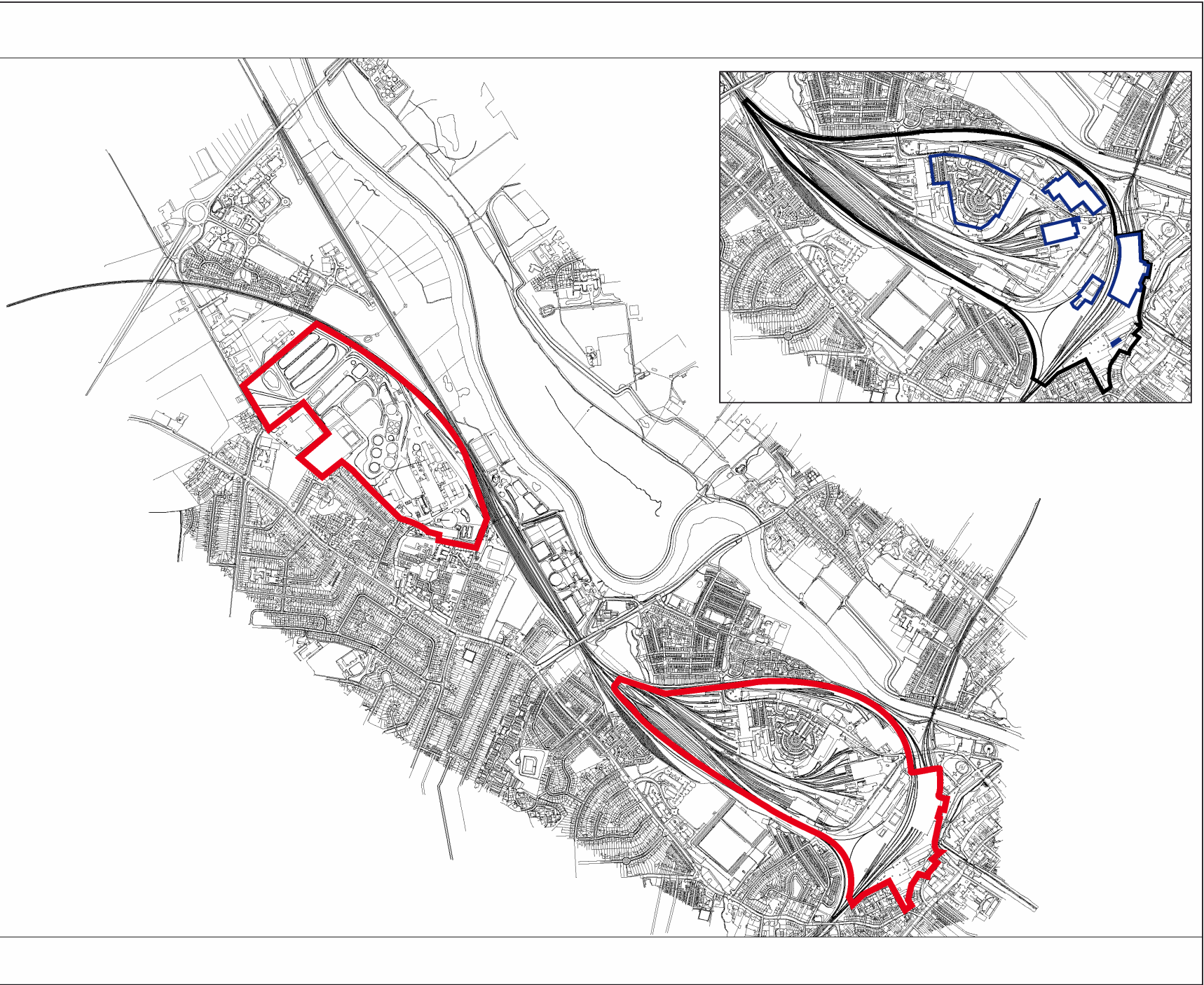
2.3 The baseline data relating to York Northwest is set out in the 'York Northwest Baseline Report'. A summary of the regional and area specific context is set out in the remainder of this section. The emerging Core Strategy provides the local strategic context for the area. Baseline data relating to specific issues, such as housing, employment and transport, is referred to in Part 3 and described in detail in the Baseline Report.

Regional Context

What role is the City of York expected to play in the regional economy?

2.4 The importance of the City of York as a sub-regional centre, a tourist destination of international importance and a driver for the growth of the region's economy is recognised in many of the key documents prepared to guide future development in the region. These include the draft Yorkshire and Humber Plan (Regional Spatial Strategy (RSS)), the Panel Report for the RSS, the Regional Economic Strategy and the Leeds City Region Development Programme.

2.5 Within the Draft RSS it is noted that the diversification and growth of the York economy should be promoted through



- Major Development Sites Within York Northwest AAP
- Existing Areas to be retained



Project	York Northwest
Title	Development Sites
Client	
Date	May 2007
Scale	N.T.S
Drawn by	EW
Dwg. No	NE20567/012



Based upon Ordnance Survey mapping with the permission of Her Majesty's Stationery Office © Crown Copyright reserved. Licence number AL52684A
 GRAPHICS FILE NAME:NE20567_May_009

the encouragement of the business and financial services sector, knowledge industries, leisure and retail services, and the development of the tourism sector.

2.6 Furthermore, the Regional Economic Strategy and the Leeds City Region Development Programme identify the need to capitalise on York's designation as a 'Science City', building upon research strengths linked to the bioscience and digital clusters and exploring how Science City York can generate opportunities across the City Region. This document also emphasises that employment sites will be critical and these could include former railway land at York Central.

2.7 Improving transport connectivity throughout the region is also a key priority. In this regard the Leeds City Region Development Programme¹ is promoting:

- a scheme for replacement of some heavy rail routes with tram- train services in order to serve key regeneration and employment sites;
- electrification of an east-west heavy rail route to provide a high quality link between York/Selby through to Leeds/Bradford; and
- a number of major highway schemes (including providing more capacity on the York outer ring road, bus improvement corridors and park and ride facilities).

2.8 The Regional Housing Market Strategy highlights the importance of developing the North Yorkshire housing market, which includes York. It sets out that the York housing market has a key role in ensuring that the proposals to develop the Leeds City Region can be implemented successfully without increasing house prices and exacerbating community displacement in the sub-region.

What role is York Northwest expected to play in the regional economy?

2.9 Given York Northwest's location adjacent to the City Centre, York Railway Station and existing railway lines, and given the fact it is a brownfield development site, it is clear that it is very well placed as an important 'gateway', to make a significant contribution to the regional economy and York's key role within the Leeds City Region.

2.10 Indeed, specific reference is made to part of the York Northwest site, York Central, in the Draft RSS. The RSS recognises and supports major new development at York Central, noting that York Central is a regionally significant investment priority, which will play a key role in developing the economy of the York area.

¹ Leeds City Region Transport Vision, Appendix 4

The York Northwest Area

York Central

What uses currently exist within the site?

- 2.11 York Central, shown in the aerial photograph below, comprises around 60ha gross of brownfield land. Currently much of the site is occupied by rail related activities, including York Railway Station, railway sidings, other operational areas and the National Railway Museum. The railway infrastructure and rail-related buildings within the site offer the potential for a sustainable transport network through the York Northwest area, with expanded interchange facilities at York Station and enhanced tourism facilities.
- 2.12 Other key uses within the site include, existing residential dwellings within St Peter's Quarter, The Crescent, Carleton Street and Carlisle Street, and the York Railway Institute, a non-profit making members club and community sports club. A number of local businesses in the light industry and trade sectors also occupy the site.
- 2.13 On the basis of the existing uses on the site, the net area of land likely to be available for redevelopment will be around 35 ha.

Who owns York Central?

- 2.14 At present, York Central is owned by around 20 different land owners. The main landowners, Network Rail and the National Museum of Science of Industry (NMSI), which is the

parent body of the National Railway Museum, are working in partnership with the Regional Development Agency, Yorkshire Forward, to promote the comprehensive redevelopment of the area.

What are the key environmental issues raised by development of York Central?

- 2.15 There are no local, national or international wildlife designations within York Central. Initial site investigation work has shown that some protected or rare species, such as bats, reptiles, invertebrates, York Radiate Groundsel or Black Redstarts may be present on the site. Further detailed survey work will be required to fully determine their presence.
- 2.16 Immediately to the north of York Central, lies Millennium Green, an area of community maintained open space. This forms a valuable, 'green lung' for local residents in adjacent terraced housing in the Salisbury Terrace area. This area of open space should be maintained in its existing form where possible.
- 2.17 Given the past and existing uses within York Central it is likely that much of the site is 'contaminated'. Initial survey work has identified the presence of contaminants such as hydrocarbons and asbestos exist on the site. Further work will be needed to fully understand the extent of contamination on the site and the likely remediation costs.
- 2.18 Flooding is a major issue for York and the York Central site is no exception. The site lies within Flood zones 2 and 3 of the Environment Agency's flood risk areas. Furthermore,

Millennium Green forms part of the flood storage system for Holgate Beck catchment. Holgate Beck runs as an open watercourse adjacent to Millennium Green and as a culvert through the rest of the site. The Strategic Flood Risk Assessment (SFRA) will be used to assess the suitability of the site for development and any necessary flood protection measures. The SFRA outlines that part of the York Central site is within the Flood Zone 3a. Therefore, if acceptable in sequential terms, some potential uses would require the exception test to be applied, to consider the methods for managing flood risk before development could be considered.

2.19 Air quality is also an important issue at York Central. There is an Air Quality Management Area (AQMA), which is controlled by an Air Quality Action Plan (AQAP), immediately to the south of the site. This AQAP seeks to improve air quality within the area bounded by and adjacent to the inner ring road. Careful consideration will be required to ensure that the development of York Central helps to meet the aims and objectives of the AQAP and prevents the need to extend the boundaries of the existing AQMA.

2.20 In terms of the built and historical environment, York Central is an important archaeological site, with a history that can be traced back to the pre-historic era. Furthermore, there are a number of listed buildings and structures within and adjacent to the site, which are statutorily protected. These buildings and structures include York Railway Station (Grade II*) and the York City Walls (Ancient Monument). Part of York Central lies within the City Centre Area of Archaeological Importance and the Central Historic Core Conservation Area.

The Development of York Central

2.21 Significant work has been undertaken in recent years to assess York Central's development potential. A key part of this work has been the development and adoption of the York Central Planning Brief. This brief set out a vision for York Central, a series of objectives and a comprehensive analysis of the transport and planning requirements for the area. It was subject to extensive public consultation.

2.22 As a new policy document the AAP provides an opportunity to review the issues and context for the area. Although the previous work for the Planning Brief will be taken into account in the initial stages of the AAP the York Northwest AAP will supersede guidance outlined in the Planning Brief.

British Sugar

What uses currently exist within the site?

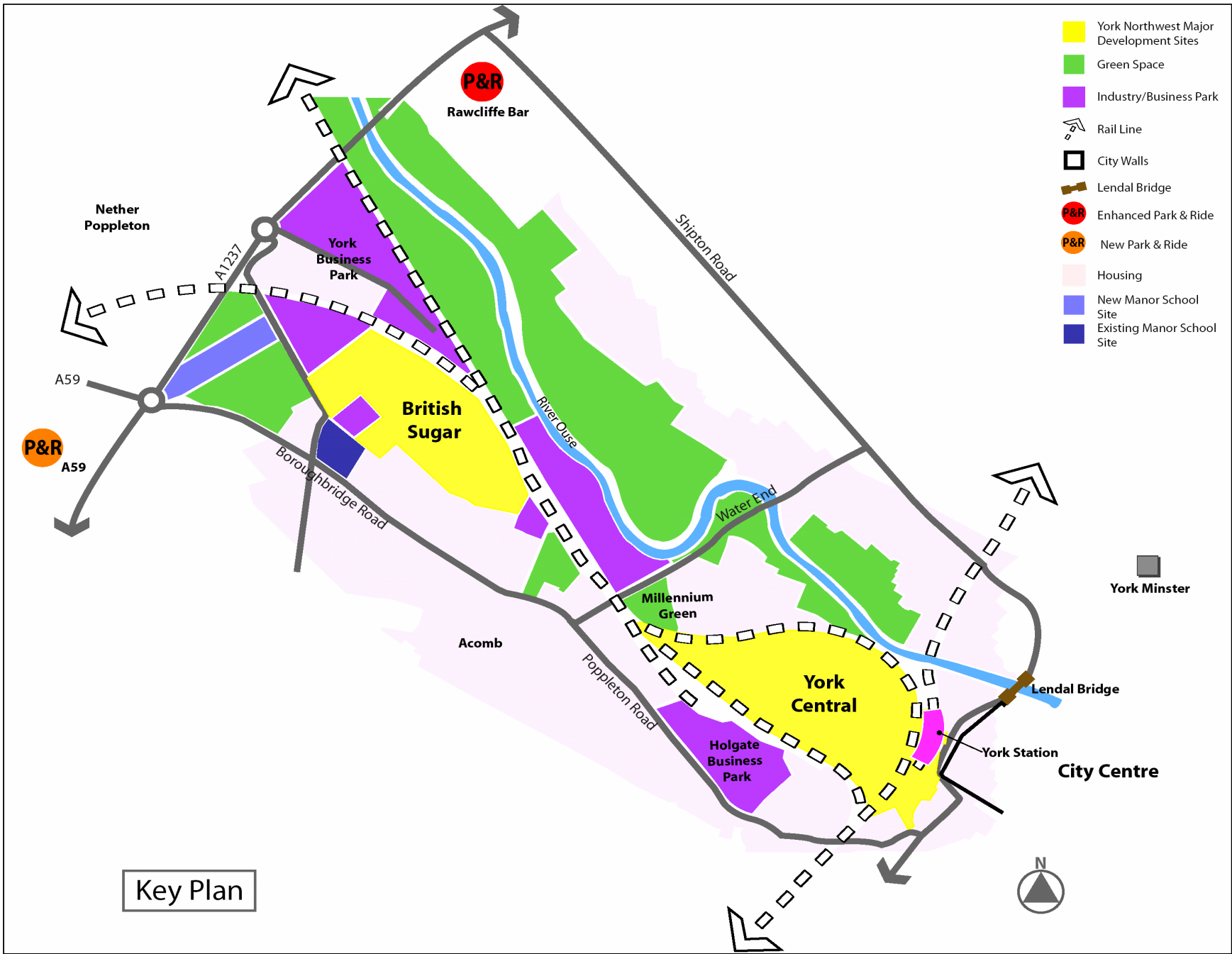
2.23 The British Sugar site, shown below, comprises around 40ha of brownfield, developable land. Current uses on the site include a sugar refinery plant, settlement lagoons, a sports club and playing field. As part of British Sugar's UK strategy, the sugar refinery plant at York will close by the end of 2007.

Who owns the site?

2.24 The parent company of the British Sugar site is Associated British Foods (ABF). ABF are currently looking at how best to dispose of the site.

What are British Sugar's key environmental issues?

- 2.25 Given that the site has been used for the past 100 years as a sugar refinery plant, it is highly likely that some of the site will be contaminated. A recent survey of the site's ground conditions suggest that there are elevated levels of ammoniacal nitrogen, Extractable Petroleum Hydrocarbons (EPHs), Polycyclic Aromatic Hydrocarbons (PAHs), Volatile Fatty Acids, nitrate concentrations, methane and carbon dioxide in the top soil and/or subsurface. Further work will be required to fully survey the site, establish the extent of contamination and the likely remediation measures required.
- 2.26 In terms of ecology, there are no designated wildlife sites within the British Sugar site. A recent survey has, however, identified that an area of disused railway sidings provide a high quality habitat for Aculeates (bees, wasps and ants). The presence of these species merits the designation of the railway sidings as a Site of Importance for Nature Conservation (SINC). On this basis, it will be necessary to maintain the cutting bank, woodland/scrub along the bank top, an adequate supply and diversity of nectar/pollen resources in the vicinity and a buffer zone to offset impacts of future building development.
- 2.27 A Tree Assessment for the British Sugar site has been commissioned and it is anticipated that this will be available by September/October this year. This will assess the main areas of trees within the site, including trees along the boundaries with Millfield Lane, Langholme Drive, Rosetta Way and Princess Drive. The outcomes of this assessment will be considered as part of the next stage, Preferred Options.
- 2.28 No specially protected plants, mammals and amphibians within the British Sugar site have been identified to date, although further survey work is required to ensure that there are no Pipistrelle bats roosting within the site. The presence of Little Ringed Plovers, however, has been previously identified within the British Sugar site. This species is protected under schedule 1 of the Wildlife and Countryside Act. It has been suggested that the most appropriate form of mitigation, if there is a loss of habitat for this specially protected species, is likely to be the funding of off-site conservation management, which will benefit this species in areas as close as possible to the British Sugar site.
- 2.29 Flooding, while still important, is less of an issue at the British Sugar site than at York Central. Only the southern tip of the site lies within the area, defined by the Environment Agency, as at risk of flooding. As there are no residents currently present on the site it is not considered a 'relevant' location for air quality purposes. There will however be wider air quality issues arising from the impact of additional traffic on the surrounding road network. Both issues should be considered carefully when planning the future development of British Sugar, to ensure that any new developments within the site do not increase air pollution or the risk of flooding.
- 2.30 In terms of archaeology an Archaeological Desktop Assessment of the British Sugar site, undertaken in May 2007, has concluded that the archaeological potential of the site is considered to be fairly low.



- York Northwest Major Development Sites
- Green Space
- Industry/Business Park
- Rail Line
- City Walls
- Lendal Bridge
- P&R Enhanced Park & Ride
- P&R New Park & Ride
- Housing
- New Manor School Site
- Existing Manor School Site

Key Plan



Project	York Northwest
Title	Key Plan of York Northwest Area
Client	
Date	August 2007
Scale	N.T.S.
Drawn by	EW
Drg. No	NE20567/002

Based upon Ordnance Survey mapping with the permission of Her Majesty's Stationary Office. © Crown Copyright reserved. Licence number AL50564A
 GRAPHICS FILE NAME: NE20567_August_002

- 2.31 There has been substantial ground disturbance at the site and as such it is considered that much of the site will not contain any early remains. However, within the less disturbed parts of the site (i.e. the British Sugar sports field and staff car park) there may be some potential for archaeological remains. It is therefore recommended that an archaeological evaluation, including a geophysical survey and excavation of evaluation trenches, is undertaken in these areas prior to the redevelopment of the site.
- 2.32 The Sugar Beet Factory itself dates to the first half of the 20th Century. As such it represents a significant period in the industrial history of York. It is therefore recommended that elements of the factory could be recorded prior to demolition taking place.

PART 3.0: VISION AND DEVELOPMENT OBJECTIVES

- 3.1 The aim of this section is to consider the need for a 'vision' for York Northwest and to suggest development objectives that could form part of this vision to guide development of the York Northwest area.
- 3.2 We have deliberately not set out a definitive vision in this section, as we would like to seek your views and your understanding of the key issues and options before we finalise the vision for the area for consideration as part of the next stage of work, the Preferred Options. Nevertheless we have suggested a draft vision to stimulate your comments.
- 3.3 Having explored the potential development objectives for York Northwest, this section also seeks your views about which areas should be included within the York Northwest Area Action Plan boundary.

A 'Vision for York Northwest'

- 3.4 In formulating a Vision for York Northwest it will be important to consider:
- regional objectives, particularly those relating specifically to the City of York, as set out in the RSS, RES and RHS;
 - 'Leeds City Region' objectives, as set out in the Leeds City Region Development Programme (LCRDP) including Appendix 4 Leeds City Region Transport Vision;
 - the vision and objectives for York, which have been formulated through the York Community Strategy

(Without Walls), and the Core Strategy Issues and Options Paper.

- The findings of the Future York Report (see Baseline Report)
- 3.5 It will also be necessary to take into account the results of the consultation on the draft York Central Community Consultation Strategy, which was published earlier this year. A number of general comments on the development of the York Central area were raised during this consultation (see Baseline Report) and have been used to inform the production of this document. The vision for York Central outlined in the York Central Planning Brief will also be considered.

Regional Objectives

- 3.6 Key regional objectives are set out in a number of documents including: the RSS for Yorkshire and the Humber to 2016, the Draft RSS for Yorkshire and Humber to 2021, the Regional Economic Strategy for Yorkshire and Humber, Yorkshire and Humber Regional Housing Strategy and the Regional Sustainable Development Framework. These documents are summarised in the Baseline Report.
- 3.7 An overarching theme running through all of these documents is the need to promote sustainable development and development which benefits all sectors of society. Other general objectives include the need to provide good quality employment opportunities, education and training opportunities, housing, culture, leisure and recreation opportunities for all. Good connectivity between the region's towns and cities is also advocated. Specific to York, there is a desire to build upon York as a Science City, as a major

tourism resource and to develop its potential as an economic driver and maximise the use of employment sites.

A Vision for York

3.8 The York City Vision and Community Strategy 2004-2024 was launched by the York Local Strategic Partnership (Without Walls) in July 2004. Following extensive consultation, the following vision was defined.

Without Walls Vision
<p>Making our mark by:</p> <ul style="list-style-type: none"> ▪ Building confident, creative and inclusive communities ▪ Being a leading environmentally friendly city ▪ Being at the forefront of innovation and change with a prosperous and thriving economy ▪ Being a world class centre for education and learning for all ▪ Celebrating our historic past whilst creating a successful and thriving future.

3.9 To help achieve this vision the work of the Partnership was structured around 7 broad themes. These themes included creating a thriving city, a learning city, a city of culture, a safer city, a sustainable city, a healthy city and an inclusive city. These objectives are equally relevant to York Northwest.

3.10 The Community Strategy will be reviewed throughout 2007 with a view to adopting a new 'Sustainable' Community Strategy in 2008. The new Strategy will be much more specific to York and will provide the 'masterplan' in terms of the long-term development of the City. Issues, such as the extent to which the City's economy should grow and the balance of development with environmental sustainability, are areas where consensus will be sought.

3.11 The Local Development Framework (LDF) Core Strategy first Issues and Options report sought to identify what the LDF vision and objectives for York should be. It identifies that whilst it is essential that the LDF must help deliver the Community Strategy Vision, it may be difficult to translate this Vision into a land use plan. Furthermore the LDF Vision must have greater regard to the Regional Spatial Strategy. A more definitive LDF Vision is to be formulated following the consultation on the second Core Strategy Issues and Options report, which takes place this summer.

3.12 Any vision and objectives formulated for York Northwest must also take into account the LDF Vision and objectives set out in the emerging Core Strategy. In particular, the York Northwest Vision and objectives will need to ensure that the area contributes to the following Core Strategy objectives:

- ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region;
- strengthen York's international and regional role as a visitor destination;
- ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced;

- ensure that development is encouraged in locations accessible to public transport and appropriate key services by means other than the private car;
- ensure that the appropriate type and mix of housing to meet York's needs is provided;
- develop and improve public transport interchanges; and
- improve the provision of accessible open spaces and sports facilities.

Vision for York Central

3.13 In March 2004 a Planning Brief for York Central was finalised and published. The Brief sets out a planning framework for the comprehensive development of York Central. It identifies the following vision for York Central.

York Central Planning Brief Vision

Provide high quality of life opportunities for future generations, through the creation of a modern, central business district, attractive, exciting, sustainable in its design, mix of activity and transport system, complementary to the city's Historic Core.

3.14 The Brief also set out the objectives that would need to be achieved in order for the vision to be realised.

3.15 Whilst the Planning Brief Vision provided an excellent framework for the development of York Central, the addition of the British Sugar site to the Action Plan area enhances the potential for development of both sites. On this basis the Planning Brief Vision is a useful starting point for the York Northwest Vision, however, it needs to be expanded to reflect the potential of the larger Area Action Plan area.

Key Objectives for York Northwest

3.16 So what should be the Vision for York Northwest? Given the size of the York Northwest area it is clear that it has the potential to meet some, although not all of York's social, economic and environmental needs. But which needs should be prioritised?

3.17 In order to help you think about these questions we set out below a suggested draft vision for York Northwest and a list of suggested objectives for you to comment on.

Suggested Draft Vision for York Northwest

To create an exemplar sustainable community, providing innovative, contemporary design of the highest quality – a development which is fully integrated with the City and the wider region, where people want to live and work and business will thrive.

Suggested Objectives for York Northwest

- 1. To create a new sustainable and inclusive community adjacent to the historic heart of York;**
- 2. To provide high quality of life opportunities for future generations;**
- 3. To promote high quality development both in terms of building design and the treatment of the spaces between them;**
- 4. To create a carbon neutral community, which acts as an exemplar for sustainable building design and construction, renewable energy generation, innovative solutions to minimise the impact of transport and contributes to the reduction in York's eco-footprint;**
- 5. To provide employment opportunities for all York residents, including a modern Central Business District (YC), with office accommodation and a range of employment sites which are capable of meeting the needs of a range of employment uses;**
- 6. To encourage a range of vibrant ground floor uses e.g. restaurants to enhance the evening economy. (YC);**
- 7. To assist in meeting the housing needs of York, through the provision of a range of housing tenure, size and type, including affordable housing, which meets the needs of existing and new residents in the City and create a new and vibrant mixed community;**

- 8. To provide high quality health, education, retail, services and community facilities which meet the needs of employees, residents and visitors of York Northwest and the surrounding area;**
- 9. To promote opportunities to enhance the tourism potential of the area through the development of new visitor facilities and accommodation;**
- 10. To ensure that the area is well integrated with the City Centre and the surrounding area but without encouraging unnecessary through traffic;**
- 11. To create a car free/low car dependency environment where journeys are made primarily by foot, cycle or public transport and remaining journeys are made by the cleanest alternative available;**
- 12. To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced;**
- 13. To make provision for a new public transport interchange (YC);**

Where the Suggested Objectives relate only to York Central this is denoted by (YC)

York Northwest Area Action Plan Boundary

- 3.18 Alongside the need to consider the vision and objectives for York Northwest, it is important at this stage to start to think about what should be the exact boundary for the York Northwest Area Action Plan (AAP).
- 3.19 We have deliberately not defined the AAP boundary in this document, as we feel that the initial issues and options for the area need to be examined before a view can be reached on which other parcels of land need to be included in order to facilitate the development of the two main development areas.
- 3.20 For example, land to form a transport corridor through York Business Park and alongside the railway into York Central may be required. Additionally, where there is potential to create new access links into British Sugar and York Central, sites could include, for example, part of the Manor School site, part of Ouse Acres, the allotments at Ouse Acres, a link across York Business Park (to Rawcliffe Ings), the Civil Service sports ground, the Royal Mail site, land south of Holgate Business Park and land at Millennium Green. However, until the access options, set out in Part 4, have been further explored as part of the issues and options work it is not appropriate to reach a decision on whether this land should fall within, or outside of, the AAP boundary.
- 3.21 The exact boundary of the AAP will, therefore, be determined at the next stage in the AAP process (Preferred Options) and will take into account the feedback received from you during the consultation on this Issues and Options document.

Questions

Q1. Do you agree or disagree with the draft vision for York Northwest?

Q2. Of the following possible objectives for York Northwest, which five do you think are the highest priority for York Northwest?

PART 4.0: KEY THEMES, IDEAS AND SPATIAL OPTIONS

CREATING A SUSTAINABLE COMMUNITY

Introduction

- 4.1 The development of sustainable communities is a key priority at an international, national, regional and local level. Indeed the need to deliver sustainable developments is at the heart of the English planning system.
- 4.2 In this context, it is clear that the creation of a sustainable community must be the key overriding principle when developing the Area Action Plan for York Northwest. With this in mind, this section seeks to clearly define what a 'sustainable community' is and identify the key issues that will need to be addressed to ensure that a sustainable community is created.

What is a 'sustainable community'?

The Government's definition

- 4.3 The Government defines sustainable communities as:
- "places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all."* (DCLG website 2007)
- 4.4 Furthermore, the Government notes that for communities to be sustainable they must offer: decent homes at prices people can afford, good public transport, schools, hospitals, shops and a clear, safe environment.

- 4.5 This definition provides a steer as to what kind of community should be created at York Northwest. However, the Government's definition is generic and does not take into account the local context and what a sustainable community in York should comprise. It, therefore, needs to be used as a guide, alongside other sustainable development principles set out in locally produced documents.

Sustainable Communities in York

Local Agenda 21

- 4.6 York's Local Agenda 21 sets out York's plan of action for becoming a more sustainable area. Its key purpose is to provide 'a better quality of life for everyone in York, now and in the future'. The document sets out the key principles that should be used to create a sustainable area, as shown in Figure 1.

Figure 1

Local Agenda 21 Principles
1. Everyone would have access to a job, with good working conditions, in a local economy where the value of voluntary and unpaid work is recognised.
2. Everyday goods and services, including those produced locally, would be available close to where people live.
3. Low and decreasing crime levels would mean that all citizens felt safe and secure.
4. People would not have to rely on the car to get around.
5. Resources would be used carefully, with minimal waste.
6. There would be as little pollution as possible.
7. A pleasant natural environment, which people could also enjoy, would support the largest possible range of native animals and plants.
8. People would enjoy good health, but effective treatment would be available for those suffering from ill health.
9. Education and training would be available to people of all ages and abilities.
10. Safe, affordable and nutritious food would be available to everyone.

11. Everyone would have access to housing which is affordable, appropriately sized and in good condition.
12. There would be organised and casual leisure opportunities for everyone.
13. Everyone would have the opportunity to be a part of a community, and to play a part within it.
14. The characteristics which make York unique would be protected and enhanced.
15. Everyone would have the chance to have their say in decisions affecting themselves and the city as a whole.

4.7 Following the publication of the Local Agenda 21 document, sustainable development has continued to have a high profile in York.

Without Walls

4.8 The Without Walls Vision seeks to develop York as a model sustainable city with a quality built and natural environment and modern integrated transport network. To achieve this goal, it identifies that York must:

- significantly reduce the adverse impact on the environment of current lifestyles;
- ensure that all developments are well designed, sustainable and meet the needs of local people;

- provide a secure, affordable, effective and accessible integrated local transport network;
- increase the amount and quality of publicly accessible green open space;
- protect and enhance the biodiversity of nature in the city;
- conserve and enhance the existing historic environment; and,
- be a city with low levels of pollution and waste production and high levels of recycling.

Ecological Footprint

- 4.9 In order to understand how sustainable York is, work has been carried out to establish an ecological footprint for the City and to monitor whether this footprint reduces over time.
- 4.10 An ecological footprint is a means of quantifying the environmental impact of a community. It considers a community's consumption patterns including transport, consumables and waste, services, food, building and residential energy.
- 4.11 In 2006, York's ecological footprint was estimated to be 5.38 global hectares per person. As a Council, we have set a target of reducing York's ecological footprint to 3.5 global hectares per person by 2033. Given the size of York Northwest and the scale of development that could be accommodated within the area, it has a significant role to play in ensuring that York's ecological footprint decreases over time. Indeed the headline objective of York Northwest's Sustainability Appraisal is to reduce the City of York's ecological footprint.

4.12 In light of the above, it is clear that there is a strong drive to make York an exemplar of sustainability. The key principles outlined in the Local Agenda 21 document and the aims provided by the Without Walls Vision clearly set out the components needed to create a sustainable community in York. The BREEAM assessment tool will be used to assess the environmental performance of a range of non-residential buildings including, offices and schools. The Code of Sustainable Homes sets a new national standard for sustainable design and construction of new homes (formerly eco-homes) and will be mandatory for all new homes from April 2008 (refer to the Sustainability Appraisal Scoping Report for further details on these)

4.13 Further work is currently being undertaken on a Draft Sustainability and Climate Change Strategy which will address issues of environmental limits, one planet living and climate change. It is expected that this will be available in September this year and has not therefore been taken into account within this document.

An Exemplar Sustainable Community

4.14 The need to ensure future development minimises its impact on the environment is essential for a development of this scale. The area could have a significant role in ensuring that York's ecological footprint decreases over time and minimises the City's impact on climate change. Indeed the headline objective of York Northwest's Sustainability Appraisal is to reduce the City of York's ecological footprint.

4.15 The scale of the area for redevelopment and the focus of the whole area being well served by public transport provides an excellent opportunity to develop a new community based on sustainable development principles.

Minimising demand for private car use is fundamental to the ability of the transport network to accommodate a development of this scale. It will therefore be necessary to create a development focused on sustainable transport modes with employment services accessible from residential areas primarily by walking/cycling and public transport.

Key Issues

4.16 We ask that you think about the components needed to create a sustainable community in York as you read the following sections and provide responses as to which options should be taken forward. In particular the following key issues need to be considered:

Attractive and safe community

4.17 We need to ensure that York Northwest becomes a place where people want to live, work and contribute to their own community. It will, therefore, be necessary to create an attractive environment, where people feel safe and have the opportunity to access employment, retail and services, community facilities and open space and leisure facilities. 'Designing out crime principles' should be integral to the design and layout of developments within York Northwest.

Protection of characteristics that make York unique

4.18 It will be necessary to ensure that all those elements, such as buildings, views, ecology and tourist attractions, which help create the identity of York are protected and, where possible, enhanced. In particular, listed buildings and the views towards listed buildings/the Minster and the City Centre Conservation Area should be protected, where

possible. However, contemporary, iconic, world class architecture will also be encouraged.

Protection and enhancement of the environment

4.19 A key objective at York Northwest should be to provide developments which are carbon neutral or have a low ecological footprint. In order to achieve carbon neutral developments it will be necessary to generate electricity using on-site renewable energy facilities, to apply sustainable design principles to the layout and construction of buildings and to provide an excellent public transport and walking/cycling network.

4.20 Existing wildlife and plants, especially those protected by law, should be protected and where possible enhanced. New habitats should be created, in the form of natural open space and through building design (e.g. addition of bat and bird boxes on buildings where appropriate). These new habitats should be easily accessible and should provide a new learning resource for residents in the surrounding area.

4.21 Given that parts of York Northwest are at a high risk of flooding, it will be necessary to ensure that development, where possible, is located in areas not at risk of flooding or at low risk of flooding. Where there is the potential to develop land which is at high risk of flooding, flood mitigation measures must be put in place (see section on Flooding in the Baseline Report, paragraphs 7.34 to 7.57).

4.22 The vast majority of York Northwest has previously been occupied by railway operations and industrial uses. It is therefore highly likely that significant contamination will exist within the AAP area. Any contamination present will need to be removed prior to development commencing on the site. Initial studies suggest that significant enabling work and

remediation work will be required within York Northwest before development can start on site.

Housing

4.23 As identified above, to create a sustainable community in York Northwest, it will be necessary to provide housing, which is of the appropriate mix and type, affordable, in good condition and which can cater for diverse needs. Furthermore new houses should be built using sustainable design principles, construction techniques and materials. Indeed where possible residential developments should seek to provide zero carbon homes (e.g. homes which generate as much power as they use over the course of a year, thereby having net zero carbon dioxide emissions).*Employment*

4.24 York Northwest should strive to provide employment opportunities to meet a wide range of needs. Businesses within York Northwest should create a good working environment.

4.25 There are several Super Output Areas (SOA) to the west of the City that fall within the most deprived areas in England in terms of education, skills and training. Education and training opportunities should be available to people of all ages, particularly local people. Local employment opportunities linked to construction should be supported through construction contracts.

Access to services and facilities

4.26 In order to create a community with a low ecological footprint and which is desirable to live in, it will be necessary to provide the following facilities within York Northwest:

- retail and service facilities;
- community facilities (including schools, health facilities and community halls); and
- open space and sports/leisure facilities.

These facilities need to be easily accessible by all using public transport and sustainable travel modes.

Focusing development on transport nodes

4.27 A key strategy for the redevelopment of York Northwest should be to focus high trip generating land uses, such as retail and employment uses, close to public transport nodes. As shown in the plan **[INSERT PLAN]**, in York Northwest these key transport nodes include the existing York Railway Station, a proposed public transport node to be located in close proximity to the railway station and a potential tram-train halt at British Sugar.

4.28 This strategy is in line with government guidance set out in Planning Policy Guidance Note 13: Transport, and will encourage sustainable modes of travel within York Northwest. It forms a key element in a number of the strategy options set out later in this section.

EMPLOYMENT

Introduction

- 4.29 The location of York Northwest - close to the city centre, the railway station and a potential railway halt- and its brownfield status make it an ideal and sustainable location for a range of employment uses, particularly in the higher skills environment which York has nurtured through the Science City initiative. Developing such uses in this area will help to achieve one of the objectives of the Core Strategy, which is to ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region. There is an opportunity for development which encompasses science, technology, culture, retail and tourism as part of a new mixed use community.
- 4.30 In planning terms, 'employment' uses comprise B1 uses (offices, light industry, and research and development), B2 uses (general industry) and B8 uses (warehouse and distribution centres). The development of such uses in appropriate and accessible locations has the potential to achieve a sustainable, innovative and productive economy, which brings jobs and prosperity for all.
- 4.31 To determine the type and amount of employment land required within the City, and York Northwest specifically, economic consultants SQW have been commissioned to produce an Employment Land Review. The Stage 1 findings are now available. They review the existing supply of employment land and give guidance on future employment

land and premises need based on employment projections and a property market demand analysis. Stage 2, which will identify a range of suitable sites to meet this need and offer market choice, is underway. The full Employment Land Review will form part of the evidence base for determining the amount of employment land at York Northwest at the Preferred Option stage.

- 4.32 In light of the above, this section outlines the key employment issues, ideas and opportunities at York Northwest, (Figure 2) but does not identify a quantity of employment land. Options relating to the type and distribution of employment uses are also set out below. We welcome your comments on any of the issues and options raised in this section.

Figure 2: Key Issues, Ideas and Opportunities

The table below sets out the key issues, ideas and opportunities relating to the development of employment uses at York Northwest.

Figure2: York Northwest Employment - Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Need for Employment Uses: It has been recognised at a national and regional level that York has a key role to play in driving the region's economy, particularly through the knowledge led sector. Job opportunities, covering a range of career opportunities and salaries are required. However, it has been identified that there is a lack of office floorspace in York SQW, 2007). More employment land and particularly high quality office space will, therefore, be required to meet current and future demands. The exact quantity of land will be determined through the second stage of the Employment Land Review, which is currently being prepared.</p>	<ul style="list-style-type: none"> ▪ Ability to meet the need for employment uses on a brownfield site. ▪ Ability to meet the need for employment uses in a sustainable location, easily accessible by public transport, walking and cycling. ▪ Large site has potential to provide jobs in a range of employment types and to provide for a wide range of skills. ▪ Opportunity for iconic and quality Central Business District (CBD). ▪ The CBD could be highly visible from the existing rail network. ▪ Opportunity for financial, professional, technology based and customer support employment, particularly close to the station. ▪ Opportunity for 'low carbon' research and development cluster, with sustainable transport links.
<p>Location of all Employment Uses (B1, B2 and B8): National guidance (PPG4) seeks to encourage employment developments in locations that minimise the length and number of trips by motor vehicle, can be served by energy efficient modes of transport and will not add unacceptably to congestion.</p>	<ul style="list-style-type: none"> ▪ Potential to provide employment uses adjacent to York Railway Station and potential tram-train halt at British Sugar. ▪ New employment uses can be accessed on foot or by bike from existing residential areas adjacent to York Northwest and any new residential community. ▪ Employment uses need to be compatible with existing and new residential uses.
<p>Location of Offices: National guidance (PPS6) seeks to focus office developments firstly within town/ city centres then in edge-of-centre locations and then out-of-centre locations. Within the walled city of York, the ability to provide significant new office floorspace is limited. York Northwest, as a brownfield site located adjacent to the city centre, in a sustainable location, clearly has a role to play in accommodating office floorspace and ensuring that greenfield sites are preserved. In line with PPS6, offices in York Northwest should be located as close as possible to the city centre, in the station area or in other parts of the site which are, or will be, well served by a choice of means of transport and have/or will have good links with the centre. It was suggested in the York Central Planning Brief that a Central Business District should be built adjacent to the station.</p>	<ul style="list-style-type: none"> ▪ Potential for office developments in sustainable locations close to public transport hubs, city centre, or existing business parks. ▪ Potential to create a high quality Central Business District adjacent to station. ▪ Potential to create free wi-fi area to encourage small businesses and working from home. ▪ Potential to create live-work units and artist studios, reflecting the needs within the relevant Science City York sectors, eg, IT and creative. ▪ Potential for small business accommodation within a mixed employment environment (according to need). ▪ Potential to create modern office buildings with ICT equipped floorplates.

**Figure2: York Northwest
Employment - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Quality of New Employment Uses: A good quality environment is a key consideration in inward investment and attracting and retaining staff. The interior and exterior of new buildings within York Northwest would, therefore, need to be of the highest standard of design and quality in order to attract businesses. Furthermore, the surrounding environment would need to be well designed, with well maintained, high quality hard and soft landscaping, alongside services and leisure facilities to attract potential businesses and employees.</p>	<ul style="list-style-type: none"> ▪ Opportunity to provide attractive high quality public open space within a Central Business District. ▪ Potential to provide mixed use area, with services that cater for employees in surrounding offices. ▪ Opportunity to encourage green open space intermingled with businesses.
<p>Sustainable location, layout, design and construction: Employment developments within York Northwest should be an exemplar of sustainable development and 'green' design techniques. Employment uses should be easily accessible by public transport, cycling and on foot and the development should be designed to minimise car use. The layout of developments should maximise passive solar heating and avoid the creation of wind tunnels. Buildings should meet BREEAM standards at the very good or excellent standard.</p>	<ul style="list-style-type: none"> ▪ Potential for office developments in sustainable locations close to public transport hubs, city centre, existing business parks and potential workforce. ▪ All buildings should meet highest BREEAM rating. ▪ York Northwest has the potential to become exemplar of sustainable development. ▪ Potential to develop new sustainable design techniques and innovative transport solutions. ▪ Potential to utilise new sustainable technologies and materials.
<p>Type of Employment Land: York's Economic Strategy recognises the need to develop York as a leading edge, modern, knowledge based economy, although it also notes that other sectors, including finance and professional services, manufacturing, retail, education and health should be targeted. Careful consideration needs to be given to the location and mix of these different types of employment uses.</p>	<ul style="list-style-type: none"> ▪ Potential to provide mixture of employment uses within large site. ▪ Help to achieve national, regional and local economic objectives for York and promoting York as a Science City. ▪ Potential for high quality office developments in sustainable locations close to public transport hubs, city centre, existing business parks and potential workforce. ▪ Potential to accommodate distribution and warehousing in British Sugar, close to road network and freight avoidance line. ▪ Opportunity to provide starter units to assist with business start-ups.
<p>Education and Training: There are still a significant number of adults in York without a level two qualification in literacy, numeracy or ICT, with 25% of adults lacking a GCSE at grade C or above in Maths or English. Within the York Northwest Census area 22.5% of people aged 16-74 years have no formal qualifications. In this context, education and training opportunities should be created alongside the development of employment uses within York Northwest.</p>	<ul style="list-style-type: none"> ▪ Help to achieve national, regional and local economic objectives for York. ▪ Potential to provide a range of employment opportunities and training within the area. ▪ Potential to provide community training facilities. ▪ Potential to create links between employment uses and education facilities. ▪ Use S106 agreements to achieve local labour and skills benefits from the development. ▪ Potential to encourage voluntary local labour agreements linked to the development.
<p>Integrating different uses: National policy encourages the creation of mixed use developments. Integrating a mixture of uses, such as employment, housing and services can help to ensure locations are used during the daytime, in the evening and at night. Employment uses within York Northwest, should therefore not be built in isolation to other uses.</p>	<ul style="list-style-type: none"> ▪ Potential to provide residential dwellings above office uses. ▪ Potential to provide live-work units. ▪ Central Business District should provide a mix of employment uses, retail, restaurants and residential accommodation. ▪ Promotion of evening uses to extend activity and use of the area.

Options

- 4.33 The total amount of employment land to be provided at York Northwest will ultimately be determined taking into account the findings of the Employment Land Review. This report will also guide us on the different types of employment uses to be provided for at York Northwest.
- 4.34 Employment uses are generally divided into the following three classes:

Class B1: Business

Use as an office or for any industrial process which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust, or grit. **[INSERT PHOTO]**

Class B2: General Industrial

Use for the carrying on of an industrial process other than one falling within Class B1 above. **[INSERT PHOTO]**

Class B8: Storage and Distribution

Use for storage or as a distribution centre, including open air storage. **[INSERT PHOTO]**

- 4.35 We would like your views on where you feel different employment uses should be located within York Northwest. The table below sets out potential options for locating B1, B2 and B8 uses and the advantage and disadvantages of each option. Whilst each type of employment use and location within the York Northwest site is identified as an individual option, it is clearly possible that a combination of options could be brought forward together. We would, therefore, like your opinion on all of the options, rather than asking you to choose one option over another.

Distribution of different types of employment uses

Options	Advantages	Disadvantages
<p>Option E1 B1 Employment Uses (Offices and Light Industry) at York Central</p>	<ul style="list-style-type: none"> • Workforce located close to public transport and potential interchange, and within walking distance from the existing city centre. • Could provide space for businesses, who want city centre location but can't be accommodated within the historic core, as part of a new Central Business District. • Potential to attract business looking for a high degree of accessibility to other UK cities by rail. • Complement and potentially provide an extension to the existing office accommodation at Holgate Business Park. • Potential to provide B1 use as part of mixed use development, including residential, leisure/tourism and food and drink services. This would ensure the area remains vibrant beyond core office hours. • Potential to integrate with restaurants and bars and create an attractive central public open space to act as a focus for the new office area and the adjacent tourism uses. • Opportunity for shared car parking provision with tourism and cultural uses. • Generates least number of HGV vehicle movements and shift work. 	<ul style="list-style-type: none"> • There will be a need to accommodate some car parking which will take up valuable land in this central location. • Depending on the level provided it may compete with city centre office space and lead to empty units and reduced rents in the city centre. • Units may be less attractive to business if parking levels are minimised (eg. to limit impact on air quality).
<p>Option E2 B2 Employment Uses (General Industrial) at York Central</p>	<ul style="list-style-type: none"> • Would provide an opportunity to exploit existing rail freight infrastructure. • Workforce located close to public transport and potential interchange, and in walking distance from the existing city centre. • Potential to attract business looking for a high degree of accessibility to other UK cities by rail. 	<ul style="list-style-type: none"> • Given that this area acts as a gateway into York, B2 uses could have a detrimental impact on the visual appearance of the area and the historic context of the City Centre. • B2 development could have an adverse impact on the setting of surrounding listed buildings. • Potential detrimental impact on amenity of surrounding uses, particularly residential area and tourism uses.

Options	Advantages	Disadvantages
	<ul style="list-style-type: none"> • Potential to retain rail uses in City linked to strategic rail freight infrastructure. • Electric freight transshipment could reduce the impact of HGV movements on the City. 	<ul style="list-style-type: none"> • Conflicts between B2 uses and other community, residential and services uses would limit the potential to create mixed use area. • Could result in unacceptable increase in HGV movements into the City Centre which already suffers from air quality and congestion problems. • Potential to increase traffic congestion in City Centre and have a detrimental impact on air quality if employees cannot be encouraged to travel to work by means other than the private car. • B2 uses generally require a high level of land in relation to the number of jobs they create and this would, therefore, represent the inefficient use of a valuable inner urban site. • There will be a need to accommodate some car parking which will take up valuable land in this central location.
<p>Option E3 B8 Employment Uses (Storage and Distribution) at York Central</p>	<ul style="list-style-type: none"> • Would provide an opportunity to exploit existing rail freight infrastructure. • Residential areas and potential workforce located close by and within walking distance from the existing city centre. • Potential to attract business looking for a high degree of accessibility to other UK cities by rail. • Potential to provide B8 Uses in the area around York Railway Station and other rail related uses. 	<ul style="list-style-type: none"> • Could result in unacceptable increase in HGV movements into the City Centre which already suffers from air quality and congestion problems. • Potential to increase traffic congestion in City Centre and have a detrimental effect on air quality if employees cannot be encouraged to travel to work by means other than the private car. • B8 uses generally require a high level of land in relation to the number of jobs they create and this would, therefore, represent the inefficient use of a valuable urban site in a central area. • Conflicts between B8 uses and other community, residential and services uses would limit the potential to create mixed use area. • Potential detrimental impact on amenity of surrounding uses, particularly residential area and tourism uses. • Given that this area acts as a gateway into York, B8 uses could have a detrimental impact on the visual appearance of the area and the historic context of the City Centre.

Options	Advantages	Disadvantages
		<ul style="list-style-type: none"> • Potential for B8 development to have an adverse impact on the setting of surrounding listed buildings. • There will be a need to accommodate some car parking which will take up valuable land in this central location.
<p>Option E4 B1 Employment Uses (Offices and Light Industry) at British Sugar</p>	<ul style="list-style-type: none"> • Good links with main roads and improved public transport network. • Opportunity to provide B1 uses linked to a new District or Local Centre to create a new community heart. • Opportunity for shared car parking provision with new District or Local Centre. • Potential to link with possible rail halt at British Sugar and/ or proposed Park and Ride. • Opportunity to create links with York Business Park. • Close proximity to residential areas would allow potential employees to be able to walk/cycle to work. 	<ul style="list-style-type: none"> • Would reduce the area of land available for residential development and increase pressure for development on greenfield sites. • Unlikely to meet the needs of businesses for whom a location close to a major railway station is a priority (although this may be improved if a train-tram halt can be provided within the site). • Suburban location may not meet the demand for city centre office accommodation. • Office buildings could be out of scale with surrounding residential area.
<p>Option E5 B2 Employment Uses (General Industrial) at British Sugar</p>	<ul style="list-style-type: none"> • Potential to complement existing and proposed industrial units at York Business Park. • Potential to distribute goods via train on the Freight Avoidance Line (FAL). • Potential to link with possible tram-train halt at British Sugar and/or proposed Park and Ride (for staff). • Close to major transport links (i.e. A59 and A1237). • Close proximity to residential areas meaning that potential employees will be able to walk/cycle to work. • Potential to replace jobs lost at British Sugar plant with similar kinds of jobs. 	<ul style="list-style-type: none"> • Depending on location within British Sugar site, potential to have a detrimental impact on surrounding residential area. ▪ Could reduce the area of land available for residential development and increase pressure for development on greenfield sites. • Would not make optimum use of valuable brownfield land in urban area. • Provision of new connections with major transport routes may be difficult • Congestion on A1237 outer ring road and A59 may inhibit traffic movement to the site. • Potential noise impact on existing residential areas, e.g.Langholme Drive, Plantation Drive and Sovereign Park.

Options	Advantages	Disadvantages
<p>Option E6</p> <p>B8 Employment Uses (Storage and Distribution) at British Sugar</p>	<ul style="list-style-type: none"> • Potential to distribute goods via rail using the Freight Avoidance Line (FAL). • Potential to create sustainable distribution centre, where freight from large HGVs is transferred onto smaller vehicles for the final stage of its journey into the City Centre. • Close to major transport links (i.e. A59 and A1237). • Potential to link with possible tram-train halt at British Sugar and/or proposed Park and Ride (for staff). • Close proximity to residential areas would allow potential employees to be able to walk/cycle to work. • Potential to complement existing and proposed industrial units at the Business Park to the north of British Sugar. • Potential to replace jobs lost at British Sugar plant with similar kinds of jobs. 	<ul style="list-style-type: none"> • Depending on location within British Sugar site, potential to have a detrimental impact on surrounding residential area as a result of noise and traffic movements. • Would not make optimum use of valuable brownfield land in urban area. • Could reduce the area of land available for residential development and increase pressure for development on greenfield sites. • Limited scope to create new vehicular access points suitable for HGVs without leading to conflicts between pedestrians accessing new Manor School site and adjacent residential streets. • Congestion on A1237 outer ring road and A59 may inhibit traffic movement to the site. • Potential noise impact on existing residential areas, e.g. Langholme Drive, Plantation Drive and Sovereign Park.

Question

Q3. Do you agree or disagree with the employment options?

HOUSING

Introduction

- 4.36 York is a high demand area where there is significant pressure for new housing in both the market and affordable sectors. The amount of housing to be delivered in York to 2021 is set out in the emerging Regional Spatial Strategy, and is expressed as an annual target. In recent years York's annual build rate has exceeded its current annual target (675 dwellings p.a.), achieving an average of 848 dwellings p.a. between 1998 and 2006. The report of the panel following the Examination in Public of the Yorkshire and Humber Plan recommends an annual build figure of 640pa to 2011 and a higher annual build figure of 850 dwellings p.a. between 2011 and 2021.
- 4.37 Demand for housing is likely to continue to exceed build rates due to the attractiveness of York and the scale of demand for properties. A key spatial planning objective identified in the Core Strategy is to deliver an appropriate type and mix of housing to meet York's needs and how this can be accommodated spatially in the City. York Northwest offers an opportunity to deliver a broad range of house types, size and tenures in a sustainable brownfield location.
- 4.38 This section sets out the key housing issues, ideas and opportunities at York Northwest and provides options relating to density and house types for your comments.

- 4.39 These issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and Local Development Framework evidence base documents. Details of the evidence base documents and York Northwest's baseline position, in terms of housing, are set out in the York Northwest Baseline Report. Further work is being undertaken on Evidence Base documents, e.g. the Housing Land Availability Study, and will be available to inform the Preferred Options.

Key Issues, Ideas and Opportunities

- 4.40 Figure 3 below sets out the key issues relating to future housing land supply and needs within York Northwest.

**Figure 3: York Northwest
Housing - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Future Housing Supply and Needs - The emerging RSS sets the housing target for York. The York Northwest area offers the opportunity to deliver a significant proportion of York's future housing requirement. Future housing provision within the City needs to address issues of changing household composition, a growing population and the needs of particular groups as identified in the Housing Market Assessment.</p>	<ul style="list-style-type: none"> ▪ Identify an area or areas of land to contribute a significant proportion of housing to meet the RSS targets and identified needs within the City.
<p>Balance of Uses - Given the significant size of the area it is considered that a mix of uses including employment, housing, leisure and other appropriate uses would provide the most sustainable way forward in developing the area. The key issue is determining the amount of land to be allocated for each land use, and how this should be distributed within the area to meet the needs of both the new and existing communities. The findings of the Employment Study will help to inform this issue.</p>	<ul style="list-style-type: none"> ▪ Allocate a significant proportion of land for housing creating the opportunity to provide a range of housing types and sizes to meet both market and affordable needs. ▪ Maximise the opportunities for housing in this area to reduce the need to identify greenfield sites for housing in the City. ▪ Focus lower density housing provision within the British Sugar site and employment, higher density housing and other uses within York Central. ▪ Provide integrated areas of housing with other compatible land uses.
<p>Affordable Housing - The Housing Market Assessment identifies York as an area of acute affordable housing need, where large numbers of households cannot meet their housing requirements without some form of assistance. The provision of new affordable housing through new housing development has an important role to play in meeting identified needs. As a large site, York Northwest could provide a significant number of dwellings to meet this need to reflect the Housing Market Assessment. The cost of providing the necessary infrastructure to develop York Northwest is likely to be high and may be a factor in determining how much affordable housing the scheme can viably support.</p>	<ul style="list-style-type: none"> ▪ Seek to maximise numbers of affordable housing within the area. ▪ Focus on providing affordable family homes. ▪ Seek to provide a range of tenures eg social rent and discounted sale to meet a range of needs.
<p>Mix and Type - Recent completions in York have seen a high proportion of one and two bedroom flatted schemes. It is important to provide a range of housing types and sizes to meet the overall requirements of the City. The Housing Market Assessment identifies the need for a range of dwelling sizes to be provided, showing, in particular, a demand for houses rather than flats. In looking at large sites government guidance directs local authorities to provide a range of house types to create sustainable communities. Future provision should also be energy efficient and affordable to run.</p>	<ul style="list-style-type: none"> ▪ Achieve a range of house types and sizes relating to the demands identified in the Housing Market Assessment. ▪ Seek to meet the needs of particular groups as identified in the Core Strategy, HMA and recent government guidance, such as families, older people and people with disabilities. ▪ Provide a range of family housing including town housing and large apartments as well as detached, semi-detached or terraced houses. ▪ Focus on providing high quality housing of good design, as set out in national planning policy (PPS3). ▪ Seek energy efficient housing, which at a minimum meets the Code for Sustainable Homes 3.

**Figure 3: York Northwest
Housing - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Density- Land is a finite resource and making efficient use of brownfield land is a key objective of government and regional guidance. In urban areas close to key facilities and with good public transport links, government guidance considers that higher densities would be appropriate. Guidance would, therefore, suggest that the areas adjacent to the station should be developed at higher densities reflecting the character of the surrounding area. A key issue is balancing the need to use land efficiently with the need to provide a range of dwellings, including family homes, together with amenity and play space. However, it should be noted that through innovative design it is possible to produce high quality, family homes at higher densities e.g. terraced homes and town houses as well as at medium densities.</p>	<ul style="list-style-type: none"> ▪ Provide a range of densities across the area focusing higher densities closer to the City Centre and transport nodes. ▪ Achieve high densities to maximise the number of dwellings within the area, both market and affordable. ▪ Provide medium density housing, with a mix of semi detached, town houses and detached, on areas away from the station transport node. ▪ Use innovative design to produce high quality, high density family homes as well as apartments.

Housing Options

4.41 Based on Figure 3 above, further thought needs to be given to:

- **Housing Density:** The potential for a range of housing densities across the site, maximising the use of the existing and potential transport hubs. The following housing densities have been used:

Higher density: 60 dwellings per hectare and above

Medium density: 40-60 dwellings per hectare

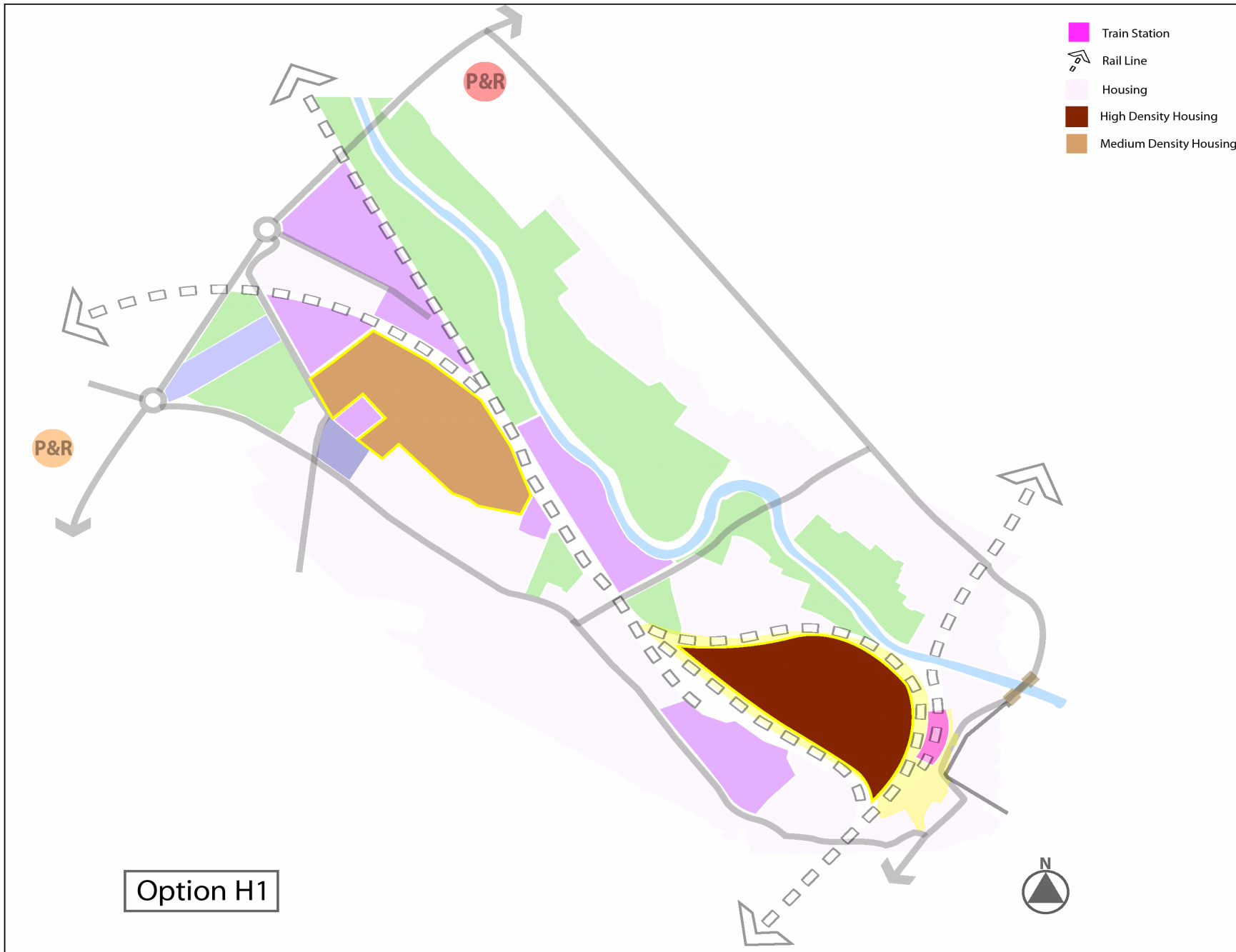
- **House Type:** The potential to provide a range of different types of housing and whether the proportion of houses and apartments should be in line with the findings of the HMA.

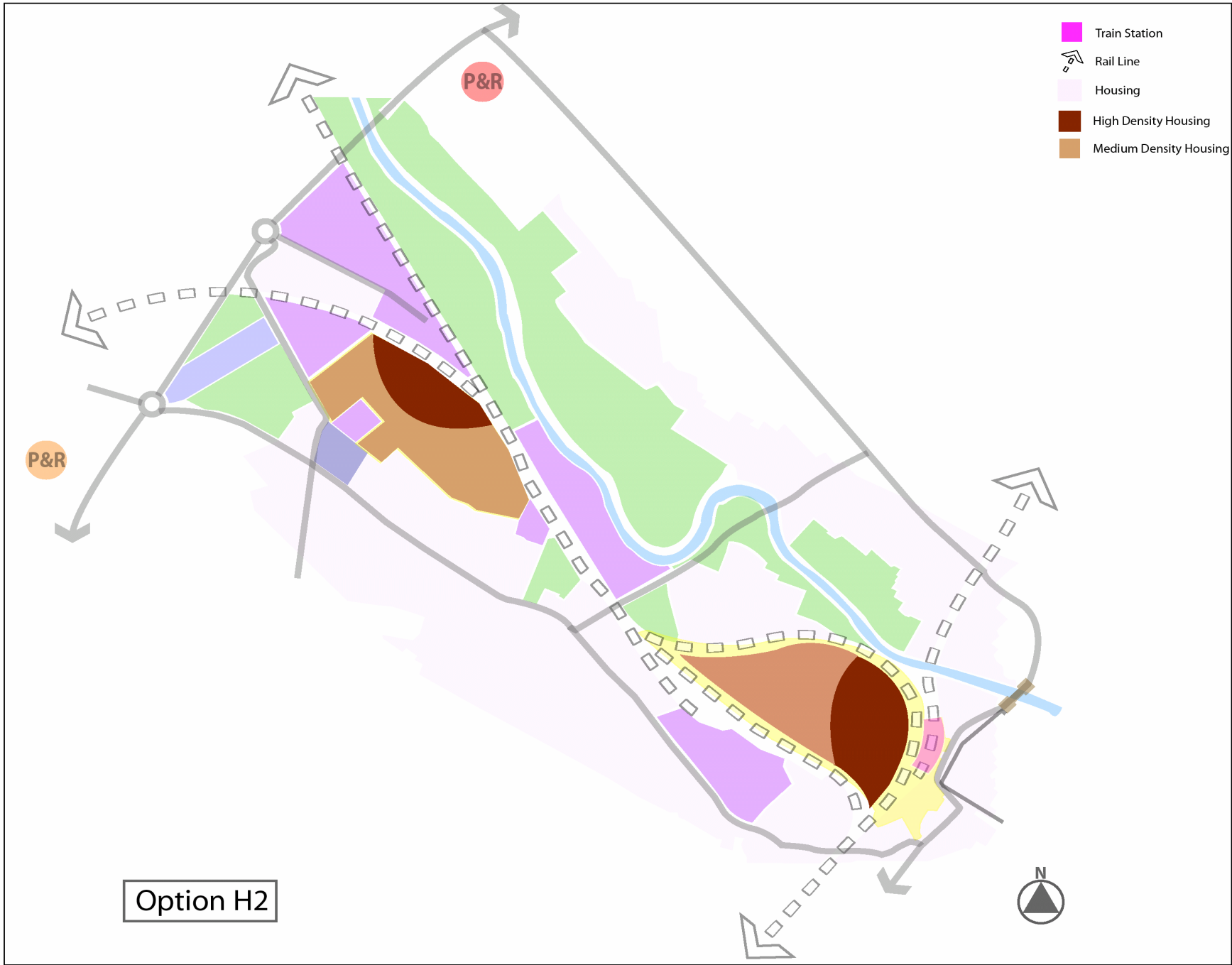
4.42 Potential options relating to these two key areas are explored below, with the key advantages and disadvantages of each option highlighted. The plans and illustrations show the potential options which are being explored and provide examples of the type of development being considered.

4.43 In contrast to the employment options presented in the previous chapter, it may not be possible to combine different housing options together. We are, therefore, asking you to consider which option you feel is the 'best' option for housing density at York Northwest (Option H1 or H2) and which option you feel is the 'best' option for housing type (H3 or H4 or H5).

Housing Density

Housing Density		
Options	Advantages	Disadvantages
<p>Option H1</p> <p>Higher density (at least 60 dwellings per hectare) housing closer to the centre (York Central) and medium density (40-60 dwelling per hectare) at the fringe (British Sugar)</p>	<ul style="list-style-type: none"> Densities proposed would be in line with existing densities in the surrounding areas Providing high density housing adjacent to major transport hub (railway station) promotes sustainability in line with national guidance Potential to create mixed use development adjacent to city centre (i.e. commercial on ground floor, residential above in York Central) More efficient use of land closer to the City Centre Would have the potential to provide a mixture of dwelling types (i.e. semi-detached, detached, terraces and apartments) across the whole of York Northwest 	<ul style="list-style-type: none"> May necessitate tall buildings close to City Centre- which could have a detrimental impact on views of listed buildings Could increase pressure upon City Centre transport network due to high density housing close to City Centre By focusing higher density housing at York Central, and medium density at British Sugar, it may be more difficult to create balanced communities. <ul style="list-style-type: none"> May be noise, lighting and vibration issues arising from existing and new transport provision.
<p>Option H2</p> <p>Higher density housing included within a mix of uses, close to public transport interchanges (at railway station and potential new rail halt at British Sugar), with medium density housing further away from main public transport facilities</p>	<ul style="list-style-type: none"> High density housing adjacent to major public transport hubs (railway station and potential rail halt) would promote sustainability in line with national guidance Would offer the potential to provide a mixture of dwelling types (i.e. semi-detached, detached, terraces and apartments) within both York Central and British Sugar, creating balanced, mixed communities Would offer the potential to create mixed use developments (i.e. commercial on ground floor, residential above) within both York Central and British Sugar (CBD/ new District or Local Centre) adjacent to public transport hubs 	<ul style="list-style-type: none"> Would limit the potential to locate other uses in sustainable locations adjacent to railway station and halt Any taller buildings close to City Centre may have a detrimental impact on the existing historic city. High density housing close to City Centre could increase pressure upon City Centre transport network <p>Higher density housing is likely to be taller and care would need to be taken to respect the character of existing residential properties on the boundaries of the Area.</p> <ul style="list-style-type: none"> May be noise, lighting and vibration issues arising from existing and new transport provision.





Housing Type

4.44 The Housing Market Assessment has estimated that, when the supply of and demand for both market and affordable housing is taken into account, there is a shortfall of 982 dwellings per annum. In particular the study has indicated that there is a demand for 64% houses (terraced, semi-detached and detached) and 36% apartments. This compares with overall completions of 34% houses and 66% apartments and suggests that the type of housing provided in recent years is not meeting demand. We are seeking your views on whether you consider it is important that York Northwest should take into account the findings of the Housing Market Assessment and provide the proportion of house types set out in the HMA, or whether you consider that the characteristics of the area make it suitable to accommodate a greater proportion of houses or apartments. Three possible options are provided below and we would like to know which you consider is most appropriate.

House Type

Options	Advantages	Disadvantages
<p>Option H3 Provide 64% houses and 36% apartments within York Northwest, in line with findings of HMA</p>	<ul style="list-style-type: none"> • Would meet identified shortfall of both houses and apartments, in line with identified need. 	<ul style="list-style-type: none"> • Provision of apartments reduces opportunity to create family homes with private gardens. • More apartments may be needed to ensure scheme viability given major infrastructure costs. •
<p>Option H4 Provide greater percentage of houses and lower percentage of apartments than set out in HMA</p>	<ul style="list-style-type: none"> • Would prioritise the need for family homes. • Would provide a high proportion of new houses, against the recent trend of apartment building. • Would provide a greater opportunity to provide a full range of house types across site (e.g. terraced, semi-detached and detached). • Would provide an opportunity to provide more private garden space. 	<ul style="list-style-type: none"> • Would limit the extent to which new development at York Northwest will meet the needs of single persons and couples without families. • Could limit the density of development achieved across the site, in turn limiting the contribution the site can make to meeting the City's overall housing needs. • Potential inability to meet demand for apartments. • Fewer apartments may impact adversely on scheme viability given major infrastructure costs.
<p>Option H5 Provide greater percentage of apartments than set out in HMA</p>	<ul style="list-style-type: none"> • Would promote an opportunity to maximise the extent of residential development on brownfield land close to City Centre. • Cater for the needs of single people and couples wanting to live close to the City Centre, complementing the other recently approved housing schemes elsewhere in York, which will cater more for family housing. • More opportunity to create mixed use developments with commercial uses on the ground floor and apartments on the upper floor(s). • Would provide opportunities for smaller households occupying larger Council and RSL homes to move into smaller properties and free up existing family properties. • Could generate higher land values, thereby enabling scheme viability and/or greater cross-subsidy of non-commercial facilities. 	<ul style="list-style-type: none"> • Greater provision of apartments would reduce the opportunity to create family homes with private gardens. • High density apartments would be out of character with surrounding residential development at British Sugar. • More apartments potentially means more people, therefore, more pressure on services, community facilities and transport infrastructure.

Questions

Q4. Do you agree or disagree with the Housing options?

Q5. Which one of the following three housing options do you prefer?

H3 - 64% houses: 36% apartments

H4 – More than 64% houses

H5 – More than 36 % apartments

SOCIAL INFRASTRUCTURE

Introduction

- 4.45 In order to ensure that the new community created at York Northwest is sustainable, it will be essential to ensure that it provides a range of social, community and other shopping and service facilities which meet the needs of future residents and employees. National planning guidance emphasises the need for local authorities, in planning for development, to address accessibility to community facilities (both in terms of location and physical access) for all members of the community. This can be done by ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport, rather than having to rely on access by car.
- 4.46 In relation to new retail facilities, it is important to ensure that new provision within York Northwest addresses the requirements of the new residential community but does not compete with the existing retail provision in the City Centre and Acomb District Centre. We have commissioned a Retail Study, which will identify any deficiencies in existing shopping provision in York and estimate the amount of new convenience and comparison goods floorspace required to meet existing and future deficiencies in the City. This document will be used to inform the Preferred Option stage.
- 4.47 The provision of education facilities is also discussed in this section. Given the scale of development possible at York Northwest, it is clear that new education facilities will need to be provided within the site. However, the scale, location and number of new schools will clearly be dependent on the

density, type and location of residential developments proposed in the area and any surplus capacity in surrounding schools. An assessment will be made following the York Northwest AAP Preferred Options consultation, when the key housing approach has been determined, to identify the education facilities requirement at York Northwest.

- 4.48 This section sets out the key social infrastructure issues, ideas and opportunities at York Northwest and provides options relating to the manner in which these opportunities could be achieved, for your comments.
- 4.49 The issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and evidence base documents. Details of the evidence based documents and York Northwest's baseline position, in terms of social infrastructure, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

- 4.50 Figure 4 below sets out the key issues relating to the provision of social infrastructure within York Northwest.

**Figure 4: York Northwest
Social Infrastructure- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Location of Shopping, Community, Health and Education provision and Places of Worship: Any community, shopping, health, education and worship facilities provided within York Northwest must be accessible to all residents and employees and should, ideally, be located within walking/cycling distance of their users, or easily accessible by public transport to minimise the need for people to use their cars.</p>	<ul style="list-style-type: none"> ▪ Opportunity to maximise accessibility of community facilities through siting adjacent to new rail halt and interchange facilities, and different modes of public transport. ▪ Community facilities should be integrated with other land uses such as housing and employment to create sustainable mixed use communities. ▪ They should be easily accessible by safe, direct cycle and pedestrian routes.
<p>Local Shopping Provision: At present, with the exception of facilities within the railway station, there is no shopping or service provision within York Northwest. Facilities immediately beyond York Northwest are limited to small scale, ad hoc convenience stores, which serve a limited top-up shopping function. In this context, there will be a need for some shopping facilities within York Northwest, which meet, at a minimum, day to day needs of residents and employees and help to reduce the need to travel to facilities elsewhere within the City. The key issues to be addressed in the Area Action Plan relate to the scale, nature and location of the facilities to be provided. It will also be important to ensure that the provision of new shopping facilities does not generate a significant volume of additional vehicular traffic, or have an adverse impact on the vitality and viability of the City Centre, or district and local centres, in surrounding areas.</p>	<ul style="list-style-type: none"> ▪ Potential to provide new local shopping facilities for new residents and employees living and working in York Northwest. ▪ Provision of local shopping facilities to address the deficiencies in existing facilities for residents living in adjacent areas. ▪ Opportunity to reduce the need to travel outside the area to shopping facilities. ▪ Potential to locate new facilities in close proximity to new rail halt or public transport interchange and close to/easily accessible from the key pedestrian and cycle network.
<p>Provision of Facilities for Central Business District: If a Central Business District (CBD) is to be provided within York Northwest, it is essential that it creates a sustainable, mixed use community. A key way to ensure the sustainability of the CBD is to provide a mixture of retail facilities, services and restaurants and cafes, that cater for the needs of employees and residents who work and live within the CBD. Such facilities would help to create active ground floor frontages during the day and in the evening. It will, however, be important to ensure that such facilities are of a scale that will not have a detrimental impact on existing City Centre facilities.</p>	<ul style="list-style-type: none"> ▪ Potential to create sustainable, mixed use Central Business District. ▪ Potential to provide new local shopping facilities for new residents and employees living and working in York Northwest. ▪ Potential to locate new facilities in close proximity to public transport interchange and key pedestrian/cycle routes.

**Figure 4: York Northwest
Social Infrastructure- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Community Facilities Provision: Existing community facilities within and surrounding the York Northwest area are extremely limited. Given the size of the York Northwest site it is clear that additional new community facilities will needed to be provided. The issues to be addressed in the Area Action Plan relate to the scale, nature and location of the facilities to be provided. It is likely that developer contributions will be required to secure the necessary community facilities.</p>	<ul style="list-style-type: none"> ▪ Potential for new community facilities in sustainable locations close to public transport hubs. ▪ Opportunity to ensure local facilities are accessible to new residential and working populations. ▪ Potential to promote joint use of facilities with local schools. ▪ Potential to create lively local centres with a mix of uses. ▪ Opportunity to enhance facilities available to existing residents as well as providing for new residents and employees.
<p>Health Facilities Provision: There are currently no GP or dental surgeries located within York Northwest. The nearest dental surgeries are in Acomb, the City Centre and Clifton. Doctor's surgeries in the vicinity of York Northwest include, Lavender Grove Surgery The Holgate Surgery, and Gillygate Surgery. Given the scale of development likely at York Northwest, there will be a significant new residential population and a large number of employees requiring additional or expanded health care facilities.</p>	<ul style="list-style-type: none"> ▪ Opportunity to locate new health facilities close to new resident and working populations within York Northwest. ▪ Opportunity to ensure these facilities are accessible by public transport as well as walking and cycling. ▪ Opportunity to link provision of health facilities to other community, education and retail facilities to facilitate multi-purpose trips.
<p>Primary School Provision: There is a statutory requirement on every Local Authority to provide sufficient school places for children within the City boundary. Where additional education provision is required as a result of new residential development, it is usual for it to be funded by means of developer contributions. Due to the scale of development likely to take place at York Northwest it is likely that the number of new primary pupils will be higher than can be accommodated within the existing schools within the area. There will, therefore, be a requirement for new primary schools within York Northwest. As noted in the introduction, the scale, number and location of new primary schools will depend on the scale, density and location of new residential developments within York Northwest.</p>	<ul style="list-style-type: none"> ▪ Opportunity to create new school communities. ▪ All children should be able to walk or cycle safely to school. ▪ Opportunities for shared community use of open space and playing fields. ▪ Opportunity for new schools to be at the heart of new residential communities. ▪ Potential to review existing primary school provision, including Poppleton Road Primary School, St Barnabas' CE Primary School and St Paul's CE Primary School, in conjunction with provision of new school(s).
<p>Distribution of Primary Schools: A key issue which will need to be addressed, once it is clear how many primary school places are required, is whether these places should be provided within one or two large primary schools or a number of smaller schools. While there are advantages of providing a number of smaller schools, where children are in easy walking and cycling distance of their school, it is also clear that larger schools are more financially viable.</p>	<ul style="list-style-type: none"> ▪ Need to strike a balance between providing primary schools within easy walking and cycling distance of pupils and maximising the use of resources (e.g. shared sports field), through the provision of large primary schools.

**Figure 4: York Northwest
Social Infrastructure- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Secondary School Provision: The availability of secondary school places to serve the new population generated by the development of York Northwest will need to be assessed once the overall housing numbers have been determined. It will be necessary to decide whether children within York Northwest will be accommodated in existing, but expanded secondary schools, or whether a new school will be required. Either way, contributions will be required from developers should new secondary school be required. Finding a suitable location is likely to be a major issue.</p>	<ul style="list-style-type: none"> ▪ Secondary school capacity needs to be considered City wide rather than considering York Northwest in isolation.
<p>Phased Approach to the Provision of Education Facilities: Given the size of York North West, the comprehensive development of the site will take a number of years to complete. A phased approach will, therefore, be needed. It is important to have a clear strategy and comprehensive approach to education provision, requiring investment in new education facilities at an early phase of the development, ensuring sufficient capacity can be created to cater for later phases</p>	<ul style="list-style-type: none"> ▪ Opportunity to link strategy for education provision in York Northwest with the citywide strategy for secondary school provision ▪ Needs of new residents of York Northwest could initially be accommodated in existing secondary schools in the area allowing development, if required, of a new secondary school as the population grows.

Options

4.51 We are seeking your views on possible options for the distribution of community, retail and social facilities across the site as set out below. Options S1 to S4 provide different options in relation to the provision of local community facilities for residents, employees and visitors within York Northwest. We would like your views on which of these options you think is most appropriate.

4.52 Option S5 relates to the provision of comparison goods retailing (i.e. items not obtained on a frequent basis e.g. clothing, footwear, household and recreational goods) around the station. These facilities would help to serve the comparison goods shopping needs of the City of York, rather than just those living and working with York Northwest. We would like to know whether you think that this option is appropriate.

Distribution of Community and Social Facilities

Options	Advantages	Disadvantages
<p>Option S1</p> <p>Provision of one new District Centre at British Sugar, accommodating a supermarket and social, community and health facilities, and smaller scale facilities at York Central, which together, will serve the whole of York Northwest</p>	<ul style="list-style-type: none"> • Would meet the local retail, service and community needs of all new residents of York Northwest . • Could meet the local retail, service and community needs of those located in the surrounding area. • Would encourage linked trips. • Would reduce the need to travel by car to supermarkets and other facilities further away. • Would function as a community heart or focus. 	<ul style="list-style-type: none"> • Potential to increase vehicular traffic entering British Sugar site. • Depending on scale of facilities provided, could potentially to have a detrimental impact on the vitality and viability of Acomb District Centre. • Could have a detrimental impact on existing small shops in the surrounding area.
<p>Option S2</p> <p>Provision of one new District Centre at York Central, accommodating a supermarket and social, community and health facilities, and smaller scale facilities at British Sugar, which together will serve the whole of York North West</p>	<ul style="list-style-type: none"> • Would meet the local retail, service and community needs of all new residents of York Northwest. • Could be integrated with, or form part of, a Central Business District (CBD). The inclusion of such facilities within a CBD would make it a sustainable, mixed use area. • Would meet the local retail, service and community needs of those located in the surrounding area. • Would encourage linked trips. • Would reduce the need to travel by car to supermarkets and other facilities further away. • Would function as a community heart or focus. • Would help to meet the identified convenience goods deficiency in the city centre. • Easily accessible by public transport. 	<ul style="list-style-type: none"> • Would have the potential to increase vehicular traffic entering the City Centre, an area already suffering from congestion and poor air quality. • Services and A3/A4/A5 (restaurants, drinking establishments and take away) uses could have the potential to draw people away from City Centre. • Depending on scale of facilities provided, would have potential to have a detrimental impact on the vitality and viability of Acomb District Centre. • Could have a detrimental impact on existing small shops in the surrounding area.
<p>Option S3</p> <p>Provision of two Local Centres (York Central and British Sugar)</p>	<ul style="list-style-type: none"> • Would meet the top-up shopping and service needs of residents in York Central and British Sugar • Will meet the top-up shopping and service needs of residents surrounding York Northwest 	<ul style="list-style-type: none"> • Catchment of each centre would be insufficient to justify a scale of provision which would meet main shopping/service needs. Residents would therefore still continue to travel outside the area for their main food shopping in particular • Could have a detrimental impact on existing small shops in the surrounding area.

Options	Advantages	Disadvantages
	<ul style="list-style-type: none"> • Centres would be accessible on foot and by public transport • Would function as two community hearts 	
<p>Option S4</p> <p>Provision of a range of small scale shopping, social, community, and health facilities in a number of small clusters across the site</p>	<ul style="list-style-type: none"> • Would encourage people to travel to community and social facilities using sustainable modes of transport, including walking. • Would be less likely to be used by residents in the surrounding area, and therefore there is less likelihood of additional traffic movements. • Creation of mixed use communities, with residential areas intermingled with retail, community and service uses. 	<ul style="list-style-type: none"> • Would not create a community heart. • Catchment of each centre would be insufficient to justify a scale of provision which would meet main shopping/service needs. Residents would therefore still continue to travel outside the area for their main food shopping in particular. • Would be less likely to facilitate linked trips. • Could have a detrimental impact on existing small shops in the surrounding area. • Less opportunity for shared parking. • Unlikely to be commercially viable.
<p>Option S5</p> <p>Provision of comparison goods retailing around the station</p>	<ul style="list-style-type: none"> • Could help to meet the City-wide need for comparison goods floorspace close to York City Centre, within or adjacent to a CBD, rather than on greenfield sites or less accessible out-of-centre brownfield sites (need to be considered in the context of the Retail Study currently being prepared). • Would help to maximise commercial opportunities for railway station. • Could be provided in association with new accommodation for the creative industry and speciality retailers, particularly those linked to the tourism industry and the National Railway Museum. • Good links to City Centre and could encourage linked trips. • Easily accessible by public transport.. 	<ul style="list-style-type: none"> • Depending on the scale and nature of the development, could have a detrimental impact upon the vitality and viability of the City Centre. • May encourage private cars into the city centre.

Question

Q6. Do you agree or disagree with the social infrastructure options?

CULTURE AND TOURISM

Introduction

- 4.53 Culture and tourism are important influences on the built environment in York, and both offer significant benefits for the local economy. Together they contribute to the vitality and diversity of York for both residents and visitors. York gets over 4 million visitors a year and current annual spend is around £333m.²
- 4.54 York clearly has a central role to play in the development of tourism in the Yorkshire and Humber economy, both because of the role the City plays as Yorkshire's premier visitor destination and gateway, and because so many of York's visitors also visit other parts of Yorkshire. York is also recognised internationally as a major visitor destination and won the 2007 European Tourism City of the Year Award. The presence of the National Railway Museum within York Central and its proximity to the historic City Centre make York Northwest an important location for further tourism development.
- 4.55 The Community Strategy emphasises the need to protect the historical importance of York whilst meeting present cultural needs and developing a more modern, cosmopolitan outlook. It will be important to maximise the economic and employment advantages for tourism whilst at the same time managing the environmental implications for the historic City and its residents, such as crowded streets and traffic problems. The development of further tourist related facilities at York Northwest can help meet these objectives which at the same time protect the historic city and surrounding greenbelt from further development pressures.

4.56 It is important when considering the type of culture and tourism facilities that could be provided at York Northwest, to take into account the York Tourism Strategy and the York Cultural Strategy.

4.57 In relation to the York Tourism Strategy it will be important to address the key issues identified in the strategy, including the recent trends showing falling hotel occupancy, the long term decline in overseas visitors, the change in visitor characteristics (e.g. increase in older and less affluent visitors) and changing visitor expectations and opportunities. Furthermore, development at York Northwest should seek to help achieve the objectives of this Strategy, which include the need to:

- promote York as an exemplar for sustainable tourism;
- enhance the quality of existing attractions;
- seek quality, world class investment, innovation and product development in terms of attractions, accommodation, retail, conference facilities and the public realm; increase total visitor spend and therefore the value of the visitor economy; and
- ensure the widest possible benefits from a successful York tourism economy.

² 2006 figures through York Research Partnership Economic Impact Model

- 4.58 The York Cultural Strategy sets out some guiding principles that need to be implemented through development at York Northwest. These principles include developing: a city of high quality spaces, a city of international significance, a diverse, inclusive and cosmopolitan city, an active and participative city, and a creative city. It is suggested that a new link between York Central and the Cultural Quarter should be created by linking the NRM with the Museum Gardens, via a high level bridge from platform 4 over the River Ouse.
- 4.59 In light of the Tourism and Cultural Strategies, this section sets out the key culture and tourism issues, ideas and opportunities at York Northwest and provides options relating to the manner in which these opportunities could be achieved for your comments.
- 4.60 These issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and City of York evidence base documents. Details of the evidence based documents and York Northwest's baseline position, in terms of culture and tourism, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

- 4.61 The table below sets out the key issues relating to culture and tourism within York Northwest.

**Figure 6: York Northwest
Culture and Tourism- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Growth in Tourism: York acts as a gateway to the rest of Yorkshire. Of the 4 million visitors who visit York each year, around 1 million visitors then go on to visit other areas in Yorkshire. Yorkshire Forward states that the overall objective for tourism development in the region should be to focus on the growth in the value of tourism, rather than the growth in the volume of tourism. In this context priority should be given to improving the quality of the existing attractions, rather than developing new attractions. York Northwest has the potential to assist in the growth in the value of tourism in York and the region, through the development of the NRM and facilities to complement the NRM and nearby tourist attractions.</p>	<ul style="list-style-type: none"> ▪ Build upon success of NRM as a visitor attraction. ▪ Opportunity to further enhance York’s reputation as an attractive tourist destination. ▪ Growth in tourists potentially means growth in vehicle numbers and therefore it may be necessary to look at opportunities to enhance accessibility to tourist facilities by public transport. This should build on York’s existing popularity as a destination for rail travellers, over 1m visitors get to York by train each year.
<p>Length of Stay of Tourists: The region receives a much greater volume of day visitors than it does staying visitors. Day visitors put pressure on infrastructure and can increase congestion. To encourage more sustainable tourism, opportunities should be maximised to increase the length of stay of visitors as opposed to attracting more day visitors. A wider range of accommodation, an improvement in the food and drink offer, special events and the improvement of the evening economy are considered key to attracting staying visitors. York Northwest has the potential to provide a wider range of accommodation and an attractive evening economy.</p>	<ul style="list-style-type: none"> ▪ Increased range of tourist attractions will encourage visitors to stay longer. ▪ New high quality hotel will encourage more overnight stays and widen visitor’s choice of accommodation. ▪ Opportunity to provide quality restaurants, bars, cafes and cultural facilities (including events and longer opening hours), which will enhance the evening economy and encourage visitors to stay overnight and for longer.
<p>Encouraging a Growth in the Economy through Tourism: A need has been identified to increase visitor spend in York. This increase could be assisted through increasing the length of stay of tourists, attracting more affluent visitors to the city and addressing the current deficiency in young visitors to York. Increasing visitor spend will also have the knock-on effect of increasing employment opportunities within the tourist industry, which in turn will support the growth of York’s economy.</p>	<ul style="list-style-type: none"> ▪ Build upon success of NRM as a visitor attraction. ▪ Opportunity to consider ‘Yorkshire Wheel’ as a longer term attraction. ▪ Opportunity to further enhance York’s reputation as an attractive tourist destination. ▪ Opportunity for job creation through new tourist and accommodation facilities. ▪ High quality hotel provision will encourage higher spending visitors.

**Figure 6: York Northwest
Culture and Tourism- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Growth in Business Tourism: There is a drive to enhance business tourism and conference facilities at a Regional and Sub-regional level. York as a regional gateway should provide a focus for conference facilities. The First Stop York Tourism Strategy identifies the need for an international standard luxury hotel facility in York to improve the range of accommodation which is available for visitors. Such a facility would meet the current deficiency in York of 4 star and 5 star hotels and would benefit the City's tourism growth.</p>	<ul style="list-style-type: none"> ▪ Add to the region's conference venue stock, with business tourism recognised as a regional priority ▪ Meet the gap in the market for larger delegate venue space (plus syndicate rooms) in York as identified through conference research ▪ High Quality hotel would encourage some visitors to extend their visit to York and stay more than one day ▪ A high quality hotel would create substantial employment opportunities and provide a valuable service for local companies looking to host or entertain clients
<p>Development of a Cultural Quarter: It has been suggested by the York @ Large Cultural Partnership (and included in the LDF Core Strategy) that a 'cultural quarter' is developed, comprising the NRM, the Museum Gardens, Yorkshire Museum, the York Art Gallery, Kings Manor, the Theatre Royal and De Grey Rooms, the Minster and Dean Gardens. The intention would be to provide an improved gateway to the city from the railway station area. The key challenge is how to link these attractions. Given the location of the NRM within York Northwest, it is important to explore options for developing a Cultural Quarter.</p>	<ul style="list-style-type: none"> ▪ Opportunity to improve link between York Northwest and existing historic city centre. ▪ Potential to create a new pedestrian/cycle link across the river to improve accessibility for visitors. ▪ Create an alternative to Marble Arch for visitors wishing to move between the city centre and York Northwest. ▪ Cluster of tourist/cultural facilities would act as a stronger draw to visitors and encourage longer stays. ▪ Opportunity to maximise accessibility to railway station and new public transport interchange.
<p>High Quality Public Realm: A high quality public realm and a number of attractive public spaces could be created in order to complement and support tourism and cultural initiatives in York. New development can be a major catalyst to the provision of new public spaces and this is seen as very important to York as the City moves forward.</p>	<ul style="list-style-type: none"> ▪ New public square will enhance setting of listed railway station. ▪ Improve perception of York for visitors arriving by train. ▪ Attractive public realm encourages people to make more journeys on foot rather than by car. ▪ Opportunity for shared use of civic spaces, eg as performance spaces during the summer months and into the evening. ▪ Improves perception of York as high quality environment for businesses to locate.

Figure 6: York Northwest Culture and Tourism- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Historic Environment: The historic environment of York is key to its success as a tourist destination and an attractive place to work and live. Development within York Northwest, particularly in York Central, must respect the existing qualities of the City, ensuring that the historic environment is not compromised. In particular development in the southern part of York Northwest, must seek to protect key listed buildings, including the Grade II* listed Station, and views of the historic elements within the city centre. The York Central site itself is an area of considerable historic significance in terms of its industrial archaeology relating to the railway industry and the possibility for the discovery of roman artefacts. In this context an Historic Environment Audit which assesses the significance of the existing historic built environment (both statutorily protected and unprotected) will be required.</p>	<ul style="list-style-type: none"> ▪ Maximise the benefits of spectacular views across the site when considering future development patterns ▪ Opportunity to improve perception of York by creating an enhanced gateway to the city based around the railway station ▪ Listed buildings to be protected and kept in use wherever possible ▪ Encourage physical linkage for pedestrians to the city centre

Options




4.62 Based on the previous table, further thought needs to be given to:

- **Cultural Quarter and Linkages with the City Centre:** The potential to develop a cultural area based on the existing tourist attraction at the NRM and to link this with the existing attractions in the City Centre.
- **Hotel and Conference facilities:** The potential to create a new high quality hotel within York Northwest to serve the business and conference markets as well as tourists.

4.63 Potential options relating to these two key areas are explored below. The plans illustrate the potential options and the tables then set out the key advantages and disadvantages of each option. In theory all of the options suggested could potentially be implemented together, although it is likely that there would be only one high quality hotel required at York Northwest and therefore either Option C3 or Option C4 would be implemented.

Options	Advantages	Disadvantages
<p>Option C1</p> <p>Develop a cultural area around the NRM which links to the Cultural Quarter including the area across the river, around Museum Gardens and the Minster</p>	<ul style="list-style-type: none"> • Could provide a physical and visual link between the NRM and other tourist attractions in City Centre (including York Minster, Museum Gardens) , creating an enriching environment to encourage more longer stay visitors. • Will stimulate investment to make Marble Arch safer and more attractive and/or to create new access over the river. • Would enhance the attraction of the NRM and York City Centre, which has the potential to promote the growth of the local and regional economy. • Would create an attractive gateway to city centre. • Would ensure that cultural quarter can be easily accessed by public transport, especially due to the proximity of the railway station and bus services . • Would have potential to create new, attractive access to the west of the Station. 	<ul style="list-style-type: none"> • Has the potential to create additional vehicle movements in an area already suffering from traffic congestion and air pollution unless measures to reduce dependency on and access by the private car are introduced. • Existing pedestrian and cycle access is poor.
<p>Option C2</p> <p>Develop cultural and tourist facilities around key transport nodes within York Northwest</p>	<ul style="list-style-type: none"> • Opportunity for linked trips between new tourism/cultural facilities and existing tourist attraction (NRM). • Facilities near to the station and the potential rail halt will be highly accessible by public transport-opportunity for sustainable tourism and building on the existing strengths of York's rail services. • Will stimulate investment to make Marble Arch safer and more attractive and/or to create new access over the river. 	<ul style="list-style-type: none"> • Tourist and cultural facilities located in British Sugar would be detached from other tourism and cultural facilities and hence less likely to result in linked trips. • Introduction of tourist facilities into a predominantly residential area could adversely impact upon residential amenity. • Existing pedestrian and cycle access to NRM is poor.



-  Cultural and Tourism Facilities located around transport nodes
-  National Railway Museum
-  Cultural Quarter

Culture and Tourism Options



Project	York Northwest
Title	Culture and Tourism Options
Client	
Date	August 2007
Scale	N.T.S
Drawn by	EW
Drg. No	NE20567/008

Based upon Ordnance Survey mapping with the permission of Her Majesty's Stationery Office. © Crown Copyright reserved. Licence number: ALS0594A.

Options	Advantages	Disadvantages
<p>Option C3</p> <p>Provide site for high quality 4star or 5star hotel in York Central</p>	<ul style="list-style-type: none"> • Would complement existing tourist uses and proposals to create a CBD. • Would provide high quality hotel within easy walking distance of City Centre. • Would reduce the need to provide a hotel within City Centre, which could have a detrimental impact on the historic core. • Would have excellent links to public transport network- encouraging sustainable tourism. • Would meet recognised need for a high quality hotel in York. • Opportunity to provide conference facilities to serve city centre as well as York Northwest and meet regional aspirations to improve business and conference tourism facilities. 	<ul style="list-style-type: none"> • Likely to increase the number of cars into the city centre- which in turn will increase traffic congestion and air pollution, although siting the hotel close to York station may reduce this. • Could have impact on amenity of existing residential occupiers, depending on location.
<p>Option C4</p> <p>Provide site for a high quality 4 star or 5 star hotel in British Sugar</p>	<ul style="list-style-type: none"> • Sufficient land within British Sugar to accommodate a large hotel. • Would meet recognised need for a high quality hotel in York. 	<ul style="list-style-type: none"> • Not in close proximity to existing tourist attractions therefore unlikely to be attractive to users and would increase journey length. • Currently less accessible by public transport than York Central site. • Would encourage visitors to travel into City Centre by car. • Due to the nature of the surrounding area, unlikely to be attractive to 4star /5star operator. • Could have impact on amenity of existing residential occupiers, depending on location.
<p>Option C5</p> <p>Develop new pedestrian and cycle bridge link across river to city</p>	<ul style="list-style-type: none"> • Integrate York Central with the City Centre • Encourage more attractive, safer links between NRM and Museum Gardens etc. • Provide an alternative attractive route between the station and the City Centre • Provide a well-designed bridge, which could act as an attraction in itself. • Enhance York's pedestrian and cycle network • Opportunity to create new cultural trail 	<ul style="list-style-type: none"> • Bridge likely to be expensive. • Erection of bridge would potentially result in loss of open space on northern bank of river.

Question

Q7. Do you agree or disagree with the Culture and Tourism options?

TRANSPORT AND ACCESSIBILITY

Introduction

4.64 Transport and access to jobs, shopping, leisure facilities and services have a direct impact on our quality of life. A safe, efficient, and integrated transport system is important in supporting both a strong and prosperous economy within York, and a sustainable mixed use development within York Northwest. This can contribute towards the Council's overall vision of ensuring the City is thriving, inclusive, healthy and sustainable.

4.65 Alongside the need to create a sustainable community, development at York Northwest must help to achieve the objectives of York's current Local Transport Plan 2006-2011 (LTP2). York's first Local Transport Plan (LTP1) outlined the City's vision for a sustainable and integrated local transport system for the period 2001-2006. The objectives of the transport strategy included the following:

- to promote a transport system that leads to a healthier society;
- to reduce accidents, casualties and danger for all road users;
- to meet National Air Quality Objectives at all 'relevant' locations and minimise the environmental impact of transport;
- promoting sustainable development at appropriate locations to support the economic development of York;

- To improve accessibility particularly for those without access to a car;
- Promoting integration within and between different types of transport; and
- Minimising new road construction and maintain the safety and efficiency of the existing road network

4.66 The second Local Transport Plan (LTP2) sets out desired transport measures for the short term (up to 2011), as well as setting out the principles for a longer term transport vision to 2021. It seeks to build upon the aims in LTP1, but in the context of the shared priorities (with government) of tackling congestion and improving air quality, accessibility and road safety. It also takes into account the changing context of the City's Community Strategy as well as land use plans and economic development priorities. Key objectives of the LTP2 are to:

- provide a revolutionary public transport system, the York 'overground', that will enable people to travel between any points within the outer ring road with minimal walking required at the start and end of their journey;
- the development of low emission zones;
- the promotion of carsharing and creation of car clubs,
- a safe, continuous cycle network; and
- the introduction of an electric city shuttle between York station and the City centre.

4.67 In relation to York Central, the LTP explained that access to transport is pivotal in relation to aspirations for the development of the site. It also identified that there is scope to develop a new public transport interchange, which links with the rail station.

4.68 In the context of the above, this section sets out the key transport and accessibility issues, ideas and opportunities at York Northwest and provides options relating to vehicular access points into the site, public transport, freight movements, cycling and pedestrian routes for your comments.

4.69 These issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and City of York evidence base documents, including the LTP1 and LTP2 discussed above. Details of the evidence based documents and York North West's baseline position, in terms of transport and accessibility, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

4.70 Figure 5 below sets out the key issues relating to the movement of vehicles, public transport, cyclists and pedestrians within York Northwest, how the transport network could connect to the wider York area and provision of parking within York Northwest.

**Figure 5: York Northwest
Transport - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Sustainable Development and Transport: The promotion of sustainable means of travel are key to the success of development at York Northwest. Issues of traffic congestion, air quality and access mean that there is a need to limit travel, particularly by car. It will, therefore, be important to ensure the most sustainable forms of travel eg. walking, cycling and public transport, are maximised. The most sustainable types of public transport should be used eg. Mass transit using sustainable energy sources.</p>	<ul style="list-style-type: none"> ▪ A sustainable development in transport terms would create a safer environment and reduce conflict between pedestrians and vehicles. ▪ The provision of a mass transit system, eg tram-train will decrease travel times into the City Centre and adjoining areas along its route, eg. Leeds and Harrogate ▪ Sustainable forms of travel will minimise the impact of the development on air quality within the area. ▪ Provide development that reduces the need to travel and facilitate trips by more sustainable modes. ▪ Opportunity to complement LTP2 objectives. ▪ Potential to provide sustainable transport links into, and across, the city centre.
<p>Connectivity: It will be important to ensure that the development of the area has good transport links with the rest of the region and on a wider basis in terms of rail, road, air and bus services.</p> <p>Links between York Northwest and the City Centre/surrounding areas are poor. It will be important to ensure that the new development is well connected with the surrounding areas, particularly for pedestrians and cyclists. In particular, the station area needs to be integrated with the City Centre to facilitate connectivity with York Central.</p>	<ul style="list-style-type: none"> ▪ The proximity of York Northwest to York Station makes it a highly sustainable location with good links to London, Edinburgh and regional centres in the north including Leeds, Manchester and Scarborough. ▪ The proximity of York Northwest to the rail corridor offers the potential for travel via sustainable transport modes ▪ The A59 road corridor provides the potential for further public transport enhancements. ▪ The introduction of a Tram/Train route between York, Harrogate and Leeds with halts at British Sugar and York Central will improve connectivity to regional centres and Leeds/Bradford Airport. ▪ Direct access off the A1237 York Outer Ring Road is available through York Business Park or off the A59. Sections of the A1237 would need to be upgraded to accommodate the anticipated increase in traffic. ▪ York Northwest could provide enhanced cycle routes from the north west of the city into the city centre along the transport corridor adjacent to the railway.
<p>Traffic Congestion: Recognised in LTP2 as the single most important transport issue facing the city. Traffic congestion is likely to worsen due to higher levels of car ownership and increased traffic generation from new developments. Congestion impacts upon the economy of the city, increases air pollution and reduces the quality of life.</p>	<ul style="list-style-type: none"> ▪ The proximity of York Northwest to the rail corridor and Station has the potential to reduce the need to travel by car. ▪ New access points in congested parts of the City Centre could be restricted so as not to be open to all vehicular traffic. ▪ Car sharing, car clubs and park and rides schemes could be encouraged.

**Figure 5: York Northwest
Transport - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Development of York Northwest will have a regional and sub-regional impact on traffic congestion outside the city boundaries, as well as within an already congested city. This will be compounded by other major developments taking place in the city, which are likely to come forward within the next five years (eg. University Heslington East, Germany Beck, Derwenthorpe).</p> <p>There are issues of congestion and delay on the immediate road network, particularly at peak times. In addition, the duration of peak times is getting longer due to changing travel patterns.</p> <p>Locally, the issue is that if no measures are taken either to improve the network or constrain the amount of vehicular movement, the development of the York Central and British Sugar sites will exacerbate existing traffic congestion particularly in this sector of the city. The development will need to address all congestion issues caused by traffic associated with the sites, including carrying out improvements to already congested junctions.</p> <p>Within the city there is very limited spare capacity or opportunity to improve capacity of the existing highway network. Any new access to the development must not contribute toward increasing traffic congestion in the rest of the city.</p> <p>There is a concern that vehicular routes through York Northwest have the potential to experience disproportionately high levels of traffic seeking to avoid congestion on main routes into and out of the City Centre. These routes could have a negative impact upon the surrounding transport network, and the environment and desirability of York Northwest.</p>	<ul style="list-style-type: none"> ▪ The proximity of York Northwest to the rail corridor and Station has the potential to reduce the need to travel by car. ▪ New access points in congested parts of the City Centre could be restricted so as not to be open to all vehicular traffic. ▪ Car sharing, car clubs and park and rides schemes could be encouraged. ▪ Effective travel planning should be used to widen travel choice and minimise the use of the private car ▪ Need to ensure that the impact of new land uses and level of development can be accommodated on the highway network with all necessary mitigation measures provided. ▪ Increasing the capacity of the A1237 Outer Ring Road particularly between the A59 and Clifton Moor (either by junction improvements or dualling). ▪ Restrict certain routes and accesses within York Northwest to public transport and/or cycle/pedestrian use only. ▪ Dispersed access points to sections of the development could minimise the traffic impact on the existing highway network. ▪ Routes through the development could be designed to discourage car trips through the city centre. ▪ Development off existing access points into the sites could be limited. ▪ The capacity of the road network could be increased to accommodate development traffic.
<p>Vehicular Access: The existing access points into York Northwest are exceptionally limited. Both the York Central and British Sugar sites are hugely constrained by railway lines, the river, the existing built environment and road network, all of which contribute to enclosing the sites.</p> <p>New accesses are required which are sufficient in capacity and layout to serve the new development, however, the opportunities for new accesses to serve the development are very limited. Any new form of access will need to minimise any adverse impact on the local environment.</p> <p>The cost of providing new accesses into the development could proportionally be high and could affect the viability of the development.</p>	<ul style="list-style-type: none"> ▪ Potential to allow for the expansion of the National Railway Museum through alterations to Leeman Road ▪ New or improved accesses have the potential to improve linkages between York Northwest, the City Centre and the surrounding area although unrestricted access is likely to increase traffic in already congested areas. ▪ Opportunity to provide new transport corridor between York Northwest and the Outer Ring Road (A1237). Public transport, walking and cycling routes would have unrestricted access along the corridor to other areas of the city. ▪ Potential to provide direct link between York Central and British Sugar.

**Figure 5: York Northwest
Transport - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Air Quality: There is a close link between air quality, traffic growth and vehicle engine types. Poor air quality contributes to health problems and climate change.</p> <p>In the immediate vicinity of the York Northwest area, there are hotspots where air quality currently fails to meet national health based objectives (see Baseline Report for area of Air Quality Management Area (AQMQ). There is already a need to reduce vehicle numbers and vehicle emissions in the adjoining AQMA in order to improve health and meet national air quality objectives for pollutants. Additional traffic created by the development, particularly heavy goods vehicles and buses, would exacerbate existing air quality problems in these areas. There is a need to ensure that there is no further deterioration in air quality within the AQMA as a result of the development and that no further areas of air quality objective exceedance are created.</p>	<ul style="list-style-type: none"> ▪ Vehicular access into the south of York Northwest should be limited to ensure that traffic flow does not increase in the Holgate Road area. ▪ The proximity of York Northwest to the rail corridor, York Station and the A59, (if public transport improvements are implemented) has the potential to encourage travel by sustainable modes and therefore assist in reducing air pollution. ▪ Restrict private parking to stimulate walking, cycling and public transport use. Car Clubs/pool cars and car free development could be encouraged. ▪ Controls on provision of large amounts of free parking for employees with an emphasis on sustainable transport modes. ▪ Access restrictions could be provided to prevent additional traffic travelling through existing residential areas where there are air quality concerns e.g. Salisbury Road.
<p>Public Transport: In general terms, public transport primarily comprises buses and trains. The provision of public transport must be of a standard which makes it more attractive to users than private cars. Any public transport that serves the development should fit in to the overall transport networks of the City and the region.</p> <p>Existing public transport facilities are not sufficient to meet the needs of the new development at York Northwest. Improved public transport provision needs to be accessible, frequent and meet the travelling needs of users/residents of the development.</p>	<ul style="list-style-type: none"> ▪ Potential to create a new public transport interchange adjacent to the railway station which promotes connectivity within City. ▪ Potential to create new rail halt and/or local public transport interchange within British Sugar. This could link to A59 Park and Ride. ▪ Feasibility work currently being undertaken on Harrogate-York -Leeds tram/train service. ▪ Encourage modal shift from car to public transport ▪ Provide interchange hub for 'overground network' of orbital and cross- city bus routes. ▪ Potential to enhance existing railway station and create new western entrance ▪ Potential to improve links between existing public transport services and park and ride facilities.
<p>Pedestrian and Cycle Access: Currently very limited. The accesses that do exist are unattractive and some are not easily accessible to all eg. Cinder Lane/Wilton Rise. Links between York Northwest and the City Centre/riverside, and through the station, are poor.</p> <p>New pedestrian and cycle access points and routes are needed. These should be designed to follow natural desire lines, be convenient, safe and more attractive to users than vehicular access. Pedestrian and cycle paths should also form an integral part of any new vehicular route. Accesses should also encourage recreational walking and cycling.</p> <p>Adequate storage of cycles for households and businesses will need to be provided.</p>	<ul style="list-style-type: none"> ▪ Improve and create new sustainable transport links into the area. ▪ Reduce the need to travel by car. ▪ New pedestrian/cycle bridge over River Ouse to improve connectivity with the City and improve and enhance existing riverside usage. ▪ Opportunity to provide pedestrian and cycling links over the River Ouse eastwards from the British Sugar site. ▪ Improve pedestrian and cycle links and access routes into the surrounding area. ▪ Pedestrian and Cycle routes only-detached from vehicular traffic.

**Figure 5: York Northwest
Transport - Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Parking: It will be important to ensure the level of car parking supports the development of York Northwest. However, this should not lead to unacceptable levels of parking, which increase traffic congestion and reduce air quality. It will be necessary to provide a balance between car parking needs and the overarching principles of sustainable development.</p> <p>Provision of a good public transport network, the introduction of parking controls and restricting the amount and distribution of new car parking provided within York Northwest, will be important to deter residents, employees and visitors from using their cars to access and move around the area.</p>	<ul style="list-style-type: none"> ▪ Introduce maximum parking standards, below those set out for the City as a whole. ▪ Encourage shared parking, which maximises use of spaces and encourages day time and evening economy. ▪ Encourage car club schemes. ▪ Encourage car free areas and low car dependency development . ▪ Provide Park & Ride site on A59 with link to tram/Train halt. ▪ Improve links to other Park & Ride sites around the city including possible re-routing of A19 service through the development.
<p>Freight Movement: Freight is an essential component to the prosperity of the city. In York, some freight is delivered using the railway, but most is moved by road using heavy and light goods vehicles.</p> <p>To make provision for servicing the York Northwest development (including the use of heavy goods vehicles), highway standards will need to be increased over and above those for general purpose vehicles.</p>	<ul style="list-style-type: none"> ▪ Provide a vehicle consolidation centre for the removal of heavy goods vehicles from the City Centre (LTP2 commitment to identify a consolidation centre near the outer ring road). ▪ The city wide freight strategy will help to improve the efficiency of freight movement and minimise its adverse effects on the environment of the City.

Transport Options

4.71 Modelling is being undertaken to assess the effects of development within the York Northwest area on the city's highway network, (refer York Northwest Baseline Report para 11.19). Based on the outputs of the modelling being undertaken and the issues set out in Figure 5, it is essential that further thought is given to:

- **Vehicular Access:** How vehicles will access York Northwest and the impact that new access points can have on congestion, air pollution and improving connectivity;
- **Public Transport:** The potential for a new public transport network through the site, including tram-train and new public transport interchanges, which will make access within and into and out of the area more sustainable and improve the linkages between different forms of transport.
- **Pedestrian and Cycle Access:** The potential for new pedestrian and cycle access into and out of the area, which encourage people to walk and cycle to the area and within the area and improve the linkages between York Northwest, the City Centre and the surrounding area.

4.72 Potential options relating to these three key areas are explored below. The plans show the potential access points and locations of options. The tables then set out the key advantages and disadvantages of each option.

Traffic and Transport Framework for York Northwest

4.73 Any transport solution for York Northwest will need to ensure that the impact of the combined development of the York

Central and British Sugar sites can be accommodated on the existing highway network. Consideration of the traffic and transport requirements to enable the development of each of the two sites will need to be addressed within a combined transport framework. This will need to address how existing congested junctions and road network can be improved to accommodate additional traffic, and may also include the provision of a new transport link between the Outer Ring Road and York Central. Phasing of development will be critical.

4.74 The elements needed to deliver a sustainable traffic and transport solution comprise a combination of:

- Public transport (e.g. Service buses, Park and Ride, and Tram-Train)
- Cycling and walking
- Access for cars and goods (freight)

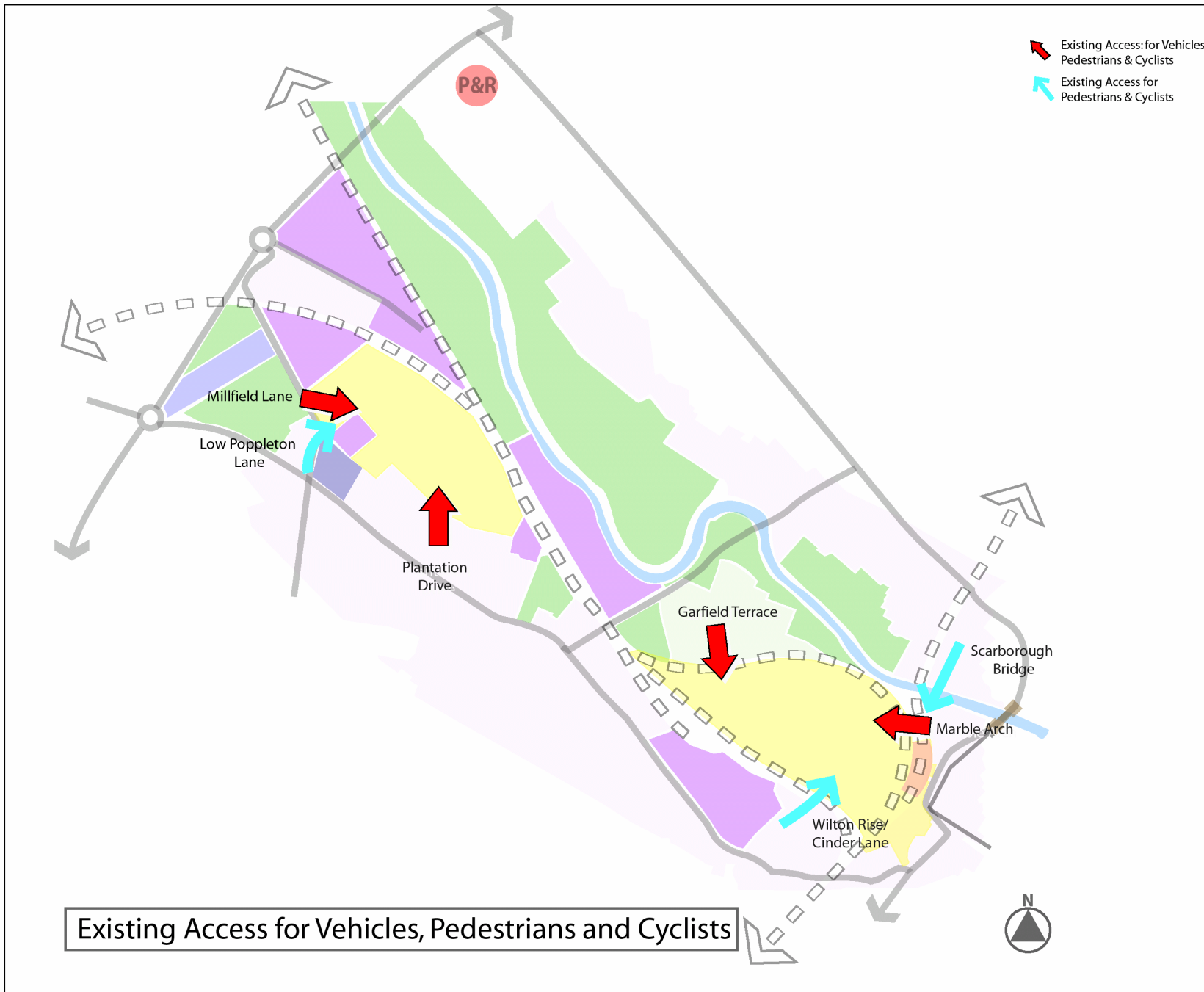
4.75 A traffic and transport framework will need to be prepared for the development which will address the following key issues:

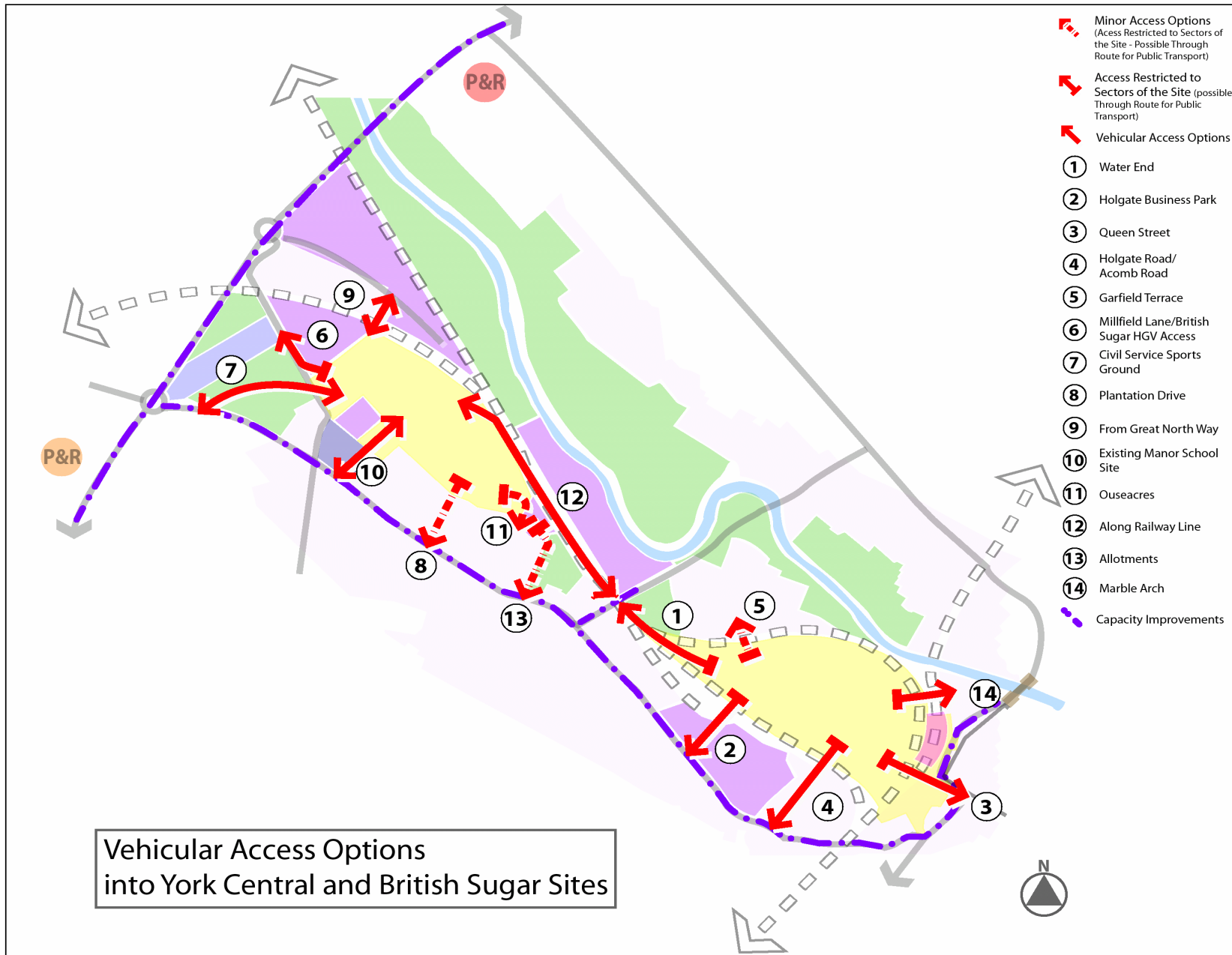
1. Complement LTP2 principles (e.g. Overground)
2. Minimise the impact on the surrounding network (e.g. A59)
3. Ensure junctions can function at an acceptable level with improvements to existing congested junctions where necessary.
4. Ensure the existing local road network can accommodate additional traffic resulting from the development and undertake improvements where necessary.
5. Provide good, sustainable cross city transport links with other residential/employment/retail/education sites.
6. Provide good, sustainable transport links to the city centre and other centres within the region.
7. Ensure no through site routes for general traffic are provided (public transport routes only).
8. Provide separate access points to sectors of the development to disperse traffic.

9. Limit the extent of development off existing access points.
10. Enable independent development of sites within an overall linked traffic and transport framework.
11. Provide phased proposals.
12. Discourage car trips through the city centre.
13. Increase capacity on the existing road network capacity to accommodate development traffic.
14. Ensure there should be no deterioration in Air Quality as a result of the development.
15. Limit car journeys into and out of the development.
16. Limit provision of car parking facilities.

Vehicular Access

- 4.76 In theory most of these vehicular access options shown below could be implemented together although only a selection of these options are likely to be needed to serve any new developments. We would like your opinion on which are the most preferable options.
- 4.77 Improvements to the existing road network would also be required to accommodate any increases in traffic due to the proposed developments. In particular, it is anticipated that sections of the Outer Ring Road will need upgrading and bus priorities and junction improvements will be required along the full length of the A59 and sections of the Inner Ring Road.





- Minor Access Options (Access Restricted to Sectors of the Site - Possible Through Route for Public Transport)
- Access Restricted to Sectors of the Site (possible Through Route for Public Transport)
- Vehicular Access Options
- ① Water End
- ② Holgate Business Park
- ③ Queen Street
- ④ Holgate Road/ Acomb Road
- ⑤ Garfield Terrace
- ⑥ Millfield Lane/British Sugar HGV Access
- ⑦ Civil Service Sports Ground
- ⑧ Plantation Drive
- ⑨ From Great North Way
- ⑩ Existing Manor School Site
- ⑪ Ouseacres
- ⑫ Along Railway Line
- ⑬ Allotments
- ⑭ Marble Arch
- Capacity Improvements



Project	York Northwest
Title	Vehicular Access Options
Client	
Date	August 2007
Scale	N.T.S
Drawn by	EW
Dwg. No	NE20567/001

Based upon Ordnance Survey mapping with the permission of Her Majesty's Stationery Office. © Crown Copyright reserved. Licence number AL50984A.

Vehicular Access Options		
Options	Advantages	Disadvantages
<p>Option T1</p> <p>Water End (Restricted Access)</p>	<ul style="list-style-type: none"> • Well related to the broader road network. • Could reduce the pressure on the existing residential area to north of York Central site. • No adverse impact upon historic City core or listed buildings within York Central area. • Would provide potential for new public transport route into York Central and through City Centre as an alternative to Salisbury Road. • Could link to new route along side of railway into British Sugar and through to A1237. 	<ul style="list-style-type: none"> • Unrestricted access from Water End could encourage undesirable through traffic into City Centre via York Northwest (access could be restricted to sector of site with through access for public transport only). • Access from Water End into York Central area via Millennium Green could lead to loss of, or considerable disturbance to this valuable open space. • A bridge would be required to cross the East Coast Main line and overcome level differences between Water End, York Central and British Sugar- this could be costly and visually intrusive. • Potential loss of grassland in Millennium Green (see para. 13.13 in Baseline Report).
<p>Option T2</p> <p>Holgate Business Park (Restricted Access)</p>	<ul style="list-style-type: none"> • This access point would be well related to the broader road network and public transport network. • Location would allow access to the heart of York Central • Land available adjacent to Business Park to accommodate new highway. • Would provide potential for public transport into York Central. 	<ul style="list-style-type: none"> • A bridge or tunnel would be required over the railway lines which is likely to be expensive and visually intrusive • Could increase congestion and air pollution, particularly on the A59 through encouraging more cars on roads closer to the City Centre. • Could adversely impact on surrounding residential areas.
<p>Option T3</p> <p>Queen Street (Restricted Access)</p>	<ul style="list-style-type: none"> • This access point would be well related to the broader road network and public transport network. • Location allows access directly into the southern part of York Central. • Potential to remove existing Queen Street Bridge on Inner Ring Road. 	<ul style="list-style-type: none"> • Access likely to increase traffic movements and air pollution in an area already suffering from congestion and air pollution. • A number of existing uses in this area would need to be relocated. • New access has the potential to have an unacceptable adverse impact on the listed railway station and city walls. • The York Railway Institute, which is currently the subject of a listing application, would have to be relocated. • The relative differences in highway and rail levels would mean that it would be complicated to form connections with the inner ring road unless existing bridge is removed.

Vehicular Access Options		
Options	Advantages	Disadvantages
Option T4 Holgate Road/Acomb Road (Restricted Access)	<ul style="list-style-type: none"> Well related to link into the broader road network and public transport network. Location allows access directly into the southern part of York Central. Would allow direct access from improved Poppleton Road / Acomb Road Junction 	<ul style="list-style-type: none"> Access likely to increase traffic movements and air pollution in an area already suffering from congestion and air pollution. Could adversely impact on surrounding residential areas. Would require the demolition of part of Thrall works.
Option T5 Garfield Terrace (Leeman Road severed for through traffic) (Restricted Access)	<ul style="list-style-type: none"> Would allow the consolidation of NRM onto a single site. Would reduce the amount of through traffic using Leeman Road. Potential increase if through route retained. Air Quality in Salisbury Terrace area is likely to improve due to reduction in through traffic. 	<ul style="list-style-type: none"> Depending on closure point, new vehicular access would need to be created into St Peter's Quarter. Direct vehicular access to City Centre no longer available along Leeman Road for residents in Salisbury Terrace area.
Option T6 Millfield Lane/ British Sugar HGV access (Restricted Access)	<ul style="list-style-type: none"> Allows access into the heart of the British Sugar site. Good links to Outer Ring Road. It is an existing access, which could be easily upgraded. 	<ul style="list-style-type: none"> Unrestricted access would have the potential to encourage through traffic from A1237 to A59. Possible to restrict access to sector of British Sugar site. Harrogate line level crossing would affect access route. Potential conflict between vehicles and pupils attending new Manor school.
Option T7 Civil Service Sports Ground	<ul style="list-style-type: none"> Good potential links to road network and public transport network. Minimum disruption to existing residential properties. Could improve access to proposed Manor School. Allows access into the heart of the British Sugar site from A1237. 	<ul style="list-style-type: none"> Would lead to the loss of part of Civil Service Sports Ground. Would lead to the loss of greenbelt. Junction required to accommodate crossing of Millfield Lane which would conflict with pedestrian and cycle access to new Manor School site.
Option T8 Plantation Drive (Minor Restricted Access)	<ul style="list-style-type: none"> Existing access therefore limited costs. Close to existing public transport and road network. Would allow possible public transport route through British Sugar site. 	<ul style="list-style-type: none"> Increased traffic could have a detrimental impact on the amenity of residents along Plantation Drive. The impact could be reduced by restricting access for general traffic to a limited sector of the site.

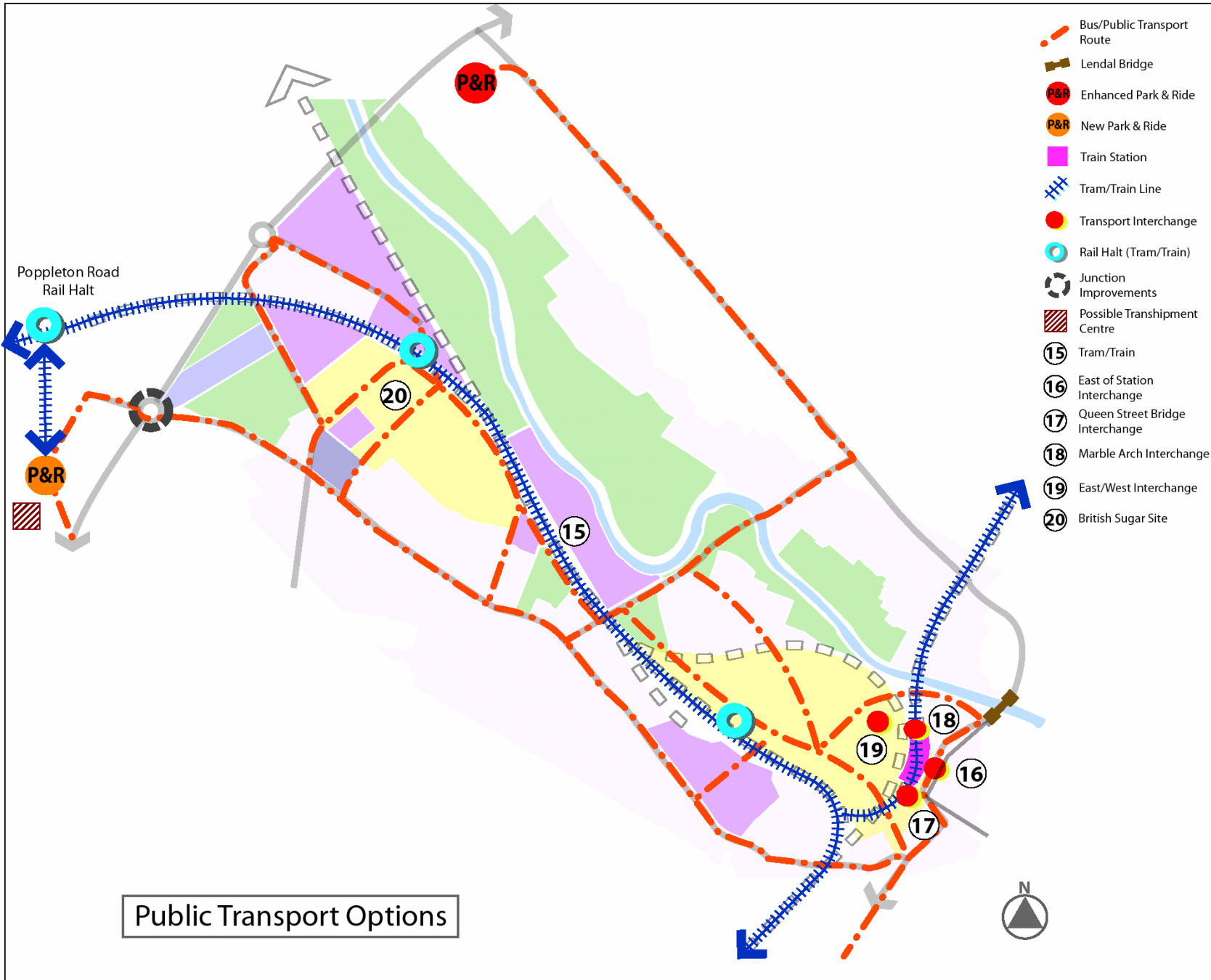
Vehicular Access Options		
Options	Advantages	Disadvantages
Option T9 Great North Way	<ul style="list-style-type: none"> • Potential to link existing business park with British Sugar and York Central sites, and potential railway halt. • Would allow access into the heart of British Sugar. • Good access to the ring road. 	<ul style="list-style-type: none"> • Would require a bridge over, or under, the Harrogate railway line which would be expensive. • Space for access route is limited which may affect cost and construction method. • May disturb protected bees and wasps which inhabit the embankment.
Option T10 Existing Manor School site	<ul style="list-style-type: none"> • Good links to public transport and wider road network, including A1237. • Council owned land therefore achievable without CPO. 	<ul style="list-style-type: none"> • Could possibly lead to the loss of part of playing field, depending on detailed alignment.. • Would restrict redevelopment of redundant school site. • Potential for adverse impact on amenity of residents living along Low Poppleton Lane and Millgates. • A59 would need to be upgraded to accommodate additional traffic.
Option T11 Ouseacres (Minor Restricted Access)	<ul style="list-style-type: none"> • Good links to public transport and wider road network. • Provides potential for public transport through British Sugar site. • Existing road and therefore achievable with reduced expense. 	<ul style="list-style-type: none"> • Potential need to bridge culvert. • Increased traffic could have a detrimental impact on the amenity of nearby residents. The impact could be reduced by restricting access for general traffic to a limited sector of the site.
Option T12 Along Railway – line (Restricted Access at York Central end)	<ul style="list-style-type: none"> • Would link York Central and British Sugar sites, improving permeability through the area. • Would provide direct access for general traffic to British Sugar and York Central sites from Outer Ring Road avoiding congested areas of A59. . Option to provide link up to Water End and link down into York Central from Water End. • Would provide a corridor for public transport, cyclists and pedestrians away from A59. 	<ul style="list-style-type: none"> • Unrestricted access has potential to create undesirable through traffic through York North West and areas of the city centre road network. Access could be restricted at York Central end to prevent through traffic. • Space is severely restricted, particularly at Severus Bridge on Water End which would affect the layout of any route. Further feasibility work would be required. • Would require bridge over Freight Avoidance Line at the south end to allow access into the York Central site, which is likely to be expensive. Option to make use of possible Water End bridge into site.

Vehicular Access Options		
Options	Advantages	Disadvantages
		<ul style="list-style-type: none"> • Affects the existing EWS railway sidings and approach lines. • Potential safety issues due to proximity of road to railway line.
Option T13 Allotments (Minor Restricted Access)	<ul style="list-style-type: none"> • Would link directly to A59 and public transport network 	<ul style="list-style-type: none"> • Would lead to the loss of valuable community facility • Section of allotments would need to be relocated • Current planning application for redevelopment of Tarmac site could prevent the creation of an access to British Sugar in this location
Option T14 Marble Arch (Restricted Access)	<ul style="list-style-type: none"> • Marble Arch is well located to provide access to rear of railway station and existing parking areas • Could provide access to a potential transport interchange to the rear of the station 	<ul style="list-style-type: none"> • Retention of vehicular access would limit scope for creation of attractive pedestrian and cycle route from City Centre • Limited headroom under Marble Arch therefore alternative access route would still be needed for larger vehicles

Public Transport

4.78 Of the options presented below, T15 to T18 relate to the provision of a new public transport interchange at the Railway Station. Only one of these options could therefore be implemented. We would like to know which option you think is preferable.

Public Transport Options		
Options	Advantages	Disadvantages
<p>Option T15</p> <p>Train/ tram using York-Harrogate-Leeds line</p>	<ul style="list-style-type: none"> Existing infrastructure could accommodate this service. Would provide a sustainable connection between York Northwest to City Centre and beyond to Harrogate and Leeds. By providing alternative to private car and buses, would have the potential to reduce traffic congestion and air pollution in city centre. Scope exists to create new rail halts at A59 P&R, British Sugar and York Central (west). Potential to link to other Park & Ride sites on Wigginton Road adjacent to Scarborough line and Askham Bar. 	<ul style="list-style-type: none"> Depends upon viability of tram/ train system more generally. Part of a wider scheme therefore less control over outcome and timescales. Dependent on the capacity of the rail line and operational rail issues. Increased frequency would affect Millfield Lane level crossing.
<p>Option T16</p> <p>New Interchange East of Station (requires the closure of Queen Street)</p>	<ul style="list-style-type: none"> Already established as an interchange point. Closure of Inner Ring Road (Queen Street) to general traffic would help to improve air quality in this area. 	<ul style="list-style-type: none"> Ideally would require a new bridge over the East Coast Main Line which would be expensive. The removal of traffic from Queen Street could have unacceptable impacts on other roads in the City Centre.
<p>Option T 17</p> <p>New Interchange Queen Street Bridge</p>	<ul style="list-style-type: none"> Bridge could provide access to areas of York Central for all traffic or just public transport. Allow direct pedestrian links from the bridge to the railway platforms below. 	<ul style="list-style-type: none"> Would be expensive due to difficulties of building over the railway lines. Difficult to create sufficiently large facility in this location. Interchange would lie too far from the main pedestrian desire line (from the north of railway station towards the city centre). May have a detrimental impact on the setting of surrounding listed buildings. The York Railway Institute, which is currently the subject of a listing application, would have to be relocated.



Public Transport Options

- Bus/Public Transport Route
- Lendal Bridge
- Enhanced Park & Ride
- New Park & Ride
- Train Station
- Tram/Train Line
- Transport Interchange
- Rail Halt (Tram/Train)
- Junction Improvements
- Possible Transhipment Centre
- 15 Tram/Train
- 16 East of Station Interchange
- 17 Queen Street Bridge Interchange
- 18 Marble Arch Interchange
- 19 East/West Interchange
- 20 British Sugar Site



Project	York Northwest
Title	Public Transport Options
Client	
Date	August 2007
Scale	N.T.S.
Drawn by	EW
Dwg. No	NE20567/005

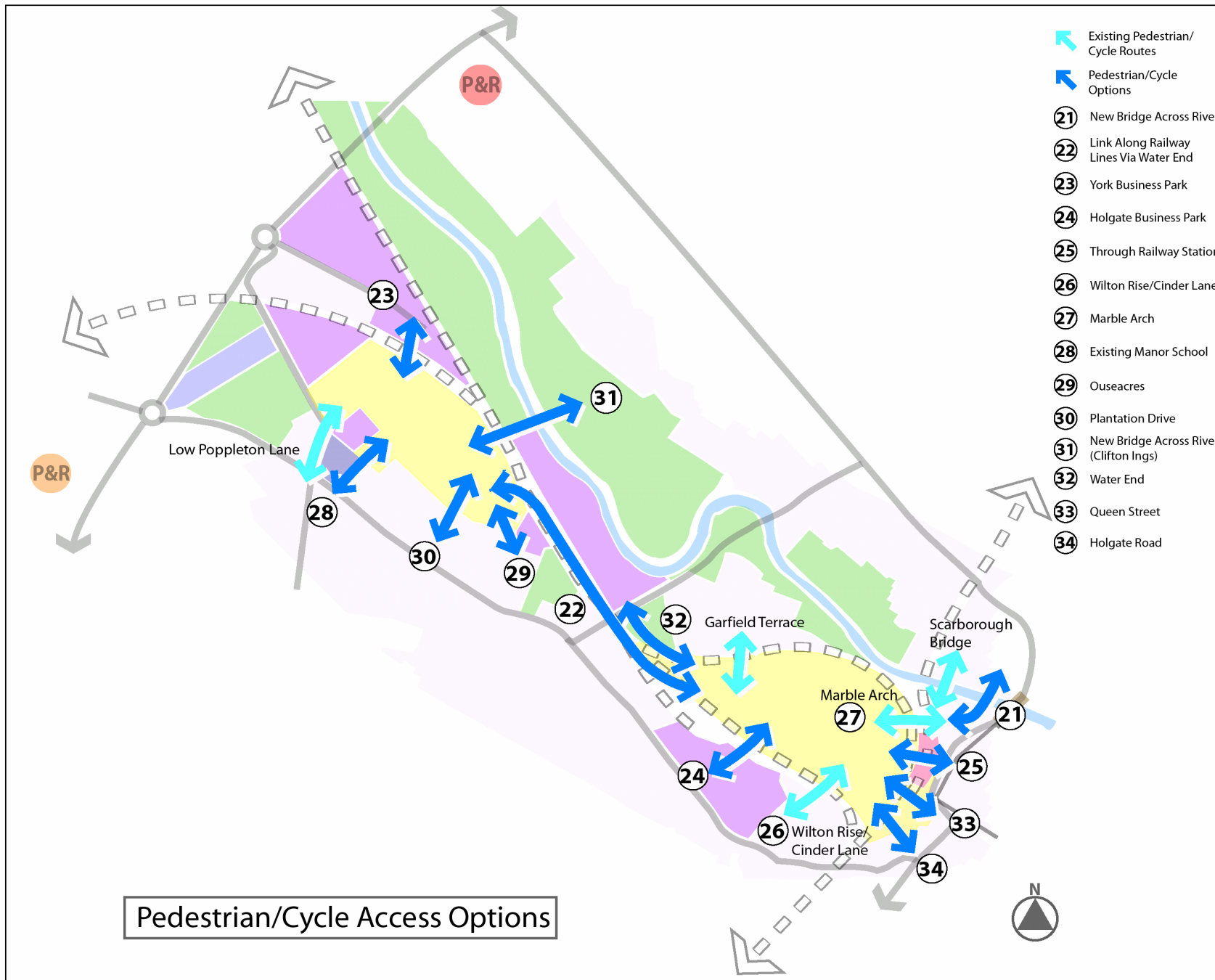
Based upon Ordnance Survey mapping with the permission of Her Majesty's Stationery Office. © Crown Copyright reserved. Licence number AL50684A
 GRAPHICS FILE NAME:NE20567_August_005

Public Transport Options		
Options	Advantages	Disadvantages
<p>Option T18</p> <p>New Interchange at Marble Arch/ West of Station</p>	<ul style="list-style-type: none"> • Well related to railway station, York Central and City Centre. • Would provide opportunity to transform whole Marble Arch area. • Opportunity to create a new western entrance to railway station. • Potential to improve pedestrian and cycle links between the City Centre and York Central. 	<ul style="list-style-type: none"> • Due to the height restrictions at Marble Arch it would not be possible for 'double decker' buses to use this access. Lowering the road could have significant cost implications and may not be operationally viable. • Technical difficulties in providing a pedestrian link between the station platforms and bus stop(s).
<p>Option T19</p> <p>New interchange split east/ west of railway</p>	<ul style="list-style-type: none"> • Would provide a new entry and interchange on the western side, while at the same time providing an interchange between bus and rail to serve the city centre. • Western entrance would provide a new gateway to York Central. • Potential to improve pedestrian and cycle links between the City Centre and York Central. 	<ul style="list-style-type: none"> • Significant distance between bus stops at the east and west of the station would mean longer walking distances for travellers. • Network Rail/Train Operating Company operational/security constraints may preclude pedestrian through route linking both sides of the interchange.
<p>Option T20</p> <p>New local interchange within British Sugar site</p>	<ul style="list-style-type: none"> • Would have the potential to encourage cycling, walking and use of public transport, rather than private car. • Would improve accessibility of British Sugar by public transport from all over City Centre. • Potential to link into the York-Harrogate-Leeds line. • Potential to develop alongside new District Centre. • Potential to link with A59 Park and Ride. 	<ul style="list-style-type: none"> • Second main interchange would still be required in more central location associated with main railway station.

New Pedestrian and Cycle Access Options

4.79 All the vehicular access options already outlined would provide pedestrian and cycle access into and through the York Northwest site. The options set out in this section are either dedicated pedestrian and cycle routes or cover similar access points as suggested for vehicular access. In theory all of these pedestrian and cycle access options shown below could be implemented together although all may not be needed. We would like your opinion on which are the most preferable options.

Pedestrian and Cycle Options		
Options	Advantages	Disadvantages
<p>Option T21</p> <p>New bridge across River Ouse near Scarborough Bridge</p>	<ul style="list-style-type: none"> • Would create a strong link between York Northwest, the riverside area and the emerging cultural quarter around Museum gardens to the Minster. • Well designed bridge would have the potential to enhance the appearance of the area and encourage visitors to York Central. • Existing crossing provision at Scarborough Bridge is poor and limits accessibility to cycle and pedestrian network. A new crossing would provide better links to the wider city cycle network. 	<ul style="list-style-type: none"> • New bridge could be expensive. • Potential flooding issues on the eastern bank of the river. • To minimise height of structure the headroom may need to be reduced which would require Navigation Orders; this may affect flooding issues.
<p>Option T22</p> <p>Link along railway lines via Water End</p>	<ul style="list-style-type: none"> • Would provide a direct link between two key development areas and makes use of potentially underused land. • Would facilitate access to potential new community and social facilities allowing them to serve the whole of York Northwest. 	<ul style="list-style-type: none"> • Safety issues associated with proximity to railway line. • Would require crossing of railway line by tunnel or bridge both of which could be expensive. • The proximity of the cycle and pedestrian route to the railway and bus/train corridor could lead to non-compatibility issues, which would need to be addressed.



Pedestrian and Cycle Options		
Options	Advantages	Disadvantages
Option T23 York Business Park	<ul style="list-style-type: none"> • Would provide new northern access to AAP area. • Would link existing business park and residential properties to development opportunities at York Northwest, including access to potential rail halt and community facilities. 	<ul style="list-style-type: none"> • Bridge link may be difficult to accommodate given limited land to the north of the railway lines and approval of industrial units on business park. • New bridge or tunnel could be expensive.
Option T24 Holgate Business Park	<ul style="list-style-type: none"> • Would provide a new access to York Central from the west and addresses severance of area by FAL. • Attractive link for residents of York Central who wish to work at Holgate Business Park and vice versa. • Would provide a new route from Business Park to railway station and city centre. 	<ul style="list-style-type: none"> • New bridge or tunnel could be expensive and construction in such close proximity to rail lines could be problematic.
Option T25 Through Railway Station	<ul style="list-style-type: none"> • Would improve access from railway station to York Central, and linkages to public transport at railway station and potential new interchange. • Potential to reopen existing redundant post office tunnel. • Potential linkages with City Centre transport loop connecting the Station, the City Centre and the hospital. • A new access would improve accessibility for all as the current access is not DDA compliant. 	<ul style="list-style-type: none"> • Potential conflict with operational requirements for Station. • Dependent upon availability of redundant tunnel as cost of creating new tunnel would be prohibitive. • New bridge could impact upon listed railway station. • Network Rail/Train Operating Company operational/security constraints may preclude pedestrian through route linking both sides of the interchange.
Option T26 Cinder Lane/Wilton Rise	<ul style="list-style-type: none"> • Bridge already in place . • Route is currently underused due to poor quality of route therefore opportunity to significantly enhance or relocate pedestrian and cycle movements in this location. 	<ul style="list-style-type: none"> • Existing bridge involves steps and hence requires cyclists to dismount and carry bikes, is a barrier to carers with prams and people with disabilities. • Rebuilding may need to be undertaken to ensure it is accessible to all and sited to relate to the new layout of the area. • Upgrading would involve working over rail lines.
Option T27 Marble Arch	<ul style="list-style-type: none"> • Removal of traffic from Marble Arch would enable existing vehicle tunnel to be used by pedestrians and cyclists creating a more spacious and attractive route. • Would improve quality of linkages with cultural quarter and City Centre. 	<ul style="list-style-type: none"> • Removal of traffic from Marble Arch would limit access to southern part of York Central and proposed Western Public Transport Interchange. Alternative route for public transport vehicles would need to be created. • Would reduce potential options for locating new transport interchange.

<p>Option T28 Manor School</p>	<ul style="list-style-type: none"> Prominent location which would create a new gateway into British Sugar. Would provide link to new route along side of railway creating a direct cycle/walking route into York Central and the city centre. 	<ul style="list-style-type: none"> May restrict redevelopment of redundant school site. Could impinge upon open space and sports fields.
<p>Option T29 Ouseacres</p>	<ul style="list-style-type: none"> Would provide access to the southernmost part of British Sugar facilitating the creation of a link right through the site. Existing road and footpath already in place for some of the way therefore limited new development required. Would facilitate linkages between existing residential area and new development opportunities at British Sugar. 	<ul style="list-style-type: none"> Significant level change to overcome.
<p>Option T30 Plantation Drive</p>	<ul style="list-style-type: none"> There is an existing access into British Sugar at this point and therefore no requirement to create a new link onto Boroughbridge Road. Would provide a good link between British Sugar and existing public transport routes along Boroughbridge Road. Would facilitate access for adjacent residential properties to new community and social facilities and minimise car usage. 	
<p>Option T31 New Bridge Across River (Clifton Ings)</p>	<ul style="list-style-type: none"> New bridge would provide an off road link between the new development and employment sites on the eastern side of the river. 	<ul style="list-style-type: none"> New bridge would be expensive and need to cross both the East Coast Mainline and the River Ouse.
<p>Option T32 , T33, T34, Water End, Queen St, Holgate Road</p>	<ul style="list-style-type: none"> Cycle/Pedestrian access would be provided if these vehicular access points were provided. Through access could be provided for cyclists and pedestrians only linking with the existing cycle network and the new route along the side of the railway and into British Sugar. 	

Questions

Q8. Do you have any comments on the vehicular access options (eg.T1-T14)

Q9. Do you have any comments on the public transport options (T15 –T20)?

Q10. Do you have any comments on the new pedestrian and cycle access options (e.g. T21-34)?

OPEN SPACE AND BUILT SPORTING FACILITIES

Introduction

4.80 The provision of attractive open spaces and recreation space is fundamental to the creation of sustainable settlements and the promotion of health and well being.

Open Space

4.81 In recognition of the importance of open space, an Open Space, Sport and Recreation Study has been prepared for the whole of the City of York which sets out aims, objectives and key priorities for the delivery of open spaces to meet present and future needs. A further outcome of this assessment, following extensive consultation, has been to identify standards relating to the quantity, quality and accessibility of open space. These standards are summarised below.

4.82 Following the production of this strategy, further work has been commissioned, to examine existing open space provision and deficiencies in open space at York Northwest. This work will be used to inform the Preferred Options stage.

Open Space Standards for York Northwest

[THUMBNAIL PHOTOS WILL BE INSERTED HERE TO ILLUSTRATE THE DIFFERENT TYPES OF OPEN SPACE IDENTIFIED IN THE PMP REPORT ALONG WITH A SUMMARY OF THE SUGGESTED STANDARDS]

Built Sporting Facilities

4.82 In York there is a recognised need to promote the provision of new leisure facilities and increase access to existing facilities, and to provide a range of leisure opportunities suited to the needs of all age groups and sectors of the community. This will be particularly important in York Northwest where a new community is being created which will require easy and convenient access to both open space and leisure facilities.

4.84 The 'Sports and Active Leisure Strategy' for York is a multi-chapter strategy currently being produced by the Active York partnership. Some of the strategies chapters are completed and can be read in isolation. Chapter 4 of the strategy, titled 'Excellent Facilities', is one such completed chapter that is updated annually and identifies the gaps in built sporting facilities. The current gaps identified include: a shortage of indoor flexible multi sports space (equating to the space of 24 badminton courts); public swimming space (equating to 12, 25m lanes of pool space); an artificial turf competition hockey facility; and a professional sports stadium catering for community sports development.

4.85 It will clearly not be possible, nor desirable, to meet all of the sports facilities requirements, set out above, within York Northwest. However, when considering what sporting and leisure facilities could be provided at York Northwest, it is important to consider the results of this study in order to provide for future needs of the existing and new communities. The Railway Institute provides major City Centre sports facilities as outlined in the Baseline Report

(para 13.27). If the Railway Institute and British Sugar sports field close as part of the York Northwest development, replacement facilities will need to be provided on site. In the case of the Railway Institute these would need to be easily accessible from the City Centre.

- 4.86 For further information relating to open space and built sporting facilities, please view the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

- 4.87 In light of the information set out above, this section sets out the key open space and built sports facilities issues, ideas and opportunities at York Northwest and provides options relating to the provision of a community sports stadium for your comments.

**Figure 7: York Northwest
Open Space, Leisure and Recreation- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Need for new open space: Existing open space is severely limited in York Northwest, comprising Millennium Green and an area of conservation value within British Sugar. Millennium Green is a valuable community resource and will need to be protected or replaced within the redevelopment of York Northwest. Furthermore, additional open space will be required as part of the York Northwest development. The amount required will ultimately depend on the amount of residential dwellings and employment uses brought forward on the site. However, when deciding the quantity, type and location of any open space to be provided within York Northwest, the findings of the Open Space, Sport and Recreation Study for York Northwest should be taken into account..</p>	<ul style="list-style-type: none"> ▪ Creation of attractive open space able to meet all needs of new community. ▪ Improve setting and access to Millennium Green and provide replacement provision if space lost due to redevelopment. ▪ Provision of attractive amenity space for all members of the community. ▪ Attractive open space important to visitors as well as residents and employees. ▪ Opportunity to create new wildlife corridors. ▪ Opportunity to create space to be used for community events.
<p>Need for new built sporting facilities: Existing provision is relatively limited in York Northwest and comprises a small children’s playground at Carlisle Street, the York Railway Institute and a sports field and club within British Sugar. The loss of any of these facilities will need to be replaced within the redevelopment of York Northwest. Furthermore, additional facilities will be required as part of the York Northwest development. The amount of built sporting facilities required will ultimately depend on the amount of residential dwellings and employment uses brought forward on the site. However, when deciding the quantity, type and location of any new open space and built sporting facilities to be provided within York Northwest, the findings of the Open Space Needs Assessment, the Open Space Study for York Northwest and the Sports and Active Leisure Strategy should be taken into account.</p>	<ul style="list-style-type: none"> ▪ Creation of attractive recreation and leisure facilities able to meet all leisure and recreational needs of new community. ▪ Replacement of facilities lost following closure of British Sugar, and potential relocation of Railway Institute. ▪ Provision of safe play space for children. ▪ Provision of facilities for teenagers. ▪ Attractive open space important to visitors as well as residents and employees. ▪ Opportunity for shared use of sports facilities .
<p>Location of new Open Space, built sporting facilities: Open space will need to form an integral part of the overall development. The scale and location of the open space will need to be considered, with the chosen distribution and scale of open space maximising its use by the whole of the new York Northwest community. Furthermore, the open space provision within York Northwest, should meet the accessibility standards set out in the York Open Space, Sport and Recreation Study. Amenity open space should promote connectivity within the site and should maximise linkages with areas adjacent to the site. A range of play equipment suitable for all age groups will need to be arranged in clusters throughout the area.</p>	<ul style="list-style-type: none"> ▪ Open space should be accessible to employees and residents on foot. ▪ Linkages with community and health facilities to facilitate dual purpose trips. ▪ Potential for open space to be used as a buffer between incompatible uses for example railway line and new residential areas. ▪ Potential for increased shared use of facilities for example open space accessible to schools and the wider community e.g. at the new Manor School. ▪ Innovative open space should be encouraged e.g. green rooftops.
<p>Community Stadium: Active York have identified the need for a new professional sports stadium to accommodate the York City Football Club and York City Knights, as well as acting as a city wide community multi-sports facility. This Stadium is required to be open by 2015. York Northwest is one potential location to accommodate this stadium. There will be a need to consider the impact of the stadium on surrounding land uses (existing</p>	<ul style="list-style-type: none"> ▪ Significant visual impact due to scale of stadium required. ▪ Potential for significant traffic generation. ▪ Opportunity to encourage visitors to travel by train if stadium located close to railway station or new railway halt. ▪ Potential to limit vehicle movements in city centre if stadium located close to Park and Ride.

**Figure 7: York Northwest
Open Space, Leisure and Recreation- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>and proposed), the visual impact of the stadium, the potential impact on the historical environment and the land take-up of the stadium. The viability of a stadium as part of the wider development of the area would also need to be appraised and could only be taken forward if it were to be financially feasible.</p>	<ul style="list-style-type: none"> ▪ Opportunities for linkages with community centre which would allow shared use of restaurants etc. ▪ Opportunity for dual use of community facilities by schools as playing fields. ▪ Opportunity for development of conference facilities associated with stadium. ▪ Potential linkages with stadium and tourism uses and cultural quarter. ▪ Strengthen links between football and rugby clubs and the local community. ▪ Provide a permanent home for the football and rugby clubs and would allow a growth in attendance and cater for changes in club requirements. ▪ The new facilities would improve the opportunities for youth training and development and for specialist areas such as women's football and rugby development.

Options

- 4.88 Based on the table set out above, it is clear that both open space and leisure facilities will need to be provided within York Northwest and that the quantity and location of these uses will need to meet the standards which will be set out in the city-wide Open Space, Sport and Recreation Study and the Open Space, Sport and Recreation Study for York Northwest.
- 4.89 We have deliberately not provided options in relation to the potential location of open space and built leisure facilities, given that the location of such facilities will ultimately be influenced on the location and mix of employment and housing uses within York. The site specific locations for different types of open space and built sports facilities will therefore form part of the next stage of work in developing the preferred options. However, in the meantime we would like your opinion on the types of open space that should be provided in the York Northwest area.
- 4.90 In the Council policy prospectus a need is identified for a new football stadium for York City AFC. York Northwest is one of a number of options which could be investigated further. We would like your views on whether you consider York Northwest is an appropriate location for a new community stadium and if so where should it be located. A number of options are provided below to stimulate your thoughts on this issue and your comments would be welcomed.

Location of Community Stadium

4.91 If the decision was taken to try and accommodate a stadium within York Northwest there would appear to be three potential locations which are worthy of consideration. These are outlined below and we would like your views on which option you prefer.

Options	Advantages	Disadvantages
<p>Option O1</p> <p>Adjacent to railway station</p>	<ul style="list-style-type: none"> • Potential to create good pedestrian link from railway station. • Potential to create good pedestrian link from City Centre. • Potential to create good pedestrian link from National Railway Museum. • Ancillary facilities such as hotel and conference facilities would be well related to existing and proposed commercial areas. • Potential to share car parking with adjacent commercial area. • Creation of jobs, education and regeneration opportunities, in close proximity to both the City Centre and the railway station. • Would provide an opportunity for potential conference facilities (close to the NRM) to be linked to the stadium. 	<ul style="list-style-type: none"> • Takes up centrally located land which might be better used for a new commercial area to provide new office space or residential accommodation. • Could increase congestion and worsen air pollution- if a large numbers of supporters travelled to the site by car. • Potential adverse impact upon historic environment/listed buildings. • Potential adverse impact upon traffic and pedestrian flows through York Central area and the City Centre. • It could cause noise and disturbance to existing and future residents.
<p>Option O2</p> <p>Northern end of British Sugar site</p>	<ul style="list-style-type: none"> • Potential for excellent public transport links, via the possible railway halt and links to the proposed park and ride. • Ensures that stadium does not increase congestion in City Centre. • Good links to road network (i.e. A59 and A1237). 	<ul style="list-style-type: none"> • Potential conflicts with existing residential area. • It could cause noise and disturbance to future residents and existing residents in the vicinity. • Significant land take which might better be used for residential development. • Could increase cross-city traffic on A1237 and radial routes. • Could worsen air pollution hence would need to be fully assessed.

<p>Option O3</p> <p>Linked to possible new District Centre in the vicinity of a rail halt on the British Sugar site.</p>	<ul style="list-style-type: none"> • Good links to public transport. • Facilities within District Centre support Stadium (i.e. food and drink etc.). • Potential for shared car parking with commercial uses. 	<ul style="list-style-type: none"> • Create traffic congestion within District Centre. • May discourage use of District Centre by local residents on match days due to conflicts between residents and supporters. • It could cause noise and disturbance to existing residents in the vicinity and future occupiers. • Could worsen air pollution hence would need to be fully assessed.
---	--	---

Questions

Q11 Do you think there should be a community stadium in York Northwest?

Q12 Which do you think would be the best location for a community stadium?

Q13 What types of open space and recreational facilities should be provided by York Northwest?

URBAN DESIGN

Introduction

4.92 The earlier chapters of the report have set the context for the area and explored the issues and opportunities relating to a range of land uses which could be accommodated within the Area Action Plan area. In addition to considering the type of uses, which should be developed in York Northwest, it is equally important to give consideration to how the area is developed in terms of the urban design principles that need to be applied.

4.93 The unique location of York Northwest in relation to York's historic City Centre and the likely scale of development require exemplar solutions in terms of design, transport and creation of a sustainable community. The importance of the highest quality of design cannot be underestimated as it will ensure attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. In York Northwest it is considered important to apply design principles to create an area which:

- is well mixed;
- has well planned and attractive public spaces that bring people together;
- functions well and adds to the overall character and quality;
- is safe and accessible;
- supports the effective use of resources;

- addresses the needs of all in society and is accessible, useable and easy to understand; and
- is visually attractive as a result of good architecture, urban design and landscaping.

4.94 This section sets out the key urban design issues, ideas and opportunities at York Northwest for your comments. These have emerged following the analysis of a number of best practice guidelines as well as site specific and City of York evidence base documents. Details of the evidence based documents are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

4.95 The table below sets out the key issues relating to urban design within York Northwest.

**Figure 8: York Northwest
Urban Design- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
<p>Historic Context: Part of York Northwest abuts the Central Historic Core Conservation Area which covers the old Roman, Viking and Medieval City within the ancient City Walls, the walls themselves, and their approaches and surroundings. Furthermore the old railway station building itself falls within the Conservation Area. In this context, in developing proposals for the AAP it will be important to take into account the statutory requirement to ensure that new development preserves or enhances the character and appearance of the Conservation Area. It will also be crucial to safeguard the character and setting of the nearby listed buildings and ancient monument (City walls).</p>	<ul style="list-style-type: none"> ▪ Potential to draw upon the historic influences whilst at the same time encouraging high quality contemporary buildings and designs and iconic structures. ▪ Development could seek to draw on qualities and characteristics of the historic core of York without trying to mimic them. ▪ Could create a distinctive development form that does not detract from the historic City Centre. ▪ Opportunity to create a place with its own identity but which responds to, and reinforces, locally distinctive patterns of development, heritage, landscape and culture- a development which is distinctively York. ▪ Opportunities to enhance and protect important and sensitive views.
<p>Sustainable Communities: In design terms the key requirements which make a sustainable community include the provision of a safe and healthy local environment with well designed public and green spaces and with a range of buildings which, both individually and collectively, meet different needs over time. Development should also minimise the use of non renewable resources during construction, use sustainable design and construction techniques and minimise carbon and energy emissions. Design of buildings needs to take account of air quality issues.</p>	<ul style="list-style-type: none"> ▪ Opportunities should be taken to utilise recycled materials wherever possible and energy efficient layouts and building designs should be encouraged, for example use of photovoltaics and recycling of grey water. ▪ Explore potential for the provision of a combined heat and power system and community heating as part of large new developments. ▪ Promote the building of a zero carbon development in York Northwest to act as best practice for other schemes and promote the use of available technologies elsewhere in York. ▪ Areas of open space could be linked in the form of green corridors, helping to make open space provision more integrated into the community, to create a network of public open space. ▪ Green networks could simultaneously create habitats for nature conservation alongside new pedestrian and cycle routes. ▪ Discouraging use of private cars will make the new community healthier, more sustainable and less polluting and ensuring that provision for car parking, where appropriate, is capable of multi-use.
<p>Built Environment and Public Realm: Due to the prominent location of York Northwest in the heart of the City and highly visible from main railway line and key approaches to the city it will be crucial to ensure that all development on the site is of the highest possible quality. As well as the buildings themselves there is a need to ensure that the treatment of the spaces between buildings is given due consideration. Thought needs to be given to the framework of routes and spaces that connect locally and more widely and the way developments, routes and open spaces relate to one another. The layout provides the basis plan on which all other aspects of the form and uses of a development depend. There is a need to consider the degree to which the area's layout is divided by small streets or has longer street frontages.</p>	<ul style="list-style-type: none"> ▪ Opportunity to achieve high quality contemporary design which creates a world class built environment. ▪ Potential to respond to local building forms and patterns of development in the detailed layout and design of development which will help to reinforce a sense of place including reference to its railway and industrial past. ▪ Opportunity for exemplar design, particularly in relation to the design of built environment and public realm in the Central Business District. ▪ Scale and massing of new development needs to be considered in relation to that of adjoining buildings, the topography, the general patterns of heights in the area and views, vistas and landmarks. ▪ Well designed public spaces could support and enhance the anticipated large scale tourism, cultural and business provision. ▪ Opportunity for a centrally located civic square or plaza in close proximity to the business and tourism uses. This high quality public space could act as the key civic, cultural and business 'gateway' into the southern part of York Northwest and the function as the point of

**Figure 8: York Northwest
Urban Design- Issues, Ideas and Opportunities**

Issues	Ideas and Opportunities
	<p>principal pedestrian access.</p> <ul style="list-style-type: none"> ▪ The public realm could be enhanced by public art and this should be taken into account early in the design process rather than being treated as an afterthought. ▪ Opportunities to create 'gateways' comprising key visible structures, spaces and/or buildings at strategic locations around York Northwest. ▪ Opportunities to ensure in parts of the area that ground floors are occupied by uses that relate directly to passing pedestrians and create activity and interest. ▪ Opportunity to ensure that the design of public spaces takes into account the microclimate including daylight and sunlight, wind, temperature and frost pockets. ▪ Outside of the commercial area public open spaces should be overlooked by housing, to provide natural surveillance to reduce the likelihood of vandalism and provide security for children playing. Open, welcoming locations could be designed that are not tucked away on backland sites with access via narrow alleys or paths. ▪ Opportunity to create a place where public and private spaces are clearly distinguished and have clear uses. Where private space is meaningful and appropriate for the need and public space is well designed, safe for all users, has a use and relates well to adjacent buildings and uses. ▪ Potential to create a place that has a clear image and is easily understood with recognisable routes, gateways, inter-sections and landmarks to help people find their way around. ▪ Potential to promote layout and density of development that helps increase accessibility to public transport and reduces traffic speed to create a safer environment. ▪ Think about flexibility in building design –simple robust building forms, not tightly designed to a very particular use allow for the greatest variety of possible future uses to be accommodated and hence create a sustainable pattern of development.
<p>Landscape: Consideration will need to be given to the character and appearance of the site, including its shape, form, ecology, natural features, colours and elements and the way these components combine. This includes all open space, including its planting, boundaries and treatment. Areas of both hard and soft landscaping are equally important in creating an attractive area to live work and visit and the treatment of this landscaping will be crucial to the 'feel' of the completed development.</p>	<ul style="list-style-type: none"> ▪ Opportunities to maximise conservation value of existing features within the site. ▪ Potential to maximise natural assets such as the waterways, ponds and existing planting to help encourage attractive spaces and encourage biodiversity. ▪ Need to have due regard to ecological sensitivities for example rare species of mining bees known to inhabit a specific area on the British Sugar site. ▪ Hard and soft landscaping to be planned as a key part of the site development not provided as an afterthought. ▪ Open space could be designed so that is open and not tucked away on backland sites with access via narrow alleys or paths. ▪ Opportunity for a centrally located hard surfaced civic square or plaza in close proximity to the business and tourism uses to act as the key civic, cultural and business 'gateway' into the southern part of York Northwest and the function as the point of principal pedestrian access. ▪ Landscaping could be used to ensure that public and private spaces are clearly distinguished and have clear uses. ▪ Reflecting plant species that are common locally will help planting in new developments to reinforce the distinctive qualities of the area.

PART 5.0: FUNDING AND DELIVERY

Introduction

- 5.1 The comprehensive redevelopment and creation of a sustainable community at York Northwest will not be possible without careful planning and management and significant public and private sector investment.
- 5.2 In this context, this section outlines:
- the proposed strategy for delivering the comprehensive redevelopment of York Northwest;
 - the requirement for both public and private investment in the redevelopment of the area; and
 - the need for further work in order to understand the level of investment required, and a strategy to obtain this funding.

Delivery Strategy

- 5.3 Given the complexity of land ownerships at York Central, the need for demolition of existing buildings and remediation of land at both the York Central and British Sugar sites, and the scale of change across a wide area within the City, parts of York Northwest will be ready and available to accommodate development ahead of other parts of the area. In this context, the redevelopment of York Northwest will clearly need to be brought forward in phases.
- 5.4 There are, however, potential dangers in developing York Northwest in phases, not least the potential for early phases of development to function independently of the rest of the new community, particularly if implemented ahead of the

planned new social infrastructure. It will therefore be important to ensure that new developments are carefully planned and phased.

- 5.5 It is currently envisaged that the emerging strategy for York North West will be delivered through the preparation of the York Northwest Area Action Plan (AAP), and the vision, objectives and strategy which evolve through the current and future consultation on this document will act as the overall development framework which will guide the preparation of:
- a detailed masterplan for York Northwest; and
 - an application / applications for outline planning permission for the redevelopment of the area;
 - 'reserved matters' details.
- 5.6 It is envisaged that the masterplanning exercise will commence as soon as the preferred developer, or developers, are appointed. The preparation of a masterplan for a site of this size will be a time consuming process and will take place concurrently with, rather than subsequent to, the preparation of the AAP.
- 5.7 In association with the preparation of the masterplan for the redevelopment of the area, it is anticipated that the developer(s) will make an for application for outline planning permission, which establishes the principle of acceptability of development of specified land uses across the area. It is likely that the permission will be linked (through planning conditions) to the agreed masterplan.
- 5.8 The outline permission will then be followed by a series of reserved matters submissions, which will provide details of the developments to be built out across the area.

Funding

Why is funding a significant issue for York Northwest?

- 5.9 It must be recognised that the York Northwest area, as previously developed land within a constrained urban area, is likely to be complicated and costly to develop. Significant funding will be required to address a range of issues, including to:
- provide the necessary transport infrastructure for the proposed sustainable community at York Northwest;
 - provide community facilities (including health and education facilities), built leisure facilities, and open space for residents and employees within York Northwest;
 - provide affordable housing, including social rented and low cost home ownership;
 - implement remediation measures for the decontamination of significant parts of the York Northwest area; and
 - implement remediation measures for the protection of sites of archaeological interest within the York Northwest area.

Who will fund the development of York Northwest?

- 5.10 It is anticipated that funding for the redevelopment of York Northwest will come from both private and public sources.

Private Sector Investment

- 5.11 Private sector investment has a crucial role to play in the redevelopment of York Northwest, primarily through bringing forward commercially attractive uses, such as market housing, employment uses, and commercial mixed-use schemes.
- 5.12 Developers however will be expected, where it is commercially viable, to commit, through formal legal agreements, to fund key infrastructure and enter into other planning obligations to provide community benefits, for example, education and training, health facilities, leisure/recreation/public spaces and maintenance provisions together with affordable housing. Such agreements will ensure that some of the financial returns generated by the development of higher value land uses are used to ensure that the area can be developed both comprehensively and in a manner consistent with the standards set out in the agreed masterplan. Funding of key infrastructure may include payments made as part of a Transport Master Plan.

Public Investment

- 5.13 Public investment will be required in addition to developer contributions because of the high costs of necessary infrastructure, including transport. Yorkshire Forward are committed to supporting this project, with up front funding to overcome initial high costs, which will be recovered as the development is built out. The Council will be working with partners to investigate transport funding opportunities.
- 5.14 Furthermore, the Council will work with the York Housing Corporation in order to help support the delivery of affordable housing.

Further Work

- 5.15 Further work will be undertaken, prior to the development of the York Northwest AAP Preferred Options report, to provide a clearer understanding of the:
- off site and on site infrastructure costs;
 - on-site demolition and remediation work costs;
 - potential to source public sector funding for transport infrastructure and other costs; and
 - cost and viability of the various options presented.
- 5.16 This information will allow a greater understanding of the level of funding required to redevelop York Northwest and the strategy needed to obtain this funding. It will also provide a clear evidence base for choosing preferred options.

6.0 PUBLIC CONSULTATION AND NEXT STEPS

Consultation Process

- 6.1 This Issues and Options Report considers the future development of the York Northwest area. As part of the ongoing consultation which is being undertaken during the preparation of the Area Action Plan the options are to be made publicly available for comment from all those interested in the future of the area.
- 6.2 A sustainability statement has been prepared providing a systematic identification and evaluation of the economic, social and environmental impacts of the options. Comments from the public and stakeholders and the findings of the sustainability statement will together inform the preparation of a 'preferred option' for York Northwest.
- 6.3 In due course further consultation will take place to seek comments on the preferred option. The Council will then consider and discuss representations on the preferred options consultation, before preparing a draft Area Action Plan. The draft Area Action Plan will then be submitted to the Secretary of State for independent examination and will involve a third and final period of consultation. An independent examination to test the soundness of the plan will then take place and the Inspector will deliver a binding report to the Council after which the plan can be adopted.

Have Your Say

- 6.4 Your comments on this document will enable you to influence the Area Action Plan for York Northwest. Please let us know what you think by **[insert date]** so that we can take your views into account.
- 6.5 You can answer the questions included within the various sections of the document, though if you have other comments we would be happy to receive them and in particular we would like to know whether there are issues and options that you feel we have missed.
- 6.6 All comments should be made in writing by filling in the questionnaire and forwarding this to us either by post or email. The form can be accessed electronically by the on line surveys link using the Councils website

http://www.york.gov.uk/environment/Planning/Major_developments/York_northwest/

http://www.york.gov.uk/environment/Planning/Local_development_framework/YorkNorthwestAAP/

**Questionnaires should be forwarded to York Northwest Team
City Development
City of York Council
9 St Leonards Place
York
YO1 7ET**

**Telephone: 01904 552516
Email: yorknorthwest@york.gov.uk**

Want to Know More?

- 6.7 Further details on the practical arrangements for the preparation of Area Action Plans are provided in 'Creating Local Development Frameworks – A Companion Guide to PPS12' which is published by the Office of the Deputy Prime Minister. It can be viewed at:

http://www.communities.gov.uk/pub/863/CreatingLocalDevelopmentFrameworksACompanionguidetoPPS12PDF949Kb_id1143863.pdf

York Northwest Issues and Options Public Comment Form

Please complete this form by ticking your answers clearly in black pen and return your form using the freepost address at the bottom of this sheet byNo stamp will be needed. Please attach a separate sheet(s) if you would like to make further comment.

Add Freepost address Add language panel

Are you responding to this survey as a?

Resident of York
 York Business

What ward do you live in or is your business located in ?

.....

Q1 Do you agree or disagree with the draft VISION for York Northwest ?

Strongly agree <input type="checkbox"/>	Tend to agree <input type="checkbox"/>	Neither <input type="checkbox"/>	Tend to disagree <input type="checkbox"/>	Strongly disagree <input type="checkbox"/>
--	---	-------------------------------------	--	---

If you disagree then please give reasons and/or propose an alternative vision

.....

Q2 Of the following possible OBJECTIVES for York Northwest, which five do you think are the highest priority ?

Please number in priority order, 1 being the highest.

	Objective
1	Create a new sustainable and inclusive community <input type="checkbox"/>
2	Provide high quality of life opportunities <input type="checkbox"/>
3	Promote a high quality development <input type="checkbox"/>
4	Promote use of renewable energy and sustainable building design/construction techniques (carbon neutral community) <input type="checkbox"/>
5	Provide employment opportunities for all York residents, including modern Central Business District at York Central <input type="checkbox"/>
6	Provide a range of vibrant ground floor uses (York Central) <input type="checkbox"/>
7	Help to meet housing needs in York, including providing affordable housing <input type="checkbox"/>
8	Provide high quality health, education, retail services and community facilities <input type="checkbox"/>
9	Enhance tourism facilities <input type="checkbox"/>
10	Ensure the development is integrated with City Centre and the surrounding area <input type="checkbox"/>
11	Create car free/low car dependency environment <input type="checkbox"/>
12	Preserve and enhance the City's history and archaeology <input type="checkbox"/>
13	Provide a new public transport interchange <input type="checkbox"/>

Q3 Do you agree or disagree with the EMPLOYMENT options ?

Employment	Strongly agree	Tend to agree	Neither	Tend to disagree	Strongly disagree
York Central					
E1 – Offices and light industry at York Central	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E2 – General Industrial at York Central	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E3 – Storage and warehousing at York Central	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
British Sugar					
E4 – Offices and light industry at British sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E5 – General Industry at British Sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E6 – Storage and warehousing at British Sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q4 Do you agree or disagree with the HOUSING options?

Housing density	Strongly agree	Tend to agree	Neither	Tend to disagree	Strongly disagree
H1 – Higher density housing within York Central and medium density at British Sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
H2 – Higher density housing close to public transport interchanges with medium density housing further away from interchanges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q5 Which ONE of the following three housing options do you prefer ?

H3 - 64% houses; 36% apartments <input type="checkbox"/>	H4 – More than 64% houses <input type="checkbox"/>	H5 – More than 36% apartments <input type="checkbox"/>
--	--	--

Q6 Do you agree or disagree with the SOCIAL INFRASTRUCTURE options ?

Social infrastructure	Strongly agree	Tend to agree	Neither	Tend to disagree	Strongly disagree
Provision of one new District Shopping Centre at either: S1 - British Sugar S2 – York Central	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
S3 – Provision of two Local Centres, one at York Central and one at British Sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
S4 – Provision of a range of small scale shopping, social, community and health facilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
S5 – Non-food retailing (eg, clothes, shoes, books etc)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q7 Do you agree or disagree with the CULTURE AND TOURISM options ?

Culture and tourism	Strongly agree	Tend to agree	Neither	Tend to disagree	Strongly disagree
C1 – Develop a cultural area around the National Railway Museum which links with Museum Gardens and the Minster	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C2 – Develop cultural and tourist facilities around key transport points	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C3 – Provide a site for a high quality 4 star or 5 star hotel in York Central	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C4 - Provide a site for a high quality 4 star or 5 star hotel in British Sugar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q8 Do you have any comments on the TRANSPORT OPTIONS FOR VEHICLES ? (eg, T1-T14)

Transport Objective No.

Q9 Do you have any comments on the PUBLIC TRANSPORT OPTIONS ? (eg, T15-T20)

Transport Objective No.

Q10 Do you have any comments on the NEW PEDESTRIAN AND CYCLE ACCESS OPTIONS ? (eg, T21- T34)

Transport Objective No

If you would like to comment further on the transport options, please write below

.....

Q11 Do you think there should be a community stadium in York Northwest?

Strongly agree <input type="checkbox"/>	Tend to agree <input type="checkbox"/>	Neither <input type="checkbox"/>	Tend to disagree <input type="checkbox"/>	Strongly disagree <input type="checkbox"/>
--	---	-------------------------------------	--	---

Q12 Which do think would be the best location for a community stadium?

Community Stadium	Strongly agree	Tend to agree	Neither	Tend to disagree	Strongly disagree
O1 – Location of a community stadium adjacent to the railway station	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
O2 – Location of a community stadium at the northern end of British Sugar site	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
O3 – Location of a community stadium in the possible new District Centre (in the vicinity of railway station/new rail stop) on British Sugar site	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q13 What types of OPEN SPACE AND RECREATIONAL FACILITIES should be provided by York Northwest?

- Local/City Parks
- Natural/semi-natural greenspace, such as Acomb Wood or Hobmoor
- Children’s play area
- Activities for young people, such as a football pitch
- Outdoor Sports facilities
- Green Corridors, eg, Rawcliffe/Clifton Ings
- Other.....

Q14 Are there any other issues, ideas or opportunities you feel Should be considered ?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

GLOSSARY

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

AONB - Areas of Outstanding Natural Beauty

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

Biodiversity - the different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

Biomass: is the shared description for the controlled release and use of the energy potential locked up in **trees and plants** – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial **digestion** of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

BREEAM: the Building Research Establishment (BRE) have developed an Environmental Assessment Method (BREEAM) which assesses the sustainability performance of buildings in terms of energy use, pollution, transport, ecology, materials and water consumption.

Brownfield Sites/Locations: previously developed land that is or was occupied by a permanent structure (excluding agricultural or forestry building) and associated fixed surface infrastructure.

Carbon Emissions - Emissions to the atmosphere principally from the burning of fossil fuels and deforestation.

Comparison Goods: Comparison goods comprise clothing, footwear, household appliances (electric or gas), carpets, furniture, computers,

books, music/videos, toys, DIY equipment, audio-visual equipment, sports equipment and leisure goods.

Convenience Goods: Convenience goods comprise food, drink, tobacco, newspapers, magazines and confectionery. Outlets include bakers, confectioners, butchers, tobacconists, newsagents, fishmongers, frozen food stores, greengrocers, delicatessens, health food stores, off licences, shoe repairs/key cutting stores, petrol forecourt stores and supermarkets, although not all of the goods sold at these stores are convenience goods.

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

Core Strategy-'Preferred Options' Stage: document produced as part of the second phase for the preparation of the Core Strategy DPD. The document will invite public participation on the preferred options developed from the initial stage 1 'Issues and Options' consultations and will provide an overall direction for the Core Strategy DPD.

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

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

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

Ecological Footprint (Ecofootprint) – a measure of the land area (in global hectares or gha) that is required to sustain human activity, including through food production and transport, provision of resources, energy generation, waste assimilation and greenhouse gas generation. Calculating an ecofootprint helps to explore and understand our impact on the environment and the planet, and to identify ways to reduce it.

Greenfield Sites/Locations: an area of land that has never been built upon.

Greenhouse Gases (GHG) – a group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapor, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulfur hexafluoride, and chlorofluorocarbons.

Ground source heat pumps (GSHP) - transfer heat from the ground into a building to provide space heating and, in some cases, to pre-heat domestic hot water. They rely on the absorption of the heat produced by the sun being drawn into a compression unit with an evaporator coil heat exchanger which works like a fridge in reverse; making it possible to produce heat from external air temperatures of as little as -15°C , or constant UK ground (12°C), or water temperatures.

Historic Environment: refers to the historic buildings, streetscapes, landscapes and parks which together form an important aspect of the character and appearance of York.

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

Lifetime Homes: are homes that incorporate design features that together create a flexible blueprint for accessible and adaptable housing in any setting. Lifetime homes increase choice, independence and longevity of tenure, vital to individual and community well-being.

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

Local Development Framework (LDFs): the name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents, Supplementary Planning documents, a Statement of Community Involvement, the Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.

Local Development Scheme (LDS): sets out the programme for preparing *Local Development Documents*.

Local Plan: A document which, together with the *Structure Plan*, forms part of the *Development Plan* for a specified area. The Local Plan consists of a written statement and a proposals map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry. The Local Development Framework documents will supercede the Draft Local Plan.

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

Photovoltaic – solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

Planning Policy Guidance 4 : Industrial, Commercial Development and small firms (PPG4)

Planning Policy Guidance 9: Nature Conservation (PPG9)

Planning Policy Guidance 12: Development Plans (PPG12)

Planning Policy Guidance Note 13 : Transport (PPG13)

Planning Policy Guidance Note 14 : Development on Unstable Land (PPG14)

Planning Policy Guidance Note 15 : Planning and the Historic Environment (PPG15)

Planning Policy Guidance Note 16 : Archaeology and Planning (PPG16)

Planning Policy Guidance Note 17 : Planning for Open Space, Sport and Recreation (PPG17)

Planning Policy Guidance Note 21 : Tourism (PPG21)

Planning Policy Guidance Note 24 : Planning and Noise (PPG24)

Planning Policy Statement 1 : Delivering Sustainable Development (PPS1)

Planning Policy Statement 3: Housing (PPS3)

Planning Policy Statement 6 : Planning for Town Centres (PPS6)

Planning Policy Statement 9 : Biodiversity and Geological Conservation (PPS9)

Planning Policy Statement 11: Regional Spatial Strategies (PPS11)

Planning Policy Statement 12 : Local Development Frameworks (PPS12)

Planning Policy Statement 22 : Renewable Energy (PPS22)

Planning Policy Statement 23 : Planning and Pollution Control (PPS23)

Planning Policy Statement 25 : Development and Flood Risk (PPS25)

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

RAMSAR: The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an intergovernmental treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totalling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

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

Solar Water Heating (SWH) - is a system for heating water using energy from the sun. Solar energy is collected by a panel, which is connected by pipes to a hot water storage device such as a hot water cylinder.

SSSI - Sites of Special Scientific Interest

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

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

Strategic Flood Risk Assessment: is a planning tool, which is used to assess flood risk within an area. It is designed to inform the spatial planning process of relevant issues of flood risk.

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

Sustainable energy - Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

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

Wind turbines – convert power in the wind into electrical energy using rotating wing-like blades which drive a generator.

Zero Carbon Development – development which achieves zero carbon emissions from energy use on site, on an annual basis.